

**Development of a Strategic Management Model for the South
African Police Service (Free State Province)**

Nico Eric Schutte

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Supervisor: Prof. G. Van der Waldt

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DECLARATION

I, THE UNDERSIGNED, HEREBY DECLARE THAT THE WORK CONTAINED IN THIS THESIS IS MY OWN ORIGINAL WORK AND HAS NOT PREVIOUSLY IN ITS ENTIRE OR IN PART BEEN SUBMITTED AT ANY UNIVERSITY FOR A DEGREE.

A. Schutte

SIGNATURE

14/11/2003

DATE

ABSTRACT

Development of a Strategic Management Model for the South African Police Service (Free State Province)

According to Shezi (1997), South Africa is in the process of radical transformation. Many organisations need to rethink their strategies, redesign their structures and adjust their management practices to be at the forefront of the frequent changes.

The South African Police Service as an organisation ought to take a proactive rather than a reactive approach, and should attempt to affect, forecast, and activates rather than just responds to the environmental forces. The strategic-management process spells out this method for the South African Police Service as an organisation and as such be in a position to make proper decisions. It represents a logical, systematic, and objective approach for determining the South African Police Service's future direction (David 2001: 26).

There is no proven plan of action for achieving the organisation's desired outcomes within the changing environment without a strategy. A successful strategy and equally successful strategy implementation are the most reliable signs of good management (Haines, 2000:3-7).

The aim of this study is to develop a practical strategic management model as a guideline for the South African Police Service in order to assist the South African Police Service (Free State) in carrying out the strategic management process effectively. Therefore as a result provides direction to the South African Police Service and its provinces such as the Free State as well as the various departments, units and police stations and as such should provide a quality service to its clients.

To realise the aim of this study, strategic management was first defined, the difference between strategic management and planning was also highlighted and its value for the South African Police Service was explained and where after the various levels of strategic management was discussed. The structure of the strategic management process was also discussed in detail.

An brief introduction to the strategic management workshop that was held in Bloemfontein that initiated this study was given, followed by a detailed discussion of the strategic management challenges that exist for the South African Police Service by means of relevant literature and supported by the secondary data obtained at the strategic management workshop for Executive Management Team of the Free State Province.

A strategic management model was developed from relevant literature to assist the South African Police Service to follow an effective strategic management process in order to provide direction to its provinces, departments, units and police stations. This is necessary to overcome the challenges that the strategic management presents to the South African Police Service.

The study showed that the South African Police Service management does not have a common understanding of strategic management and the systematic process that is needed to be followed. Although the South African Police Service is attempting to carry out strategic management a number of serious shortcomings have been identified and need to be addressed by the top management of the South African Police Service.

OPSOMMING

Ontwikkeling van 'n strategiese bestuursmodel vir die Suid Afrikaanse Polisie Diens (Vrystaat Provinsie)

Na aanleiding van Shezi (1997) is Suid Afrika in die proses van radikale transformasie. Organisasies soos die Suid Afrikaanse Polisie Diens moet hulle strategieë herdink en hul strukture herontwerp as ook hul bestuurs praktyke aanpas om aan die voerpunt van verandering te bly.

Die Suid Afrikaanse Polisie Diens behoort eerder 'n proaktiewe as 'n reaktiewe benadering te volg en moet daarna streef om die omgewings faktore te beïnvloed, voorspel en te aktiveer eerder as om net daarop te reageer. Die strategiese bestuursproses dui 'n duidelike metode aan vir die Suid Afrikaanse Polisie Diens as organisasie om in 'n posisie te verkeer sodat behoorlike en verantwoordelike besluite geneem kan word. Dit verteenwoordig 'n logiese, sistematiese en objektiewe benadering om die organisasie se toekomstige rigting aan te dui (David, 2001:26).

Daar is geen werkbare plan van aksie om die Suid Afrikaanse Polisie Diens se verwagte uitkomst te bereik in 'n veranderde omgewing sonder 'n strategie nie. 'n Suksesvolle strategie en gelykvormige suksesvolle strategiese implementering is die mees betroubaarste tekens van goeie bestuur (Haines, 2000:3-7).

Die doel van hierdie studie is om 'n praktiese strategiese bestuursmodel te ontwikkel as 'n riglyn vir die Suid Afrikaanse Polisie Diens (Vrystaat) wat hulle kan help in die effektiewe toepassing van die strategiese bestuurs proses. Dus kan die Suid Afrikaanse Polisie Diens nou leiding verskaf aan die onderskeie provinsies soos die Vrystaat, departemente, eenhede en polisiestases wat 'n kwaliteit diens ten opsigte van hulle kliente tot gevolg kan hê.

Om die doelwit van hierdie studie te bereik was strategiese bestuur eers gedefiniër, die verskil tussen strategiese bestuur en strategiese beplanning was

ook uitgelig, waarna die waarde van strategiese bestuur ook vir die Suid Afrikaanse Polisie Diens verduidelik is, en die verskillende vlakke van strategiese bestuur ook weergegee is. Die struktuur van die strategiese bestuursproses is ook breedvoerig verduidelik.

’n kort oorsig van die strategiese bestuurs werkwinkel te Bloemfontein wat hierdie studie geïnisiëer het is gegee gevolg deur ’n omvattende bespreking van die uitdagings wat die Suid Afrikaanse Polisie Diens in die gesig staar deur middel van ’n literatuur studie en sekondêre data wat verkry is by die werkwinkel vir die Uivoerende Bestuursspan van die Vrystaat provinsie.

’n Strategiese bestuursmodel is ontwikkel vanuit die literatuur om die Suid - Afrikaanse Polisie Diens te help om ’n effektiewe strategiese bestuursproses na te volg om sodoende instaat te wees om voldoende leiding aan die Vrystaatse provinsie, departemente, eenhede en polisie stasies te verskaf. Dus om die uitdagings wat die strategiese bestuurs proses aan die Suid Afrikaanse Polisie Diens stel te oorkom.

Die studie toon aan dat die Suid Afrikaanse Polisie Diens nie oor die algemeen strategiese bestuur of die sistematiese proses wat nodig is om dit te volg verstaan nie. Alhoewel die Suid Afrikaanse Polisie Diens probeer om strategiese bestuur toe te pas is verskeie tekortkominge geïdentifiseer en moet dit aangespreek word deur die top bestuur van die Suid Afrikaanse Polisie Diens.

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TABLE OF CONTENTS

	PAGE
CHAPTER 1	1
INTRODUCTION	1
1. ORIENTATION	1
2. RESEARCH OBJECTIVES	3
3. CENTRAL THEORETICAL STATEMENTS	4
4. METHOD OF INVESTIGATION	4
4.1. Literature study	4
4.2. Data basis	5
4.3. Non-empirical study	5
4.4. Design	5
4.5. Respondents	6
4.6. Instrumentation	6
4.7. Processing	6
5. STUDY OUTLINE	7
CHAPTER 2	9
STRATEGIC MANAGEMENT PROCESS	9
1. INTRODUCTION	9
2. CONCEPTUALISING STRATEGY AND STRATEGIC MANAGEMENT	10
2.1. Strategy	11

TABLE OF CONTENTS (Continue)	PAGE
2.2. Strategic management	14
2.3. Strategic management versus strategic planning	15
3. VALUE AND BENEFITS OF STRATEGIC MANAGEMENT	17
4. LEVELS OF STRATEGIC MANAGEMENT	21
4.1. Corporate decision-making level	22
4.2. Operational decision-making level	23
4.3. Functional decision-making level	23
4.4. Managerial tasks of strategic management	25
5. STRATEGIC MANAGEMENT PROCESS	27
5.1. Strategy formulation	27
5.1.1. <i>Formulation of a vision</i>	28
5.1.2. <i>Defining the organisation's mission and social responsibility</i>	29
5.1.3. Clarity on institutional mandate	31
5.1.4. Setting organisational objectives	32
5.1.5. Internal analysis	33
5.1.6. External analysis	33
5.1.7. Strategic analysis and choice	35
5.1.8. Generic and grand strategies	36
5.2. Strategy implementation	37
5.3. Strategy evaluation and control	40
6. CONCLUSION	42
 CHAPTER 3	 44
 STRATEGIC MANAGEMENT: CHALLENGES FOR THE SOUTH AFRICAN POLICE SERVICE	 44
 1. INTRODUCTION	 44

2.	STRATEGIC MANAGEMENT FORMULATION: CHALLENGES FOR THE SOUTH AFRICAN POLICE SERVICE	45
2.1.	Strategic management challenges identified by the Free State executive management team	49
3.	CHALLENGES FOR EFFECTIVE STRATEGY IMPLEMENTATION	57
3.1.	Developing partnerships to implement strategy	59
3.2.	Analysing organisational capability to implement strategy	61
3.3.	Matching structure with strategy	64
4.	CHALLENGES ON EVALUATION AND CONTROL	67
5.	CONCLUSION	69
	 CHAPTER 4	 71
	 A STRATEGIC MANAGEMENT MODEL FOR THE SOUTH AFRICAN POLICE SERVICE	 71
1.	INTRODUCTION	71
2.	MODEL DEFINED	72
3.	SOUTH AFRICAN POLICE SERVICE AS AN OPEN SYSTEM	75
4.	RECOMMENDATIONS ON HOW TO OVERCOME STRATEGIC MANAGEMENT CHALLENGES THROUGH THE APPLICATION OF AN OPEN SYSTEMS MODEL	79
5.	CONCLUSION	92
	 CHAPTER 5	
	 SUMMARY AND RECOMMENDATIONS	 94
	BIBLIOGRAPHY	96

CHAPTER 1

INTRODUCTION

1. ORIENTATION

The 27th of April 1994 saw the first democratic elections for South Africa as a country and as a result did the public sector not escape the changes that accompanied the development of a new democratic dispensation. Consequently it created new challenge to public sector organisations such as the South African Police Service (SAPS) as Bennett (1997:109) states "Organisations are social groupings constructed to achieve particular ends. They are characterised by the conscious division of labour, responsibility and authority systems, and the need for control. Normally, organisations comprise a social system plus a technical system. As social systems, organisations are affected by socio-economic and psychological forces; as technical systems they are influenced by technological and environmental change".

Katz & Kahn (in Rothwell & Kazanas, 1994:10) highlight the fact that South African private and public organisations within the newly founded democracy are now functioning as an open system and therefore, face changes which are forced upon them through economic changes, competitiveness and globalisation, which they must manage in order to survive. The Free State executive management team of the SAPS need to take into account that as an open system the organisation receives inputs from the environment, transforms them through operations (strategies) within the system, submits outputs to the environment, and receives feedback indicating how well these functions (strategies) were carried out.

Thus as Kroon (1995:7-8) stated will it be the tasks of the managers of the organisation and in this situation the Free State executive management team

to lead the members effectively in order to provide certain products or services and as such fulfilling particular needs and achieving the stated goals of the organisation (SAPS). This create the situation whereby an organisation without a strategy, based on a sound strategic management model, might find that there is not a well-established plan of action according to which results can be achieved.

Thomson & Strickland (1998:4) point out that successful strategy as well as its successful implementation is the trustworthiest signs of good management.

If the executive management team of the Free State wants to create an strategic alignment process within the province it will be important to consider what Powers (in Stolovitch & Keeps, 1992:248) points out namely, that strategic alignment is the systematic arrangement of crucial business systems behind a common purpose or mission statement. Consequently it seems of pivotal importance that the executive management team of the Free State follows a comprehensive strategic management model in order to ensure a well-established strategic management process for the successful implementation of operational strategies.

Towards the end of 2001 Technikon Southern Africa was approach by the Free State Province Provincial Commissioner to present a strategic management workshop with the senior management team of the province. During the initial discussion to establish needs in terms of the content for the workshop, the following were requested:

- A broad overview on strategic management (model)

- Development of a strategic plan

- **Implementation of the strategic plan.**

During the workshop it became clear that many senior managers were involved in strategic management, establishing broad strategies for the province and developing operation plans to a certain extent, monitoring and evaluating outputs. However, one major concern from senior management was the lack of a proper strategic plan based on a comprehensive model for the implementation of the identified strategies to operational level in the province.

An aspect that further complicated matters are the hierarchically command structure in the province. Information need to reach the different area commissioners offices and then to different police stations and units within the province on which all of these offices have to respond before sending the needed information back to the provincial office. The problem thus is that there is no comprehensive strategic management model available for the SAPS in the Free State to ensure a well-established strategic management process for the successful implementation of operational strategies.

2. RESEARCH OBJECTIVES

The objectives of this study are to:

- **Discuss the theory of strategic management and planning according to a relevant strategic model.**
- **Develop a theoretical and practical strategic management model as a guideline for the implementation of strategic objectives of the SAPS - Free State.**

3. CENTRAL THEORETICAL STATEMENTS

The following preliminary statements can be made:

- Change is dynamic and demands a strategic management model that will ensure a process, which will in an orderly manner make the structural and rationalisation processes happen.
- The management practices of the Free State SAPS need to undergo changes to be able to manage the newly changes effectively.
- The management of change and strategic management in the changing environment are indispensable aspects within the management practices of the Free State SAPS.

4. METHOD OF INVESTIGATION

A literature study and the information obtained during the SAPS Free State workshop 2001 will be used in conducting research for the purpose of this study.

4.1. Literature study

Primary literature will be used for this research. Books, periodicals, government reports and other documents will be consulted. Computer searches for relevant material have also been undertaken in the library of the Technikon Southern Africa. Preliminary analysis indicated that ample material and literature are available to do research on this topic.

4.2. Data basis

The following databases have been consulted to ascertain the availability of study material for the purpose of this research:

- Catalogue of theses and dissertations of South African Universities.
- Catalogue of books: Goldfields Library Technikon Southern Africa.
- Computer search and articles relevant to the study.

4.3. Non-empirical study

A practical strategic management work session was held with the executive management of the SAPS Free State and semi-structured interviews were conducted. These role-players were the provincial commissioner, the two deputy provincial commissioners as well as the other area commissioners of the executive management team to obtain comparative information pertaining to the functioning of the strategic management process prior to and post 2001. The information obtained at the workshop will be used as secondary data by the researcher for the development of a strategic management model.

4.4. Design

The design of the non-empirical study will be as follows:

- Developing a strategic management model based on theory and information gathered during the mentioned strategic management workshop. The information gathered at the workshop will be used as secondary data to establish the Free State's SAPS executive team's way of thinking according to strategic management. It will also be established through the secondary data obtained at the workshop

whether the executive team of the SAPS Free State applies the principles of the strategic management process in order to deliver a quality service to the community.

4.5. Respondents

The Free State executive management team consists of all the area heads (commissioners) and the station commander of Park Road police station. The areas were Southern Free State, Northern Free State, Eastern Free State and South East Free State. These commissioners and station commander are responsible for the effective line functioning as well as all the support functions of the province.

4.6. Secondary Data

Information gathered during the above-mentioned workshop will be used as secondary data to guide the researcher's development of a strategic management model.

4.7. Processing

All data obtained from the practical work session as well as from interviews will be taken into consideration as secondary data, and a conclusion will be drawn based on the data. A model will be developed for the executive management team to be used as a guideline towards a structured process on how to formulate, implement and evaluate their strategies for effective and efficient service delivery.

5. STUDY OUTLINE

The former South African Police was a typical bureaucracy, with a hierarchical structure, in a closed operating system where change was not at the order of the day. Decisions were made top-down, which resulted in a communication time delay to the grass roots members to know what the decision was or what to do or not to do. Consequently swift decision-making, in order to adapt to the changing environment was almost non-existent.

However, the fast changing environment forced the newly (1994) South African Police Service to look at itself and asked the question, is we in line with what the community expect of us and are we correctly positioned for our future survival? It was because of these reasons that the provincial commissioner of the Free State Province invited the researcher to conduct a strategic management workshop to establish how strategic management could assist and benefit the executive team of the South African Police Service Free State Province.

Chapter one gives an introduction and overview of the research conducted at the SAPS Free State Province.

In chapter two attention is given to the theory of strategic management and the strategic management process is explained as well as the importance thereof for the SAPS. The levels of strategic management are also highlighted as well as the difference between strategic management and strategic planning.

In chapter three, the focus is on the challenges the SAPS faces, and the secondary data obtained at the Free State Province workshop will also be used to support the theory on the challenges.

In chapter, four the focus is on the development of a strategic management model adapted from relevant literature to assist the SAPS's executive team to be able to have a structured way and or process to manage the Police Service strategically.

In chapter, five a summary and recommendation are made to assist the SAPS on how to apply strategic management in order to become proactive in service delivery.

CHAPTER 2

STRATEGIC MANAGEMENT PROCESS

"I believe also that he will be successful who directs his actions according to the spirit of the times, and that he whose actions do not accord with the times will not be successful. Because men are seen, in affairs that lead to the end which every man has before him, namely, glory and riches, to get there by various methods; one with caution, another with haste; one by force, another by skill; one by patience, another by its opposite; and each one succeeds in reaching the goal by a different method" (Machiavelli in Clutterbuck & Crainer 1990: 2).

1. INTRODUCTION

It seems that effective organisations are those that develop rapidly and effectively. Yet organisations can not develop in a vacuum. Organisations must attract resources of all sorts, drawing in capital, partners, suppliers, and customers to create co-operative and supportive networks.

Consequently, the rapidly changing "business" environments require public managers to anticipate and/or respond quickly to the changing customer preferences and the repositioning of their competitors in order to introduce the "right" products and services on a timely basis.

This means that organisations need to become more "proactive". It is literally for managers to be doing the right things for the right reasons. Organisations need to ask the question why be efficient in certain activities (doing things right) if the things done right are not the right things? To be effective ultimately means to gather all available relevant information and options and to select the best, preferred course of action.

It is against this background that organisations need to take into consideration that organisational change and renewal is a process of acknowledging that what they might have done in the past and the way in which they did it, may not be appropriate anymore and need to change.

Therefore it is “no more business as usual”. Building a new world of work and in the process regrouping and rearranging organisations and what they are doing to get on the right track, creating new enthusiasm, energy and believe amongst the people, with a sense of direction and purpose is now at the order of the day (Senge, 1999:14).

In this chapter attention will be given to the theory of strategic management and the strategic management process will also be explained as well as the importance thereof for the organisation. First of all strategy and strategic management will be explained as well as the difference between the two concepts. The value and benefits of strategic management will also be highlighted as well as the levels of strategic management. The SAPS, and especially the Free State Province, was used for the practical application of a strategic management workshop, where obtained data will be used as secondary data to help the researcher achieve the objectives of this research as specified.

2. CONCEPTUALISING STRATEGY AND STRATEGIG MANAGEMENT

Under the above-mentioned heading strategy and strategic management will be explained as well as the difference between the two concepts. The value and benefits of strategic management will also be highlighted and the levels of strategic management will also be explained.

2.1. Strategy

Van der Waldt & Knipe (1998:4) highlight the fact that it might be important for the public sector organisations to analyse the concept "strategy", which according to them, indicates that public organisations such as the SAPS needs a suitable plan or method in order to achieve the aim of the organisation irrespective of change. They further indicate that any organisation in formulating its strategy should be able to identify the following four aspects:

- The mission or over all aim of the organisation;
- the transformation technology used by the organisation;
- the strategic and operational planning to achieve the aims and;
- strategic control.

The strategy of the organisation is the process in which they make use of certain policies, procedures and resources in order to achieve the main objectives of the organisation (Van der Waldt & Knipe, 1998:4).

Smith (1994:13) points out that an organisation should not stop its planning at the point where a vision of the future has emerged. He further stresses the fact that the concern for action, which many writers such as Kroon (1995:135), Hannagan (2002:3) and Van der Waldt & Du Toit (1998:285) have shared has lead them to drop the term strategic planning and adopt instead the phrase strategic management.

A "strategy" is also known as the organisation's "game plan" and managers often refer to it as their large-scale, future-oriented plan for interacting with the competitive environment, to achieve the organisation's objectives (Byars, 1992:5). A well-defined strategy provides a framework for any sports team on how to achieve their winning objective. Similarly it provides a framework for managerial decisions, but it does not detail all

future deployments of resources such as finances, people and material. Thus, a strategy reflects an organisation's awareness of how, when and where it will compete, against whom it should compete, and for what purpose it should compete (Craig & Grand, 1995:16).

Bourgeois, Duhaime & Stimpert (1999:16) point out that the phrases strategy and strategic are used frequently - perhaps too frequently - in organisations. They suggest that a way for the public sector manager to clarify these terms is to distinguish between decisions and actions that are "strategic" and those that are more "tactical". SAPS managers must make a variety of decisions every day. Some of these decisions will respond towards routine issues, while others have the potential to affect the well being or direction of the organisation in a much more fundamental way. These critical, directions setting decisions can be labeled "strategic".

The following reasons are given by Craig & Grand (1995:14 -15) and Bourgeois, Duhaime & Stimpert (1999:16) why certain decisions are strategic and others not:

- Strategic decisions are important: as previously stated, strategic decisions and strategic management do not only shape and define an organisation, but they also have the potential to affect the bottom-line financial health of an organisation and or business and even the survival of the organisation. As a result, strategic management is a fundamentally important activity; how managers within the organisation respond to important issues can affect the health and prosperity of the organisation and operations in the short term as well as the long term.
- Strategic decisions involve significant reallocations of resources. Strategic decisions have the potential to change the purpose and direction of an organisation and, therefore, lead to major changes in

the definition, scale, and scope of the organisation.

It is important for the organisation to take note of the fact that nearly all strategic decisions involve significant allocations or reallocations of organisational resources. For example, in South Africa the SAPS decided that they must target organised crime differently and offer a service to the community as well as introducing new technologies for the fight against crime. This type of decision required a significant reallocation of resources to the provinces. Similarly, the decision to establish a new service organisation or to separate from an existing (old force to new service) organisation will almost always alter the scale or scope of any organisation. All these decisions involve major commitments or reallocations of organisational resources.

- Strategic decisions tend to involve more than one functional department: Strategic decisions are rarely focused on a "investigation problem" or a "attending of complaints problem." Instead, strategic decision-making usually cuts across functional departments, involving detectives and pro- active and, possibly, intelligence, training, research and development, and personnel to work together in order to solve crime.

Strategic decision-making thus requires the attention of senior managers (officers and senior officers in the case of the SAPS) who must often mediate interdepartmental disagreements and rivalries.

2.2. Strategic management

David (2001:5) defines strategic management as the art and science of the organisation in formulating, implementing, and evaluating cross-functional decisions that will enable them to achieve their objectives.

Smith (1994:15) defines strategic management as an approach that is based on the complexities of the total business environment.

Thompson (1993:5-6) defines strategic management according to the following three aspects:

- Firstly: the strategy which is concerned with the establishment of a clear direction of the organisation and a means of getting there, and which requires the creation of strong competitive positions;
- Secondly: in order to create effective performance within the organisation will it be necessary to implement excellence in the operationalisation of such strategies;
- Thirdly: in order to ensure that the organisation will be able to respond to pressures for change as well as improved and renewed strategies innovation needs to be encouraged amongst members.

Wheelen & Hunger (1992:7) agree with the above definition but in addition point out that strategic management for public sector organisations will be their managerial decisions and actions that determine the long run performance of the organisation.

This includes strategy formulation, implementation, evaluation and control. Strategic management for the SAPS might be seen as the set of decisions

and actions that result in the formulation and implementation of plans designed to achieve the organisations objectives (Pearce & Robins, 1994:3).

The strategic management process is a process of organisational analysis where the present situation and future direction and or way of the organisation's profile and external environment are examined to set objectives, develop strategies achieve the objectives, as well as to monitor and assess the organisation's performance and the results that the strategies bring forth.

Wheelen & Hunger (1992:6) further postulates that the study of strategic management emphasises the monitoring and evaluation of environmental opportunities and constrains in light of the SAPS strength and weaknesses.

2.3. Strategic management versus strategic planning

An analysis of strategic management literature reveals that strategic management is viewed from two opposed perspectives. The first perspective entails a broad term that presents strategic management as the total management of an organisation. This implies that strategic planning is merely a tool or portion of strategic management (Pearce & Robinson 2003: 3) and Thompson & Strickland (1998:3-5) Van Der Waldt & Du Toit (1998:285). The second perspective view strategic planning as the complete organisational management process to determine the long-term vision and objectives of the organisation and how to implement them (Bean, 1993:5-7) Smith (1994:13) and Hannagan (2002:3) state that the literature of strategic management and planning is a terminological minefield. They also refer to different organisations that use the same terms to describe different things, or different terms to describe the same thing.

Van der Waldt & Du Toit (1998:283) state that strategic management entails the implementation of strategies developed to give new direction to an organisation, which is in the midst of a change or transitional process. It enables the organisation to fulfill its responsibilities in a rapidly changing environment. Strategic management according to Wheelen & Hunger (1992:6-9) and Kroon (1995:135-140) refers to the overall process, which includes not only strategic planning, but also organising, leading and controlling strategy-related decisions and actions in the organisation.

The question the organisation might ask is what are the differences, if any, between strategic management and strategic planning?

The top management of the SAPS (consisting of the National Commissioner, Deputy National Commissioners, the Divisional Commissioners and the Provincial Commissioners in their joint capacity) need to do continuous planning in a changing environment in order to develop and implement a suitable plan that will lead to the fulfillment of the changing needs of the various communities within the Republic of South Africa and this procedure is also known as strategic management. The process consists of two parts, namely strategic strategy formulation and strategy implementation (Kroon, 1995:136).

The change in terminology since the 1950's from strategic planning to strategic management reflects changes in planning styles. The biggest concerns expressed about strategic planning can probably be summarised as follows (Smith 1994: 13-14).

- Planning appeared to have become an end in itself;
- planning systems became centralised and bureaucratic;
- plans belonged to planners rather than to managers;
- planning was done once a year, and then completed plans gathered dust on shelves;
- plans tended to be overtaken by events, forecasts were inaccurate,

and strategies had to be changed;

- original plans seemed a waste of time, having little influence on ultimate decisions;
- centralised planning introduced inflexibility, obtaining authority to change anything could be a slow and cumbersome process; and
- planning still rely too much on extrapolation of the past and do not encourage radical thinking.

It seems that most literature view strategic planning as a tool of strategic management and forms an important component of it. Strategic planning enables the organisation's managers to evaluate, select and implement alternatives for rendering effective service (Mercer, in Van der Waldt & Du Toit, 1998:283). This latter approach is in line with the first approach that stated that strategic management is the total management of an organisation and is also the approach the researcher will follow in this study.

3. VALUE AND BENEFITS OF STRATEGIC MANAGEMENT

Thompson & Strickland (1998:24) identified the following benefits of strategic thinking and conscious strategy management (as opposed to "freewheeling", "improvisation", "gut feel", and "hopefulness") that highlight the importance of strategic management namely:

- It provides better guidance to the entire organisation on the crucial point of "what it is trying to do and to achieve";
- it will make managers within the organisation more alert to the winds of change, new opportunities, and threatening developments;
- it will provide managers with a rationale for evaluating competing budget requests for investment capital and new staff, a rationale that argues strongly for steering resources into strategy - supportive, results-

producing areas;

- it will also help to unify the numerous strategy - related decisions by managers across the organisation; and
- it will create a more proactive management posture and counteracting tendencies for decisions to be reactive and defensive.

The advantage for the organisation of being proactive is that trail-blazing strategies can be the key to better long-term performance.

Thompson & Strickland (1998:24) point out that history shows that high-performing organisations often initiate and lead, not just react and defend. Therefore will it be important for the SAPS to launch strategic offensives in order to out innovate and outwit criminals and secure sustainable advantage, and then use their intelligence edge to achieve better-quality financial performance within their budget for excellence in service delivery.

Aggressive pursuit by the SAPS towards a creative, proactive strategy can drive it into a leadership position, creating the way for its services to become the sought after service provider. High-achieving organisations are nearly always the product of astute, proactive management, rather than the result of good luck or a long run of coincidences (Thompson & Strickland, 1998: 24).

According to Van der Waldt & Knipe (1998:7) the following reasons might be provided why strategic management has necessary application value for a public sector organisation and consequently the SAPS:

- Manager's decision making about future opportunities and threats facing the organisation may improve;

- the development of appropriate organisational aims and objectives that serve as strong motivation and incentive are stimulated;
- communication, co-ordination and participation are also promoted in the organisation;
- the organisation will also be able to carry out actions proactively as well as to influence the organisation's environment and;
- it ensures that there is a basis for more objective decision-making by the managers within the organisation.

As a result this will lead to more effective decision-making and greater achievement of organisational objectives, resource utilisation and personnel motivation.

Strategic management allows the public sector organisation to be more proactive than reactive in shaping its own future. Strategic management will allow organisations to initiate and influence (rather than just respond to) activities, and thus to exert control over its own destiny (Joyce 1999:2-3).

It seems that organisations, that introduced strategic management, benefit primarily by means of better formulated strategies through the use of a more systematic, logical, and rational approach to strategic choice. This certainly continues to be a major benefit of strategic management, but research studies now indicate that the process, rather than the decision or document, is the more important contribution of strategic management.

For the public sector to be successful with the application of strategic management it seems that they need the involvement and participation of its members in the strategic management process and only through their

interaction will managers and employees become committed and dedicated to support the organisation (Byars, Rue & Zahara, 1996:24).

An essential ingredient in the strategic management process for the public sector is dialogue; in other words discussing issues and ideas with members that will lead to participation and involvement. Vital to effective strategic management within the public sector is fully informed employees at all organisational levels. It is important that every manager inform every member about the organisation's objectives, the direction of the organisation, the progress towards achieving objectives, and its clients, and operational plans.

The manner in which strategic management is carried out is exceptionally important. A major aim of the process is to achieve understanding and commitment from all managers and employees. Understanding may be the most important benefit of strategic management, followed by commitment (David, 2001:14; Thompson & Strickland, 1998:9-10 and Pearce & Robinson, 2003: 11).

It is important for the South African Police Service to realise that when managers and members understand what the organisation is doing and why, they often feel a part of the organisation and become committed to assist it in achieving its objectives. This is especially true when members also understand linkages between their own reward and organisational performance (Bowman, 1998:139-140). Bowman (1998:139-140) also mentions that it is surprising how creative and innovative managers and employees can become when they understand and support the SAPS organisational mission, objectives, and strategies.

According to Pearce & Robinson (2003:9) a benefit of strategic management is the opportunity that the process provides to empower

individuals by means of strengthening members' sense of effectiveness through the encouragement and rewarding of members' to participate in decision-making and the use of initiative and imagination.

According to David (2001:14) and Pearce & Robinson (2003: 8) it is also true that more and more organisations are decentralising the strategic management process, recognising that planning must involve lower-level managers and employees. The notion of centralised staff planning is being replaced in organisations by decentralised line manager planning. It will also be important for the organisation to take into consideration that the strategic management process is a learning, helping, educating, and supporting endeavor and not a mere paper shuffling exercise among top executives.

4. LEVELS OF STRATEGIC MANAGEMENT

Pearce & Robinson (2003:7), Smit & Cronje, (1992:118-119), Harrison & St. John (1998:171) and Wheelen & Hunger (1992:172-174) divide decision-making into three levels namely:

- The corporate;

- the business; and

- the functional levels.

This separation of decision-making can also be applied to the SAPS. The nature and functions of the SAPS is an outcome of the adjusted in-house structures of these decision-making levels.

4.1. Corporate decision-making level

The development of alternative courses of action that specify the means by which the organisational mission and objectives are to be accomplished is a key part of strategy formulation. Corporate strategy spells out to the organisation the overall direction in terms of its general orientation toward growth and the management of its various "business" units and or departments to achieve a balanced set of products and services. It is the pattern of decisions regarding the nature of business in which the SAPS, for example should be involved, the flow of financial and other resources to and from its divisions and or departments, the relationship of the organisation to key groups in its environment, and the approach an organisation takes to achieve its mission and objectives. The SAPS operating in the service providing industry must at all times take into account the questions embedded within their corporate strategy.

The public sector needs to make decisions about which new or additional products will fit in with the existing service range, how existing service activities should be altered to keep pace with the changing environment and how change and renewal in general will be implemented in the organisation.

In the SAPS, "corporate level" consists of the National Commissioner and his/her deputy national commissioners, and the various functional groupings of provincial commissioners and divisional commissioners. The national (top management) decision-making level is primarily responsible for policy-making as well as for formulating strategies, long-term planning and guidance. Unlike that in private enterprises, however, this level is also responsible for final approval of many "business" decisions.

The following are some factors that can be considered in the corporate decision-making process within the SAPS that can be a unique and often

extended process.

- The demands for transparency;
- accountability; and
- representation within the organisation.

The frequent divergent and often contradictory political agendas of the corporate and or top management group of decision-makers of the SAPS are also something that needs to be taken into consideration.

4.2. Operational decision-making level

The operational decision-making level consists of managers (area heads, for example the area commissioner) who are responsible for ensuring the achievement of the objectives and the direction indicated by the corporate level, within their specific areas. Apart from the fact that strategies and objectives for the division or department concerned will be formulated, this also involves their implementation, monitoring and coordination.

4.3. Functional decision-making level

At the lowest level of the decision-making hierarchy is the functional decision-making level where middle-level managers (station and unit commanders for example) must develop annual objectives and short-term strategies for their specific units and or stations (usually based on the annual budget).

The development of functional strategies for the SAPS involves the determining of the actions that need to be taken within each functional area in order to move it from its present position to its desired position. This is to maximise their resource allocation to the different functional areas within the provinces. Each functional-area strategy is dependent on the strategies developed at the corporate and business unit levels and the resources

provided from these levels. Functional departments and/or units develop strategies where all resources and competencies are pulled together to improve organisational performance (Byars, 1992:130 and Wheelen & Hunger, 1992:19).

Traditionally strategies are formulated mostly by top management. In Police forces over the world, like the Belgian Rijkswacht, specific departments are responsible exclusively for strategic planning. However, at present in the SAPS, there are increasing demands that strategies should no longer be formulated by top management and implemented top down. Responsibility should rather be given to departments and/or units to take part in the formulation of strategies and the implementation of the identified strategies. However departments and or units need to be aware of the bigger picture in which the SAPS is a role-player and must not over emphasize their own goals.

It seems that empowerment becomes more and more the norm to ensure that strategies are acceptable by all of the organisation's members. Therefore top management needs to create opportunities for bottom up input to strategies and policy formulation. If all interested parties and role-players do not buy into the strategic planning process at functional policing level from the start and accept ownership of it, it is probably doomed to failure. Due to the participation of all management levels in strategy formulation, strategic management has real advantages for the SAPS.

According to Pearce & Robinson (2003:257) and Joyce (1999:97) is participatory strategy formulation important for organisations in order to achieve their objectives. Consequently will participatory strategy formulation for the SAPS not only increase the chances of the station commissioners and unit commanders to identify and solve problems, but the subordinates also share in the decision-making process and offer less resistance to

change. It is also important for SAPS top management to remember that group-based strategy decisions give them a choice to choose between the most suitable solutions/alternatives available. Gaps and overlapping in individual and group activities diminish in that strategy formulation includes the whole range of different roles, functions and interests within the SAPS

Pearce & Robinson's (2003:12) developed a strategic management model, as illustrated in Diagram 2, which shows the integral relationship between all the most important phases of the strategic management process.

4.4. Managerial tasks of strategic management

Thompson & Strickland (1998:3) pointed out that the strategy-making/strategy-implementing processes consist of five interrelated managerial tasks. It could be therefore important for top management of the SAPS to consider these tasks, because they might find it helpful. The tasks are as follows:

- Forming a strategic vision for the organisation, thus what the SAPS future service providing business make-up will be and where the organisation is headed in order to provide long-term direction to the members of the organisation. This also means that top management need to outline what kind of organisation the SAPS is trying to become, and encourage the organisation with a sense of purposeful action.
- The organisation needs to set objectives that will change the strategic vision into specific performance outcomes that the organisation need to achieve. Hence is it important that top management of the SAPS predetermined specific, measurable, accomplishable performance outcomes for members to be achieved.

- The organisation needs to develop a well-defined strategy in order to achieve the desired outcomes. Thus is it important for the SAPS to develop a strategy that describes all the activities the organisation will carry out in broad terms, this will gives direction for operations and the allocation of resources.
- Coulter (2002:281-282) highlighted the fact that it is essential for a public organisation (SAPS) to implement and execute their chosen strategy efficiently and effectively. This means that the SAPS's planned-strategies need to be implemented or it will fail in its core business, because it failed to deliver what people want, in other words, service delivery and personal freedom. The burden and stress of inefficiency will grow too heavy on the SAPS, whereupon the systems might collapse under the weight of the desired performance. Efficiency is defined here as a function of service value and productivity. Value, in turn, is the proportion of helpfulness from members of the South African Police Service and the feeling of freedom by the community instilled by the SAPS. Productivity is the proportion of members to prevent crime and number of cases solved by the SAPS.
- The SAPS should also evaluate performance and initiate corrective adjustments in vision, long-term direction, objectives, strategy, or implementation in light of actual experience, changing conditions new ideas and new opportunities. It is important for the SAPS to define the concept of efficiency because they need to benchmark their performance.

Together, these five managerial tasks define what the term strategic management means.

5. STRATEGIC MANAGEMENT PROCESS

An analysis of strategic management literature such as Byars (1992:5), Kroon (1995:140-149), Wheelen & Hunger (1992: 7-15), Thompson & Strickland (1998:2-25), Pearce & Robinson (2003:11-17), Hussey (1994:29-49) and Van der Waldt & Knipe (1998:24) reveals that the strategic management process consists of three phases namely:

- **Strategy formulation;**
- **strategy implementation; and**
- **strategy evaluation and control.**

5.1. Strategy formulation

This phase consist of the developing of long term plans to guide the organisation towards effective management of the environmental opportunities and threats, in line with corporate strengths and weaknesses. It includes:

- **Defining the organisation's vision;**
- **mission and social responsibility;**
- **obtain institutional mandate;**
- **organisational objectives;**
- **external and Internal analysis;**

- developing strategies; and
- setting policy guidelines.

5.1.1. Formulation of a vision

"A Strategic vision is a roadmap of an organisation's future - the direction it is headed the organisation's position it intends to stake out, and the capabilities it plan to develop" (Thompson & Strickland, 1998:5).

The formulation of a vision of success applies to the SAPS as part of the public sector. The SAPS may undergo various repetitions of strategic formulation before they might be able to develop a vision of success. A challenging, yet achievable vision of success embodies the tension between what the SAPS wants and what it can get owing to their limited resources.

Often various cycles of strategic planning are needed before the members of the SAPS will know what they want, what they can get and how the two differ. The SAPS needs a vision that motivates its members that's not too complex, a vision that is challenging enough to encourage actions and operations, and do not cause members to become de-motivated and demoralised.

Most public sector organisations such as the SAPS might find that their vision for success serves more as a guideline for strategy implementation than for strategy formulation (Van der Waldt & Knipe, 1998:29).

5.1.2. Defining the organisation's mission and social responsibility

An organisation's mission, whether written down or just apparent from the organisation's pattern of decisions and actions over time, provides an important vehicle for communicating ideals and a sense of direction and purpose to internal and external stakeholders (Hill & Jones, 1998:39-40) and David (2001:9-10). It can also help guide public managers when making resource allocation decisions. In general, the organisational mission is what the organisation is and its reason for existence whereas vision is a future-looking view of what the organisation wants to become. However, when mission statements are written down, a vision statement is often included or entrenched in the formal mission statement. A formal written mission statement frequently includes many or all of the elements of the organisation's strategic direction such as the "business" definition, organisational strategy, and goals.

The concept of an organisation mission implies that throughout an organisation's numerous activities there should be a common thread or unifying theme that will enable them to direct and administer their many activities. There is a renewed view of social responsibility as an essential consideration for the organisations strategic decision makers. The organisation's mission statement must state how the organisation anticipates contributing to the people and or communities that uphold it (Pearce & Robinson 2003:23 and Wheelen & Hunger 1992:14 -15).

Ackoff in Thompson (1993:93) and Bowman (1998:149-150) and Coulter (2002:55-57) suggest that a good mission statement has the following characteristics.

- It will contain a formulation of objectives that enables progress towards them to be measured.

- It differentiates the organisation from its competitors.
- It defines the business that the organisation wants to be in, not necessarily is in.
- It defines how performance will be measured.
- It is relevant to all stakeholders in the organisation.
- It is exciting and inspiring.

Van der Waldt & Knipe (1998:20) indicate that what the SAPS are currently seeking to do for its communities are termed the SAPS mission. A mission statement is useful for putting the spotlight on what business the SAPS is presently in and the customer needs it is presently endeavoring to serve. Therefore the SAPS mission determines the social and political reason for its existence

Nevertheless the SAPS must remember to have a mission statement that clearly declare what they are doing today does not address the SAPS future or incorporate a sense of needed change and long-term direction. There is an even greater managerial imperative to consider what the SAPS will have to do to meet the community's needs in the future and whether and how the SAPS "business" make-up will have to evolve for the organisation to grow and prosper on better service delivery. Hence, managers are obligated to look beyond the present mission of the SAPS and think strategically about the impact of new technologies on the horizon, changing customer needs and expectations, the emergence of new ways of service delivery improvement and competitive conditions.

Van der Waldt & Knipe (1998:21) highlighted the fact that public organisations need to include all role-players in the strategic management process. Accordingly it might be important for the SAPS to obtain input from all role-players in the strategic management process in order to establish the SAPS mission, and a delegation of all political decision

makers and stakeholders must be included in the formulation process of the mission.

Top management has to make some fundamental choices about where they want to take the SAPS and form a vision of the kind of organisation they believe the SAPS need to become. In other words, management's concept of the present organisational mission has to be supplemented with a concept of the organisation's future business makeup and customer base.

According to Thompson & Strickland (1998:5) the faster an organisation's environment is changing, and the more an organisation such as the SAPS are just continue with the status quo, the greater the managerial imperative to consider what the future path should be in light of changing conditions and emerging service delivery opportunities

5.1.3. Clarity on institutional mandate

Bryson in Smith (1994:42) stresses the fact that it is important to inform employees to what they might do and or what performance is expected in their daily tasks. This should lead to valuable discussions about what the organisational mission ought to be. Too many organisations think they are more constrained than they actually are and, indeed, make the fundamental error of assuming that their mandates and missions are the same. They might be, but planners should not commence their activities with that assumption.

Joyce (1999:67) states that South African organisations are more and more subjected to political and administrative policy and regulations. For the organisation to have meaningful and successful strategic management they need to be clear on what they are authorised to do. Members of the

organisation must be aware of and familiar with, relevant legislation, ordinances, sections, provisions and contracts determining the formal mandate of the organisation. Before the strategic management process can be initiated, the organisation should get clarity on its role within the socio-political transformation processes.

The reason for this, in relation to the SAPS, is that if the provincial area or local police commissioner undertake a strategic management process which may influence its functioning, this may also have consequences for the greater strategic transformation process of the organisation. The reason why it is necessary to obtain institutional mandates according to Van der Waldt & Knipe (1998:16) is to inform key decision-makers of what is intended, highlight the benefits and obtain approval. The inclusion of key decision-makers outside the organisation and SAPS for example "Business against Crime" is critical for the success of public programs such as the Service Delivery Improvement Programme in which various parties are involved in adopting and implementing such programs.

5.1.4. *Setting organisational objectives*

Objectives for organisations are the long-term results that they seek to achieve in operationalising their missions. Public sector organisations pursue a variety of different objectives. The differences of the public and private sectors are that business organisations objectives are mainly expressed in financial terms, for example the desire to attain a particular return on capital employed or growth in earnings per share. The SAPS as organisation, set non-financial objectives such as concern for employee welfare or to be at the leading edge of service delivery.

According to Coulter (2002:280-281), Craig & Grant (1995:27) and Wheelen & Hunger (1992:15) a common view are that objectives should

be:

- Specific, the objective should specify specifically what it is that the organisation want to achieve, when it wants to achieve it and by whom;
- measurable, so it will be possible to know whether or not the organisation is performing and achieving the set objectives;
- communicable, so all concerned know what the objectives are; and
- realistic, in terms of what the environment will allow.

An objective to achieve a 20 per cent increase in the arrest for crimes against woman and children, for example, is both measurable and communicable; the extent to which it is realistic will depend on the nature of opportunities and threats facing the SAPS and the ability of management to manage within the environmental factors.

5.1.5. Internal analysis

When performing internal analysis or diagnosis public sector organisations need to do an investigation or conduct an audit of the current quantity and quality of the organisation's financial, human, and physical resources. It should also assess the strengths and weaknesses of the organisation/s management and organisational structure. The organisation assesses its past successes and is usually concerned with the organisation's current capabilities in an attempt to identify the organisation's future capabilities and or potential (Harrison & St. John, 1998:46).

5.1.6. External analysis

According to Wright, Kroll & Parnell (1998:24-30) and Kroon (1995:143-145) does an organisation's external environment consist of all the conditions and forces that affect its strategic options as well as defines its

competitive situation. The analysis of the external environment can be done by means of environmental scanning, competitive analysis and scenarios. It consists of an analysis and or study of the changes and trends in the following environments:

- International environment;
- political environment;
- economic environment;
- social environment;
- technological environment;
- physical environment;
- institutional environment; and
- the market environment.

It is important for the top management of the SAPS to understand the complexity of South Africa as a country, its unique environmental factors and the international dimension of every macro-environment. The analysis of the environment takes place with the aim to identify opportunities, threats, key success factors and the competitive advantage of the "business". An opportunity is a favourable or unexploited situation in one or more of the management environments that can be utilised proactively by top management to the advantage of the SAPS, for example fingerprinting or forensic investigation services is a specific service provided by the SAPS for which there are hardly any substitutes and a great demand

(Kroon, 1995:143 -145 and Pearce & Robinson, 2000: 70-76 and Joyce, 1999:32-36). Kroon (1995:143-145) also highlight the fact that a threat is an unfavourable situation in one or more of the management environments that, without proactive management, could lead to damage for the organisation.

Identifying and solving strategic issues within the SAPS is the heart of the strategic management process.

Environmental scanning within the SAPS should be undertaken with the consideration of the importance of the various environmental components. The SAPS should give attention to interdepartmental relations, the needs of role players and to event features as conceptualised in the private sector. The legal and formal restrictions in the environment should be addressed specifically.

Looking at the external environment the political, economic, social and technological environments must continuously be analysed in order to identify threats and opportunities.

5.1.7. Strategic analysis and choice

Simultaneous assessment of the external environment and the organisation's profile enables an organisation to identify a range of possibly appealing interactive opportunities. These opportunities are possible avenues for improved service delivery. However, they must be screened through the criterion of the organisation's mission to generate a set of possible and desired opportunities. This screening process results in the selection of options from which a strategic choice is made. The process is meant to provide the combination of long-term objectives and generic and grand strategies that optimally position the organisation in its

external environment to achieve the organisation's mission.

A general known application of the analysis of the external environment and the internal environment is normally done with the help of the analysis of:

- Strengths;
- weaknesses;
- opportunities; and
- threats.

This is also known as the SWOT analysis. Through the SWOT analysis the organisation can compare its strengths, weaknesses, opportunities and threats and as such obtain a logical framework for the systematic analysis of all its actions and performances (Hannagan (2002:92-95, Thompson & Strickland, 1998:105-107).

5.1.8. *Generic and grand strategies*

According to Thompson & Strickland (1998:135) many organisations (such as the SAPS) adopt one or more generic strategies to demonstrate their service delivery approach to the community they serve. This is a holistic statement of the organisation's strategic orientation. Grand strategies provide the basic direction for strategic actions.

5.2. Strategy implementation

"Strategies are both plans for the future and patterns from the past" (Mintzberg, 1994:66).

According to Byars (1992:5-7), Wheelen & Hunger (1992:17), Thompson & Strickland (1998:15-17) and Joyce (1999:66-67) is the second phase of the strategic management process the implementation of the chosen strategy or strategies. They state that it is important for the organisation (such as the SAPS) to undertake an assessment in order to establish what will be needed for the implementation of the formulated strategy and to reach the set performance criteria. They further pointed out that managing the process of implementing and executing strategy within the organisation (SAPS) needs to be mainly a proactive, administrative responsibility that includes the following primary aspects:

- Establish the SAPS capabilities to carry out the strategy successfully.
- The SAPS need to develop budgets to allocate the needed resources into those internal activities critical to strategic success.
- The SAPS need to establishing strategy-supportive policies and operating procedures that will guide managers and members exactly according to expectations created by the set strategy.
- The SAPS needs to motivate managers and members in ways that encourage them to pursue the identified objectives actively and, if needed, adjust their responsibility to improve the requirements of successful strategy implementation.
- The SAPS needs to reward the achievement of managers and

members.

- The SAPS needs to create an organisational culture and work climate conducive to successful strategy implementation and execution.
- The SAPS needs to establish information, communication, and operating systems that enable the managers and members to carry out their strategic roles effectively day to day.
- The SAPS needs to introduce the best practices and programs for continuous improvement.
- The SAPS top management needs to apply the internal leadership that is essential to drive implementation forward and to keep improving on how the strategy is being executed.

According to Byars, Rue & Zahra (1996:7) it might be important for the organisation (SAPS) that all the role-players in the strategy implementation process should have the necessary authority, that they are competent as well as being committed to the process. Management should also allow a degree of flexibility in the implementation of strategies with due consideration of certain needs which may arise at certain times or places.

According to the National Treasury Regulations (Public Finance Management Act, of 1999; chapter 5) it will be important for managers within the public sector, and such as the Police Service, to take notice of the date that the Act (Public Finance Management Act, of 1999; chapter 5) prescribed for implementation of the strategic plans for the different departments. Public managers must be aware of the fact that the strategic

plans for their different departments commenced on 1 April 2002. The first date for submission of the strategic plans was 30 June 2001 for the Medium Term Expenditure Framework (MTEF) period which started on 1 April 2002. According to this act and the regulations a quarterly report on performance took effect on 30 June 2002, starting with a report on the first quarter of the 2002/03 financial year.

According to the National Treasury Regulations (Public Finance Management Act, of 1999; chapter 5) it will be the responsibility of the accounting officer of an organisation to prepare a strategic plan for the forthcoming Medium Term Expenditure Framework (MTEF) for the period for approval by the relevant executive authority where-after the approved strategic plan needs to be forwarded to the Treasury no later than 30 June of each year. Public managers also need to be aware of the fact that the strategic plan must:

- Cover a period of three years and be consistent with the organisation's input to the MTEF;
- include the programme objectives and outcomes identified by the executive authority, as well as the Service Delivery Improvement Programme;
- include the multi-year projections of revenue and expenditure for the forthcoming budget;
- include the key performance measures and key indicators of the Service Delivery Improvement Programme for assessing the organisation's performance in delivering the desired outcomes and objectives;

- be updated annually on a rolling and or continuing basis;
- for departments, include the requirements of Chapter I, Part III B of the Public Service Regulations, 1999; and
- form the basis for the annual reports of accounting officers in terms of section 40(l) (d) and (e) of the Act.

5.3. Strategy evaluation and control

Lumpkin (2003:291) stresses the fact that organisations such as the SAPS need to have an effective strategic evaluation and control system in order to be successful in their strategic implementation. Strategy evaluation and control, for the public sector organisations involves the following activities:

- Establishing standards of performance for the overall organisation and its different departments and or units or functional areas.
- Monitoring progress in the carrying out of the organisation's strategy. This requires assessing and measuring the performance of the implementation of the strategies followed by different departments and or units throughout the organisation.
- The organisation needs to initiate corrective actions to ensure continued commitment to the implementation of the strategy by the members of the organisation. Taking corrective actions requires the timely dissemination and sharing of feedback data to the managers of the organisation's different departments and or units. (Byars, Rue & Zahra, 1996:7, Clarke-Hill & Glaister, 1995:22, Lumpkin, 2003:297).

According to the National Treasury Regulations (Public Finance Management Act, of 1999; chapter 5[Section 27(4), read with section 36(5)] the accounting officer of the SAPS is responsible for the establishment of procedures for the quarterly reporting. This is in order to facilitate the effective performance monitoring and evaluation. He /she also need to facilitate corrective action if needed. It is also the responsibility of the accounting officer to issue quarterly reports to the executive authority no later than 15 days after the end of each quarter.

Thus strategic control refers to the processes in private and or public sector organisations that lead to adjustments in strategic direction, strategies, or the implementation plan when necessary. Managers might receive information that the organisational mission is no longer appropriate or that its strategies are not achieving the desired outcomes. The strategic control system may inform managers that the mission and strategies are appropriate, but they have not been well executed. Adjustments to the strategies should be made to the implementation process.

Controls for organisations in the public sector like the SAPS cannot only be internal. Public institutions such as the SAPS are and should be under the control of the community due to their particular nature. Evaluation must take public interest into consideration due to the SAPS public responsibility and accountability.

Actions should be able to withstand the test of public investigation and legislative and judicial supervision. The evaluation of success and impact of strategies will be assessed in different ways by the competing political decision-makers because of the public nature of decision-making in the public sector. It is important to remember that political decision-makers from the opposition may be critical, even in the case of successful

strategies.

Subsequently, the evaluation and selection of strategies should consider the political consequences. The evaluation of strategies also requires specific performance evaluation that is in line with the needs of the public sector because of the unique nature of institutional aims and objectives in the public sector and the need for specific strategies (Van der Waldt & Knipe, 1998:35-37).

The relative absence of performance evaluations will create problems as well as conflict for the organisation and interest parties. This may lead to:

- Evaluation of service by the community and other role-players and not the SAPS according to their own criteria;
- the impossibility to evaluate the effectiveness of alternative strategies, allocation of resources, organisational design, and distribution of authority (Pearson, 1999: 29-33 and Wright & Kroll & Parnell, 1998:271-272).

Fox in Van der Waldt & Knipe (1998:37) highlights the importance of performance indicators for public sector organisations and should the development of performance indicators to measure the performance of strategies in the SAPS benefit the organisation.

6. CONCLUSION

Never before have so many different demands been made on the SAPS and never before has the need for effective and efficient policing been as needed as now. In the current changing environment and uncertain surroundings, effective and efficient police service management is possible only through strategic management. Strategic management for

the SAPS was traditionally often regarded as unnecessary and therefore the concept of strategic management is relatively new. The fast development and promotion of strategic management in police services around the world is a result of the major importance of strategic management to provide an effective service to the respective communities.

The SAPS can not face the unpredictable and mysterious future without well-organised and or disciplined strategic management and hope to survive.

In this chapter, attention was given to the theory of strategic management and the strategic management process as well as the importance thereof for the public sector organisations with the focus on the SAPS. The different levels of strategic management were also outlined as well as the difference between strategic management and strategic planning. The SAPS and especially the Free State Province was used for the practical application of a strategic management workshop, where data were obtained and used as secondary data to help the researcher achieve the objectives of this research as specified. The findings will be discussed in the next chapter.

CHAPTER 3

STRATEGIC MANAGEMENT: CHALLENGES FOR THE SAPS

"There is nothing more difficult to plan, more doubtful of success, nor more dangerous to manage than the creation of a new system" (Delavigne & Robertson, 1994:141).

1. INTRODUCTION

The application of strategic management within the public sector now became more important than ever for organisations within the public sector because of the newly promulgated Public Finance Management Act of 1999, (Act 1 of 1999). Public sector organisations such as the SAPS are constituted by law and authorised to protect and safeguard the people of South Africa. Public sector organisations are very important for any country, because society require certain goods and services that private organisations cannot or will not provide to the people unless they make a profit. The goods and or services provided are referred to as "public or collective" goods and services because the benefit of such goods and services go to everybody -also to those who might not have paid for the service, for example paved roads, and police protection.

One of the features that best differentiate between public service organisations such as the SAPS and profit making organisations is their source of income. The profit making organisations depends on revenue obtained from the sales of goods and services to their customers, who buys and uses the products, and pays for the products and or services when received.

Public sector organisations on the other hand as Wheelen & Hunger (1992:387-391) and Wright, & Kroll, & Parnell (1998:305-307) point out depend on funding from government. Consequently, the SAPS as a public organisation does not get any repayment for the services rendered, and therefore the measuring of effective client service becomes complicated. The SAPS measures its effectiveness in terms of its funds utilisation and whether the government who provided the funds is satisfied or not. Consequently the SAPS have no real measure of its efficiency other than its ability to carry out its mission and to achieve its objectives within its set budget constraints. The clients of the SAPS may attempt to influence the strategic decision making process through its sponsor, the government, for example the community may not be satisfied with the way police officials treat them and then write letters to the minister of safety and security or news papers and may even have protest marches

In this chapter, attention will be given to the prevailing challenges that the SAPS needs to take cognisance of in line with strategic management and the strategic management process. The secondary data obtained at the strategic management workshop at the Free State Province will also be used to support the theory and to help the researcher achieve the objectives of this research as specified.

2. STRATEGIC MANAGEMENT FORMULATION: CHALLENGES FOR THE SAPS

Most management theorists (e.g. Handy, 1995, Kroon, 1995 and Bennett, 1997) address ways and means of making organisations more effective. One of the most common ways discussed is the strategic management processes. As organisations today face increasingly complex, dynamic, turbulent and threatening environments, attention must

be focused on both the running of day-to-day affairs and to adapting the organisation to changing environmental conditions.

Thibodeaux and Favilla (1996:21) point out that the ultimate purpose of strategic management is to help organisations enhance performance through improved effectiveness, efficiency and flexibility. Thibodeaux and Favilla (1996:22) pointed out that organisational effectiveness is the extent to which the organisation fulfils its objectives without depleting its resources and without placing undue strain on its members and/or society.

As was established in chapter two, strategic management is a range of decisions and actions, which lead to the development of an effective process to achieve the SAPS's objectives. The challenge for the SAPS once the mission and goals are formulated and accepted will be to analyse, choose, implement and evaluate those activities, which arise from this mission and goals. Performance represents the SAPS realised strategy and it reflects what it has done and ultimately determines how it will succeed. It is important that the managers take cognisance of the fact that strategies that are not implemented, are little more than academic exercises. Consequently, the ability to implement formulated strategies is one of the most valuable of all managerial skills (Miller, 1998:315).

Wheelen & Hunger (1992:391) and Odendaal (1994) pointed out certain issues within the public sector. The question however was whether these issues and or challenges were also existing within the SAPS? The secondary data obtained at the strategic management workshop held for the SAPS's provincial executive management at Bloemfontein supported the findings of Wheelen & Hunger (1992:391) and Odendaal (1994) and shows that there are indeed several challenges affecting strategic management within the SAPS.

The different management levels from National to Provincial level each with its own interpretation of the vision, mission and objectives as well as what the priorities might be and how it does influence each department and or unit is seems to be a challenge for the effective implementation of the strategic management process. A further challenge for the SAPS highlighted by Odendaal (1994) and supported by the data pointed out that the managers knowledge about the organisation's strategic management process and the content of the strategic plans differ. The secondary data obtained at the workshop pointed out that managers within the province are confused about the terms, strategic management, strategic planning and operational planning and usually combine them as if they mean the same thing. This was also a primary reason for conducting the strategic management workshop in order for the provincial executive management team to get some clarity on the differences of the terms as mentioned.

Since strategic management is concerned with both efficiency and effectiveness, it will be important for managers not to take a narrow view of their responsibilities when formulating strategies as to concentrate the majority of their efforts on improving the efficiency of their own operational area, while neglecting the organisation's overall process. By trying to do things right, managers may forget to look up from their work occasionally to think about whether they are working on the right things to be effective in moving the SAPS toward its ultimate vision. The strategic perspective encourages a balanced emphasis of the dimensions (planning, organising, implementing, evaluating and appropriate feedback) of managerial work.

According to the secondary data, the SAPS as an organisation lacks a single clear-cut performance standard and this might lead to the situation that it has divergent goals and objectives. This deviation is especially likely if there are multiple clients to serve. The secondary data also pointed out

that the executive team is concerned about the various important political role-players who want to benefit through party politics and therefore might prevent top management from formulating the organisation's mission in anything but very broad terms. Because the SAPS provides services that are relatively difficult to measure, planning becomes more concerned with resources inputs, which can easily be measured, than with service, which is more difficult to measure. Goal displacement, therefore, becomes even more likely than it is in private sector organisations.

According to the secondary data, the executive management team of the Free State Province is concerned about the formulation of unclear operational objectives. This might create opportunities for internal conflict and non-performance. The combination of vague objectives and a deep concern with resources allows managers considerable flexibility in their performance. In addition, because the effectiveness of the SAPS as an organisation furthermore focuses on the satisfaction of the government of the day, this might cause a tendency by management to ignore the needs of the client while focusing on the needs of the political party of the day. This may also lead to a lack of interest in overseeing management and therefore, the SAPS might tend to ignore the task of management, such as planning where the strategies of the organisation are determined and supported by the necessary policies.

According to the secondary data, specialisation plays an important role (as in detectives or forensics) within the SAPS. The effect of this is that professional values and traditions can prevent the organisation from changing its perceived conservative behaviour patterns to fit new service missions in line with changing social needs. The strong crime prevention orientation of the SAPS might tend to encourage the development of static professional norms and attitudes.

The most effective managers are usually those who have an unambiguous understanding of their organisation's bigger plan or aim. SAPS line managers, who limit their outlooks to their individual functional areas, run the risk of achieving limited success, while missing the overall picture on why they are doing it or what strategy they are working on to achieve. The secondary data obtained at the Free State executive management workshop support this statement.

2.1. Strategic management challenges identified by the Free State executive management team

The SAPS's Executive Team at Bloemfontein consisted of all the different area heads (commissioners) and support services heads. The strategic management session was facilitated by the researcher to assist the Executive Team to identify some strategic issues that needed to be addressed for service delivery improvement in all of their areas of policing.

The question was how we could facilitate a strategic management process that, as Harrison & Pelletier (1998:3) suggested, will foster effective management values and competence to these managers to perform effective strategic choices as strategic decision-makers? The challenge the researcher was confronted with was to find a new and creative way of presenting the facilitation departing from traditional ways of presenting training programmes? The challenge the researcher was confronted with was to find a new and creative way of presenting the facilitation departing from traditional ways of presenting training programmes.

This gave the researcher an opportunity to develop an integrated training intervention where different adult learning approaches could be integrated and presented to the learners. As Moore (1995:19-21) highlighted it is

important to focus on both the desired accomplishment and the procedure that would result in a high impact strategic management model.

The secondary data obtained during the workshop with the executive management team of the Free State Province identified the following challenges:

- *a proper environmental analysis:* to obtain information on the influences of the different environments on the SAPS when formulating strategic plans;
- *Strategic management integrates various functions in order to achieve organisational goals:* Looking at the organisational make up one will notice that excellence in a wide range of functional specialties is considered an essential requirement for success in their day-to-day functioning. However, while functional excellence is necessary for the SAPS's success, this alone is not sufficient. The format of the strategic analysis is not only focused on the internal analysis, but also on the external analysis to see what barriers need to be overcome to enable members to become excellent performers and, as such, achieve organisational goals. Supporting this is the executive team's view of the political environment trend analysis, which shows that intolerance from the political leaders and management and a lack of their support might lead to conflict.
- *Urgency:* is the prompt capability of the SAPS to perform tasks that require change primarily because of the criminal environment e.g. specialised crime units to protect the scarce sea species such as abalone and units to prevent car highjacking. The social impact time matrix indicates that there are many factors, such as moral decay, poverty, renewed crime and violence, sexual offences that

require changed policing efforts such as victim support, pro-active crime prevention planning in conjunction with the town council and motivational speeches at schools from the Free State police urgently.

- The *customer*: Strategic management considers a broad range of activities. The customers and stakeholders are the individuals and/or organisations in the Free State that make use of the SAPS services.

The SAPS needs to look at its customers who play an important role from their perspective as indicated in their Key-Player Analysis. Important customers as indicated by the executive management team are social welfare, justice, department of home affairs, local government and local businesses. The SAPS must meet the needs of various communities within the public at large. For the SAPS to perform well, managers throughout its ranks must understand how their decisions affect the various customers involved.

- *Flexibility/adaptation*: is the ability of the SAPS to alter its method of operation to meet its needs both internally and externally. The SAPS Free State needs to be flexible in their approach towards crime prevention because their Geographical Trend Analysis shows that they need to look at cross border crimes with the Kingdom of Lesotho.
- *Diversity*: is the ability of the SAPS as an organisation and its members to work together with other organisations, communicate fully and openly, and co-ordinate their work efforts, which might lead to conflicting demands. The Key-Player Analysis supports this, and highlights the importance of good relationships between the

SAPS (Free State), the South African Defense Force, and the informal settlements around the Free State, the local businesses as well as the media to help in the fight against crime.

- *Productivity and Quality:* is the quantity or volume of the major product or service that the SAPS provides as well as the level of client or customer acceptance of its primary product or service. According to the Format for Product Analysis, which analyse the productivity it seems that the executive team in general views their productivity as average to low. This might create a negative perception towards the SAPS by the community and as a result more and more people might loose faith in their capability to provide protection services. This motivates more and more people to join private security firms to respond to their security needs.
- *Information management and communication:* are the completeness, efficiency and accuracy in the distribution and analysis of information. According to the Resource Analysis the availability of information from national office is readily available as well as the distribution to members within the Free State Province. However, it seems that the accuracy of the information received is minimal and the timelines on which the information is been managed - in other words received send or collect - are average.
- *Morale in the SAPS and Free State Province:* is the group phenomenon involving extra effort, goal communality, commitment and feelings of belonging of the members. According to the Resource Analysis it seems that a significant number of members do not have ownership of the SAPS vision and or mission statements, because the absenteeism rate is an average of 130 members per day. The training needs also seems to be high, which

might also influence the morale of the members, because they might feel that they can not do what is required to be done due to a lack of knowledge.

- *Planning and goal setting:* encapsulate the manner in which the SAPS Free State Provincial office systematically plans its future steps and provides a forum to develop explicit mission statements and goals. The SAPS managers cannot ignore the need to sustain the long-run capability of their organisation, through sensibly communicating what the long-term strategies are and what needs to be done to achieve them. Managers must also be aware of the short and medium term implications of anything they do in relation to the long-term strategies. Consequently, they must constantly be shifting back and forth between long and short-term thinking in order to create a balance between their planning and goal setting.

According to the Format for Structure Analysis, it seems that there is a problem for managers to consider the long-term objectives while implementing short and medium-term strategies. This happens because of the fact that there is not yet clarity on a view issues, such as the rank names, the role of the provincial heads, the role of the so-called "super" police stations as well as the seniority and protocol of the police.

- *The necessary competence:* encapsulate the necessary capability (knowledge, skills and attitude) by managers to formulate a strategic plan by the managers who are responsible to do strategic planning. The executive management team pointed out that one of the limitations of the implementation of the strategic plan is the inability and understanding of management to develop a proper strategic plan. They also lack the necessary know how to identify

and the cost of the resources needed to achieve their goals.

The statements made by the executive management team of the Free State during the strategic management workshop were in agreement with what Wheelen & Hunger (1992:391), Odendaal (1994), Thompson & Jones & Schedler (1999:54-63), Fox et al. (1991:221) and Thibodeaux and Favilla (1996:22) said. They highlighted the fact that organisations can gain some important value from strategic management and summarise some of the valuable challenges, which organisations and as such the SAPS might need to overcome, as follows:

- ***More time:*** Usually too little time is used for strategic management and planning and a fear of failure is also present with the managers who need to do strategic formulation and or planning. There are also usually insufficient time, personnel and finances allocated towards the strategic management and or planning process.
- ***Know how:*** There is usually insufficient know-how amongst managers on how to do and apply strategic management within their respective departments. Generally, managers do not know the strong and or weak points of their departments and struggle to formulate a proper strategic plan for their respective departments. There is usually also a lack of the necessary competencies (knowledge, skills and attitude) amongst managers to perform strategic management and or planning.
- ***Involvement:*** It seems that there is a lack of involvement by top and senior management in strategic planning, which might foster the idea at grassroots level that the former are not committed towards the strategic issues identified by the latter to be implemented.

- **Accuracy:** the challenge for the SAPS top management is to apply strategic management through which they can achieve more accuracy amongst their decision-making in proportion to the future opportunities and threats. Another challenge for the top management is to formulate effective strategies and objectives, which they derive from their strategy formulation this, should motivate individuals towards the required performance.
- **Communication:** it is important for the senior management team to communicate the strategic plan to all levels of the organisation, supported by good coordination, participation and empowerment of members.

The different individuals in authority within the SAPS may do what is best for their particular specialised field and or department, rather than what is best for the entire organisation. To understand how the needs of the organisation differ from the needs of the single functional area and or department, a manager must become involved in the overall organisation's strategic management process, and thereby discover how his or her function can contribute to achieving organisation-wide goals.

Wright, Kroll, & Parnell (1998: 307) stress the fact that public sector organisations might have administrative and procedural discrepancies, which might lack to take strategic matters that arise within the environments into consideration. Therefore, managers within the SAPS need to have the ability to internalise the organisational vision and mission statements and to respond swiftly to the changing environments in order to formulate a proper strategic plan.

According to Miller (1998: xxiii) it will be very important for an organisation (as such the SAPS) to take into account that there are important differences

between strategic management and general management functions. Although the SAPS management might have a fair deal of training in functional management might it be that there exists a challenge in that managers need to be trained in strategic management and planning.

Bourgeois, Duhaime & Stimpert (1999:17-18) also highlight the fact that organisations (SAPS) might be challenged by the managerial thinking contained in their managers mental models that can influences their strategic decision-making and the actions the organisations (SAPS) take.

Bourgeois, Duhaime & Stimpert (1999:17) Senge (1995:8) define mental models as the deeply inherent assumptions, understandings or representations of the phenomena that influence how we understand the world and how we respond to it. Mental models tell us what is and is not important to us, what we like and do not like what we should and should not notice. Mental models include our understanding of how things work and what we expect to happen next. When we encounter something novel, our minds quickly construct new mental models to help us understand this new phenomenon.

Therefore managers' mental models of the situations they encounter determine whether a particular strategic issue or situation will be noticed and or observed, how it will be interpreted and understood, and how they as managers should respond to the situation.

Accordingly could it be important for the SAPS to understand that managers might have different mental models and this situation might explain why some managers notice important organisational issues while other managers do not, why some managers correctly interpret these issues while others do not, and why some managers respond appropriately to issues while others do not. As a result, the linkages

among organisational environments, managerial thinking, and strategic decision-making are keys to understanding performance differences across the organisation and how service delivery excellence is developed. The SAPS managers' mental models could influence their decision-making. These decisions are the basis of strategies. Strategies, in turn, influence the SAPS organisational performance outcomes. An important aspect of the performance outcomes are that they provide important feedback to managers. This most probably will lead to a situation that will either reinforce existing mental models (most likely when performance outcomes are positive) or suggest to managers that they need to change their beliefs or understandings to encompass and strategies that lead to high performance in the SAPS.

3. CHALLENGES FOR EFFECTIVE STRATEGY IMPLEMENTATION

Although some of the difficulties in implementing strategic management concepts in public sector organisations are unlikely to disappear (e.g. the desire of elected representatives to be re-elected minimises an emphasis on long-term planning), other problems can be overcome. Public sector organisations can benefit significantly by analysing their environmental opportunities and threats and by formulating a vision, mission, strategies and objectives that allow them to fulfill the needs of the community they serve. Organisations must then develop a strategy that relates their strengths and weaknesses in line with the environment and allows them to create a unique operating sphere. An organisational structure must be shaped to enable the organisation to deal effectively with its environmental demands; and a culture should be established that enhances rather than hamper its operational effectiveness. Some public sector organisations might be highly effective, but for those that are not, the basic principles of strategic management can be most useful in increasing their ability to carry out their mission. In some situations, the culture may be such that

improvement was virtually impossible without a major change, such as the current SAPS that came into being in 1995.

Miller (1998:315) points out that, strategy implementation skills are not easily mastered. In fact, virtually all managers find implementation the most difficult aspect of their jobs - more difficult than strategic analysis or strategy formulation.

There might also be a need for managerial training prior to implementation. Top management may be individuals who were sensitive to a particular need in the society and created an organisation to serve that need. Nevertheless, even the best of intentions cannot serve society as effectively as good intentions combined with managerial skills. The most socially oriented of programs must, in the end, use each of its budgets and the time of its employees as effectively and efficiently as it possibly can. If not, all of those who are in need of its services may never receive them or may receive only partial service delivery.

The SAPS need to take into consideration that to be effective in strategy implementation, there must be some broader form of management coordinating the contributions of the various functions, a guiding force that integrates the efforts of specialists throughout the organisation. Strategic management is central to capitalising on functional expertise, and in order for functional specialists to make the greatest possible contribution; they must understand how their functions fit into a broader strategy within the SAPS.

The most successful implementation plan/programme might not occur when staff groups and/or consultants develop a sophisticated new organisational design for the SAPS. The challenge for the SAPS is to involve the members in the organisational design, analysis and

modification.

Eisenstat & Beer (1994:323) have identified three tasks whose successful completion is vital to the effective implementation of strategy for an organisation, and could it be meaningful for the SAPS & Free State Province to take notice of. The commissioners/managers must:

- Develop a partnership with members within the SAPS to implement strategy.
- Assess the SAPS's capability to implement its business strategy.
- Activate and implement change initiatives that will realign the SAPS with its organisational strategy in such a way that commitment and performance occur.

3.1. Developing partnerships to implement strategy

Eisenstat & Beer (1994:323) suggest that the foundation for effective strategy implementation for organisations (SAPS) is a partnership. Therefore is it important that a way must be found to gather employees in different levels and parts of the organisation around the task of implementing strategy. Due to the establishment of new police services such as the Metro Police in Gauteng (Johannesburg & Pretoria), it might be important that the SAPS focus its attention to find ways to improve coordination among the various parts of the organisation. For example the coordination amongst the various components such as training, performance management and standards as well as outside tertiary education providers. The bringing together of different service providers is important because, the SAPS service delivery quality is affected by the members' service to the community, and a lack of proper coordinated

training and a lack of continuous development might affect it. The training and development functions play an important role, which ensure that trainees (members) consistently meet service standards. In fact, partnership must go beyond the boundaries of the SAPS to include its suppliers of the different services such as the different universities.

According to Eisenstat & Beer (1994:324) is partnership necessary for organisational survival. As a result is it important that the SAPS formed partnerships - not just in the newly aligned SAPS - but also in the change process itself. This is necessary because members in the various departments of the SAPS who need to coordinate their activities might know better than top management what type of coordination is needed and who the best candidate for the different kinds of tasks are. They might also know where the barriers to coordination are.

The SAPS has a hierarchal structure and per se, the barriers to partnership in the Police Service are in vertical relationships in other words, management at the different levels of the organisation is in a position of authority to initiate or not to initiate partnerships with members. This can lead to a situation where members and/or the union may distrust management, preventing engagement in the kind of open dialogue and cooperation that identifies problems and develops commitment to solutions. The use of top-down programs within the SAPS to change the organisation also reduces commitment. Top management need to make dialogue possible between them and members in order to realign the organisation with strategy and they must not allow their attitudes and behaviour to become a barrier to strategy implementation.

For these reasons, creating a partnership for strategy implementation across organisational levels and between different parts of the organisation is essential. Top management, because of their knowledge of

both the external environment and the overall business, can define a broad strategic direction; however, the top management group cannot implement it alone. The members at lower organisational levels, who are deeply involved in the operational activities of actually implementing a business strategy, tend to have a better sense of where the hidden barriers to implementation may be.

To develop a partnership for strategy implementation, the SAPS needs to start by building consensus around the SAPS's strategic tasks. Strategic tasks are whatever has to be done to create or sustain the long-term objectives of the organisation. This consensus needs to be created both within the senior management team and in the larger organisation. To develop this consensus, key individuals must be convinced that certain actions are good for both the overall business and for them.

If the top management team national and provincial understand and is committed to accomplish a common set of strategic tasks, those lower in the organisation are less likely to receive conflicting directions. It is important to take note of the fact that this does not necessarily ensure widespread organisational commitment. Developing this commitment usually requires sharing with those at all levels of the organisation the information that led the top management team to decide on a common strategic direction. Often it involves sharing far more information about contributors and the community they serve than has been the standard way of doing in the SAPS in the past.

3.2. Analyse organisational capability to implement strategy

Eisenstat & Beer (1994:325) point out that organisations (such as the SAPS) need to remember that in order to have a successful strategy formulation requires a comprehensive scanning and assessment of the

external environment. Consequently, effective strategy implementation also demands an equally rigorous assessment of the SAPS's internal environment. The analysis and or assessment should answer whether it possesses the capabilities it needs to achieve the chosen strategy, and, if not, what barriers and or obstacles are preventing the development of these capabilities.

In order to become more effective the SAPS must continuously perform internal assessments to identify organisational capability problems at their root causes. This will enable the SAPS to identify the underlying obstacles that are essential and need to change in order to implement organisational strategy.

Byars, Rue & Zahra (1996:91) point out that service quality for organisations are very important in order to create a positive perception from the community they serve. Thus will it be imperative for the SAPS to have firsthand information on their service delivery quality and if members do have the capability to deliver the required services.

The SAPS strategies must be articulated in actionable terms. For example, what are the key tasks the organisation must accomplish to satisfy all stakeholder needs? Making the strategy clear and developing commitment to it are necessary first steps, but they are not enough. Successful strategy implementation requires organisational capabilities. Managers in the SAPS might know that service delivery improvement is the key to their success, but this knowledge will not enable them to train and develop members at the cost and speed required. Knowing the strategy merely identifies the competitive game. It does not determine whether it is a game that the institution knows how to win.

The ability of an organisation (SAPS) to accomplish its strategic tasks according to Eisenstat & Beer (1994:333&338) is dependent on three organisational capabilities namely:

- Coordination amongst all parts that must work together to accomplish the strategic task. The question that needs to be ask is whether the different business units have the appropriate levels of coordination or teamwork among functions and customers that are needed to accomplish the strategic task?
- Commitment of individuals and groups to accomplishing the strategic task. Do the key functionaries at all levels have the level of commitment that is necessary to accomplish the strategic task?
- Do the members of the SAPS have the necessary technical and managerial competence to accomplish the task? Do they also have the necessary technical and managerial competence to solve problems and coordinate solutions?

Highly competent police officials, however, is not enough. For the police functionaries to integrate their efforts effectively, managerial and interpersonal competencies are needed at the top and lower levels. They also have to develop competencies and methods for prioritising programmes and allocating resources across projects. Lower-level members might need to develop skills in programme management and group decision-making in order to implement certain projects.

The SAPS's organisational capabilities are related to how the organisation is designed and govern its structure and systems; who has a say over key decisions; the types of individuals who are hired and promoted; its information, rewards, measurement systems and

the character and behaviour of its leaders.

3.3. Matching structure with strategy

According to Hill & Jones (1998:345), Pearce & Robinson (2003:280-281) considerable research has been done on how the organisational core "business" affected its choice of organisational structure. The following basic conclusions were derived from this research that can be supportive to the SAPS in its choice of an organisational structure:

- *A single dominant organisation:* if the SAPS wants to have a strong specialisation and efficiency task focus, they should employ a functional structure that provides adequate controls through centralised (national head office) review and decision-making.
- *A multi-divisional structure:* the SAPS should combine closely related divisions into groups where synergy or shared activities are possible within such a group. The group should be empowered with the appropriate decision-making powers, with lesser involvement from head office.
- *Strategic "business" units:* although there are some similarities between the multi-divisional structure and the strategic "business" unit structures the difference lay in that the budget, accounting, planning, legal and related activities are centered in head office. Head office only serves as a budget allocation and control mechanism. All operational, provincial and area-level strategic plans are delegated to the strategic "business" units.

According to David (2001:245) and Pearce & Robinson (1994:340), changes in strategy for the organisation (SAPS) necessitate

changes in the way the organisation is structured they pointed out the following aspect that the organisation (SAPS) needs to take into consideration namely:

- The organisational structure largely dictates how objectives and policies will be established. For example, objectives and policies established under a geographic organisational structure are enclosed in geographic terms for all the police departments in the different provinces and as such the Free State Province.

Objectives and policies that are stated largely in terms of products such as proper crime prevention and investigation will necessitate a structure that is supportive of the different product groups. The structural format for developing objectives and policies can significantly influence all other strategy implementation activities.

- The second major reason according to David (2001:245) and Pearce & Robinson (1994:340) why changes in strategy often require changes in structure is that structure dictates how resources will be allocated. As a result of what they proposed is it essential that if the SAPS for instance are structured around customer groups, then resources needs to be allocated according to this approach. Similarly, if the structure is set up along functional business lines, then resources are allocated by functional areas. Unless new or revised strategies place emphasis in the same areas as old strategies, structural reorientation commonly becomes a part of strategy implementation. Changes in strategy lead to changes in organisational structure. Structure should be designed to facilitate the strategic pursuit and therefore follows strategy. Without a strategy or reasons for being (mission), designing an effective structure will be difficult. Chandler (see figure1) in David (2001:246)

established a particular structure sequence to be often repeated as organisations grow and change strategy over time.

According to David (2001:246) there is no one optimal organisational design or structure for a given strategy or type of organisation. What is appropriate for a police service may not be appropriate for a similar organisation, although successful organisations in a given industry do tend to organise themselves in a similar way. For example, the security industry tries to imitate the SAPS. As previously stated do numerous external and internal forces affect the SAPS, but it would not be able to change its structure in response to every one of these forces, because to do so, would lead to chaos, as it would create communication and coordination deficiencies between members and the functions to be performed furthermore, will it raise the cost of the organisation. Hence the SWOT analysis as discussed helps the organisation to identify the important external and internal forces that have an effect on the SAPS in order to prepare a sound structure for its actions and performance.

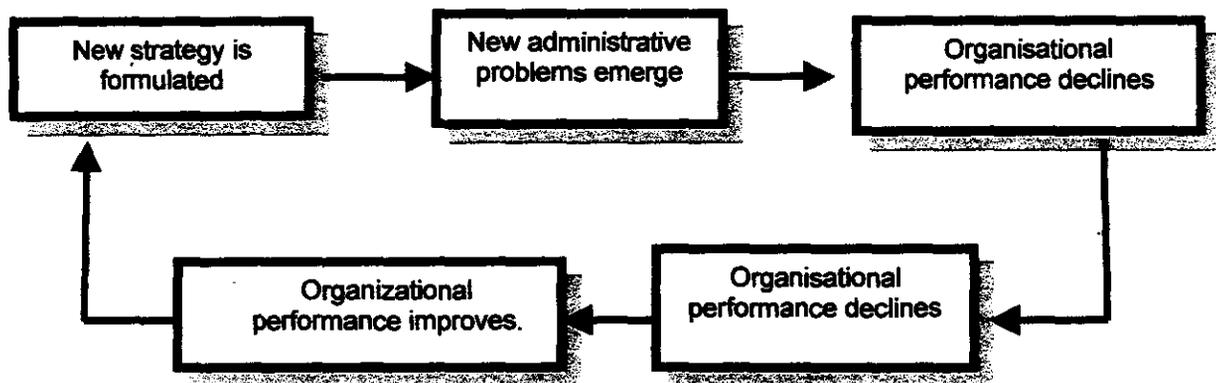
Hill & Jones (1998:353) point out that when an organisation changes its strategy it can be possible that the existing organisational structure may become ineffective. According to them are symptoms of an ineffective organisational structure the following:

- Too many levels of management,
- too much meetings attended by too many people,
- too much attention being directed toward solving interdepartmental conflicts,
- too large a span of control, and
- too many unachieved objectives.

David (2001:346) points out that change in the organisational structure can facilitate strategy-implementation efforts, but changes in structure

should not be expected to make a “bad” strategy good or to make “bad” managers good. Consequently an important concern for the SAPS is to determine what types of structural changes are needed to implement new strategies and how these changes can best be accomplished. For the SAPS it will be important to take into consideration that changes in their strategy should lead to changes in their organisational structure. Chandler in David (2001:246) found a particular structure sequence that organisations such as the SAPS often repeat as it grows and change strategy over time. This sequence is illustrated in figure 1.

Figure 1.



Source: Adapted from Chandler, in David (2001:246).

4. CHALLENGES ON EVALUATION AND CONTROL

According to Lumpkin (2003:291) organisations need to have an effective strategic evaluation and control system, because difficulties often emanates from strategy formulation and implementation challenges and affect members actions to perform and it is important that the control system measure expected results with actual results.

According to Byars (1992:214) it is important for organisations (SAPS) not to set objectives that are vague and the appraisal of performance must not be subjective, because objective feedback will not be possible. The

consequence of this is that performance is either judged intuitively and or emotionally or based on those small elements of a job that can be measured. Therefore the evaluation of performance within the SAPS can only take place when the output of the control system is compared to the long and short-term objectives of the organisation. The results of this comparison are then feed back into the control system to make the necessary adjustments in the objectives of the organisation`s strategies, structure or management team

Since it is easier to measure inputs rather than outputs, the SAPS might tend to focus more on the resources going into performance than on the performance itself. The emphasis is thus on budget control through the setting of maximum limits for costs and expenses. This normally results in negative behaviour by the members because there is little or no reward for meeting these standards. Members usually respond negatively to controls.

As soon as the implementation strategy of the SAPS is carried out, then evaluation of performance should take place using performance indicators and comparing this with performance goals set in the context of the general strategic goals. The SAPS is also utilise project management in some of their units to implement strategies. If strategy has been implemented through project planning and management, the goals of the project should have been clarified at the outset, and these will provide the basis for defining the success criteria for the evaluation purposes. Managers need to compare the project results and the success criteria.

Evaluation within the SAPS should be done in a systematic fashion so that goals, performance targets and success criteria could be measured against the set performance indicators and or criteria. Joyce (1999:63) postulates the need for a consideration of the possible performance skewness that even a systematic approach may fail to recognise. As a result of

this can private sector organisations be criticised for short-term results and over-dependence on measuring financial results. On the other hand can public organisations such as the SAPS end up with measurements which suggest good performance but which are biased or influenced in terms of the benefits produced for some of the political stakeholders and or communities. Therefore, it is important to assess the plans for evaluation at the end of strategic implementation to see if there is any danger of performance skewness.

The measurement of performance for public organisations and therefore the SAPS according to Joyce (1999:63) could be based on four perspectives:

- *Efficiency perspective*: The SAPS producing services at the lowest possible cost;
- *Effectiveness perspective*: The degree to which the activities are meeting public needs as defined by legislative mandates;
- *User perspective*: The value of its performance as perceived by the service community; and
- *Innovation perspective*: the SAPS's performance in improving services and its service delivery process.

5. CONCLUSION

The successful implementation of transformation within the SAPS requires a comprehensive strategic approach from top management. They need to play a major part in the analysing and adjusting of the SAPS to the environmental changes and need to adjust the organisational structures,

systems and culture to fit the strategic approach. Effective executive leadership is essential, for only the executive officer of the organisation and the province can initiate such broad organisational changes.

The basic premises of strategic management as established in chapter two suggests that the chosen strategy will be achieved through the organisation's objectives. However, in this chapter the researcher highlighted the possibility of this expected performance not occurring, due to strategic management challenges that exist within the SAPS, which need to be overcome. As established by this chapter, the strategic formulation, implementation and control processes are closely interrelated and it is important for top management to take into consideration that each of these phases make up the strategic management process and not only the control or the formulation phase. The strategic management process must be implemented as a system to provide information that facilitates the accomplishment of the SAPS's organisational objectives.

CHAPTER 4

A STRATEGIC MANAGEMENT MODEL FOR THE SAPS

1. INTRODUCTION

In chapter three, attention was given to the prevailing strategic management and process challenges that exist within the SAPS. The secondary data obtained at the strategic management workshop at the Free State Province was also used to support the theory and to help the researcher to substantiate the existing challenges as specified part of the objectives of this research.

Although strategic management principles are equally important to the private and public sector, the two types of institutions differ in some important ways that have strategic implications. The SAPS as a public sector organisation can benefit significantly by following the process presented by a strategic management model. The model might assist them to overcome their challenges as identified.

In this chapter, the researcher's analyses the essential aspects needed in order to create a strategic management model for the SAPS as a specified part of the objectives of this research. Attention will also be given to the SAPS as an open system and recommendations will be given on how to overcome strategic management challenges through the application of an open systems model.

Strategic management does not exist in a vacuum; it has both an influence on, and is influenced by the culture of the organisation, its structure and the people it employs. How the SAPS want its members to act and or perform is driven by the organisational strategy. How they

actually perform depends on systems, control mechanisms, and the climate of the organisation. A strategic management model and or process can get all these aspects in harmony, and ensure that the strategy the SAPS are following is appropriate.

One of the good reasons given for subjecting an organisation to a strategic management model and or process is that it is the only satisfactory way of coming to terms with a changing world. Events in the environment in which the organisation operates have a direct effect on the success or failure of that organisation. Strategic management seeks, as one of its aims, to relate the organisation to its environment, and to identify in advance the threats and opportunities which environmental change brings. At the outset, the unique character of each organisation should be stressed.

2. MODEL DEFINED

According to Nadler (1982:4) it is important to mention, "Models are not in themselves reality, but they represent the reality of those who have developed them". He continued by stating that models are created or constructs daily. He further postulates that he thinks that we as humans would not be able to complete or to cope without designing models in order to assist us in resolving problems.

According to Bailey (1994: 322) a model is a copy, replica or analogy that differs from the original in some way. This difference may be only in size, such as the model ship that is accurate and seaworthy in every detail, except that it is small enough to fit into a bottle. Other models may be full size or over size, but may not be complete in every detail, but includes only those features of the original that are necessary for the modeler's purpose. He further pointed out that when a researcher makes

use of a model the social sciences, it consists mainly of words, a description of a social phenomenon, abstracting and or a theoretical description of the main features of the phenomenon without attempting to explain it or predict anything from the description.

According to De Vos, Strydom, Fouche & Delpont (2002:38) "the goal in social science models is not necessarily to include all features of the system being modelled, but only those necessary for research purposes. Frequently, not all the important features can be adequately modelled because of complexity or lack of information, and the researcher must be content with an incomplete model, a skeletal model or a model with some of the variables or components represented by question marks".

Kerlinger (1986:167-168) perceive a model as an abstract and or conceptual outline spell out hypothesised relations in a collection of data and or information. Doing research is, in effect, setting up models of what "reality" is supposed to be and then testing the models against empirical or observed data. The model springs from a theory.

Mouton (2001:177) argues that models occur when the researcher use inductive and deductive strategies for discovering in order to explain particular phenomena. The explanatory function is usually attributed to theories. He postulates that inductive modes of reasoning are manifested in statistical model building. The researcher constructs a model to fit certain empirical data. He further pointed out that a variation on inductive reasoning is analogical reasoning where the researcher constructs a model of a phenomenon based on its similarities to another phenomena. Deductive reasoning on the other hand is much more formal. The researcher formulates a series of hypothesizes or axioms and this is believed to be the truth. From these hypothesizes, further theoretical propositions are deductively derived. The researcher follows this

procedure until a comprehensive series of theoretical propositions has been developed that ultimately be tested against empirical data. He further argues that science cannot make progress without theories and models. It is through the construction of theories and models that researchers attempt to explain phenomena in the world.

A model merely agrees in broad outline with the phenomenon of which it is a model. Certain characteristics of the phenomenon, irrelevant for the model are conveniently excluded, while the most obvious aspects are emphasised. The value of this simplification is that it draws the attention of the researcher to specific themes. It is this guiding function of models that is referred to as the heuristic function, where "heuristic" means serving to guide, discover or reveal (Webster in De Vos, Strydom, Fouche & Delpont, 2002:38). The model is, therefore, used to suggest new areas of research because certain relationships and dimensions are emphasised to an unusual degree.

De Vos, Strydom, Fouche & Delpont (2002:38) pointed out that most process models in social work were subsequently derived from this example. They conceptualised the prototypal process as follows:

- Investigation: 1. Collecting information (from the client, the client's family and sources outside the family group)
- Diagnosis: 2. Drawing inferences there from
3. Interpreting their meaning
4. Shaping a treatment plan
- Treatment: 5. Implementing the treatment plan
6. Evaluating the result

According to Nadler (1982:5) the following are some questions that can be asked by researchers in order assist them to create and or choose an integrated model.

- What is its purpose?
- For which kinds of learning (that is, travel mode) is it most appropriate?
- Does it tell (SAPS's Executive Team) what to look for?
- Does it help to (SAPS Executive Team) anticipate what will be find?
- Does it provide alternatives?

The researcher does understand the fact that the model will not do the work for the SAPS. However it will enable the SAPS top management to understand the process or situation with which they are concerned in this situation the compilation of an integrated strategic management model for the SAPS.

According to Nadler (1982:5) models have many benefits such as to:

- Explain various aspects of human behavior and interaction.
- Integrate what is known through research and observation.
- Simplify complex human processes.
- Guide observations.

It is important to note that as with any attempt to take a complex process and reduce it to a one-dimensional representation, something can be lost. The usefulness of the model depends upon the researcher's own understanding of the reality for which the model is designed.

3. SAPS AS AN OPEN SYSTEM

According to Haines (2000:29) the reason behind reinventing the way the organisation do its day-to day operations is that, it might want to exercise

better control over achieving the organisation's vision. Hence the SAPS might want to be proactive ensuring that the organisation fulfills its desired mission and performance outcomes. He further pointed out in order for an organisation (SAPS) to do this, it needs to practice what he calls "backward" (or systems) thinking.

The SAPS needs to start with their "Ideal Future Vision" in mind, and then needs to think backwards, where the organisation is right now. From here they have to determine how to bridge the gap between their current state of operations and that vision they want to achieve. Haines (2000:34) and Senge (1995:12) point out that many organisations applied a traditional analytic approach to planning. The organisation start with today's problems, breaking them up into separate parts, analysing and resolving one area at a time, then moving on to the next area. However, systems thinking practice the exact opposite of this analytic approach. Systems thinking study the organisation as a whole in its interaction with its environment. Then, it works backwards to understand how each part of that whole works in relation to, and supportive of, the entire system's objectives. Only then can the core strategies be formulated.

In viewing the organisation as a living system, the SAPS needs to see it as an intricate and involved puzzle, a network of inputs, processes, outputs, feedback from, employees, clients, and other key stakeholders in the environment. Each and every part of the organisational system depends on every other part working, as it should. Therefore to successfully lead and manage the SAPS requires a specific and advance set of managerial concepts, tools, and competencies. This is necessary in order to be able to put and align the system components together to achieve the overall objective of the organisation (whole). As a result the SAPS must focus on the outcome of serving the client and realising that the

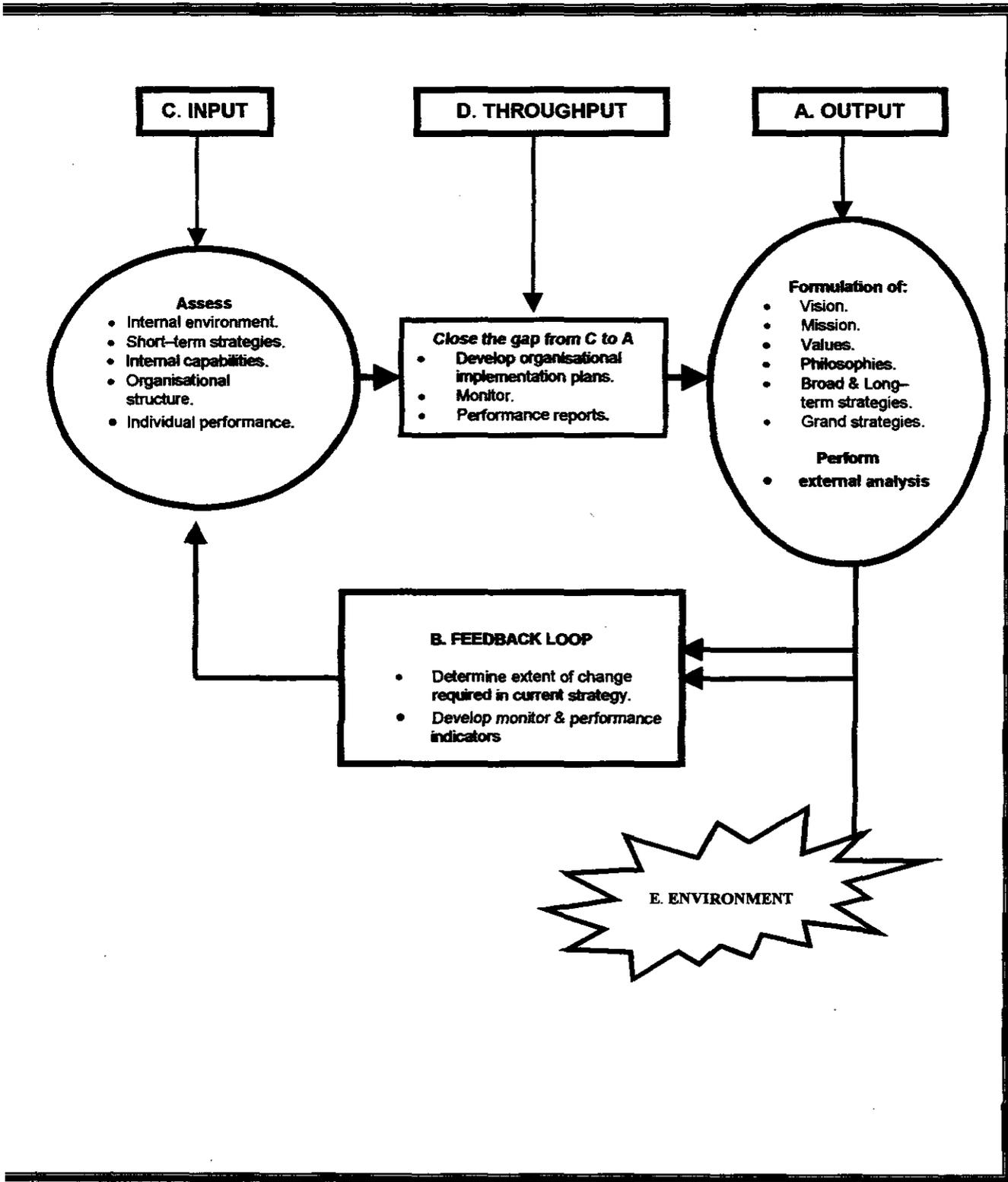
client has a complex set of expectations for quality and high-level service together with on time service delivery.

According to Robbins (1990:383) & Haines (2000:42-43) organisations apply an issue-by-issue analytical solution to a systems problem. It cannot work and will be difficult to lead and manage organisations in an ever-changing world.

According to Gibson, Ivancevich & Donnely (1994:34 - 37) change that occurs in one part or set of parts of the organisation such as the SAPS affect all other parts of the organisation and will directly or indirectly affect the overall organisation.

According to Schwella, Burger, Fox & Muller (1996:14) the degree to which the organisation (SAPS) will be affected is dependent only on the scope and nature of the change that occurs.

According to Shani & Lau (1996:101) & Senge (1995:7) organisations are regarded as an open system also known as a "living" system and therefore are expected to interact with its environment. There is a two-way flow of influence between an open system and the environment. Thus, the SAPS are influenced and influence its environment through a process of interdependency. The following is a model that explains the systems theory to strategic management. It shows that the SAPS is a system that are made up of a set of components that need to work together for the overall realization of organisational objectives



Model as adapted from Haines (2000:39) & David (2001:12-14).

4. RECOMMENDATIONS ON HOW TO OVERCOME STRATEGIC MANAGEMENT CHALLENGES THROUGH THE APPLICATION OF AN OPEN SYSTEMS MODEL

- **Phase A:**

"Where do the SAPS want to be?" This is where it needs to embark on replacing the traditional analytic approach with output thinking. It is actually the starting point for putting their systems framework into place by focusing on the outcomes they desire for the organisation, envisioning the future as if it were current, and then working backward to their vision and or mission that include the broad statements about the SAPS organisational purpose, philosophy, values and objectives.

Strategy formulation must guide the SAPS top management team (Top Management consisting of the National Commissioner, Deputy National Commissioners, the Divisional Commissioners and the Provincial Commissioners in their joint capacity) to define the "business" the SAPS is in, the outcomes it seeks, and the measures it will use to attain those outcomes. The strategy formulation process is set in motion by top management firstly to define the organisation's mission. Secondly, the purpose of organisation is also defined to reflect the values of a wide variety of stakeholders. Since the SAPS social responsibility is a critical consideration for the organisation's top management and the mission and value statement must express how it intends to enhance it.

Top management must also assess and take into account the major factors in the external environment in order to anticipate and take advantage of future organisational conditions and or situations. It needs to evaluate its organisational strengths and opportunities in order to be proactive. Top management uses such profiles to target service delivery excellence areas they can emphasize, and service delivery improvement areas they should correct or minimize.

Long-term objectives must also be set by top management and they need to specify the performance indicators these objectives need to provide a basis for direction and evaluation within the organisation. They also need to state the generic and grand strategies that the SAPS will implement to achieve long-term objectives. The SAPS's current vision and or mission include the broad statements about its purpose, philosophy, objectives and goals. Certainly, having a well-focused mission and clear objectives must be of imperative importance to top management. If the SAPS are clear about its mission, operational objectives flow directly from it.

Joyce (1999:22) pointed out defining the desired outcome of the organisation is the most critical element of the mission statement because for the measuring of organisational performance. Without this, will be difficult to see how the SAPS mission statement can be used as a basis for performance planning. Mission statements are a general feature of public service organisations, and may be seen as the starting point of a strategic analysis. Mission statements should be written in a way that will help the process of strategy formulation

In order to become a high-performance service delivery organisation top management must invest more time in defining and implementing their core values. The formation and observance of core organisational values has many productive outcomes such as to provide stability for members. When members share organisational values, they might feel more committed and loyal, identify more strongly with important organisational issues, and display willingness to "get the job done".

According to Haines (2000:122) top management must keep in mind that they must meet the following six criteria when they develop their organisation's core values.

- Is it a collective belief organisation-wide and is it simple and clear?
 - Does it determine the standards of acceptable work behaviour?
 - Will the community know and care if this is not followed?
 - Is it a value that will endure consistently over time?
 - Are there practices, rituals or other well-known organisational traditions to support its existence?
 - Is it crystallized and driven by the top management level?
- **Phase B:**

The question that must be posed during this phase is whether the organisation and as such the SAPS will know when they

have accomplished their vision (Haines, 2000:122).

Hence is it crucial for the SAPS to ensure concrete feedback. It also needs to outline outcomes and performance indicators. Top management need to make sure that it is communicated organisation-wide so it will be able to measure whether the implementation of their core strategies is progressing successfully or not. Top management need to determine the success of the outcomes on a year-to-year basis. This is an ongoing process whereby the managers on the different management levels monitor whether the organisation are on course or not and what needs to be done to get the organisation on course before it is too late. The SAPS needs to deliver service excellence and per se are required to evaluate whether the set strategies and or objectives were achieved by the respective provinces with its different geographical areas and separate police stations and or units. Feedback needs to be given to the managers to indicate if they where successful or not in achieving the set objective and or strategy and what needs to be done if they where not successful.

According to Wright, Kroll & Parnell (1998:261) the strategic control and evaluation process from top management's perspective consists of several steps namely:

- First, top management must decide what elements of the environment and of the organisation need to be monitored, evaluated, and controlled.
- Then, standards must be established with which the actual performance of the organisation can be compared. These first two steps will be strongly influenced by the SAPS's mission and objectives, which direct the managers' attention

to certain organisational and environmental elements and to the relative importance of specific standards.

- Next, managers at the different organisational levels must measure or evaluate the organisations actual performance.

These evaluations will generally be both quantitative and qualitative for example what do the community say about their service delivery. The performance evaluations will then be compared with the previously established standards. If performance is in line with the standards or exceeds them, then no corrective action is necessary. (When performance exceeds standards, management should consider whether the standards are appropriate and whether they should be increased.)

However, if performance drops below the standards, then management must take remedial action. The focus of strategic control is both internal and external. It is important for the SAPS to remember that not one element can be examined in isolation, because it is top management's role to align strategically the internal operations of the organisation with its external environment. In fact, strategic control can be visualized as "negotiate" (feedback) the ongoing interactions between environmental variables and the SAPS's internal departments. Relying upon quantitative and qualitative performance measures, top management uses strategic control to keep the organisation's internal dimensions aligned with the external environment.

- **Phase C:**

This refers to the organisation's internal environment where an internal audit needs to be performed in order to determine the organisations strengths and weaknesses. The question that must be posed during this phase is where is the organisation (SAPS) currently in line with its identified strategies?

This is the phase in which it gathers and assimilate information about the organisation`s organisational design, behaviour change, the organisational culture, managerial performances, operational performances, research and development as well as its management information systems performance. As a result will the organisation (SAPS) be able to identify its organisational profile that reflects its internal conditions and capabilities. The assimilating of information across departments in this phase creates an opportunity for the organisation (SAPS) to improve its process of communication in the organisation. Performing an internal audit requires that the organisation (SAPS) needs to design key performance measures and or indicators consisting of both its strengths and weaknesses in order to close the gap between the organisation's current state and its desired future. (Thompson & Strickland, 1998:105 and Hussey, 1994:137-139 and Craig & Grand, 1995:55-56 and Pearce & Robinson 2003:126).

The performance guidelines for measuring organisational progress must also be communicated to the different provinces in order to assist in the development of a high performance and client-focused organisation. Key performance measures and/or indicators are the quantifiable outcome measurements of its

vision, mission and values on a year-by-year basis, ensuring continual improvement towards achieving the ideal future vision.

The real value of establishing key performance measures and or indicators for the SAPS is that it can use it to determine its strengths, weaknesses, and where necessary take appropriate corrective actions in order to get the organisation back on track. Otherwise, it runs the risk of becoming an unfocused organisation with no mechanisms for feedback.

In order to balance long- and short-term strategies Haines (2000:138) pointed out that organisations in general has a minimum of four key areas that must be measured and tracked in order to create an outcome-based measuring system. To pay attention to these areas might also be of some value to the SAPS.

- Worker performance and attitude (employee satisfaction).
- Key operational indicators that represent the leverage points in the organisation.
- Customer satisfaction.
- Key budget indicators that shows organisation's financial viability.

- **Phase D:**

In this phase the SAPS needs to ask how it could get to its perceived future from where it's currently. As established in chapter three most managers trained in operational decision-making and management, but not strategic management. This has the effect that operational management is mainly concerned with short-term and commonly routinised day-to-day managerial

issues. Strategic management on the other hand means managing complexity in ambiguous longer-term, non-routine contexts, with issues that may influence the whole organisation and are fundamental to the survival of the organisation.

Operational management is normally concerned with operational specific tasks, any one of which is unlikely to endanger the organisation's future. As was established in chapter two, strategic management is concerned with positioning the organisation in the context of a changing environment and the expectations of the respective communities, the very antithesis of operational management.

As indicated by the secondary data obtained at the strategic management workshop. It indicates that most of the executive team members are operationally trained managers. They are then expected to change into becoming strategic managers due to their promotion and new positions and without having acquired any further training in strategic management. Thus senior managers may often find it difficult in making the transition from the operational to the strategic mode, and seeking security, revert to their former operational perspectives. The strategic management model as presented by the researcher could assist these managers in that it will give them a methodology to follow in order to achieve and understand their strategic objectives.

To ensure that the objectives set by top management will be achieved the strategy must be translated into carefully implemented action steps. This means that:

- The strategy must be translated into guidelines for the daily activities of the organisation's members.

- The strategy and the organisation must become one, that is, the strategy must be reflected in the way the SAPS organises its services and must also be reflected in its values, beliefs, and service delivery.

In implementing the strategy, the SAPS managers at the different organisational levels must monitor and direct performance outcomes as specified by the performance indicators and adjust to change.

The organisational strategies must now be initiated by the different provincial commissioners with his/her executive management teams in the respective provinces in the following four interrelated steps:

- Creation of clear short-term objectives and action plans.
- Development of specific operational tactics that will create service delivery excellence.
- Empowerment of operating personnel through policies to guide decisions and the provisioning of the necessary resources to operationalising the strategies.
- Implementation of an effective performance and reward system.

The short-term objectives and operational plans of the SAPS guide implementation through the conversion of long-term objectives set by national head office into short-term operations and objectives.

The provincial commissioners of the SAPS with their respective area commissioners, station commissioners and or unit commanders translate the organisational strategies by means of operational plans

into operational performance procedures that could build service delivery improvement. This performance procedures needs to be supported by the necessary policies that empower operational members through the defining guidelines (national instructions) in order to make decisions. The SAPS also needs to remember that proper performance and reward systems need to be in place in order to reward outstanding service delivery.

It is at this point that the SAPS's systems framework will include detailed considerations on how to implement and manage change throughout the organisation. It needs to integrate its current change management system into an organisation-wide system and put its plans into performance monitoring, reporting, and adjusting where necessary.

- **Phase E**

The environment is changing and the SAPS needs to take this into account by analysing the organisation's options by matching its resources with the expectations of the external environment. Thus phase E and A become a parallel process.

As the environment of the SAPS becomes increasingly dynamic, strategic management becomes more and more important. For example, eleven police agencies have amalgamated to become the current SAPS. Simultaneously, the effort to get additional financial support from the government has also increased with the increase in the organisation's dedication to combat crime. Although the managers of the SAPS may engage in strategic planning, political leaders who must respond to public pressure to win re-election may

ignore these plans. What may be rational in an economic sense, may be politically unwise.

The greater number and diversity of stakeholders may result in less managerial autonomy for the SAPS managers than for managers in private organisations. Because government organisations such as the South African Police Service are “owned” by all citizens, the community may often more closely monitor their activities. This greater visibility means that managers' decisions are more open for public scrutiny.

In addition to being subject to public visibility, the SAPS managerial actions are also scrutinized carefully by oversight agencies such as legislative bodies, courts, and public protector groups. Managers of the SAPS may not need to concern themselves with such business threats as foreign competition or bankruptcy, but they still have a complicated environment in which to operate. It must serve its clients who do not pay for such services. However, the organisation's performance must satisfy both the community as its customers and the government as funding source, as well as the oversight agencies.

According to Joyce (1999:30), the following five questions could be asked by a public service organisation such as the SAPS in order to help direct its structural (political) analysis:

- What directions or priorities are political oversight bodies emphasizing?
- What pressures are professionals and their organisations creating on public services?

- What challenges are being formed because of commercialisation pressures or by the competition of private sector organisations?
- What concerns do the public have and how powerfully are these being expressed by pressure groups and lobbying?
- What do service users need and how strongly is this expressed through surveys and complaints?

Following this model, it indicates that strategic management for the SAPS involves planning, organising, leading/implementing and controlling/evaluating the its strategy-related decisions and actions as well as to give sound feedback on whether its organisational objective where achieved or not. The SAPS managers must bring these elements into coherent alignment when applying strategic management (Moore, 1995:71).

Bryson (1995:68-70) pointed out that an organisation such as the SAPS can use backward mapping (described as outcomes by the presented model) and work backwards from the identified service delivery outcomes that it want to achieve to what actions is required to perform the identified services. He suggests there are four main steps to be followed namely:

- Firstly, the SAPS must identify the desired changes in service practices to minimise problems for their clients. The emphasis must be put on the community's definition of their experience of problems with the current pattern of service delivery by the SAPS, but the latter who deliver the services needs to accept and apply these identified changes to their service delivery initiatives.

- Secondly the SAPS need to involve all the necessary role-players in their objective setting. This means that the SAPS need to get feedback from the lowest level of the organisation on formulating their objectives to perform the desired action that will bring about the desired change in service delivery.
- Thirdly the SAPS need to perform assessments in order to establish, how do their current organisational makeup support their implementation plan and what do they need to change in the organisational makeup to support it and become more service-orientated.
- Fourthly it needs to develop policies and strategies that will guide and empower its different provinces, areas police stations and or units on what is needed to be done to bring about the desired service delivery as well as to provide the necessary resources.

Consequently, the model as Bryson (1995:68-70) also pointed out, reverses the usual way in which strategy is considered to work, ending with a new policy and strategy, rather than starting with it. It also started with the identification of operational changes to be made in the service delivery processes, rather than culminating in the identification of operational changes needed to implement a new strategy.

Byars (1992:16-17) supported the model and pointed out that a large organisation (such as the SAPS) will have an integrated multi-layered strategic management process and/or system. Generally, the process of actions transpires as follows:

- Top management determines the organisational philosophy, mission, objectives, and strategy for the organisation as a whole as

well as guidelines for each of the provinces as a strategic functional unit.

- Each province then formulates its own strategic plan.
- National head office function is then to assist the provinces in their strategic planning or to supply information that the provincial commissioners may need.
- Top management then reviews and approves the strategic plans of each province.
- Each province then progresses to develop an operational plan for each of its areas and police stations (functional areas).
- After the development of strategic plans for each of the functional areas of the province, budgets are developed and allocated.

5. CONCLUSION

This chapter focused on the development of a schematic strategic management model. The model represents a systems thinking approach, the SAPS's strategic management and development comprise of its entire system that defines the organisation. Using a systems approach in its formulation, implementation and evaluation enables it to think strategically and systematically about the overall changes it might need and desire, without compromising those day-to-day operational activities.

The systems thinking model is based on the theory that a system is, in essence, circular. Using a systems approach in its strategic management, therefore, provides the SAPS with a circular implementing

structure that can evolve, with continuously improving, self checking and learning capabilities.

In systems thinking the SAPS does no longer have to be concerned if the organisation cannot be constantly observant, watching over each and every step of the implementation process on a day-to-day basis. If the SAPS followed the systems-based strategic management model correctly, it could have a system of monitored activities in place, with ongoing, positive checks and balances.

CHAPTER 5

SUMMARY AND RECOMMENDATIONS

The rapidly changing environment has necessitated a proactive management approach from top management in organisations. Changes in the political, economic, technological and social environments as well as the need for improved performance, stresses the importance of strategic management. The application of effective strategic management in the SAPS could allow the organisation to capitalise on its internal strengths as it develop and also utilise external opportunities as they emerge. The SAPS can also recognise and defend against threats, and also alleviate weaknesses before they become detrimental.

Top management should take the time to formulate, implement and then evaluate strategies thoughtfully and systematically. Top management must move the SAPS forward with purpose and direction, continually evaluating and improving its external and internal strategic position.

In chapter one a general overview was given as well as the motivation for this study. The methodology followed by the researcher in order to achieve the objectives of this study were also outlined in chapter one. The objectives as outlined in chapter one, was to discuss the theory of strategic management and planning according to a relevant strategic model as well as to develop a theoretical and practical strategic management model that could assist the SAPS as a guideline for the implementation of its strategic objectives.

In chapter two, attention is given to the theory of strategic management and the strategic management process was explained as well as the importance thereof for the organisation. The levels of strategic management were also highlighted as well as the difference between strategic management and strategic planning. As

established in chapter two, strategic management consists of structuring a compatible fit between the organisation and its external environment, the reason for the existence of the organisation (i.e. its mission) has been defined within its environmental forces as well as in the context of organisational resources (strengths and weaknesses). After the mission and goals are established, the organisation's strategy must be addressed. Strategy formulation occurs at three organisational levels: corporate, business unit, and functional. The essential question that top management needs to ask is, in what businesses or industries the SAPS should be operating?

In chapter three, the focus is on the challenges the SAPS faces, and the secondary data obtained at the Free State Province workshop was also used to support the underlying theory on the prevailing challenges within the SAPS. The successful implementation of strategic management within the SAPS requires an all-inclusive strategic approach from top management. Starting with the analysing and adjusting to the environmental changes of organisational structures, systems and culture. Effective executive leadership is essential, for the decision-making officer of the organisation nationally and he/she needs to empower the provinces to initiate broad organisational change.

In chapter four the focus was to develop a strategic management model adapted from relevant literature to assist the SAPS's top management team to be able to have a structured way and/or process to manage it strategically. It will also assist the managers within the different provinces with their responsibilities regarding strategic management and performance appraisal. It will also guide management on how to monitor if members are on track with the implementation of the set strategies.

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