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Perceptions of a management development intervention in the South African Police Service.

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PERCEPTIONS OF A MANAGEMENT DEVELOPMENT INTERVENTION IN THE SOUTH AFRICAN POLICE SERVICE

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A research report submitted to the Faculty of Management, University of the Witwatersrand, in partial fulfilment of the requirement for the degree of Master of Management.

Johannesburg, February 2000

Abstract

The focus of this project is the South African Police Service. The study looked at whether what is happening in a police station could be associated with a management development intervention -Police Station Management Programme attended by Station Commissioner and Senior Managers recently.

Using the qualitative approach - mainly the case study, the study looked at the perception of the programme at three police stations. Also, the South African Police Service is considered in historical context of South Africa and mainly the post 1994 period Various and somewhat contradictory themes emerged in the responses. Firstly, the report highlights that the process leading to participating in the programme by the various police officers was top-down. Yet after training the police Station Commissioners and Unit Managers embraced concepts such as learning organisation, community policing and human rights - all very democratic issues in some cases within the contexts of scarce resources. Although this was a small-scale study, several implications related to the development and management of development programmes could be highlighted. First, there is a need to look at and conduct needs analysis of organisations and the staff before designing the programmes. Secondly, after such analysis, there is a need to offer challenging responsibilities to personnel consistent with the newly acquired skills, knowledge and attitudes.

DECLARATION

I declare that this research report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other University.

Signed at Wits on this 28th day of February 2000.

Tshinyiwaho Phidane

DEDICATION

To Nokulunga, Lusani and Zwonaka (wife and daughters) for their encouragement and support throughout the M M programme.

To my family and friends for their interest and support.

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I wish to express my warm appreciation to all those who assisted me in the preparation of this report. In particular, I wish to thank my supervisor, Judy Klipin for her understanding and guidance

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Chapter 1:

1. Introduction to the Research

1.1. Introduction

At the dawn of the 21st century, South Africa like many other countries in the world faces a shortage of managers. This is evident in both the private and public sectors. The shortage of skilled and experienced black managers in all spheres of the economy is of great concern to the government, labour and the private sector. Many factors have contributed to South Africa's management crisis. Some of them are:

- Historically, legislation and attitudes hampered people development. Certain policies such as job reservation and the migratory labour system restricted the African labour force from certain training opportunities, amongst which was apprenticeship training. Africans were denied by law to be trained as artisan in certain categories and industries;

- The design of some of the existing management development programmes also hampers the possibility of offering an alternative solution that could meet the requirements of the future. This means that some management development training is based on scientific management theory that cannot be applied in the modern economic era.

By the time the new government changed the Labour Relations Act (1996), there was a huge backlog compounded by lack of resources. Those changes in the law that came with the new government met with the harsh reality of people schooled in the old management system that was mostly authoritarian. The volatility of today's economy based on

information technology demands a different approach, preferably a participatory one to manage an organisation.

There were also challenges of how best to deal with change. The issue of dealing with change was an enormous challenge to government. The Sunset Clause (1993) agreement with regard to the civil servants meant that the government could not dismiss a person who might not be delivering before the end of the five-year term.

The five-year employment guarantee given to some civil servants meant that the government still had to allocate huge finances towards salaries at the cost of service delivery and training initiatives. In addition, it meant that even if those civil servants were not performing, nothing could be done to reduce costs.

Wertzer (1993) argues that before 1993 there was debate amongst key players such as the government and labour over the need to transform all sectors of society. Concerning the Civil Service, the need to transform the South African Police (SAP) was seen as paramount. The South African Police Service (SAPS) is undergoing a process of transformation far greater than its name change from South African Police to South African Police Service. This transformation includes the amalgamation of eleven police forces into one police service. These eleven police forces came from different cultures, norms and practices. Creating one common vision and mission for such a big organisation needs skills and experience to deal with diverse views.

The South African Police Service (SAPS) has adopted a philosophy of community policing. Through working closely with members of community to enhance safety and order, the SAPS hopes to meet the expectations of the community. The South African Constitution (1996) gave further credence to the concept of community policing, making it compulsory for Community Police Forums (CPFs) to be established at each police station.

A participatory management style which encompasses shared responsibility in decision making is replacing the traditional autocratic management style which was characterised

by mainly superiors making decisions for police personnel. The decision-making process is no longer the prerogative of senior management alone, but has to involve other staff members in the organisation.

The changing management style has demanded radical changes in thinking and in working by all the people involved in the process. The new philosophy calls for training and retraining initiatives on a large scale to convert the SAPS into a continuously learning, community-directed organisation that follows a participatory management style. The recognition that the SAPS should be a learning organisation where members continuously learn new skills is fundamental to the new philosophy.

Accordingly the SAPS management took the initiative by exposing police managers to current international trends in management and policing. This has been done through a number of management development programmes. One of the management development programmes is the Police Station Management Programme (PSMP) which is the primary concern of this study.

The Police Station Management Programme is a university based programme run by six South African universities. The programme is aimed at building management capacity of police managers nationally. It is envisaged that participants would acquire a balance of academic and practical skills in community policing, police organisation and participatory management.

According to the PSMP (1999) course outline the objectives of the programme are to:

- develop and enhance the leadership and management skills of police station managers;
- advance participants' theoretical, conceptual and practical understanding of leadership and management in the context of community policing;
- support the SAPS transformation process by developing participants as change agents within their police stations;
- redirect the focus of the service towards cost-effective crime prevention based on problem solving methodologies;

- assist in creating conditions in which all police officials at police station level are empowered to be effective decision makers and proactive problem solvers.

Fox (1998) further indicates that the content of PSMP is comprises of six modules:

- The Learning Organisation
- Community Policing
- Crime Prevention and Problem Solving
- Strategic Management and Leadership
- Managing for Performance
- Policy Management and Human Rights Practice

The duration of the course is six months and is taught on a block release, which means that participants will attend for three or four days and return to their workplace for two or more weeks before they continue with other modules. This enables the participants to simultaneously learn and implement some of the skills. The method also enables learners to share their implementation experiences with colleagues who in turn can share in their successful practice. The method of evaluation is through written assignments and written examination.

Management development programmes, like all people development issues, have two essential features: content and process. The material covered in the management development process constitutes the content, while how the content is communicated to the trainees forms the process. This is important to the present study because the aim is to investigate the effects of a management development programme on job performance, and the processes that lead to certain individuals being chosen to attend the course.

Two areas are discussed throughout this paper. Firstly, what were the participants' perceptions of their training? Secondly, if there have been changes at station level in terms of work ethics and attitudes, can these changes be attributed to a PSMP or not? In light of these two questions, it is worthwhile to note that the recent economic and technological development in the world has been unpredictable. This makes it difficult and to predict how long a particular course of training will still be relevant. Historically,

implementation of a management development programme has been based on a relatively stable environment. Today, the environment is different. As Handy (1991:8) puts it:

> 'We are entering an age of unreason, a time when the future, in so many areas, is to be shaped by us and for us; a time when the only prediction that will hold true is that no prediction will hold true; a time, therefore, for bold imaging in private life as well as public; for thinking the unlikely an[1] doing the unreasonable'.

Handy argues that people can influence the future if they know what they want it to be, and that people can and should be in charge of their destinies in a time of change. However, because the future has become unpredictable, management development should be aimed at enabling people to operate in an unstable environment and succeed.

Handy further states that organisations are operating in an environment of both internal and external changes. Consequently an appropriate organisational development process should have the characteristics that are aligned with the requirements of the internal and external environment. In a sense, this should consistently produce behaviour that satisfies the target market and the customer. Thus effective development strategies that target optimal organisational performance can only be implemented if leaders and the management have the required understanding of management development issues and their effects.

1.2. Research Objectives

This research report examines whether the PSMP is perceived to have changed performance at the three police stations studied. Primarily the research focuses on the perceived impact of PSMP on three police stations and the content that was covered during the training.

It is noteworthy that the ability of the SAPS to meet the needs of its customers is one of the indicators of its organisational success. SAPS target market is the community it serves and in this case is the immediate community, (the area office, the regional office

and lastly the national office of the SAPS). Therefore the success or failure of the SAPS to satisfy these constituencies would indicate security or insecurity of the immediate beneficiaries of the service.

Fox (1998: 4) states that:

> 'the Police Station Management Programme (PSMP) is a programme designed for all Police Station Commissioners and for other managers working at police station level. The course is intended to expose participants to a balance of academic and practical aspects of community policing and police organisation management. Participants should demonstrate applied understanding of policy, strategy and change in the sector.'

The outcome of the course is that participants should be able to demonstrate clear understanding of the principles, implementation and management strategies of community policing.

1.3. Why Police Station Management Programme?

The researcher chose the Police Station Management Programme (PSMP) for the following reasons:

1. Police stations are usually as the first contact between the victim and the law.
2. Information could be easily gathered in different police stations.
3. Some of the Station Commissioners were appointed recently.
4. The PSMP programme could reveal how learners might manage learning and workplace demands in a changing environment.

1.4. The Primary Objectives

The primary objective of this research was to gain insight into the perceptions of the participants and non-participants of the PSMP and its impact on job performance in the South African Police Service. The research also set out to establish whether or not people in the SAPS relate development in the organisation to the Police Station Management Programme.

1.5. The Secondary Objectives

The secondary objectives for this report were:

to identify the relevance of the content of Police Station Management Programme.
to identify other dynamics (e.g. resources and skills) at different police stations that enhance or constrain the impact of the management development programme.

1.6. Historical Overview

This overview will historically situate the developments leading to the SAPS embarking on the Police Station Management Development Programme. As such, the overview is intended to trace and contextualise the development from authoritarian to participatory and people friendly management approaches and attitudes. This historical overview begins by tracing the reasons for the amalgamation of SAPS. It looks at issues of accountability within SAPS and also at the concept of partnership and community policing. It concludes by looking at cultural changes in governmental relationships. This brief overview points out that the process leading to the SAPS amalgamation was fraught with difficulties and tensions both within and outside the organisation.

The SAPS National Crime Prevention Strategy (1995) suggests that the SAPS philosophy is to prioritise certain focus areas to develop pockets of excellence in geographical areas as well as in core functional areas. The geographical areas serve as building blocks for a policing model that could be an example to the rest of the country. Since 1996, the South African Police Service is required by law to develop a plan for each financial year by setting out priorities and objectives. The priorities and objectives provide a national framework to guide functionaries at all levels in their planning processes.

The SAPS philosophy is informed by relevant Government policies and strategies, such as the White Paper on Public Service Transformation (1996); the White Paper on Public Service Training, Growth, Employment and Redistribution Strategy (1996); the Skills Development Act (1998) and the National Crime Prevention Strategy (1996).

1.6.1. Amalgamation of SAPS

Before 1994 there were eleven different police forces or organisations serving the various racial and ethnic groups within South Africa. After the democratic elections of 1994 these police organisations had to be brought together into one professional organisation.

A number of challenges emerged in the bid to unite the different forces. One of the challenges facing the SAPS has been to establish a collaborative, vision-driven culture given the fact that the SAPS is an amalgamation of eleven police agencies. Each came with its own culture but more importantly, their selection and recruitment criteria were different. There was also a lack of appropriate training that embraced the new mission of community and participatory policing of the SAPS.

The fundamental problem of the SAPS culture is the fact that each SAPS agency has regarded itself as a separate entity that takes instruction or advice only from the senior police officials. Hence SAPS members were accountable only to their seniors. This attitude was fostered and reinforced during and after training. However the emerging philosophy of community policing expected SAPS members to work hand in hand with

ordinary citizens in combating crime. This demanded a change in police practice and a change in attitude of communities who had lost trust in the police.

Another problem that surfaced was racism. Weitzer (1993) states that there are those who seem to believe that the problem with policing is that of race. In support of this view, is the lack of black officers in senior positions. Related to this is that the lack of appropriate experience of most black officers. The relevance of Weitzer's statement is that most of the participants in PSMP are blacks who have been recently promoted.

Efforts to out-manoeuvre the race problem included promoting black officers. However, Weitzer (1993) suggests that simply increasing the number of senior black police will not necessarily improve the level of policing. In South Africa, their presence may have symbolic benefit, that is, a vision were the races are equal hence attracting the diverse races to a unified organisation. Over time, this may pay dividends. According to Weitzer the common rule is that police behaviour is shaped mainly by the nature of their function rather than officers' social background. Perhaps lack of training and the racial legacy in the South African situation has contributed more than in any other country.

1.6.2. Accountability

With the advent of democracy, the democratic Constitution created independent watchdog institutions such as the Independent Complaint Directorate, whose responsibility it is to investigate complaints against SAPS. The new Constitution ensures that a police station is accountable to the community it serves through the establishment of Community Police Forums.

1.6.3. Partnership/ Community Policing

Weitzer says that from 1994,

> 'The overriding philosophy has been to shift from traditional policing which is incident-driven and enforcement dominated, to preventative approaches and problem solving in collaboration with the community and other service providers. Public safety has become the responsibility of many stakeholders, and activities such as community building, are some of them'. (1993: 7)

This points to the need for a management perspective and organisational strategy for developing long-term solutions. As Weitzer argues, one of the options for the SAPS is to move away from prescriptive procedures, practices and protocols. As Weitzer (1994) argues that the creation of a partnership will require more in-depth strategic thinking and planning; broad based employee and public involvement and custom designing of interventions to match specific local conditions.

1.6.4. Cultural Change through Amalgamation

It is imperative to understand the environment in which the SAPS is operating. Undoubtedly, the most important environmental consideration for any South African organisation is that they operate within a democratic state that is part of global context.

In South Africa there are many organisations, made up of diverse cultures, with a low level of cross-cultural communication and understanding. Hofstede (1991) argues that personality and culture are two primary influences of behaviour and that behaviour manifests itself in the organisation as performance. Therefore an understanding of management development implementation in South Africa is important so that necessary interventions can be made.

However, individual organisations have their own unique environment given the history of South Africa. Some of the issues facing the SAPS at organisational level have a national as well as global implication. For example, there is a need to co-operate with other police agencies or organisations from around the world in order to deal with issues of crime. The South African Police Service faces two challenges with international and national impact:

- The transition from eleven police forces into one with a common vision to serve the whole society. Achieving this objective could act as a catalyst for other divided societies to realise that they too can build a unified police service.
- The acceptance by the police service of the Constitution of the country as a supreme document for all people.

Weitzer (1993) advances the idea that policing is not only a job, but it is also a cause. The South African Police Service (SAPS) have no choice but to serve a democratic political system. The fact that senior leadership of the SAPS is heralding a new culture is commendable. However experiences from other societies reveal how little influence senior officers and formal instructions have on the everyday action of street police, who seem to enjoy considerable autonomy and discretion in his/her work (Weitzer, 1993). As mentioned earlier, this seems to be a mammoth task given the fact that the SAPS is an amalgamation of eleven agencies with different training as well as a selection and recruitment criteria.

The argument advanced by Weitzer is that what matters most is on the job socialisation by colleagues. Through socialisation, police personnel learn norms that may differ from, and supersede formal rules. This suggests that irrespective of the number of courses or programmes people attend outside or inside the organisation, real change can only come about when learned skills are assimilated into practice.

What is important is that through training and other in-house socialisation, people might be able to change their attitudes and philosophy a more acceptable behaviour. One

wonders whether the PSMP programme is enough to change the behaviour of certain people.

1.6.5. Inter-governmental Relationships

Lawler and Hearn (1995) argue that changes within organisational bureaucracy and in the relationship between the organisation and the community are necessary. Similarly, there must be a change in the relationship among public, private, and the non-profit service sectors. Sometimes, problems that occur in the community do not necessarily fit neatly into the way government is set up to deliver services. For example, the police department's desire to increase lighting in a crime-ridden area may be counter to the public works department's regulations on how much light is prescribed per square meter.

Weitzer (1993) suggests that law enforcement culture has tended to isolate police agencies from other local government entities. According to Brown and Davis

> 'the challenge for the police service is to learn how to lead a collaborative, results oriented change first in their own department and then reach out to municipality and external service agencies'.

1.7. Effectiveness and Performance

Camp *et.al* (1986) believe that the foundation of any organisation's prosperity lies in its ability not only to train the workforce in knowledge and skills but in its ability to assess the impact of training on job performance. In this view, the ability to assess is entirely dependent on the performance of the organisation. The assumption is that people should drive the process as individuals, employees, and as part of a team or as management.

1.8. Relevance of the Research

This research differs from previous work in that it focuses on the effects of a management development programme on job performance. While it looks at the content of a management development programme, its main focus is the perceived effects of the

programme on job performance. The question to ask is: Is the organisation getting the appropriate returns from the training?

While this research focuses on the South African Police Service, much of what is to be discussed can be applied to organisations outside the police service, as many of the principles in management development are generic. It is hoped that this research will shed new light on the previous and current perceptions that exist regarding the successful implementation of management development strategies.

Lawler and Hearn (1995) contend that the last twenty years have seen management development becoming the subject of extensive examination and adoption, first in the private sector and recently in the public sector in South Africa. Consequently management development lies at the core of the new public management system, with its principle of efficiency, accountability, quality and value for money.

Generally, management development issues have focused mainly on the content of training programmes provided for staff. However, not much has been done regarding the impact assessments of the process.

This research has many implications for management development of South African organisations, particularly the SAPS. It will provide insight into the attitudes of police at police station level, and will help identify factors that hinder or enhance performance. It is hoped that identification of these factors will provide a basis for effective strategic planning in the SAPS. In addition, it will offer a basis to improve management decisions, the quality of leadership and the effectiveness of organisational interventions.

1.9. Layout of the report

This research report is presented in five chapters:

Chapter one is a brief introduction and research objective of this study. This chapter forms the foundation of the chapters that follow.

Chapter two deals with the literature review in terms of management development approaches to the training of managers and police managers. This is dealt with against the background of the rise of managerialism as an accepted practice in which organisations have to be managed.

Chapter three covers the research methodology, the research aims and research question. It also covers the discussion of the research questionnaire.

Chapter four forms part of the analysis and presentation of the results achieved from the interview questionnaires.

Chapter five discusses the research findings with reference to theoretical background, propositions made and the presentation of results from the previous chapter. Conclusions are reached and potential areas for further research are suggested.

References are provided at the end of the research report and appendices are attached for further perusal.

Chapter 2:

2. Review of the Literature

2.1. *Introduction*

This section will review selected literature on the emergence and meaning of management development and police management in particular. It will look at its linkages with concepts such as management, development, training and acceptance of those concepts in the public sector as well as its applicability to the South African Police Service's management development strategy and the Police Station Management Programme in particular. Looking into a number of factors that directly or indirectly affect police management will do this. It has to be noted that most of the current literature comes from the United States of America and Europe which has to be contextualised and interpreted for South African purposes. The literature review shows that management development is the result of the rise and adoption of managerialism issues and that a management development intervention such as the Police Station Management Programme is a result of that thinking.

2.2. *Definition of terms*

The terms used in this study are context-bound since stakeholders in different settings attach their own meanings to them. For example, changes in the police station may be seen by a Station Commissioner to depend on his/her leadership, at the same time an ordinary police official may see changes as instruction from the Area office.

2.2.1. Management

The concept of management is riddled with ambiguities and nuances and weighed down with conceptual and political baggage. It is being imported from the industrial or business sector into the public sector. Also, there are multiple and conflicting conceptions of the concept of management. Thus in an attempt to define management development the starting point is to look at the working definition of management.
Blanchard (1977) maintains that management theory has been characterised by a search for the important elements of all organisations.

Drucker (1968: 410) approaches the issue of management from the manager's job. His views are that a manager has certain basic tasks to fulfil in all organisations namely:

- Setting objectives
- Organising
- Motivating and communicating
- Measuring
- Developing people

Hersey and Blanchard (1986) argue that a manager's job is the working with and through individuals and groups to accomplish organisational goals. Blanchard (1977) introduces the concept of managerial effectiveness by arguing that it is the extent to which a manager achieves the outcome requirements of his/her position. Thus a manager's job can be defined as 'working with and through individuals and groups to achieve the outcome requirements of a position and so contribute to the organisation's achievements of its goals'. Blanchard (1986:12)

Before examining the specifics of management development, it is essential to look at the term 'development' and differentiate it from training.
Van Dyk and Erasmus (1995) draws a distinction between the two, arguing that training relates primarily to the acquisition of skills whose content may be closely described. In

this case training is more specific and has a definable goal. However, development suggests an ongoing process with goals that are somewhat vague. They further argues that training answers the question of what it is that needs to be acquired by people in organisations, while development addresses itself to the question of how people may best behave in order to achieve organisational goals and objectives.

Before coming to the definition of management development, it is imperative to establish its purpose. Many authors Blanchard (1986), van Dyk and Erasmus(1995) argue that the purpose of management development is to:

- identify and provide a broader base of competence with which to an engage area/areas of responsibility;
- to apply this competence to positions within the organisation in order to enhance goal achievement;
- to provide a working environment that makes optimal use of human resources for the continuing growth of the organisation and the individual.

> Based on this background and context the definition that best represents this study is the one by Erasmus and van Dyk (1996). They defined management as
>
> 'Preparing and training managers successfully to manage their surbodinates while at the same time developing the strategies of the enterprise and achieving its objectives (Erasmus and van Dyk 1996: 174)'.

They argue that it is the attempt to improve managerial effectiveness through a planned and deliberate learning process. It is part of the organisation's learning process through which the organisation develops its capability to understand its own behaviour.

2.2.2. Managerialism

The concentration on the interests of management in how organisations are managed, stressing the role and accountability of individual managers and their positions as managers (Hearn and Lawler, 1995).

2.2.3. Manager

Anyone who is in charge of an organisation or one of its sub-units (Mintzberg, 1973).

2.3. *Management Development in Organisations*

Firstly, this section looks at the origins of the concept of management development. It traces how the notion of management development gained acceptance in the public sphere and police organisations in particular. It points out that there have been objections to transference of private sector definitions to the public domain.

The public sector has been subject to great changes throughout the 1980s and the 1990s particularly in the Western world. Lawler and Hearn (1995) argue that these changes can be categorised as having two facets resulting in public sector organisation being privatised or being subject to pressures to increase the effectiveness of their management along with stringent financial review. Hearn (1995:20) argues that fundamental to these pressures are:

- Financial pressures
- The need to reduce the role of the state

These changes have been influenced in part by the rise in managerialism. According to this view, managerialism implies that there are certain core functions of management applicable across all organisational contexts, and that certain management techniques can

be transferred across contexts. In this case it is suggested that private sector definitions could be transferred to the public domain.

2.4. Management Development.

Camp, Blanchard and Huszczo (1986:271) identify three reasons for specific focus on management development, namely:

- The importance of good management to the success of the organisation.
- The scarcity of good managers.
- The difficulty of developing good management development

There is strong emphasis on the importance of good managers for the success of organisations. Peters and Waterman (1982) observe that differences in companies with similar resources could be attributed to the differences in management approaches and individual managers. The manager's role as a planner, an organiser, a controller and a trainer is fundamental to the success of the organisation.

Camp et al. (1986) advance the idea that better managed organisations will be able to attract most of the talented new prospects although many of those may not realise their potential in that organisation but elsewhere. Thus, the success of any organisation depends mainly on an individual manager's success, matching the managerial processes and behaviours of the particular organisation with its internal structure and design components.

Sometimes the shortage of "good" managers may be caused by the internal problems of the organisation. Camp, et al. (1986: 272) state that:

> Determination of the appropriate managerial processes and behaviours for this particular organisation is the first step of any well constructed management development programs.

At the same time, they regard this as the biggest problem as diagnosis will require clear understanding of the organisation and leadership.

Critical to the development of management development programmes is the need to determine the skill requirements in the organisation or sub-unit. The questions are: What are the specific skills needed to run a police station in South Africa today? Does the Police Station Management Programme address these needs?

Knowledge and skill audits into the nature of managerial jobs have identified certain skill requirement categories as crucial for managerial success. The four categories are administrative, technical, interpersonal and personal skills

Fundamental to an appropriate management development programme is an understanding of the nature of the managerial job. These are some of the questions that need probing in developing a management development program. What does a managerial job entail? What are they involved in every day?

Historically, the training of police members in South Africa has focused mainly on technical skills. Previously, there was minimum training in administrative and interpersonal skills. Today, policing demands a diversity of skills ranging from administrative, personal to interpersonal, in order to deal with the multiplicity of tasks expected from police service personnel.

Management development programs should reflect those factors that have somehow proved to be predictive of managerial success. Camp et. al (1986, pp. 273) argue that fundamental to the development of effective training programs is the interaction between the personalities of the individual manager and the characteristics of the organisation. He also cites Miner (1993) saying that predictive managerial success factors must be closely attuned to the value and reward structure of the particular organisation.

The implication of this argument is that the design and development of management development programs should consider:

- predictive managerial success factors.....
- individual managerial personality and
- the characteristics of the organisation.

While there are similarities in managerial effectiveness in different organisations, what is effective in one organisation may not necessarily be effective in another. Mintzberg's (1973) view is that the nature of managerial roles is fundamentally grounded on the formal authority and status of a particular manager in that organisation. He further identified three roles that can be custom-built to suit a particular organisation. The three roles are:

- Interpersonal: involving figurehead, leadership and liaison
- Informational: monitor, disseminator and spokesman monitor
- Decisional: entrepreneur, resource allocator and negotiator

For Mintzberg these roles form an integrated whole and are inseparable, as any separation would change the nature of others. In the same vein, Camp et. al (1986) argue that the elimination or the neglect of a role has a direct impact on the performance of other roles and hence on managerial effectiveness. Thus, training should provide skill/knowledge that is required for each role, but more importantly training should offer meta-skills, in other words, skills to learn and to integrate multiple functions.

The culture of public sector organisations generally, has changed from administering to managing the public service. Today efficiency, accountability and service delivery are high on the priority list of overall organisational objectives in the public sector. A number of writers (e.g. Harrow and Wilcock, 1992) attempt to draw a distinction between administration and management in public sector organisations without definite conclusions. Maybe it is more useful to acknowledge that there may be some overlap between these two functions and that, whatever they are called, there has been an identifiable change in the way senior officials administer or manage public sector organisations. As Taylor (1989:5) puts it,

> Distinctions between titles and job descriptions as well as functions often become blurred and distort the performance of tasks. The notion that we are all managers now, even though we may call ourselves professionals, technicians or administrators, is one which many public sector employees have come to accept reluctantly, welcome with enthusiasms or even ignore. Whichever way, it can be argued that academic concepts of and approaches to management in the main which have applied to the private sector can also be applied to public sector, even though the aims and functions of the public bodies may be entirely different from those of the private sector.

Flynn (1990) argues that the present concern is with management in the context of markets and individuals. What went before may have been in the different context that allowed or promoted collectivism. At that stage it was called public administration rather than management in public sector organisation. Barnard also highlights the same shift from administration to management. This again points to managers now being responsible for strategic management rather than being implementers of policy developed elsewhere.

When in 1994, the SAPS was formed by unifying eleven forces, the nature of management positions at police station level had to change. This was due to the legacy of policing that had resulted in police stations being fundamentally administrative. Their function was to implement rules and regulations developed elsewhere. Police station managers were unable to effectively deal with local problems.

Today there is more emphasis on management of the police station. Presently the job demands a proactive attitude towards the issue of safety and security. This involves participating in community-initiated programs and the establishment of a community police forum in the area.

The managerial concerns of efficiency, effectiveness and economy become far more important than in the previous system. This significant change means that managers cannot necessarily rely on previous practices and procedures but must attempt new approaches and develop new skills.

Part of what management development programs have to deal with is the conflictn between professionalism and management. The majority of police service members identify themselves as professional police, responsible for holding the professional ethics of being a police officer. Within the public sector there is a strong tradition of professionalism that gives the individual worker considerable freedom in terms of making professional assessments and prescribing appropriate courses of action. While it may be difficult to agree to what constitutes a profession, one of the characteristics often mentioned is that of loyalty to a professional body and a professional set of standards or code of practice. This is seen as providing professional workers with a power base outside the organisation that employs them (Scott, 1966).

Hearn and Lawler (1995) advance the argument that increased emphasis on the role of managers has seen change in organisational structure to reinforce the transition from administration to management. The point is that, as workers progress up the hierarchy of the organisation, they are no longer seen as professionals or senior professionals but as managers.

Thus, the moves from administration to management and from professional to manager represent a great change in the role of manager within the police service. It should be remembered that these changes are not intended to be cosmetic but real changes in the way the police service is managed, in the way resources are used and in its relationships with the communities. While there are common elements between professional and managerial work, different kinds of skills are required. The question then is, to what extent are managers within the new managerial system prepared for the roles of managers?

Thus, the content of management development programs should include a concern with the efficient use of resources, the control of professional work, a changing relationship with users of services and the development and application of business techniques, in order to implement the new system. These are some of the challenges facing a police station in a particular area.

2.5. *Police Management*

The police service has made substantial progress in the past two years in the areas of operational effectiveness and the control of costs through improvements to management systems and structures. The service is now more finely tuned and therefore better prepared to meet the continuing challenges of social change and the public's expectation of higher service standards. This can be further achieved by adopting a devolved decision making policy that will allow police personnel to make decisions based on the facts at hand. Findlay and Zvekic say that:

> Policing constitutes an intricate pattern of relations between sources of authority, a set of goals, the selected means and available resources for achieving them, and the environment in which such take place. (1993:15)

As such police management is fundamentally different from the general management development because the environment that informs and give credence to policing responsibility is not the same. Police management understanding is embedded in the structural analysis that informs the police organisation whether the police are meeting public expectation.

2.5.1. Power Relations

Findlay and Zvekic (1993) mentioned three levels at which the issues of power can be addressed:

- power relations which designate a particular policing style
- power as it is negotiated through policing in practice
- power struggles which eventuate as a result of policing in practice

The dynamism of operational context, and the cyclical relationship between police authority and power within certain policing in practice, may overlap or merge. There are

various agendas for power and authority maintained by policing organisations that ultimately promotes their internal interests.

2.5.2. Indicators of Policing Styles

Findlay and Zvikic (1993) argue that contextual significance of power relationships which connect the police and the state, and the police and the community is designates variations in policing styles.

Policing styles can be deconstructed in terms of their sources of authority, regulatory framework, and decision-making processes, to develop certain commonalties that may be essential to the existence and exercise of police power. Whether policing practice from state authority proceeds necessarily and only within the confines of legality will be exposed through contextual analysis. Thus Marenin has this to say with regard to functional and expected diversity of state policing:

> The power of policing has many faces. The police may deliver services to the people in times of duress and emegency, and provide the sense of security and predictability necessary for them to engage in routine behaviour. Yet the police may also be the repressive organ of the state, the means by which the lives and safety of citizens are placed at the mercy of anonymous, bureaucratic and personalistic discretion. Whether one analyses high or low policing, state repression or general service. Policing tends to support the existing order, although, in different structural or functional manners (1989:73)

This statement is relevant and true to the South African experience where police officers have been used as an instrument of both repression and service. It is not suprising that the factors that shape police work tend towards institutionalisation and a bureaucratised work situation. Findlay and Zvekic (1993) argue that a resort to state centred notions and structures of authority is not only an established mechanism requiring respect, but helps to reconcile and resolve conflicting demands on policing from a variety of external and internal interests.

2.5.3. Participation

Knowledge of the dominant policing style, state structures and state interests is necessary to understand the interests at work on police power and authority and the communality of police functions. The most visible structural indicators of policing are dependent on the dominant policing style. For example, if the state creates a vocational and professionalised police force, the current dominant policing style will have personal stake in limiting the participatory options for policing.
In South Africa, the current dominant policing style can be described as authoritarian though is being changed by the new philosophy of community policing.

To particularise levels and forms of participation, the initial measure is state or non-state involvement, and what form it assumes. In addition, any participation is an issue of degree that can be full participation, no participation or some level of co-operation from different referents. The essential issue of de-construction at the level of participation is, who participates and from what perspective?

The jurisdiction of any participation will relate to the original police functions. These functions are influenced by the identification of the clients towards which they are directed, the nature of the participation envisaged, and the instrumental motivations behind the participation.

One example is the participation of citizens in self-defence strategies. This can be regarded as a concern with specific protectoral goal for community interests. This may duplicate, complement or supersede the involvement of state agencies.

2.5.4. Voluntarism

This issue is closely related to participation. Voluntary policing structures are sometimes vocational. Voluntarism denotes occupational status and it may have application in situations where state-employed officers also participate in broader community policing initiatives.

Findlay and Zvekic (1993) advance the idea that forms of participation in policing through voluntary structures may contain within it motivations towards other structural states such as professionalism. They further argue that the ideology of community policing requires such motivation. Apparently, the ideological significance of voluntary participation as a legitimator and a locator for sources of authority has important consequences for the structure and function of policing styles.

2.5.5. Professionalism

The indicator of professionalism is also vocationally and culturally dependent. According to Findlay and Zvekic (1993) the profession possesses some monopoly over knowledge and its enunciatiation, achieved through specialised training. The expertise received commands status and respect, as well as removing the professional, to some extent, outside other influences.

The actual workings of professional operations and operatives may be concealed within rather general designations of status or office. The formality of professionalism is, in turn, related to the overt specialisation and institutionalisation of the professional's function. The motivational ideology of the professional is the acquisition of skill. This is status based rather than essentially linked to moral choices.

2.5.6. Organisation

Policing structures seem unable to resist bureaucratisation. The institution is highly governed by internal rule frameworks, and the constant encroachment of institutionalisation results in organised structures to protect the goal orientation of particular policing styles.

Historically, policing as a disciplined service with all its institutional holes, is predicated on internal structures of accountability. These may be used to ensure that policing style is not accountable to external interests despite the essentially interactive nature of policing.

The organisational structure of policing is as interactive as it is resilient. Each style operates within a hierarchy of delegation and acquisition which varies in its level of formalisation and hence organisation.

2.5.7. Client Focus

The conceptualisations and expectations of clients influence policing structures in the sense that they explain the direction of certain interest and power relationships. In this context, Findlay and Zvekic's (1993) argue that the fundamental issue is that the identification of a client focus is riddled with ideology that can be confounded by inconsistent goals required of policing. In many respects this could be said to be true of some SAPS officers who still see client focus direction ideologically.

Findlay and Zvekic (1993) argue that client focus is usually multi-dimensional, with conflict over client obligations sometimes arising from attempts by police to either universalise or particularise their client focus. For example, the police ideology and the ideology of the professional may be towards a non-discriminatory approach to client expectation. In this approach it is easy to regard the client relationship as distinct and sacred once the client has been identified, accepted and legitimised.

The other approach (Butler, 1994; Findlay and Zvekic, 1993) is that policing may be legitimised by its service delivery to a particular class of client. The danger of this approach is that it may be the material for accusations against particular policing structures while at the same time it may generate alternative policing styles.

2.5.8. Visibility

The aspect of visibility is significant in the exercise of policing where the trappings of a disciplined service are seen as essential to the maintenance of public respect. This point is particularly important for the SAPS whose past public relations were found wanting.

Findlay and Zvekic (1993:25) mentioned that 'symbolically, structurally and instrumentally' visibility is essential and important.

While some people question to whom and for whom, there is general agreement that to exercise crime control and community protection functions of policing, visibility is a preferred strategy.

What is apparent is that the security afforded through covert policing becomes necessary to avoid the possibility of external accountability and control. This may arise where the operations or goals of separate policing styles come in conflict or where one style is set on controlling another. What should be appreciated are those socio-cultural realities and motivations which either require the visibility of policing, or create the opportunity for its concealment.

2.5.9. Jurisdiction

As Findlay and Zvekic put it:

> The investigation of functional and structural visibility raises the problems of territoriality. Jurisdiction for policing amounts to considerations of space, authority and functions. (1993:18)

Findlay and Zvekic (1993) argue that structural locations within jurisdictions involve relative and conditional measures. The concept and the implementation of jurisdiction are significant for the exercise of power and the articulation of authority. One example is the debate regarding selective policing of public space and the activities of community groups that inhabit these can be interpreted as a struggle over legitimacy of jurisdiction.

Jurisdiction also acts as a regulator of power but more importantly it determines the form which such power may appropriately assume. In this respect Findlay and Zvekic (1993: 25) say that:

Jurisdictional concerns will affect policing structures through creating a special and contextual framework within which they eventuate and grow

2.5.10. Force

The relationship between policing and force is fundamental. According to Butler (1994 and Findlay (1993) the right to legitimately exercise coercive force is seen as the ultimate and eventual confirmation of police power.

However the wider legitimisation of police force relies on the attitudes and expectations of community interests, particularly those on whose behalf such force is used. The jurisdiction for police lies in their responsibility for the exercise of coercive force where it is required.

The functionalist definition of policing is not able to indicate who should perform such a role nor why it has to be done. This can be ascertained by looking into the structural forms that are designed to process force within any policing style. These structures can be force focused, or they may be created to deal with the consequences of their exercise.

2.5.11. Policing for People

The last fifteen years have witnessed dramatic challenges to policing caused by political, social and economic changes in South Africa. There are new challenges to policing that are concerned with how the service is delivered.

Butler (1992) argues for a police management strategy that has two goals. The first will be to provide a better, a more challenging and fulfilling job for all members of the service. The second will be to improve the effectiveness and efficiency of the service, thereby improving the quality of the service provided to the community. According to Butler, the improvements in performance rely entirely on the staff and therefore their commitment is critical to the success of meeting the community expectations.

However, to ask staff to change their working practices or become more productive without offering them the opportunity to have some benefits from changes, is rather short-sighted. As Butler (1993: 2) points out:

> Successful police management systems are based on devolved decision making because the staff most likely to know the solution to the policing problem will be those who are closest to it

Therefore, they should be given greater opportunity to make decisions to solve the problem. This policy will bring advantages to the force by developing a more responsive and flexible organisation. It will also bring advantages to the individuals involved because it will give them more control over their world, bringing more opportunities to achieve a sense of personal satisfaction from their work and give them the opportunities to develop management skills to improve the prospects of advancement. Thus, the policy will achieve the two goals of improving the working environment of individuals and of enhancing the performance of the police service.

Historically, management has been identified as the main problem of policing and people have argued that what the police service needs is leadership. At the same time other people have said that what is needed is a vision of what the police service is attempting to achieve, in its response to community expectations.

In any organisation, strategic vision is the prerogative of the leader, while matters such as systems and procedures and the measurement of results, are the hallmarks of the manager. On the one hand, Covey (1993) describes leadership as concerned with vision and creating a sense of shared mission and confidence in staff that the mission can be achieved. On the other hand, he describes management as responsible for ensuring that the planning, organising of resources, implementation and evaluation are carried out to achieve the leader's vision. However, the leader and the manager share one goal, the achievement of results that are consistent with the mission of the police service. In this context, leadership and management are two sides of the same coin. The essence of policing for people should be based on the recognition that public consultation will form part of the strategic plan for implementation.

The legacy of public consultation in South Africa goes back to the fifties when people were consulted on the process of drawing up the Freedom Charter. The Mass Democratic Movement of the eighties later followed the tradition of consultation. In the nineties, public consultation again rose to prominence particularly during the CODESA political negotiation. The point is that if policing for people is based on consultation, the community would have to be fully involved.

However, consultation by itself will not result in improved police services unless the consultation process is formally recognised as part of the corporate planning strategy. This does not seem to be a problem for the South African Police Service. The process of consultation must be sufficiently inclusive to ensure that all groups and levels in society have an opportunity to make a contribution. Consultation should not be seen as an end in itself, but a means to provide an opportunity to improve police service delivery. In other words, consultation should not be seen from the narrow perspective of formal public meetings, but as a generic term for the process of determining community expectations, monitoring service delivery standards and marketing the results of police actions back to the community.

The fundamental criterion of police competence is the extent to which it is meeting community expectation. There are key questions for the Station Commissioner to meet this criterion:

- what does the community in my service area expect the police to achieve?
- to what extent is the police service satisfying those expectations?
- how can the police service be sure of maintaining public confidence?

Having established the meeting of community expectation as the fundamental performance outcome, the Station Commissioner has to consider how he can achieve the mission of the police service by improving operational effectiveness. Making use of resources allocated to him can do this. Improvements in performance will not be achieved or sustained by chance, they have to be developed and supported within a management framework.

The management framework has to have structure and discipline, which retain sufficient flexibility to create an environment where staff can be creative and use their full potential to achieve results. Without structure there is no consistency or a sense of shared direction, but without flexibility, innovation and imagination will be suppressed. Butler (1992) argues that even the most committed of staff will find it difficult to maintain standards if they are overworked, have no sense of corporate purpose or can see no means of measuring the results they achieve.

The world of police service work is far from being orderly as it tends to be unpredictable and can be very unfriendly. The manager's role is to take the world as he/she finds it and try to bring some order and predictability to his/her responsibilities.

2.5.12. Setting the Standards for Policing

At first there has to be a vision as to where a particular organisation is going, and the police service is no exception. Following this, the current position of the force should be judged against the vision. This comparison is crucial to determine what has to change and how. These processes should be implicitly informed by the community expectations.

2.5.13. Management Cycle

Butler (1992) talks of a management cycle in the police service that revolves around four fundamental concepts. The first one is planning. Butler argues that when you plan for the police service you should plan in response to a specific problem. The point is to start with the here and now in the context of the established purpose of the police service. The problem should be identified and addressed through defined performance targets.

The problem identification implies establishing objectives that are specific, measurable, actionable, realistic and achievable within a specified time frame.

Secondly there is organising. The starting point of organising should be task analysis in order to establish the number of posts available and their location. This would be followed by detailed job descriptions including a performance management audit for individual posts. The critical component is task analysis as it determines the knowledge, skills and aptitudes necessary for postholders to perform their work. The important role of the task analysis would be to link the policing method to the human resources that will implement the plan.

The third issue looks at implementing. For implementation to take place there is first a preparatory stage involving all the personnel who will be responsible for executing the strategy. The second stage would be the actual execution of the tasks at hand. The second stage would also need specific mechanisms to be put in place with regard to monitoring and co-ordinating of the tasks being performed.

From the task analysis, staff will be appointed to fill vacant or newly created posts. Information gained during the organising phase could be used to identify training needs of individual post holders. If there is a gap between the organisational needs and the skills of the postholders, a training and development programme will be conducted to prepare the staff for their new roles.

Historically, one of the weaknesses of police management has been an inability to co-ordinate and monitor policing methods. As a proactive strategy, an integral part of the implementation process is to make monitoring and co-ordination part of the regular briefings.

The last concepts is controlling and evaluating. One of the biggest challenges for Station Commissioners is to measure the achievements of their staff against the agreed targets. The overall purpose of the evaluation should be to allow the individual and the organisation to learn from the experience. Butler (1992: 21) argued that the police service 'must know what has been achieved in the pursuit of the targets an its contribution to improving performance'. At the same time staff members must be given the opportunity to show their achievements and receive recognition for work well done.

Station Commissioners should be expected to compile and submit a written report on the performance management system. This report would enable them to monitor not only the performance of the staff, but also the overall performance of their police station.

Chapter 3:

3. Research Design

3.1. Introduction

The purpose of this part of the research is to describe the methodological approach of the research plans and procedures. This includes a discussion of the following topics:

- The research proposition
- The research methodology
- Sample and sample procedures
- Issues of validity and reliability
- Approaches to data collection
- Data analysis and interpretation
- Limitations of the research.

3.2. Research Propositions

The literature review discussed in chapter two enabled the researcher to formulate a number of propositions that were tested using the results obtained from interviews conducted.

3.2.1. Proposition 1

Skills acquired during PSMP training course are being implemented at police station level.

3.2.2. Proposition 2

Police officers are aware of management development programmes available to SAPS members.

3.2.3. Proposition 3

Perceived changes in operations at a station level can be attributed to the Police Station Management Programme.

3.2.4. Proposition 4

The Police Station Management Programme is perceived to be relevant.

3.3. Research Methodology

This study attempts to explore, investigate and describe the perceptions of a management development intervention on job performance in the South African Police Service. The purpose of the study is to explore the process of Police Station Management Programme (PSMP) implementation, and to determine whether PSMP as a management development intervention is associated with changes that have been taking place at police station level.

In order to pursue the study's aim and to capture the essence of the issues as well as to track the policy process that affects the police station, the approach used was qualitative in nature. The qualitative approach was used as it is the most appropriate to capture the dynamics and different interpretations at each level, and to trace the complex and dynamic gap between policy and practice with regard to a management development intervention.

Qualitative research is a term used to refer to several research strategies that share certain characteristics. It represents social life through trying to understand and portray the perspectives researched. For example, in gathering data a researcher may, *inter alia*, use an unstructured or informal interview approach which allows the researcher to get close to the participants, something that quantitative approaches would be unable to do (Hughes, 1997). The qualitative approach was seen as appropriate to this study's

questions about perceptions and impact on job performance, which are largely dynamic and contestable social constructs. The approach rests on the belief that for complex and political constructs to be examined, they cannot be treated as a set of objectives to be measured. On the contrary, they have the ability to change radically during the course of their use. For example, as policy is implemented it changes due to stakeholders' interpretations. Similarly the concept of management intervention may change as various stakeholders use it.

It is important that there is a correspondence between epistemological positions, method of data collection and questions that are asked (Hughes [illegible]). The nature of data and the problem for research dictate the research methodology (Leedy, 1993; Cohen and Marion, 1993, Haralambos and Holborn, 1992). These decisions rest on the assumption that a qualitative approach is best suited to investigate the discourse of policy and practice. It is not that the qualitative approach is better than quantitative. It is simply that the qualitative approach could best answer the research questions as to whether there is any new development associated to a particular programme. For example, the desire to use informal interviews is framed by the desire to gain access to the lifeworld of other individuals in a social setting. Life worlds include motives, meanings, emotions and other subjective aspects of the lives of individuals.

The basic position of qualitative approaches is that in order to understand social phenomena, the researcher needs to find out the actors definition of the situation, that is the actor's perceptions and interpretations of reality and how these relate to his or her behaviour. It turns out that qualitative approaches, which use language, are best at gaining access to the life-world of other individuals in their social settings (Hughes, 1997). In this regard the present study borrowed from Aspin and Chapman's (1994) approach by finding out how individuals create their meanings of a management development intervention policy and its impact on job performance.

According to Gordon and Langmaid (1988, p.2), qualitative research is primarily concerned with understanding things rather than with measuring them. This view is supported by Leedy (1993, p.142). This shows that qualitative research methodology is

concerned with human beings, interpersonal relationships, personal values, meanings, beliefs, thoughts, and feelings. Miles and Huberman also express this perspective. As they point out:

> With qualitative research we focus on data in the form of words. The words are based on observation, interviews or documents. (1994, p.9)

Leedy (1993) contends that qualitative research methods

- are alternatives to the experimental method
- consider words as the elements of data
- are primarily inductive approaches to data analysis
- result in theory development as an outcome of data analysis.

The study sought to solicit the experiences, beliefs and perceptions of the respondents and qualitative research methods were therefore relevant. In addition, Gordon and Langmaid (1988) advance that qualitative methodology is flexible and this allows the researcher to pursue lines of inquiry, other than those initially contemplated, that are both productive and appropriate. Leedy (1993:138) states that the qualitative researcher attempts to attain rich, real, deep, and valid data. Hence from a rational standpoint, the approach is inductive.

Qualitative approaches give recognition to the way participants make sense of the social world and consequently the appropriate methods for collecting those understandings. In the context of looking at perceptions of a management development intervention and job performance this approach enabled the researcher to capture what participants say they do as well as what actually happens at the real police stations. Thus the qualitative interpretation of the world has defined this study in looking at perception and job performance.

The above conceptualisation of qualitative research inevitably links to epistemological positions and methods of data collection at the perceptions of a management development

intervention on job performance. Cohen and Manion (1993) point to the weakness of exclusive reliance on any particular research approach. In order to ensure that data gathered are not artifacts of one specific method of collection a variety of qualitative methods were used. Cohen and Manion (1993:233) define multiple methods as 'The use of two or more methods of data collection in the study of some aspects of behaviour'.

According to Cohen and Manion, using multiple methods is at the core of qualitative approaches where the researcher wishes to respond to the multiplicity of perspectives in a social situation. That is, qualitative approaches represent and present fairly, the differing and sometimes conflicting perspectives. This helps to validate and make the data gathered more reliable and not a product of one approach.

However, Hughes (1997) notes that there is a danger in naive eclecticism, that is, using more than one method, without regard for the suitability of such methods. In this particular research, the researcher believed that a less rigid but equally rigorous approach was useful for researching the management development intervention with reference to whether and how interventions enhance job performance at police station level. The research is about understanding the perceptions of a management development intervention and how this affects job performance in the police stations.

3.4. Nature of the Research

In light of the complex and dynamic nature of perceptions and job performance, it was felt that a set of interviews a small sample of three police stations in the Johannesburg Central Region, in Gauteng Province was regarded as an appropriate methodological approach to the research problem. The researcher felt that these three police stations are representative of a cross-section of police stations in urban South Africa. There are different and contested meanings of interviews.

However, interviews as an approach is (Cohen and Manion, 1993) a quintessentially qualitative approach and in this regard, interview would refer to an instance in action. The interview approach is regarded as appropriate because it draws attention to context.

As a number of interviews are used, they enable one to look at perception and job performance from several viewpoints rather than from any single perspective (Cohen and Manion, 1993). This enabled the researcher to compare and contrast the interview facts to get a richer picture of the complexity and contestation embedded in the research question by using this multiple approach. Accordingly the researcher has used a range of other research methods - observations and some documentary analysis to bring multiple perspectives to the study.

These methods were qualitative in order to capture a management development intervention discourse and participants' verbal construct of what occurs at police station level. Thus the formulation of policy at national level will dovetail with a look at policy implementation at area and police station level to find what happens in practice. This enabled the researcher to gain perspectives on key people's understanding of a management intervention at police station level. In a nutshell, the researcher used this approach for its appropriateness for access to data, time scale, resources, and the kinds of research questions asked.

The method adopted was established by the nature of the subject, which is abstract, and the objective of the research. This chapter provides a context for the research approach and details the methodology used in this study.

3.5. Research Sample

Neuman (1997) indicates that the determination of a sample size is a problem faced by an investigator. The present researcher is no exception. For this study, three police stations in one Area office were studied. The researcher does not claim to have constituted a representative sample. These police stations were selected for having the Station

Commissioner who had attended the PSMP and for being geographically situated to include affluent, poor and inner-city areas. To identify police stations for inclusion in the study, the researcher asked for recommendations from informed and reputable key informants in the SAPS regional office-training unit as well as from one of the consultants.

With regard to the participants, the selection was based on purposive sampling. In a purposive sample, researchers do not simply study whoever is available, but use judgement to select the sample for a specific purpose (Fraenkel and Wallen 1970:76) Participants in this research included an Area Commissioner, Station Commissioners, Unit Managers and police officers.

The study does not make any claims to statistical rigour in terms of sample membership. Individual police stations were selected to reflect possible variations in terms of economic situations, that is affluent, poor or in-between. In a sense, using four police stations restricted generalisation since sampling was based on the police station having a Station Commissioner who attended PSMP.

3.5.1. The Population

The population consisted of three SAPS stations serving diverse communities in Gauteng area.

3.5.2. Sample size

The sample was chosen to include both participants and non-participants of the PSMP.
The sample size consisted of thirteen SAPS members. Twelve from the three police stations, and one area commissioner from the central Gauteng region. Seven of the respondents had participated in the Police Station Management Programme.

[illegible]ewees were purposefully selected in order to provide a representative view of all the participants in the three police stations chosen. At each police station at least three

individuals were interviewed. These individuals were course participants and non-course respondents.

The course participants' interviewees were divided into two categories: Station Commissioners and Unit Managers. There was one Station Commissioner per police station. Station Commissioners were chosen to give their view on the PSMP course and on changes that are taking place in their police station. These were an Area Commissioner, three Station Commissioners, and three Unit Managers. They were selected because they attended the PSMP as well as for being responsible for implementing a management development intervention. The other six who did not attend the (PSMP) were selected for being in the Police Station for at least a year. The reason for their selection was to get an independent view of the changes ordinary police officers are observing at police station level and whether those changes are associated with the PSMP. Two non-participants were selected per Police Station.

A snowball sample technique was used for identifying the respondents for the research. Snowball sampling is appropriate for this type of research because each person is connected with another through a direct or indirect linkage. However, Neuman (1997) argues that this does not mean that each person directly knows , interacts with, or is influenced by every other person in the network, rather it means that taken as a whole, with direct and indirect links, most are within an interconnected web of links.

The selection process to attend PSMP is determined by the SAPS and it is done in the following manner:

The head of management development in Pretoria sends a letter to the head of training in the province informing them of upcoming training.

The head of provincial training unit then sends a letter to the station commissioners requesting people to attend the course. In most cases, only two people are requested per police station.

The Station Commissioner decides on those who have to attend the course from his/her station. The participants have very little or no say at all as to whether they should attend or not. The service providers, in this case the universities receive names of participants very late and in some instances people arrive before their names are submitted to the facilitator.

3.6. Methods of data gathering

The character of the research was a pre-planned and semi-structured questionnaire that investigated specific research areas. Open-ended questions were used due to the complexity of the required data. This enabled the researcher to gain more understanding of the implications of having a management development intervention, and how to implement it effectively.

3.7. Interviews

In everyday discourse the term 'interview' calls to mind a question -and -answer session on television. This conjures up images of confrontation in which a questioner elicits information in a more or less hostile manner from an informed and eloquent subject (Neuman, 1994) The purpose of the interviews in this study was to obtain more in-depth information and clarify questions. Neuman says that interviews represent a direct attempt by the researcher to obtain reliable and valid data in the form of verbal responses from one or more respondents. Unobstructive techniques such as clarifying and probing were used to facilitate meaningful and positive dialogue between respondents and the researcher (Neuman, 1997).

Interviews were used because they are adaptable in that one can modify the sequence of questions, repeat or change wording, explain them, probe responses or add to them, and follow up ideas and feelings (Cohen and Manion, 1993; Bell, 1993). The interviews were guided by themes for elaboration to allow for wider range and depth of views, attitudes and experiences on the SAPS policy and practices. They also enabled the interviewer to observe the subject and the total situation in which he or she was responding.

Laudable as they are, interviews also suffer from serious limitations. They are expensive and time consuming to carry out, they may intimidate or annoy respondents given the different racial, ethnic or social and economic background of the researcher and respondents. Interviews are open to overt and subtle biases from the interviewer, and their findings may be difficult to summarise (Neuman, 1997; Cohen and Manion, 1993;).

To make a verbatim record of interviews, a tape recorder was used after obtaining permission from the participants. The researcher showed participants how to operate the tape recorder, and in cases where they wanted to say something off the record, they switched it off. After transcription of tape recordings, copies of the interviews were telephonically reviewed with participants for verification. This gave the participants a greater measure of control of the research process and hence this contributed to the validity of the interviews.

The researcher took great care to explain the rationale and value of the research. The researcher interviewed the respondents at their own workplaces because it was anticipated that they would feel more confident and relaxed in familiar surroundings.

The researcher carried out in-depth interviews with an Area Commissioner, Station Commissioners, Unit Managers and ordinary police officers. This was the main data collection tool of the study. Information from personal interviews was used to evaluate and assess the actions leaders take to achieve the desired performance in their police stations. The results were then used to formulate recommendations to assist leaders to get a better understanding of how to go about implementing a management development intervention.

The researcher also considered the mailed questionnaire method of data collection, however it was found unsuitable for this type of research. One obstacle is the lack of control over who completes the questionnaire. Furthermore, the researcher would have no indication of the relative knowledge the person has of a Police Station Management Programme process and effective implementation of the acquired skills.

The complexity and confidentiality of information encouraged the researcher to use open-ended questions to capture more detail and discussion from respondents when views were expressed. The same would not have been possible if questionnaires were mailed to the respondents.

Neuman (1997) outlined the same major advantages of open-ended questions in a personal interview as the following:

- Flexibility: In a complex research topic one needs to be flexible to avoid stifling the original thinking.
- Recording non-verbal behaviour: During the interview, the interviewer can assess non-verbal behaviour. This can include any other observable characteristics.
- Spontaneity: The in-depth interview allows free flow of information that could be difficult to attain from a mailed questionnaire.
- Environmental control: The interviewer can ensure that the interview is conducted in privacy and without disruptions.
- Correct respondent: It is essential for this research to make sure that the information reflects the views of the interviewee rather than the authority.
- All the questions were answered: Interviews allow researchers to seek answers that are more specific and to correct any misunderstandings that might occur.

3.8. *Validity and Reliability of the Study.*

To ensure credibility of the study and its findings, issues of validity and reliability were taken seriously. Bell (1993) defines reliability as the extent to which a test or procedure produces similar results under similar conditions on all occasions, while validity tells us whether an item measures or describes what it is supposed to measure or describe (1993:65).

Maxwell observes that validity has long been a key issue in debates over the legitimacy of qualitative research. He defines five types of understanding and validity on which qualitative researchers rely:

Descriptive validity is concerned with the factual accuracy of accounts of specific events or situations. In dealing with descriptive validity the respondent's response will be reported verbatim as featuring in the tape recordings. Where responses are inaudible, or there are language problems, appropriate strategies for reporting has been devised.

Interpretative validity is concerned with what particular behaviour or events mean to the people absorbed in them. This seeks to understand phenomena not on the basis of the researcher's perspective, but from the perspective of the participants in the situation. To ensure validity in this case the respondents' accounts were taken back to them after interviews for verification.

Theoretical validity refers to the theoretical constructions or concepts that the researcher brings to, or develops during the study. The concepts used in this study will be explained in the interviews and questionnaires in order to ensure that they are understood.

Evaluative validity is the application of an evaluative framework to a study. All the evaluations done in this study flow from the data that the researcher has gathered.

Generalisability refers to the extent to which one can extend the account of a specific setting or population to other persons, settings or times. There are two aspects of generalisability: internal and external generalisations. An internal generalisation refers to generalisations within the community studied while an external generalisation refers to communities not studied.

Of particular importance to this qualitative research is internal generalisations. It poses some special problems to generalisability because the researcher may miss other aspects of the respondents' perspectives because an interview takes place within a short period and can hardly claim to have covered all there is to be covered. Inferences drawn from the interviews could thus be incorrect.

However, in order to deal with this issue, a substantial number of respondents will be involved and a working relationship will be built with the interviewees to enhance data generalisability, albeit internally. Dealing with external validity is quite difficult, especially in this period of transition in South Africa. However, the researcher believes that certain inferences can be drawn since some conditions could be similar to other communities (Maxwell, 1992).

Maxwell (1992) comments that in qualitative research issues of validity are still problematic. He points out that unlike in quantitative studies where threats to validity can be controlled through such elaborate processes as sample randomisation, such prior elimination is less possible because qualitative research is inductive and its focus is on understanding rather than generalising its findings. However, the researcher believes that certain steps taken prior to and during research has enhanced the study's validity. The uses of a tape recorder, and multiple methods such as interviews and documentary analysis have enhanced the validity of this research. The researcher has crosschecked the subjects' responses among themselves and across the research approaches.

Although different methods have been used to ensure the probability of getting valid data on issues of perception with regard to job performance, this study, being a social study, cannot generate perfect validity. Certainly, human beings are dynamic and unpredictable.

Therefore, the results may not necessarily be the same in some setting at some other time and the views can always change, evolve and adapt in different contexts. This is perhaps more so because the South African Police Service is in a period of transition and when things are more stable the findings may not necessarily be the same.

3.9. *Limitations of Research*

In order to do this research, formal authorisation had to be gained from the Deputy Provincial Commissioner of Gauteng. The research proposal was seen by the SAPS before authorisation to undertake the research. Identifying the particular participants and setting up the interviews was only possible after authorisation had been given. Once a police station had been identified, the Station Commissioner would then identify two other non-participants using the researcher's guideline.

In conducting the interviews, the researcher experienced some problems. The researcher did not have prior knowledge of the operations of the three police stations prior to the PSMP intervention. All the interviews were held after PSMP training. Getting information was difficult due to institutional problems, for example some of the interviewees had recently been appointed to their positions thus their comments and input were limited with regard to their present job. Some interviews where held over the telephone.

The researcher felt that some of the respondents were not completely honest in their answers. Respondents were evasive in answering follow-up questions.

In doing the actual interviewing, the researcher experienced some of the following problems. As interviews were conducted in the police station offices, there was a lack of privacy, and the majority of the interviews were interrupted by the daily activities of the station. None of the offices were sound - proofed and, this made transcribing from tape recorded interviews difficult and, more importantly, served to distract both the interviewer and the respondents. Interviews of the participants were interrupted by

colleagues and telephone calls to the respondents. Some police stations were not able to supply the researcher with documentation to support what the police station was implementing. In addition, it was difficult to ascertain whether changes taking place at a station were a direct result of the Police Station Management Programme or of other training initiatives.

Chapter 4:

4. Presentation of Results

4.1. Introduction

The purpose of this study was to determine how people in a South African Police Service station perceive the impact of the Police Station Management Programme (PSMP). The study examines whether changes that have been taking place at police station level are associated with the Police Station Management Programme that Station Commissioners attended three years ago. Three police stations participated in the study.

For the purposes of anonymity of the police stations and respondents, names will not be used and the police stations will be identified as A, B and C. Henceforth the police station serving the strife-torn township will be called Police Station A, the one serving the affluent community will be Police Station B while the inner city police station will be referred to as Police Station C. This pattern will also apply to respondents from each of the three police stations. That is, Station Commissioner from Police Station A will be referred to as Station Commissioner A and those from B and C as Station Commissioners B and C respectively.

Also, this will apply to each of the four unit managers as well as the non-participants from each of the three police stations. It is important to note that one of the criteria for selecting the police stations was that the Station Commissioners should have attended the Police Station Management Programme. But first, it is essential to give the profiles of the police stations and research subjects that were purposefully chosen (see Chapter 3 above).

4.2. Police Station A

Police Station A is in one of the poorest and in the most strife-torn townships in South Africa. It serves a predominantly African population together with mainly white business people adjacent to the township. Informal trading by hawkers is prevalent and booming in the township. The informal nature of the township makes it difficult to estimate the exact population and therefore difficult to patrol.

4.3. Police Station B

Police Station B is found in one of the affluent, historically white suburbs of Johannesburg. The area has witnessed the gradual integration of a middle class black population. It serves a predominantly well-off residential population and as such it is perceived to be well-resourced.

4.4. Police Station C

Police Station C is one of the inner city police stations bordering an affluent area. The area is the most integrated in terms of black and white. In addition, the area has a substantial number of foreign nationals greater than in other areas. A large number of hawkers occupy street pavements selling goods and services. Prostitution and drug dealing are alleged to be prevalent in this area. Therefore, Police Station C serves a mixed population.

Thirteen people were interviewed for the study: three Station Commissioners and an Area Commissioner, four Unit Managers and six police officials, twelve from three police stations. Seven of the participants were selected for having participated in the Police

Station Management Programme. Themes were derived from responses to questionnaires. The results have been presented in the following way:

4.5. Participants

Two groups of course participants were identified for the purposes of analysing the data: the Station Commissioners (including the Area Commissioner) and the Unit Managers. Station Commissioners are the course participants who are in charge of the police stations, while Unit Managers are managers in a police station in charge of a particular section, for example Crime Prevention. The Area Commissioner is a course participant who is in charge of a number of police stations. The Station Commissioner serves under an Area Commissioner.

The participants were interviewed to give their perceptions of the Police Station Management Programme, whether the course has added value to their work or contributed to their promotion. In addition, they were asked to identify areas that could be added in future.

4.6. Non-participants

Two other people who did not attend the course but worked in the police station for at least a year, were identified in each police station. These individuals should have been working under and experiencing management by one of the participants particularly the Station Commissioner.

The non-course respondents were included as it was felt that they would be able to give some idea of perceptions of a change in management since the course was run, and the subsequent impact of the course on the general running of the station.

The inclusion of both course and non-course participants was aimed at assessing the views of course participants and the views of those who experience management by them. Two different interview schedules were designed to accommodate the two groups of interviewees.

This chapter presents the overall response from participants and non-participants of the Police Station Management Programme. All identified respondents in the three police stations participated in the study.

4.7. Participants:

This section presents the responses from both participants and non-participants for the Police Station Management Programme in two parts. First, the views of the participants (comprising Station Commissioners and Unit Managers) are presented and analysed. Second, the views of all non-participants are also presented and analysed.

4.8. Station Commissioners

A number of questions were addressed to the Station Commissioners (hereafter referred to as Station Commissioner A, B and C) to find out the impact of the Police Station Management Programme. The Area Commissioner will be identified as Area Commissioner. A number of themes emerged from the responses under which the finding will be discussed. They include the following: promotion and career pathing, job responsibilities, participatory process and relevance of the course.

4.8.1. Promotion and career pathing

The three Station Commissioners were interviewed around promotion and career pathing. This question was formulated for the specific reason that it relates to the individual's last promotion in the police force. The question relates to the study in the sense that some

respondents may have thought that after attending the course they might be promoted, either as Station Commissioner or to another office in the Regional or National office of the SAPS. This question also assisted in giving the background on career pathing and planning by the individuals in the SAPS. Station Commissioner A was asked to state his last promotion and to indicate whether he was expecting the promotion or not.

It was found that Station Commissioner A has been in the current post for three years. He was expecting the promotion although the promotion happened sooner than he anticipated. The reason why he was expecting the promotion was that he thinks he worked hard enough to get the promotion. It emerged that the promotion was mainly based on the experience and credentials that made him think that he would be promoted. It is interesting to note that Station Commissioner A's response seems to represent an individual who believes that hard work will result in promotion

Station Commissioner B mentioned that his last promotion was about a year ago. There was no specific planning though the Station Commissioner expected to move in the normal way through the ranks of Superintendent and Senior Superintendent before he became the Station Commissioner. Thus, for him it was a surprise that he was now promoted to the position of Station Commissioner. He could not elaborate more when the researcher probed further as to what he thinks may be the reason to jump the 'normal' career pathing in the SAPS. Though not similar to Station Commissioner A, he did mention that he worked hard and that it is important that the new system was recognising hard work and creativity to promote individuals like him.

Station Commissioner C was promoted to the present position four years ago in 1995 when he was in another police station. He since went through superintendent and senior superintendent levels. He applied for this job and after being appointed, he was transferred. He had been waiting for the promotion as he had planned his career carefully. Beside this, he also believed that he worked hard enough to earn the promotion. The researcher observed during and after the interview that Station Commissioner C is an [illegible] full of enthusiasm and optimism.

The researcher asked if moving from one police station to another could really be regarded as promotion. The Station Commissioner sees it as a promotion because the new police station is big and has a more challenging environment than the previous police station. He further indicated that the transfer increased his responsibility. Also the police station where he was a Station Commissioner was small compared to the one that he now leads. In addition, it was a promotion in the sense that laterally his work has expanded and that the kinds of issues that he is dealing with are more complex and difficult.

The Area Commissioner was promoted a month ago and he was still new in the job. Before that he was a Director and Station Commander.

There are differences and similarities in the responses of the Station Commissioners. The similarities are that they were both expecting promotions. The three Station Commissioners reveal different situations that characterise SAPS, first is the one that says one works hard and through the normal course of events one will get a promotion and some people work accordingly. Second, is the one that says if one works hard one can unexpectedly get promoted. The three Station Commissioners seem to have planned and work hard for their career.

This views are interesting as they depict the fact that the SAPS staff behave like any other organisation in terms of who are actively making the different and those who are working as per job description.

4.8.2. Commissioners Job responsibilities

Interviews were held with the Station Commissioners and Area Commissioner on what their jobs entail and their responsibilities. The question was formulated to inform the researcher about the daily responsibilities of the Station Commissioners and to align this with the content of the Police Station Management Programme.

Station Commissioner A sees his responsibilities as that of managing personnel, resources, state properties and implementing community policing. While Station

Commissioner B mentions managing police station, daily briefings with regard to the previous 24 hours and planning for the next day. A full meeting on Tuesday follows this. The full meeting comprises union, community policing forum and heads of units. Station Commissioner C states that his core responsibilities are developing community police forum, managing the police station and human resource development.

The Area Commissioner on the other hand describes his job as that of developing the community forum, co-ordination of police stations and evaluation of service delivery. Also, he is more involved with administrative as well as legal tasks of the area.

There are more similarities than differences in what the various Station Commissioners see as their core responsibilities. The difference is that Station Commissioner C was able to provide the researcher with correspondences regarding the activities he mentioned. This does not mean that other police stations are not doing what they mentioned. While all might be involved in the administration of police station, the role of the Area Commissioner is more strategic as a person who looks after the well being of all police stations in the area.

4.8.3. Participatory management style

This question is based on assessing the communication process in a particular police station. It seeks to extract information with regard to the communication activities relevant to other members of the police station, particularly about their development. The question also attempts to probe the issue and idea of participatory management style with regard to individual efforts in their development. This includes the way they came to know about the course.

Station Commissioner A was told to go to the course by the previous Station Commissioner and he chose another person from the police station to attend the course with him. As part of his strategic plans to develop a multi-skilled workforce, Station Commissioner A negotiated for an extra person from his police station to be added. However, Station Commissioner B was informed about the course by a consultant from

the business sector who was assessing the police station. The previous Station Commissioner nominated station Commissioner C.

The Area Commissioner was invited to the course via the SAPS management who told him to attend.

The interesting aspect is that their previous Station Commissioners informed three out of four Station Commissioners about the Police Station Management Programme. An outside person informed one Station Commissioner whose task was to assess the needs of the police station. It is clear that how people get to know about the Police Station Management Programme depends mainly on the previous Station Commissioner or mere luck through an outside informant. It is also important to note that all course participants did not have to do anything to attend the course.

4.8.4. Relevance of the course

The reason why this question was asked is that any training that people attend should be related and add value to their jobs. Sometime training could be inappropriate to the job. Any training that fail to meet the expectations of the trainees should be reviewed. Furthermore, the question was asked in order to ascertain the value of the investment that the organisation put in the development of the course.

All three Station Commissioners and the Area Commissioner found the course relevant and successful. For Station Commissioner C any training programme should be regarded as important for the development of the police station. Station Commissioner B mentioned that he had never received any management training in the past. His previous training was that of a combatant not a manager. The course introduced to him the ethos of management that he found helpful and practical in dealing with challenges of his work.

It is important to note that Station Commissioners A and C did not mention their lack of managerial training. It is difficult to say why there are these differences unless one explores the issues further. The reason may be twofold. First, it may be that they learned

similar management skills elsewhere and second, they may have felt that their appointments to Station Commissioner recognised their management skills.

While they all agree that the course was relevant with regard to policing and human rights as well as providing them with problem solving skills, Station Commissioner B's admission that he was never trained as a manager attests to the reality of transformation taking place in the SAPS. Also, Station Commissioners find that problem solving skills are vital in managing the operations of the various units and the community police forum. The Station Commissioners also mentioned that the reduction of complaints against the South African Police Service in their police stations meant that arrests are being made within the ambit of the law. This was corroborated by the Area Commissioner in his overall assessment of the development of policing in the area.

In response to a follow up question of what was relevant, Station Commissioner A, B and C listed problem solving, community policing and human rights and planning as the most relevant to the work that of Station Commissioners. Next in order of importance, is the concept of a learning organisation. The researcher also observed that only Station Commissioner C mentioned equity, management style, restructuring, skills audit and management by objectives. It should be borne in mind that failure to mention a particular concept does not necessarily mean that people are not practising it or that it is unimportant.

As Blanchard argues, a management development intervention should be designed in such a way that both the organisation and the individuals gain. Generally, the course seems to have added practical skills to the Station Commissioners' capabilities and they are making use of them every day in the running of the police stations.

The Area Commissioner found the course relevant and fulfilling. The major portion of his work deals with a lot of cultural diversity as he is expected to meet different people.

4.8.5. Transformation in the S A Police Service

There is no question that changes are taking place in all three police stations where the researcher interviewed respondents. The three Station Commissioners mentioned that they are implementing new skills acquired during training. Amongst the skills that are being implemented are change management, policing and human rights, community policing, learning organisation and problem solving skills.

Despite the perceived fact that there was inadequate consultation leading towards PSMP training, the South African Police Service has shown pragmatism by allowing trainees to implement what they have learned to transform the SAPS service delivery system. This could be critical in terms of motivating SAPS members who are pessimistic about future direction.

4.8.6. Course evaluation

Despite the fact that all three Station Commissioners find the PSMP relevant, the researcher asked them to add what they think might be missing to the course.

Station Commissioners A and B have similar views in that they would like the course to add labour relations and financial management as the areas to be covered. Their argument is that the responsibilities of the Station Commissioners include financial and labour relations matters. However, Station Commissioner B added that in-house training and development of college graduates should be emphasised. In his own words 'These youngsters need mentorship and guidance, and if the SAPS has to develop skilled police officers, the in-house graduate training needs special attention'. Station Commissioner C would prefer the course to add its focus on management for performance, as this is what is expected from most managers today. Also, Commissioner C suggested that the selection method is found wanting as there seem to be no standardised procedures. Also Commissioner C wanted accreditation to be addressed in terms of South African Qualification Authority. Lastly, the Area Commissioner mentioned the need to lobby for

creation human rights structures. Also, the Area Commissioner mentioned about constitutional matters and political awareness as areas that needs to be considered.

4.9. *Unit Managers*

Three Unit Managers were interviewed, two are the head of Crime Prevention and one is the head of Operations. Two were from Police Station C (identified as Unit Manager C1 and C2) and one was from Police Station A. No Unit Manager could be interviewed from Police Station B as the Station Commissioner was the only person who attended the Police Station Management Programme. Unit Managers were asked to respond to the same questions that Station Commissioners were asked.

Unit Managers are essential components of management in a police station as they play many roles. The first is that of managing a team responsible for a particular police station function. The second is that of implementing change where they have authority and jurisdiction. Thirdly they are being managed by the Station Commissioner and are part of the management structure of that police station.

4.9.1. Career pathing

All three respondents have been in their present job for a period ranging from one to four years. Unit Manager A was aware that sooner or later he would be promoted as he has been working hard. This is despite the fact that in the past three years he was head of logistics as well as client service. However, he was totally shocked because his promotion happened faster than he had expected.

Unit Manager C1 and C2 expected promotion to a much higher position than the present one. For them it was more of a shock to find themselves in these positions. Unit Manager C1 and C2 were pessimistic about the new system. Unit Manager C1 and C2 mentioned that attending the PSMP created expectations that they would be given more challenging and senior responsibilities. The system failed to meet their expectations. Unit Manager

C1 has this to say to the researcher: 'I have reached my ceiling, I do not see myself moving any further than where I am now'.

Camp *et. al* (1986) talk about the danger of sending people to training and failing to give them appropriate responsibilities after training. The same seems to be the case in Police Station C. Management Development should be aligned to the organisational strategy but should take trainees' expectations into consideration. The researcher is in no way implying that the two Unit Managers should be promoted, the point is that people should be given the opportunity to implement what they have learned.

It is also important to rate the contrast at Police Station C during the interviews with the researcher. The Station Commissioner was found to be a person full of optimism, energy and many ideas. He was also able to show the researcher some of the correspondence about the development of the police station. However, in the interviews with the Unit Managers, the researcher found a different point of view. Unlike non-participants in Police Station B, who indirectly raised leadership qualities of the Station Commissioner B, Unit Managers and even non-participants at Police Station C did not give a hint about the leadership qualities of Station Commissioner C.

The respondents at Police Station C brought along a different picture about some of the dynamics and feelings about what is happening in the police station. The researcher found that in the same police station, changes that are taking place are affecting people differently. The perceived impact of a management development intervention has solicited a positive response from some individuals but a negative one from others. Also, it was difficult to tell whether non-participants were open about changes taking place or not. It was difficult to read between the lines.

4.9.2. Understanding the job specification:

Two of the three Unit Managers rated human resources (HR) highest in terms of their job description. These were Unit Managers A and C1. They contended that as team leaders, people's skills are the most important, irrespective of specific areas of work The researcher probed this issue further to try to find out is the exact reason for HR being highly rated. The answer was that as Unit Managers, the success of their operations depends mainly on the support of the team members as a whole.

However, differences were in other areas. For example, for Unit Manager A, logistics planning was the second most important. At the same time Unit Managers C2 put consulting with role-players as second best. He also mentioned inspection of firearms with dealers and the co-ordination of crime prevention activities as crucial to his job. What is interesting is that only Unit Manager C2 mentioned consulting role players as part of the job specification. One person also mentioned logistics. In general, Unit Managers regard their job specification as more of strategic implementation that can be changed from time to time. They mentioned that they found it rewarding that now they can draw resources from the community around them.

4.9.3. Participatory management style

The Unit Managers believe that the success of their work depends on the team, not on a single person. It was thus suprising to find that only one person mentioned consulting roleplayers as part of the responsibilities. If the SAPS is operating within the adopted philosophy of community policing, Unit Managers who are heads of different operations must regularly consult roleplayers.

The fact that the three respondents were neither consulted nor responsible for the preparation to attend PSMP course could be problematic. While it might not be categorically specified, Camp *et. al* (1986) argue that the processes of designing and implementing a management development intervention should involve both the organisation and the individual. They further contend that the idea is to enable the

organisation and the individual to assess their needs and to design a programme accordingly. The researcher is in no way suggesting that PSMP has not been able to meet the needs of individuals and the SAPS, rather to the contrary.

The researcher can only conclude that based on the responses from respondents so far, the fact that both the Station Commissioners and Unit Managers were just selected to attend the course, and that only senior non-participants knew that the Station Commissioner attended the PSMP (see non-participant section below) the SAPS's management style could be described as a top down approach.

4.9.4. Skills acquired

There is no question that all the respondents have acquired new skills from the Police Station Management Programme. Three out of four respondents mentioned community policing and learning organisation, while two out three mentioned learning organisation. It is also important to note that only one respondent mentioned policing and human rights. Given the legacy of policing and human rights abuse in South Africa, human rights and policing should have been high on the skills learned by respondents especially Unit Managers.

Thus, despite the fact that respondents were inadequately involved in the decision making with regard to attending PSMP, they were able to learn new skills that add value to their work.

4.9.5. Transformation in the S A Police Service

Respondents revealed that changes are taking place within the organisation. All three Unit Managers mentioned that they were implementing new skills acquired during training. Unit Manager A mentioned that he has introduced change management, policing and human rights and community policing. Unit Manager A mentioned that even though the above issues are part of the police station programme as a whole he takes it upon himself to solidify that in his team. Unit Manager C1 identified learning organisation,

4.10. Non Participants

The following section presents information from the non-participants who work in each of the police stations identified as Police Stations A, B, and C. The researcher gave a little profile of those interviewed and their roles and responsibilities. This is followed by their responses to questions posed to them by the researcher. Data is interpreted and analysed before drawing a conclusion for the section.

The non-participants were the respondents who did not attend the Police Station Management Programme but who work with or under some of the participants. The researcher identified their input as essential as they are managed by some of the participants. Non-participants are also strategically positioned to give an indication on what changes have been taking place at police station level.

The researcher interviewed six non-participant police officers with ranks ranging from inspector to a senior superintendent. Two were inspectors from Police Station A, one of whom was a female heading a training unit. There were two sergeants from Police Station B, one of whom was the head of training and the other the head of crime intelligence. From Police Station C, the researcher interviewed a senior superintendent, who also heads the detectives unit in the police station, and a captain.

4.10.1. Development Programme Awareness

Two inspectors from Police Station A were interviewed and they talked about advanced technical courses offered, from in-house to external providers. They highlight courses such as Client Service Course, Victim Empowerment, Advanced Field Training Officer, Victim of Trauma and Women Abuse courses.

The two respondents demonstrated a wide knowledge of development programmes offered by the SAPS. They ranged from technical, victim empowerment, client service

and counselling programmes. It is important to note that regarding this general question on development programme, Police Station Management Programme was not mentioned.

In terms of Police Station B, the two respondents mentioned a life-skill training programme offered by one private company. This is over and above technical and any in-house training activities. Only one police officer knew of the PSMP and when the researcher asked why he knew of the programme whereas a colleague knew nothing, he argued that as head of training all training activities passed through him.

The two respondents from Police Station C mentioned courses ranging from technical to simple courses offered by the SAPS. Also, none of them mentioned the PSMP and it was only when a specific question was asked that the two police officials indicated that they knew about the course and the fact that their Station Commissioner had attended, three respondents knew that the Station Commissioner was on development course. One of the three happened to be a training co-ordinator at police station B. Interestingly, the respondent who is a training co-ordinator at police station A was not aware that the Station Commissioner had attended the course.

This could mean two things on this matter. Firstly, it could suggest that the training co-ordinator at Police Station B is fully responsible for all training activities of the police station or that the training Unit in Police Station B is fully developed. Secondly, it could suggest that the training activities at Police Station A are still being developed or that the training co-ordinator is partially responsible for training activities at this police station. The point is that a person responsible for training should know individuals who have been on training. As Camp (1986) argues people responsible for training and development should keep records of skills available in the organisation regarding who has done what and when.

4.10.2. Knowledge of PS M P

Respondents did not mention Police Station Management Programme under a general question on development programme offered by the South African Police Service.

It was only when the researcher ask a direct question on the Police Station Management Programme, that he found three out of six respondents knew about the course. Interestingly enough, one of them is the head of training unit at Police Station B. At the same time the head of training unit at Police Station A knew nothing about the course. Also, the other two who knew about the course happen to be senior police officers; a captain and a senior superintendent.

This may mean two possible scenarios within the SAPS. Firstly, it may mean that the seniority of one's rank enables one to have access to information. Secondly, it may suggest that the position one holds opens the doors to information. The data collected and interpreted seem to indicate that the South African Police Service is still a top down organisation. This means that the higher one's position is within the hierarchy, the more one is likely to know about the organisation.

4.10.3. Selection Process

The selection process to attend Police Station Management Programme is the sole responsibility of the SAPS. The researcher interviewed the PSMP course administrator to get a view of how selection is done. Apparently the head of Management Development in the national office sends letters to the heads of training unit at Provincial level informing them of the coming training course and the amount of available space for the Province. The Provincial training head then writes another letter to Station Commissioners in the Province asking them to send people to a training course on particular days.

There is no evidence that indicates that a particular selection process should have been followed to attend any development programme. However, it cannot be disputed that the majority of trainees were selected without consultation. All six respondents agreed that people were selected on the basis of their responsibilities and the relevance of the course to their work.

4.10.4. Transformation in the S A Police Service

The respondents acknowledged that there are changes taking place in their respective police stations. Respondents mentioned changes in management style. This is reflected in the following practices:

open door approach
consultation with colleagues
management by objectives

Three of the respondents attributed this to the Police Station Management Programme while the other three thought that it was part of the general transformation process taking place in the government. Also, it was hinted to the researcher that in order to drive transformation process, an organisation would need a visionary leader who will drive the process.

4.10.5. Job Performance

On the question of job performance all the respondents stated that their seniors, particularly the Station Commissioner, seem to have improved in terms of working with other people in the police station. In comparing responses from different police stations, the researcher found that all mentioned an example of improved job performance as characterised by the following:

- Unit Managers given more responsibility
- Open door policy to discuss individual problems
- Sharing of organisational resources
- Expanding training to other officials

One respondent from Police Station A mentioned that in the past, if an officer died off duty no transport was provided to other officers who wanted to go to the funeral. However, the situation has been changing for the last twelve months, as support for

members is now available. Another interesting response was that officers could now suggest their preference to work or not to work during certain shifts.

Respondents have shared some of their experiences within their respective police stations, which they perceive as an improvement with regard to participants' job performance. The question remains that only half of the respondents attributed this to PSMP. The other half attributed this to other factors such as the general transformation process. Also, respondents in Police Station B seem to attribute transformation in their Police Station to the kind of leadership they have in the form of their Station Commissioner. In the words of one of them:

> "The Station Commissioner has always been different, and he is far ahead of his time".

Evidence suggests that there are changes taking place in the respective police stations where the researcher interviewed the respondents. What is also clear though, is that not all could be attributed to Police Station Management Programme. Other factors such as resources and leadership play a part as to how best to serve the community.

4.10.6. Barriers to Development Intervention

The issues of barriers to development intervention solicited two views. Respondents across the police stations agreed that the organisation has opened the opportunities for people to improve their skills in whatever way possible. For example one respondent said:

> "People who are nominated always attend training course".

However, respondents regard individuals as the biggest obstacle to their own development, although the exact reasons are not clear. The respondents have strong perception that people are not interested in their development, and that some people are just resisting change without scrutinising the merit and demerit of the change.

The issue of skill acquisition is essential for any organisation particularly during the transition period. While any organisation might be able to offer an opportunity to develop staff members the responsibility lies with the individual to make the best out of the situation.

This chapter has presented and analysed the findings of a Police Station Management Programme from three perspectives. The first perspective is that of Station Commissioners who regard the PSMP as a positive development in the SAPS as it enables them to deal with issues from an informed position. In addition to this, Station Commissioners identified gaps that need to be covered in future. These include modules/sections in labour relations and financial management.

The second perspective is that of Unit Managers who are strategically positioned to lead and implement a particular operation. They too find the course relevant and fulfilling in terms of their daily planning and interaction with the rest of the team. Their perceptions suggest that PSMP should be expanded to larger constituents in the SAPS. Also in case funding is no longer available, the SAPS should take the responsibility for funding future training.

The third and last perspective is that of the non-participants on the course. Their perception is that changes have been taking place in their respective police station. These changes cannot be attributed to one factor alone. It can either be the general transformation process or Police Station Management Programme or the presence of a visionary leader in a particular police station. There is a need for people to change their attitudes towards training and learn the dynamism of today's organisation.

Chapter 5

5. Conclusions and Implications

5.1. Introduction

This study attempted to explore, investigate and describe the perceptions of a management development intervention on job performance in the South African Police Service. The purpose of the study was to explore the process of Police Station Management Programme (PSMP) implementation, and to determine whether PSMP as a management development intervention is associated with changes that have been taking place at police station level. Also, the study attempted to assess whether other constraints such as resources might have played a part in the way people perceive a management development intervention.

A qualitative research methodology was used to gather information from different respondents. A qualitative method was found to be appropriate to encapsulate the richness and different interpretations at each level. Three police stations were identified to gather information regarding the PSMP course that Station Commissioners attended a few years back. The main criteria used for selecting such police stations were that the police stations should be poor, affluent and inner city and that the Station Commissioner should have attended the course.

The researcher conducted in-depth interviews with thirteen people who were purposefully selected for being participants in the Police Station Management Programme. Respondents were asked questions revolving around themes related to their experiences in the SAPS training interventions and how it is being implemented.

The researcher considers the following areas to be most often mentioned for their the relevance or implementation.

5.2. Learning Organisation

All the respondents particularly Station Commissioners mentioned learning organisation as one of the ideas that they are implementing. All the seven participants mentioned this as relevant and something they are implementing although at varying degrees. Non-participants of the course including those who were not aware of the PSMP also corroborate the point on learning organisations. All non-participants mentioned that there is now more open door policy than what used to be in the past. As one respondent put it:

"Everything is now negotiable as long as it will improve the service delivery".

5.3. Community Policing

One of the most talked about themes is the community policing. In this case all Station Commissioners mentioned that they are either establishing or co-ordinating community forums to promote community involvement in policing. Also, Unit Managers said that they depend mainly on the goodwill of the community in their operational activities.

Non-participants mentioned that in the past there was a huge gap between the community and police officers. Police officers and the community were seen as enemies. Presently the community and the police are seen not only talking to each other not only to report a case or to ask for a suspect, but during visits to the police stations to chat to the police. Non-participants mentioned that they are now more of a family than what used to be.

The response from non-participants is encouraging given the legacy of the SAPS' relations with the community. It directly support the responses of the participants that they are building the relations with their communities. What needs to be guarded against

is to build a relationship that would end up hampering the professional work of the police.

5.4. Open door policy

Almost all the participants mentioned that they have an open door policy with regard to managing the police station. This open door policy applies to police officers as well as members of the public who would like to raise certain things with the Station Commissioners.

The researcher also observed the open door policy in practice during the interviews with Station Commissioners. Interviews were intermittedly interrupted when certain officers or members of the public wanted to see the Commissioners. Of the four Commissioners that the researcher interviewed, other police people or telephones interrupted only one interview session. On later inquiry over the telephone, the Station Commissioner mentioned that while he has an open door police in place, the policy should not interfere with planned appointments. Moreover, honouring appointments is part of the open door policy of the police station.

5.5. Change Management

All Station Commissioners said that they were implementing change management concepts that they have learned. Two of the three police station mentioned that they have a management team, that comprises all Unit Mangers to discuss overall policing issues. Of the six non-participant respondents, four were recently appointed, perhaps as part of the change management implementation.

The perceptions from the non-participants seem to be that whether by design or default, the SAPS offers more opportunities now than before. They feel that as individuals, they are be able to move to different positions if they showed potential to plan and manage.

5.6. Problem solving

Station Commissioners mentioned that their skills in problem solving have been boosted. They are able to listen and address staff issues and come with more objective decisions. Also, the fact that access to the Station Commissioner is now open to all, irrespective of rank, means that communication in the police station has improved.

The Area Commissioner best reflects the aspect of problem solving. He was happy to say that almost every aspect of the policing has improved due to the approach they are using in dealing with problems. He sighted the drop in cases against the police officers, the establishment of community policing forums and the fact that arrests and prosecutions have increased in the Central Gauteng region. Also, the fact that fewer police officers are now killed on duty than in the past means that the police are now seen as the problem solver rather than the problem.

5.7. Resources Dynamics

One of the assumptions the researcher alluded to was the perception with regard to the availability or lack of resources in a particular police station. For example is police station A more negatively affected than Police Station B. It was difficult to come with hard facts on how this affects a police station.

First, all police stations mentioned a lack of resources in one way or the other. Common to all police stations is the shortage of vehicles to move from point A to B. But, also there is very little or no information at all as to how many people a particular police station is serves. The uncertainty of statistical information makes it very difficult to plan around the resource needs. For example, for the three police stations on which this study is based, only Police Station B could come with reliable and valid statistical information on the

number of its staff. This is difficult for Police Stations A and C since the nature of their areas resemble informal settlements rather than formal residential areas. This is not to say that the issue of resources is not important. Perhaps it is more of a constraint than a serious problem facing the police stations.

5.8. Leadership

One of the key features of the responses from non-participants in police station B, was that 'He has always been ahead of his time'. This statement pointed directly to leadership/management potential and abilities. It will seem that what police stations need is more of a leader than a manager. Butler (1992) mentioned that Station Commissioners should be people who have vision and are able to give direction to the police station based on the challenges at hand.

5.9. Conclusions and Recommendations

Despite the time constraints and the limitations on further questioning after the first interviews, the majority of respondents seemed open to the researcher. Maybe, the willingness to participate in the research to assess perceptions of an interventionist course is a show of positiveness and a change of attitude towards the course and perhaps more towards the relationship between the SAPS and the community.

The course participants gave the researcher a clear message that the course has positively impacted on their personal skills and the way they do their job. This seems to have improved the police efficiency and staff attitudes.

On the main issue of implementing what they learned, all the participants said they were implementing the skills they had learned. Also, they seemed to have been given extra responsibilities notwithstanding two Unit Managers whose expectations were not met.

The other important area to look into is the area that the course does not cover. Participants across the spectrum mentioned the need to include financial management and labour relations. Station Commissioner and Unit Manager mentioned on several occasions that the nature of their job has changed radically to focus more on human skills and management. Therefore, labour relations and financial management courses should be considered in future training.

Two issues were raised with regard to the course. First, was the issue of course material where one participant mentioned that there was no standard textbook to cover each module. The participant would have been happy if there was one core textbook which was complemented by the material in the course pack provided for each module. Second was the accreditation issue that was raised as a concern. The question raised concerns the level at which the Police Station Management Programme is rated within the education system.

The Area Commissioner talked about the variety of activities that need to be attended which he grouped as educational awareness for police officers and communities on human rights and constitutional issues.

With regard to the three police stations, he mentioned that what is important is to recognise unity in diversity as the idea is to build a team of champions within his area of jurisdiction. He hoped to achieve this by inculcating an attitude, which recognises that the following things are important: colleagues, work and the community.

The responses from participants and non-participants suggest that transformation is taking place in the South African Police Service (SAPS). This transformation process has been informed by the broader societal vision of a new nation working together. In achieving this, the society and individuals make use of institutions to develop and train new kinds of expertise. In this, the South African Police Service has shown pragmatism by allowing trainees to implement what they have learned to transform the SAPS service delivery system, while assisting those who have designed the Police Station Management Programme to do it better in future.

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QUESTIONNAIRE ON MANAGEMENT DEVELOPMENT PROGRAMME

ANNEXURE 1

NON-PARTICIPANT

1. What programmes/development processes do you know of in the SAPS?
2. What is the criteria/process for attending these programmes?
3. Do you know the Police Station Management Programme?
4. Are you aware that the Station Commissioner attended Police Station Management Programme?
5. What changes have you been observing for the past year or two in your police station and to what do you attributed these?
6. How can you describe changes in trainees job performance in the past eighteen months?
7. Briefly, describe any barriers to management development intervention in the SAPS.
8. Any comments?

ANNEXURE 2

QUESTIONNAIRE ON MANAGEMENT DEVELOPMENT:PARTICIPANTS.

1. When was your last promotion and to which position? Was it a surprise promotion or were you expecting it?

2. Briefly describe tc me what your job entails?

3. How did you come to know about the Police Station Management Programme?

4. Describe the processes you followed before you were taken to Police Station Management Programme?

5. Was the Programme relevant?

6. Are you implementing what you have learned? If yes why?

7. Do you think that attending the Programme away from the office has negatively or positively affected your job and why?

8. If you were given the opportunity to design the course what would you include which is not covered now?

9. Any other comments?

Interviews: The following is a list of names and dates of all the interviewees that the researcher was able to asked a variety of questions on Police Station Management Programme.

1.	Director Loubser	22 October 1999
2.	Sergeant Matlabjane	22 October 1999
3.	Sergeant van der Merwe	22 October 1999
4.	Dir ctor Reddy	22 October 1999
5.	Sen. Supt. Ntengo	22 October 1999
6.	Capt. de Klerk	22 October 999
7.	Director Mothiba	21 November 1999
8	Captain Khoza	21 November 1999
9.	Inspector Mokatse	21 November 1999
10.	Inspector Twala	21 November 1999
11.	Supt. du Piesanie	29 October 1999
12.	Sen. Supt. Louw	29 October 1999
13.	Area Com. Naidoo	15 November

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