



**Examining the retention policy of law  
enforcement: South African Police Service  
Zamdela cluster, Free State Province**

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the degree  
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at the North-West University

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## DECLARATION

I declare that the mini-dissertation “**examining the retention policy of the law enforcement: South African Police Service Zamdela Cluster in the Free State Province**” which is submitted for the degree in MA: Development and management at Northwest University, is my own original work and has not previously been submitted to any other institution and that all the sources that have been consulted or quoted are indicated and acknowledged by means of a comprehensive list of reference.

## **DEDICATIONS**

This study is dedicated to the three children (Manana, Sejo and Molebatsi) who seldom saw their father during the period of the study.

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## **ABSTRACT**

This research examines the retention policy of the law enforcement: South African Police Service (SAPS) at Zamdela Cluster in the Free State Province. In order to make this examination specific attention is placed on understanding the retention of junior and middle management of the SAPS personnel and their possible reasons for exiting the employment of the Zamdela SAPS. Moreover, this study explores and evaluates whether the SAPS Zamdela Cluster has a policy framework to coordinate and handle junior and middle management police personnel and assess optimal ways of retaining them within the aforementioned cluster to prevent a high turnover rate. The study was based on the literature review and empirical studies. Quantitative and qualitative research, using the questionnaire and the interview methods, were used to achieve empirical objectives. In other words, the research employed a mixed method. The initial problem and findings of this study were that problems of retention do exist and they are informed but not inclusive to problems such as unmet salary desires, lack of clear promotion avenues and poor working environment which does not take their views on Human Resource Management into account when decisions are made.

The dominant findings post constructing the relevant methodological processes and system for undertaking this research advanced the view that poor salaries, promotion policy and lack of performance appraisals are the main reasons for junior and middle police personnel to exit the SAPS.

This study therefore recommends that to improve the efficiency and the effectiveness of the police in communities they serve, management of SAPS should recruit more police officers to cater for the shortages that have been experienced not only in the Zamdela Cluster but countrywide. It is also important for the department to exercise fairness and transparency in issues related to promotions and appointment of posts. This would assist in reduction of dissatisfaction in SAPS directly linked to the transformation policy. The management of SAPS needs to provide more attention to the enhancement and acknowledgment of the demonstrated commitment of individuals to their profession. One way of doing this is to give immediate attention to unnecessary bureaucratic irritations that cause

dissatisfaction. Additionally, there is an urgent need to clarify, simplify and communicate the promotion policy of the South African Police Service. A significant possibility that could be considered, is the creation of an alternative system of promotion in addition to the current system of application for advertisement posts. Furthermore, the management of SAPS needs to review the current performance awards and implement performance appraisals to all police personnel. This can motivate the staff to perform better as they are recognised for a job well done.

**Keywords:** *Retention policy, Employee turnover, South African Police Service, Free State Province, Zamdela Cluster*

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## **ABBREVIATIONS**

CBD	Central Business District
CJS	Criminal Justice System
DNA	Deoxyribonucleic Acid
IPID	Independent Police Investigative Directorate
JCPS	Justice Crime Prevention Strategy
NCPS	National Crime Prevention Strategy
NWU	North West University
PTSD	Post Traumatic Stress Disorder
REOP Programme	Representivity and Equal Opportunities
SAPS	South African Police Services
SPSS	Statistics Package for Social Science
TA	Thematic Analysis

# CHAPTER1

## INTRODUCTION AND BACKGROUND

### 1.1 INTRODUCTION

This chapter covers numerous sections. It starts with the orientation and background of the study followed by the factors leading to high turn-over rates in the post-Apartheid transformation process. The problem statement and research questions on which the study focuses are also discussed. The aim and objectives of the study together with the study hypothesis and research methodology were introduced in this chapter. The ethical consideration is followed by the outline of the study. The chapter ends with a concise summary.

### 1.2 ORIENTATION AND BACKGROUND

Police officials are the unique set of public servants, vested with a public trust and, all the powers to maintain and enforce law and order in the society. Serving on the front lines, personnel are regarded as valuable assets and resources. The most important role that police officials play is ensuring sure that the people of South Africa and their property are safe and secure as stipulated in the *Police Act 68 of 1995*. The provision of Chapter 11 of the *Constitution of the Republic of South Africa Act 108, 1996* elaborate on this in detail.

Playing this critical role, the process of selection, training, monitoring, and support are key to running a successful police department (Raymond, Laura, Hickman, Miller, Jennifer and Wong, 2005:1). This idea is also supported by the *Constitution of the Republic of South Africa, Act 108 of 1996*. Section 205(3) of the Constitution stipulates clearly the objective of the police officials which is to prevent, combat, and investigate crime and to maintain public law and order. Clearly, police officers are vested with much power and public trust.

Since 1994, South Africa has enjoyed many successes in associating its approach towards the creation of a secure and safe environment for all its inhabitants (Civilian Secretariat for Police, 2010:4). The combination of the eleven policing agencies that were established under apartheid was the foundation for building legitimacy and trust

in the newly recognised South African Police Service (SAPS) on National, Provincial and Cluster levels. The need was recognised to inculcate a culture of accountability and an ethos of democratic policing was particularly significant considering the police brutality and the absence of accountability during the apartheid era.

To ensure the transparency and enriching trust meant that the SAPS would have to be subject to the rule of law and embody the values preserved in the Bill of Rights. The new idea of community-oriented involvement formed a backbone of policing in the post-1994 era (Government printer Green Paper on Policing, 2010:9).

According to Montesh (2010:62), the management of SAPS implemented a programme in 1995, called Representivity and Equal Opportunities Programme (REOP) and the target recipient were the Africans, coloureds, Indians and white females. According to the SAPS Circular 2/7/31, it was decided to implement a mentorship programme in order to fast-track representativity in the SAPS. The aim of programme was to focus initially on appropriately qualified and experienced candidates to be appointed within the advertised posts. Secondly an appropriate candidate with the required attributes, but lacking experience, would be appointed as executive assistants and work with their mentors. Thirdly, the executive assistants in the huge majority of cases would be promoted by one rank to another level on appointments.

In this regard, Montesh (2010:65) indicates that affirmative action in the SAPS was meant to redress the under-representation of designated members from previously disadvantaged backgrounds. He provided the measures that include the appointment, training, development, promotion and retention of people from selected groups. These measures highlights that members of the selected groups are appointed in such positions that they have capacity to meaningfully contribute in corporate decision-making processes. Additionally, these measures ensure the transformation of the past culture of the corporate in a way that affirms diversity in the workplace and harnesses the potential of all staffs and any other measures arising out of the consultative process (Montesh, 2010).

However, despite well-meaning policies and action plans, serious Human Resource and retention problems plague the SAPS structures. A plethora of literature exists

detailing this problem in Post-Apartheid South Africa, as shall be explored in this study. To begin with the ways in which the process of transformation has occurred in the SAPS since 1994 and the way in which the apartheid police force operated gave rise to a number Retention and Human Resource problems.

Young (2004) supported this information in that SAPS experienced many strategic changes since the government changes in 1994. The new government implemented swift transformation to the top structure of the SAPS, to integrate elements of the former liberation movements and former homeland agencies, and to institute new policies such as community policing. Before 1994, the top structure comprised mainly of white males and many of the changes were focused on bringing about race and gender equality, especially in managerial positions. This change impacted negatively on police officials as many decided to resign from the organisation. The core aim of this study was to investigate how and why the police force is experiencing high staff turnover in the National, Provincial and Cluster levels. Given this background, therefore; the present study was drawn from the Zamdela Cluster in the Free State Province. It was found that five key Retention and Human Resource problems exist when discussing SAPS operation in the Zamdela Cluster region of the Free State Province. The five problems and themes were (1) Dissatisfaction with corruption and mismanagement (2) Tense internal workforce relations and lack of leadership skills (3) Inadequate income (4) Lack of actual interest in and/or fitness for the profession and Lack of job satisfaction and prospects for advancement.

### ***Dissatisfaction with corruption and mismanagement***

The current manner the SAPS is being run led to many police officials leaving the force as they are dissatisfied with the police force governance systems. This fact is supported by Abreu (2014:42) in the case of Radovan Krejcir's attempted murder and kidnapping where all members forming part of the investigation team were promised promotion and salary increments by the national police commissioner Riah Phiyega. Members of the police who were also subjected to an investigation of other serious cases such as corruption, murder and robberies were never promoted. Additionally, unqualified members were placed in management positions without the necessary skills and experience to perform the required tasks in the best interest of

the SAPS. This fact is supported by Orrick (2014:7) when he argued that, a poor supervisor or leader that fails to delegate work to junior managers shows poor leadership qualities. SAPU (2014:5) concurs that leadership crisis in the police service is evident as professionals are not appointed but politicians which are a crisis leading to poor discipline and improper conduct by police personnel.

### **Tense internal workforce relations and lack of leadership skills**

One of the well-known factors causing an employee's decision to stay or leave his/her workplace or job is the relationship he or she has with his or her immediate supervisor. Orrick (2014:7) confirms this, indicating that people do not leave their jobs so much as their managers. A study conducted by the Institute for Security Studies (2012) asserted that effective leadership is lacking in the SAPS. The leadership problem commences with who is appointed as the most senior and the most influential police officer, the National Commissioner of the Police. The previous national commissioner of the SAPS, *Jackie Selebi*, who was regarded as unexperienced in policing when he was appointed by then President *Thabo Mbeki*, made ineffective decisions regarding the structure of the SAPS, for instance closing important specialised unit and as result most of the SAPS members were unsatisfied (SAPU, 2014:5).

SAPS Report, *ndifuna ukwazi* (2012/2013:25) points out, that one of the extreme crisis facing local law enforcement agencies is the failure to develop the leadership potential of its officers throughout the entire organisation. They often lack the training and proper workshops that can assist them to deliver what is expected of them, which in turn leads to a high rate of employee turnover. Many officers were promoted to the ranks of Captain and above even though they did not participate in the programme specifically designed to empower them with the necessary management and leadership skills.

### **Inadequate income**

Orrick (2014:6) denotes that low salary is a critical factor that contributed to high police turnover, in the SAPS. That is, when a police officer cannot afford to pay his or her expenses, monthly income becomes a problem. In the police service, people

who are in lower ranks resigned in large numbers because of the low financial compensation. Pienaar and Rothman (2006:72) concur that inadequate salaries caused a stressful occupation, absenteeism and high turnover. Vermont (1990:10) confirms that the police service experienced a high rate of staff turnover due to a brain drain as some police officials quitted the SAPS for greener pastures.

### **Lack of actual interest in and/or fitness for the profession**

Orrick (2014:6) mentions that lack of actual interest in and/or fitness for the profession contributes to the turnover is the poor job fit as. During the selection and recruitment of the entry level, it was noted that many Constables in the SAPS, applied to be members of the police as they struggled to get the job they actually studied for. After being trained by the police such people usually explore other work opportunities that are in line with what they are qualified for. Such an issue led to high staff turnover in the SAPS.

### **Lack of job satisfaction and prospects for advancement**

According to Orrick (2014:7), the lack of career growth or better opportunities is another reason for police officials leaving the force. Robert & Merchant (2010:1) contend that current employees are more career conscious than ever. They inquire more in terms of development and personal growth. It is further stated that the failure of organisations to meet their individual needs causes them to lose their valued and experienced employees. Vermont (2010:10) corroborates the views when he states that if the employees are not satisfied in terms of the opportunity to advance in the workplace the employer can experience staff turnover.

Job satisfaction is crucial to the police work. Mabila, Dorasamy and Wallis (2014:18) stated that the satisfaction of employees plays an important role to their behaviour and performance within the organisation especially in terms of their contributions towards the organisation development and meeting its major objectives. Job satisfaction as well can help retain the professional and veteran police officers who can make a difference in the police operations. The study further outlines that a high performance and productivity of employee results from his or her satisfaction within the organisation. Since job satisfaction is considered an important and desirable goal

for organisations, performance and job satisfaction are correlated because satisfied workers perform at higher levels than those who are not satisfied. Not only job satisfaction leads to employee's performance, it also improves employee's commitment to the organisation performance.

The practical part of the said statement was in the situation whereby, if members are to be given the resources that can do the job such as vehicles, cellular phones and the necessary equipment that can do the work, they performed splendid job, they were even working beyond tracing the criminals that they want and at the end performance of the said police were improve absolutely (Vernon, 2010:10). Another factor that boosts the morale of the member's is performance appraisals which show appreciation for a job well done.

Therefore, this study explores how the above factors in relation to Retention have affected SAPS, specifically in the Zamdela Cluster in the Free State Province. Moreover, exploration is done using the problem of exiting junior and middle management police personnel in the SAPS which is an under researched subject area in the Human Resource literature of South Africa and law enforcement more specifically.

### **1.3 PROBLEM STATEMENT**

The South African Police Service (SAPS) which operates at National, Provincial and Cluster levels (local) is experiencing a high rate of staff turnover (Birt *et al.*, 2004). Based on the information gathered from exit interviews, employment equity, Section 21 report and human resource department of the National, Provincial office and Cluster stations. One of the levels most affected is the Zamdela Cluster in the Free State Province. Preliminary investigations content that the challenges include inter alia lack of compliance of legislation, poor salaries, poor communication and feedback, lack of promotions and performance appraisals.

The findings pertain to the period from 2010 to 2017, during which many police officials terminated their services with the local SAPS. This includes both the Police Act 1995 and the Public Act 1994 personnel. This study, therefore, interrogates the factors that contributed to this state of affairs, especially with reference to the exit of

junior and middle management personnel in the Zamdela cluster and how the resulting problem may be solved (Mokholoane, 2010:13).

#### **1.4 LITERATURE REVIEW**

This section focuses on a brief review of the literature on the factors that led to the stay or exit of junior and middle management police personnel in the Zamdela Cluster in the Free State Province of South Africa. The conceptual background in the literature includes retention theory in relation to the Law enforcement specifically Police men and women, legal frameworks that govern South African Police Services and also challenges related to high turnover such as the nature of police turnover in South Africa, challenges facing SAPS in reducing staff turnover, internal factors causing staff turnover in the SAPS and external factors causing staff turnover in the SAPS. Yun, Hwang and Lynch (2015:1) state that an increasingly competitive work environment and heavy workloads through the policing department have made occupational stress a principal concern for police administrators. Although, on one hand, stress in the workplace can lead to high creativity and performance, stress on the other hand comprises of numerous negative and even dangerous consequences, such as health problems, increased accidents, and diminished performance. These negative effects of stress lead to soaring costs for the police department. Pienaar & Rothman (2006:72) contend further that in addition to the effects of stress on employee' health, workplace stress is associated with negative organisational consequences such as job dissatisfaction, burnout, and absenteeism. These factors were explored more in the forthcoming chapters of literature review. There are other studies conducted in South Africa (Bekker, 2009; Ledwaba, 2014; Mohajane, 2017) to determine the level of satisfaction towards the South African police officers yet none of them focussed on the Free State provinces especially within the Zamdela cluster.

#### **1.5 RESEARCH QUESTION**

##### **Main research question**

The primary question of the research study can be expressed as follows:

- What are the challenges facing SAPS in addressing the high rate of staff turnover at Zamdela Cluster in the Free State province?

The aforementioned core question can be clarified by the subsequent sub-questions:

- What is the internal best practice in the Zamdela Cluster to retain junior and middle management police personnel?
- Which factors affect the exit or stay of police personnel (junior and middle management) within the Zamdela Cluster?
- What recommendations can be provided to SAPS to reduce staff turnover at Zamdela Cluster in the Free State Province?

## **1.6 OBJECTIVES OF THE STUDY**

In the light of the research problem as outlined above the following were the objectives of the research:

- To determine the reasons for the exit of junior and middle management police personnel in the SAPS at Zamdela Cluster.
- To establish whether the Zamdela Cluster has a policy framework to coordinate and handle the junior and middle management police personnel.
- To assess if there is an optimal way to retain junior and middle management police personnel in the Zamdela cluster to prevent a high turnover rate and the problems related thereto.
- To proffer recommendations that can assist in reduction of staff turnover at Zamdela Cluster in the Free State Province.

## **1.7 AIM OF THE STUDY**

The primary objective or the main aim of this study is to examine the retention policy for law enforcement in the South African Police Service particularly at Zamdela Cluster, Free State Province.

## **1.8 HYPOTHESIS**

Null (s)

The source of the problem at the Zamdela cluster is likely to lie with the factors leading to high turnover rates and with the retention policies necessary to avert this. The exit of junior and middle managers is because of five key factors namely, (1) Dissatisfaction with corruption and mismanagement (2) Tense internal workforce relations and lack of leadership skills (3) Inadequate income (4) Lack of actual interest in and/or fitness for the profession and Lack of job satisfaction and prospects for advancement

Alternative (s1)

The source of the problem at the Zamdela cluster is likely to lie with other factors opposed to those leading to high turnover rates and with the retention policies necessary to avert this. In other words, the exit of junior and middle managers is not because of five key factors namely, (1) Dissatisfaction with corruption and mismanagement (2) Tense internal workforce relations and lack of leadership skills (3) Inadequate income (4) Lack of actual interest in and/or fitness for the profession and Lack of job satisfaction and prospects for advancement but other factors

## **1.9 RESEARCH METHODOLOGY AND DESIGN**

A research design is defined as a plan in which a researcher obtains participants (subjects) and collects information from them (Welman and Kruger, 2001:46). Bryman and Bell (2003:31) elaborate that a research design can be viewed as a framework for the generation of evidence, that is, suited both at a certain set of criteria (for evaluating research) and to the research question in which the investigator is interested. A research design as Myer (2009:19) observes, provides a roadmap of the whole project. In exploring the concept of retention policy/strategy for the reduced employee turnover in the SAPS, Zamdela Cluster, this study used a mixed method approach to address the research problem and respond to the research questions. The study adopted both qualitative and quantitative research designs to answer the research questions as to what factors prompt the police

officials to leave the service in large numbers. This research is descriptive in nature as it revealed the nature of the staff turnover in SAPS, Zamdela Cluster.

## **1.10 RESEARCH METHODOLOGY AND DESIGN**

The study was based on the literature review and empirical studies. Quantitative and qualitative research, using the questionnaire and the interview methods, were used to achieve empirical objectives. In other words, the research employed a mixed method. Questionnaires were explained to participants by the researcher to enlighten their understanding before answering questions.

### **1.10.1 Literature Review**

In this study various sources were used to gather different theories covering necessary information about the topic under consideration. The reviewed retreaters enable the research to describe, in detailed way, the theory of retention policy. The used information was gathered from secondary resources such as books, journals, the recognised national and international organisation documents, internet resources and government inspection reports and inspection.

### **1.10.2 Target population**

The target population of the study consisted of police officers within the Zamdela cluster. The cluster Commander with other 6 police officers were interviewed and a total of 45 questionnaires were distributed to the other police officers to complete. In other words the study consisted of 52 participants.

### **1.10.3 Data Analysis Strategy**

The data was captured and analysed using the IBM SPSS Statistics (SPSS). Version, 25. Descriptive and correlation were used as methods to achieve empirical objectives.

### **1.10.4 Delimitations of the Study and Limitations**

The fact that there are a limited number of police members involved in the South African Police Service in the Free State Province particularly in the Zamdela Cluster and due to, the confidentiality of the police organisation and the possible litigation.

The number of 52 officers was also used based on the time constraint and participant availability.

### **1.11 ETHICAL CONSIDERATION**

In order to comply with the ethical requirements of the North West University, the researcher sought written permission from the SAPS Provincial Commissioner, Free State Province.

Furthermore, confidentiality was maintained with by not revealing the responses of the respondents. The respondents were informed that their responses were confidential and were not divulged to the management of the SAPS Zamdela Cluster.

With reference to openness and transparency, open communication was made available to all the participants to avoid their fears regarding the purpose of the study, with the assurance that the findings were assisted the department to develop better ways of improving service delivery.

Participants were also asked to sign a consent form that was archived by the researcher for the period required by the North West University (NWU).

The respondents may become agitated and be unable to have a clear comprehension of certain question's, therefore the researcher shall apply the diplomatic approach in providing assistance to those respondents who may be upset by certain aspects of the questionnaire. The researcher shall encourage them to raise on those aspects of the questionnaire which may not be clear to them. Also, participants were also assured that their participation is voluntary and that they have the option not to participate or withdraw from participation at any given time.

When conducting the study, the researcher informed respondents about the objectives of the research and allowed respondents to raise clarity seeking questions if available. The researcher then handed out the consent letter to respondents and respondents to sign an indication of agreement to participate.

Moreover, the nature of the research was explained to the participants so that they are in a better position to make an informed decision about whether to participate or

not to participate in the study. The researcher communicated with the office of the Provincial Commissioner Free State and Zamdela Cluster Commander office to arrange for the date to conduct the study when the date is agreed upon, the researcher commenced with the study to the aforementioned offices. The schedule consisting of the agreed upon dates to conduct a study and the name cluster office were being compiled and presented to the researcher's immediate supervisor for information purposes.

The researcher, towards the end of the allocated time for the study sensitised to respondents about the remaining time available for the study and start to round off the study, checking with the respondents if there is anything that the respondents wish to make a comment on. The researcher presented concluding remarks and conveyed his words of gratitude to the respondents. The findings were aggregated not only on the basis of the individual but were based on the responses from all participants. The researcher, at the completion of the study, presented a copy of the dissertation to the SAPS Provincial Commissioner Free State and the findings were disseminated at Provincial Seminars, Academic conferences and Police Forums in South Africa.

## **1.12 CHAPTER OUTLINE STUDY**

**Chapter 1:** Orientation, background and rationale for the study.

This chapter served the function of introducing the research topic, the rationale as well as the problem statement. Included in this chapter are the research questions, objectives, hypotheses, methodology and outline of the study.

**Chapter 2:** Theoretical exposition

In this chapter, the focus was on the theoretical exposition of the concepts of retention policy for the law enforcement personnel in the South African Police Service at Zamdela Cluster in the Free State Province where turnover is observed in a higher rate. Theories that explain the root causes of the turnover are important in the whole notion of the retention policy as the guide for the police personnel turnover at Zamdela Cluster in the Free State Province. Legal frameworks that govern the South African Police Service were observed and discussed in this chapter.

### **Chapter 3: Factors influencing the high turnover at Zamdela**

In this chapter, the focus was on the factors and challenges influencing the high rate of police turnover at Zamdela Cluster in the Free State Province. The nature of the police turnover, both internal and external factors contributing to the high rate of police turnover was discussed and analysed. The challenges facing South African Police Service in reducing the turnover rate was discussed in detail. It was also observed that police officers are exposed to multiple traumatic incidents, aggravated by various contributing factors that may cause intense trauma for the individual, family members and the service. The efficacy of the present trauma intervention programmes in the SAPS is questioned, despite the existence of the trauma programmes that the police introduced, police members are still presenting high levels of acute and complex post-traumatic stress reactions. This chapter focused also on the South African Police Service (SAPS) as the case study in which the research was conducted. It discussed the historical context of the SAPS, the SAPS as an organisation, the process of the change and transition as well as the consequences of the transition process in the South African Police Service.

### **Chapter 4: Research methodology and design**

This chapter focusses on methods and approaches used for data analysis. It provides the distinction between qualitative and quantitative approaches. Additionally, the chapter justifies the significance of using both approaches in one study. Data collection, questionnaires, population and sample and Sampling Techniques are also discussed in this chapter.

### **Chapter 5: Presentation, analysis of research findings**

This chapter provided a discussion of the key findings of the research in accordance with the research questions, aim and objective of the study. The main purpose of this study was to assess the challenges facing SAPS in addressing the high rate of staff turnover at Zamdela Cluster in the Free State Province.

**Chapter 6:** This chapter focused on the summary and discussion of main research findings from both qualitative and quantitative data. The chapter aims to provide recommendations to the management of the South African Police Service.

### **1.13 CHAPTER SUMMARY**

In summary, this chapter focuses on the introduction of the study. The background of the study was provided. A problem statement and research questions were discussed in this chapter followed by the study objectives. The method and approaches for data sampling and data analysis were outlined and discussed. Since every study is subjected to various constraints, this study was not exempted of any limitations. After presenting the limitations of the study and the ethical consideration, the chapter provided the outline or chapters subdivisions.

## **CHAPTER2**

# **THEORETICAL AND CONCEPTUAL EXPOSITION OF HUMAN RESOURCE MANAGEMENT, RETENTION THEORY IN THE SOUTH AFRICAN POLICE SERVICE**

### **2.1 INTRODUCTION**

In this chapter, the focus was on the theoretical exposition of the concepts of retention policy for the law enforcement personnel in the South African Police Service at Zamdela Cluster in the Free State Province where turnover was observed to be in a higher rate. Theories that explain the root causes of turnover are important in the whole notion of the retention policy as the guide for the police personnel turnover at Zamdela Cluster in the Free State Province.

### **2.2 CONCEPTUAL BACKGROUND**

The retention theory refers to as required strategies to maintain any organisation employees and decrease their turnover. This theory plays a significant role in prevention time, resource wastage and keeping the organisation's reputation (Ahmad & Azumah, 2012; Moynihan & Pandey, 2007). In terms of police department, implementation of this theory assists in retaining qualified and skilled men and women police officers. Nonetheless, according to McCarty (2016:17), the issue of recruitment and retention of police officers is becoming increasingly complex for policing agencies as unique set of law enforcement agencies across different countries. He, therefore, suggests that departments of the police should adopt the new approaches in recruiting the qualified candidates in order to maintain experienced personnel and fix the recruitment problems by renovating the existing recruitment strategies.

According to Boshoff, Strydom & Botha (2015:262), police officials are exposed to numerous traumatic incidents, worsened by different contributing factors that may cause intense trauma for the person him/herself, his/her family members, the police service and entire community. Among others, acute stress, complex traumatic stress disorders, somatic and social relationship problems, self- destructive behavioural risk

factors as well as impaired productivity are mentioned as risk factors. Crank (2003) confirms that the police are recurrently under pressure and may be under court order to solve cases. In the past, the SAPS has responded to the complexity of the problem by the means of development of elaborate hiring policy and formal contractual negotiations amongst various groupings consistently.

Wareham, Smith & Lambert (2015:346) corroborate the above statement that turnover in policing results in significant costs to agencies. This high level of turnover can also trigger turnover among the remaining employees because it prompts frustration among officers who remain due to increasing workload demands and a loss of social relations with those co-workers who left the service. This is precisely what is happening in the South African Police Service in the Free State Province, particularly at the Zamdela Cluster. Several police officials are terminating their contracts with the South African Police Service due to workload demands, stressful situation, and traumatic stress disorder as they are working under pressure. In terms of the briefing to the portfolio committee on Police, 5019 recruits in the South African Police Service were trained in the year 2016, but the issue of staffing level in the Police cuts across all the Provinces including in the Zamdela Cluster where it is still a challenge that led to the decrease in morale of the members. The situation is worsened by the lack of adequate police personnel to fully execute their duties as per the required standard (SAPS Basic Training Learning Programme, 2016).

In regards of nature of the work environment, wages, benefits, supervisory support, job growth opportunities, appreciation by management, job stress, dangerousness of the job, role conflict, role overload, role ambiguity, organisational support, group cohesiveness, and promotional opportunities have all been considered to be the causes of the turnover intent or turnover among police officers (Wareham, Smith & Lambert, 2015:346). Boshoff, Strydom & Botha (2015:262) argued that police work is important hence it should be rewarded as their duties expose them to traumatic situations such as murder or accident crime scenes. Based on this assertion, therefore; to improve their general well-being police need to be incentivised and supported emotionally and socially to motivate them to execute their jobs in an efficient and effective manner.

## 2.3 LEGAL FRAMEWORKS THAT GOVERN SOUTH AFRICAN POLICE SERVICES

### 2.3.1 Constitution of South Africa Act 108, of 1996

In terms of Chapter 11 of the constitution of the Republic of South Africa, Act 108 of 1996, read with section 205, the following subsections provide that (1) The national police service must be structured to function in the national, provincial and, where appropriate, local spheres of government.

(2) National legislation must establish the powers and the functions of the police service and must enable the police service to discharge its responsibilities effectively, considering the requirements of the provinces.

(3) The objects of the police service are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law.

The primary objective of the South African Police Service is to prevent the crime, to investigate any offence or alleged offence, to maintain law and order and to preserve the internal security of the Republic (Lambrechts & Prinsloo, 2013). These powers and functions of the SAPS have been enshrined on Section 214 of the *Constitution of the Republic of South Africa Act 108 of 1996*. The abovementioned functions shall be established and regulated by an Act of Parliament a South African Police Service, which shall be designed by both provincial and national levels and shall operate under the direction of the national government as well as the various provincial governments. (Lambrechts & Prinsloo, 2013). Section 5 of *Police Act 7 of 1958* provided as follows: The function of the South African Police shall be *inter alia*-

- (a) The preservation of the internal security of the Republic;
- (b) The maintenance of law and order;
- (c) The investigation of any offence or alleged offence; and
- (d) The prevention of crime.

In order to improve the services provided by the South African police services, the abovementioned section 5 of Act 7 of 1958 was replaced by section 215 of the

constitution of the republic of South Africa Act 108 of 1996. To empower the SAPS, this act provided the following functions:

### **Powers and functions**

The powers and functions of the Service shall be

- (a) The prevention of crime;
- (b) The investigation of any offence or alleged offence;
- (c) The maintenance of law and order; and
- (d) The preservation of the internal security of the Republic.

The Minister of Safety and Security stated in 1994 that the 'legislator has a multi-party character' when concern was expressed that the police was once again under political control (vide section 214 of the Constitution). It was, nevertheless, hoped for that the emergence of the new 'Police Act' would do away with the concerns of this nature and in no uncertain terms. This law is important for it provides clarity and guidelines of what is supposed to be done and the consequences of wrong doings.

#### **2.3.2 The South African Police Service Act (Act 68 of 1995)**

With the emergence of the South African Police Service Act, Act 68 of 1995 (referred to henceforth as Act 68 of 1995) other serious concerns emerged. Preliminary, it is important to mention that similar provision to either section 5 of Act 7 of 1958, or section 215 of the Constitution, comprises with some deficiencies. At first glance, it seems that section 5 of Act 7 of 1958 and section 215 has no major differences, in other word they appear to be almost identical. There are, however, three distinct dissimilarities. These dissimilarities are based on symbolic but with significant meanings; otherwise, the drafters of the Constitution would not have burdened members of the society and themselves with their inclusion in the Constitution. Whereas the contents of these sections are in effect of such significant that they are explicitly included in the Constitution, it is absurd that they should not form part of and proffer the same (symbolic) importance in the Act 68 of 1995.

Firstly, the heading to section 5 of Act 7 of 1958 reads functions of South African Police, whereas that of section 215 of the Constitution reads powers and functions. It

may be argued that the word 'function' in section 5 of Act 1958 is 'softer' and more 'friendly' than the terms 'powers and functions' in section 215 of the Constitution. Although the word 'powers' is translated into Afrikaans as '*bevoegdhede*', the alternative interpretation as meaning (in Afrikaans) '*krag*' and/or '*mag*' also remains a possibility. All members of society would not exactly have described previous policing practices which were exercised on an operational level as being a 'friendly' and 'soft' 'service'. On the other hand, and of late, thousands of victims and their next of kin desperately needed some harsher police 'power'.

Secondly, the words '*inter alia*' have been omitted from section 215 of the Constitution. Thirdly and what is believed to be a symbolic indication of a 'new' approach, the sequence of the functions has been changed around. Paragraph (a) in section 5 of Act 7 of 1958 – the preservation of the internal security of the Republic has been changed to the position of paragraph (d) in section 215 of the Constitution, while paragraph (d) in section 5 of Act 7 of 1958 – the prevention of crime – has been 'prioritised' to the position of paragraph (a) in section 215 of the Constitution. If the objective of this exercise was indeed to 'reprioritise' the powers and functions of the Police, it is unclear why the function of 'maintenance of law and order' or rather 'safety and security', did not receive similar priority to the 'investigation of crime' since it is rather aligned to proactively measures than to reactive ones. The omission of the words '*inter alia*' from section 215 of the Constitution creates a major problem. The interpretation attached to these words was always that the four functions which were contained in paragraphs (a) to (d) were not the only functions of the police.

The words '*inter alia*' suggest that there were also other functions beside those listed in the four paragraphs. These other functions are not solely based on public expectations, but have also been linked notice of judicially, as was so aptly described by the court in *Kadir v Minister of law and order* 1992(3) SA 737 (CPD) where, in the view of the court, the duties of the police are laid down in section 5 of Act 7 of 1958 in very broad outline. The section in itself makes it clear that the duties stated in it are not exhaustive. According to the court, it is (was) common knowledge that the police help people escape from swollen rivers, they pluck stranded mountaineers off mountain tops, they search for the bodies of drowned sailors on the

seashore and they notify parents if they happen to come across their runaway children. In short, the police, in general, seek to promote order and stability in the country. For example, during the event of fees must fall protests within different of the South African universities in 2016/2017, police play a significant role in maintaining law and order.

Schwartz, Schurink & Stanz (2007) state that police agencies all over the world are striving for policing methods that would satisfy the needs of the community. Lambrechts & Prinsloo (2013) reiterate that, for communities to feel safe and secured at all the time, the police need to do their work preventing crime which is also enshrined in the National Development Plan, 2012-2030. A certain trend advocating the movement away from traditional crime-fighting methods have been developed over the last few decades attempting to involve communities and improve service delivery. This “movement” occasioned in numerous philosophies of policing and problem-oriented policing, community policing and partnership policing evolving as possible better solutions to the communities’ issues. Nevertheless, changing police behaviour to suit these new philosophies often take time and can result in failure.

Establishment of client-driven policing culture has been an issue to South African Police Service (SAPS). According to Schwartz et al. (2007), it took time for the first democratic government to establish an acceptable policing system that could cater to all South African citizens. Henceforth, in 1996, the South African government implemented the National Crime Prevention Strategy (NCPS) to serve as the framework for a multidimensional approach to crime prevention. The NCPS is based on comparative global research and focusses particularly to the South African factors which underline high crime levels. The Crime levels in the country are affected by many of the same universal factors which manifest themselves in other countries (Department of Safety and Security, 1996). In admitting that there is no solo cause of crime in South Africa, the NCPS identified the subsequent underlining factors within others:

- Increase of crime levels during periods of political transition;

- The new democracy inherited the whole government service, counting a radically biased, uneven distribution of criminal justice resources; and
- Insufficient and ill-equipped personnel, combined with out-dated systems and fragmented departments have contributed to a system that was unable to provide a satisfactory service to all the people of South Africa (Department of Safety and Security, 1996).

In an effort to establish a client-driven policing culture, the SAPS has reviewed its mission and vision statement to align them with the new Police Service Act, 1995, and in accordance with the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996). A service charter was launched in 2002 to commit the SAPS to an improved service delivery for victims of crime and in the same year. Human and physical resources were redistributed to various police stations to bring about better service delivery to communities. In addition to spreading resources more evenly, the SAPS also adopted its policing philosophy to include community policing (through sector policing) to be more professional in its service delivery. This has not always been successful as police officers tend to concentrate more on the procedures of how to do the job than on the product they deliver to the public (Department of Safety and Security, 1997).

This also speaks to SAPS Journal on Annual Performance Plan 2014/2015, where the former Police National Minister *Nathi Mthethwa* on his foreword, indicated that service delivery to the community must improve, without doubt, a police station is the most vital unit of the police administration. At the central of the government, the programme is the responsibility to increase the quality of life of all the citizens, for them to exercise their freedoms and use their talents to assist the society flourish. Regardless the setbacks of the moment, nothing can stop South African Police Service from succeeding in its endeavours.

### **2.3.3 Green Paper on Policing, 2013**

The legal framework explains that the merger of the eleven policing agencies that were established under apartheid was the initial point for building legitimacy and trust in the newly established SAPS. The need to inculcate a culture of police accountability and an ethos of democratic policing was particularly significant

considering the historical practices of police brutality and accountability. Ensuring transparency and building trust meant that the SAPS would have to be subject to the rule of law and embody the values enshrined in the Bill of Rights. The new philosophy of community-oriented policing also formed a cornerstone of policing post-1994. This approach is established on building sustained working relationships with communities built on collaboration and trust. Closely tied to this was the need to ensure race and gender parity at all levels of the organisation. Broader transformation agenda had to yield a police service that could effectively fight against crime and secure that all South Africans are safe and secure. The achievement of this objective is dependent on the SAPS enjoying the trust and support from the served communities. This necessitated a fundamental shift in the culture and style of policing with the introduction of democratic policing along with a myriad mechanism aimed at inculcating a culture of transparency and accountability within the organisation. Moving away from past practices of police brutality and excessive use of force meant that the SAPS' approach to policing had to centre on protecting fundamental human rights as enshrined in the Constitution. The central role of the police during the process of reconstruction of our society requires the creation of a security service that reflects the national demographics and gender characteristics of the country. Such services must also be professional, uphold the constitution and respect human dignity. The police must deal with increasing demands for police service delivery as well as dealing with high crime levels and the growth of organised crime. Policing in South Africa must ensure democratic societies operate in a space between their constitutional framework and the legal framework that defines how they must operate. To ensure an effective service, the police must understand their role and function in society. Police action must always be motivated by sound knowledge of police purpose and include the constant application of the law (Dugmore, 2017). Analysis of the Green Paper on Policing was important to the current study because it offered the criteria followed in analysis what is happening in the SAPS especially at Zamdela Cluster in the Free State Province.

Masuku (2005) conducted a study aiming to discuss and to promote the understanding and debate into the issue of establishing democratic policing in South Africa. This was done by exploring the significance and functioning of several police

accountability mechanisms in South Africa. Among the key variances between police agencies in democracies as opposed to oppressive systems of governance is the nature and extent of their accountability. In democracies, governments and their institutions (including policing agencies) require legitimacy amongst the citizenry. Typically, governments and citizens are concerned that their police agencies are using their powers to combat and prevent crime and that they are respectfully and within the law. To enhance the legitimacy of police organisations, the performance and conduct of their officers have to occur at three levels namely through internal police systems, through state structures, and through civil society institutions. The study argues that improving police legitimacy through accountability requires strengthening and coordinating the work of the oversight structure at all three levels of police control. Countries undergoing a democratic transition, however, need to quickly ensure that strong internal police systems and civilian state oversight structures are established and sustained to ensure the effectiveness of the police reform process.

In terms of the *South African Police Service Act of 1995*, the National Commissioner is responsible for the whole police service. Politically, the National Commissioner is accountable to the Minister of Safety and Security and to Parliament. In terms of the Public Finance Management Act 1999, the National Commissioner is the 'accounting officer' for the police and for the National Secretariat for Safety and Security. He is responsible for the police budget and annual financial reporting to parliament. The National Commissioner also responsible for the setting of standards and must strive for the highest possible standard of discipline and service delivery within the Police Service Act 68 of 1995. The Provincial Commissioner is accountable to the National Commissioner for policing in their provinces. Cluster Commanders are accountable to the Provincial Commissioners and Station Commanders to the Cluster Commanders. As such, the internal reporting mechanisms in the SAPS largely follow the organization's hierarchical structure although – in some cases- information can be passed directly from the Cluster Commanders level to the National Head Office when requested. The national level of the SAPS is responsible for policy design and formulation of policies (Section 206(2) of Act 108, 1996), and this includes policies that relate to accountability. However, the understanding among national-level police

managers is that disciplinary and related problems within the police service are heavily dependent on the ability of lower-level structures to properly record, manage and communicate this data upwards to them.

According to Lambrechts & Prinsloo (2013) it was explained that the South African Police Service shall be *inter alia*, and the word “*inter alia*” it would indicate that there were also other functions apart from those listed in the four paragraphs, thus now Williams (2016) elucidates the main business of the South African Police Service (SAPS) is “to create a safe and secure environment for all citizens of South Africa”. Social workers applying occupational social work practice fundamentals are more likely to address both the organisational well-being of the SAPS and the social wellbeing of employees, but as a secondary entity within a structured, semi-military environment. Social workers appointed to the South African Police Service (SAPS) are highly acquainted with the diverse occupation-specific responsibilities police officers are expected to perform. The universal mandate of police services is to ensure the safety and security of all people, and the vision statement of the SAPS is in line with this mandate: “to generate a safe and secure environment for all the people in South Africa”. The SAPS, as part of the Justice, Crime Prevention and Security Cluster, continues to position its service delivery model to achieve the outcome that “all people in South Africa are and feel safe” (JCPS Media briefing, 2015). The South African Police have adopted a back to basics approach and applied a comprehensive, multidisciplinary and integrated police safety plan comprising all force multipliers to enhance and ensure the safety of all members, which includes visits to police stations by a management team. These expectations in themselves place a huge demand on the capabilities and coping mechanisms of police officers (IPID, Annual performance plan, 2016/2017).

The exposure of the police officers to the vast scope and stress of police work, such as attending to shooting incidents, strikes, murder scenes, domestic violence, armed robberies or fatal vehicle accidents to name a few, may have a lasting effect on their social well-being. The welfare of police officers not only has an impact on the SAPS, but also an involuntary ripple effect on the wellbeing of the very communities they serve. Police officers are traditionally expected to be resilient, robust and always able to cope with their work demands. It is recommended that a correlation exists

between the prevalence of illness and absenteeism within a police officer organisation and the nature of their work. The SAPS employ social workers to concentrate on and empower police officers to deal with and/or improve their social well-being and coping ability as unique individuals, SAPS media statement (2015). However, the SAPS social workers are not only responsible for enhancing and maintaining the social wellbeing of police officers, their immediate family members and support personnel. They also have the responsibility of contributing significantly to the organisational welfare by means of advocating/proposing/suggesting policy changes, enhancing human capital development and updating the operating procedures, training and development procedures/interventions of the SAPS (van Wyk, 2011).

It is, therefore, asserted that the scope of social work in the SAPS requires social workers to become, and to be regarded as, specialists in the field of occupational social work. They should be able to balance and assimilate contribute to the optimal functioning of the organisation, the police officers, their immediate family members, support personnel and the community at large, (Williams, 2016).

In regard of the Ministry of Police (2013), the dynamics in the policing of public protests in South Africa after 1994 have experienced a major shift. Prior to 1994, the police, supported by the military, were tasked to suppress and use force to control unrests flowing from political opposition. The early 1990s skill increased political activities that resulted in key control challenges for “riot control” within the police force. Political marches and rallies that characterized the early 1990s could not be managed with the same repressive style as was the case prior to democratic negotiations. Policing measures against public protest was generally characterised by arbitrary “riot control” and abusive actions of the Internal Stability Division which brought controversy into public order policing. Given several incidences of police clashes with protesters (Sebokeng, 1990 & Daveyton, 1991), the ANC led government after 1994 noted that the South African Police required transformation from the repressive style of policing to a police service for the people (Potgieter, 2014). This brought a challenge of introducing a policy framework in the approach to policing of public protests and riot and clear guidelines for the use of force by SAPS. Khumalo (2016) concurs to the above-mentioned statement.

The Bill of Rights in the Constitution provides that “everyone has the right, peacefully and unarmed, to assemble, to demonstrate, to picket and to present petitions”. Equally, so, the *South African Police Act 68 of 1995* attempted to bring about a change in our policing approach with the introduction of community-based policing and the need to expunge the apartheid policing style and stigma. Due to a lack of clear policy and guidelines, the SAPS reacted with operational policy based on lessons learned from many notable incidences involving the police and the public. Transformation in the SAPS required the realisation of public order policing units but has also exposed a serious gap within the policy environment (ANC media briefing, 2017).

#### **2.3.4 Section 17 (Chapter 6) of the South African Police Service Act 68 of 1995**

Section 17 (Chapter 6) of the *South African Police Service Act 68 of 1995* provides for a public order policing unit to be implemented and upheld by the National Police Commissioner whom may arrange the national public order policing unit, or any part thereof, at the request and in support of a Provincial Commissioner. Where the national public order policing unit or any thereof is deployed to a Province the unit shall perform its functions subject to the directions of the Provincial Commissioner concerned. In implementing this the SAPS developed and implemented Standing Order 262 on Crowd Management and The National Municipal Policing Standard for Crowd Management. Standing Order no. 262, in a clear and coherent manner, states that the use of force must be avoided at all costs and members deployed for the operation must display the highest degree of tolerance. The use of force and dispersal of crowds must comply with the requirements of section 9 (1) and (2) of the SAPS act. The standing order further puts in place the procedures to be followed by the police if negotiations fail in a public gathering which exposes the lives of people and property to danger. At the same time, the standing order also prescribes the necessities which are to be followed by the police if the use of force becomes unavoidable, (Ministry of Police, 2013).

Rajin (2012) states that the police service includes functions such as the maintenance of public order and to prevent, combat and investigate criminal

activities. Members of the police are held accountable for protecting and securing the citizens, their property, and to uphold and enforce the law, which basically shares the same reasoning with the study of the Ministry of Police (2013) mentioned above when it talks about the function and the nature of public order policing in the SAPS. The police service in South Africa is classified as an essential service, and according to section 213 of the *Labour Relations Act 66 of 1995*, essential service is the service the interruption of which endangers the life, personal safety or health of the whole or any part of the population. This police service must be rendered in a professional, client-centred manner that is effective, efficient and accountable.

## **2.4 CHAPTER SUMMARY**

It has been deduced from the conceptual and theoretical exposition discussions that police officers carry out an innumerable tasks and duties necessary for law enforcement agencies to operate and be successful. Staff turnover among members of the SAPS is a critical issue which needs to be addressed through incentives and good working conditions. The discussion of the relevant legislation and policies around officials of the South African Police Service has given an indication as to what the legal and policy framework is governing police personnel. The lack of specific legislation and policies outlining the retention of the officials highlights the need of the study. The objectives of the study have given rise to what the intention of the study is all about. The next chapter focuses on the challenges facing the South African Police Service in addressing the high rate of staff turnover in the Zamdela Cluster of Free State Province. This chapter assisted in achievement of the second objective of the study where it emphasised the lack of policy framework to coordinate and handle the junior and middle management police personnel within the Zamdela Cluster.

## **CHAPTER3**

### **EXAMINING INTERNAL SAPS CHALLENGE AND RETENTION POLICY FOR THE LAW ENFORCEMENT IN THE Free State PROVINCE: ZAMDELA CLUSTER**

#### **3.1 INTRODUCTION**

In this chapter, the focus was drawn from the challenges facing the South African Police Service in addressing the high rate of staff turnover in the Free State Province, particularly in the Zamdela Cluster. The nature of police turnover, internal and external factors contributing to the high rate of turnover in the South African Police Service was discussed. As Boshoff, Strydom & Botha (2015:262) indicated, police officials are exposed to multiple traumatic incidents that may cause intense trauma for the individual, family members and the service. The efficacy of the present trauma intervention programmes in the SAPS is questioned because, despite the existence of trauma intervention programmes, police members are still presenting high levels of acute and complex post-traumatic stress reactions. Additionally, the chapter focused on the South African Police Service (SAPS) as the context in which the research is conducted. It discussed the historical context of the SAPS, as an organisation, the process of change and transition as well as consequences of the transition process. The chapter provided a historical exposition of SAPS work under apartheid up until new democratic dispensation. This chapter also focuses specifically on the South African Police Service (SAPS) as the context in which the research is conducted. It discusses the historical context of the SAPS, the SAPS as an organisation, the process of the change and transition as well as consequences of the transition process.

#### **3.2 NATURE OF POLICE TURNOVER IN SOUTH AFRICA**

Wolvaard (2007) and Lambrechts & Prinsloo (2013) assert that all police agencies globally have a common purpose. This includes delivering effective services to the communities in which they are situated. The SAPS also stands for service delivery. This is underlined by the national strategy of the SAPS, which emphasizes the

significance of providing effective and efficient service to the communities, namely the South African public. The values of the SAPS are reflected in the tactical plan for 2005-2010 and include providing “a responsible effective and high-quality service with honesty and integrity. The Constitution stipulates clearly that; the SAPS has a responsibility inter alia to uphold the law. As Wolvaard (2007) observed the roles of the SAPS include policing and dealing with members of the community.

### **3.3 CHALLENGES FACING SAPS IN REDUCING STAFF TURNOVER**

Wilson, Dalton, Scheer & Grammich (2010) explained that upholding the police workforce level is one of the most salient challenges facing law enforcement today. Both demand and supply for qualified officers, in the long run, are changing in a time of increasing attrition, expanding law-enforcement responsibilities, and decreasing resources. These changes contribute to the difficulties that many agencies report in creating a workforce that represents the demographics of their communities, that is committed to providing its employees the opportunity for long-term police careers, and that effectively implements community policing. These challenges, perhaps surprisingly, have persisted through recent recessionary times and may become more challenging as the economy improves. The department resources have continued to decrease and responsibilities to increase, with agencies being asked to do more police work with fewer resources. The police department continues reporting staffing shortages. Meyer, Rothmann & Pienaar (2003:893) supported the above statement that lack of resources and staff shortages can be identified as the stressors dimension with the highest intensity and frequency. The same with inadequate salaries and officers not doing their work can be seen as stressors with high intensity and frequency.

In terms of the briefing to the portfolio committee on Police, 5019 recruits in the South African Police Service were trained in the year 2016 but the issue of staffing level in the Police and cut across all the Provinces and particularly in the Zamdela Cluster it is still a challenge and it brought about the decrease in morale of the members as there is no sufficient personnel to can perform their duties adequately in the required standard (SAPS Basic Training Learning Programme, 2016).

### **3.3.1 Workplace stress and how it influences staff turnover**

Lelyveld (2008) suggests that stress in the police is increasing as they take more and more of the responsibilities of the rest of the society and that the police are increasingly being asked to deal with the effects of high unemployment, political tension, and social deprivation. Mrope & Bangi (2014) elucidated that though the rate of turnover is a call of all organisations today, still the cause's factors amongst organisations and employees and from time to time. It has then been pointed out by the researcher that, poor management practices are the major sources of employee turnover. This increased workload combined with the stress of dealing with traumatic situations can easily lead to depression within the police service. Role ambiguity and role conflict, bureaucratic constraints on individualisation of consumer services, lack of service provider autonomy, insufficient funding, large caseloads, extreme paperwork and concern for the bottom line all create considerable and concrete job stress that leads to burnout (Maabela, 2015).

Lelyveld (2008) asserts further that police stress can be described as any condition which has adverse consequences for a police officer's welfare and has been connected to negative emotional consequences such as divorce, suicide, and alcoholism. Two major categories of stress have been identified in the police work. The first one concerns the nature of police work or the operational factors that are specific to this line of work. Example of this comprises of exposure to danger, facing the unknown, court appearances, shift work and poor equipment. The second category refers to the organisational structure of the police, e.g managerial styles, communication system, absence of administrative and supervisor support, lack of confidence in the management and inadequate career advancement. Lack of training, wages, rotating shifts, promotions, equipment, supervisors, poor communication between officer and supervisor, officer safety issues, reduction of manpower, staff shortages, inadequate resources, time pressure and large work overload can also be included in this category (Ongoro, 2015).

Some of the factors that influence the amount of stress and experienced by police officers within the SAPS were indicated by Meyer, Rothmann and Pienaar (2003), and Mark & Boyle (2013). Those factors are: Having to deal with the crisis situations,

having more paperwork than one person can handle, having to perform tasks that are not part of job description, lack of officers to handle specific tasks, inadequate or poor quality equipment, lack of recognition for the job well done, other officers not doing their job, supervisor's support is lacking. In addition, Majumdar, Dutta and Banerjee (2016) indicated other stress factors experienced at the work place such as negative attitudes experienced towards the organisation, lacking opportunities for advancement, other officers poorly motivated, inadequate salary, staff shortages and seeing criminals go free. Morash *et al.* (2008) confirm the above statement that it is increasingly clear that workplace problems, including negative relationships with co-workers and supervisors, and opportunities to determine one's job activities, also have been related to stress in some settings.

In order to avoid those mentioned factors, it is important to look at factors that improve work satisfaction. It was suggested that the gender of a person can influence the amount of job satisfaction he/she experiences. Women are found to generally experience more work satisfaction than men. This could be due to the stereotyped view that men should be the 'breadwinner' thus putting them in the position of having to provide financially for the whole family. The study conducted by Meyer, Rothmann and Pienaar (2003) found that regardless the culture of employee, women are more prone than men to symptoms of posttraumatic stress disorder

### **3.3.2 Poor salaries accelerate staff turnover**

The amount of wage or salary paid to the employee is usually considered as the main reason for job satisfaction or dissatisfaction. Employees who are well paid consider themselves as more valued and appreciated by the organisation. Money issue is a common cause of stress and can also cause pressure within employees' private lives. Low salary leads to employee's demotivation, poor performance and low productivity (Queiros, Kaiseler & Silva, 2013). High real wages gives workers a sense of determination. Job certainty plays an important role in work satisfaction because it determines the level of the staff turnover and makes employees feeling insignificant and expandable (Lelyveld, 2008). Despite poor salaries, many police officers are frustrated by their working environment which is one of the most important influences on compassion satisfaction. The physical surroundings at work

such as smell and social atmosphere, décor and temperature are some of working environment components. A major proportion of people's time and lives is spent at work and so people want to be comfortable pleasant with the work environment. If the workplace is stressful and filled with conflict, workers experienced low work satisfaction and, consequently, lower productivity. Besides the abovementioned cause of stress at workplace, other factors such as allocation limited resources, policies, restrictive laws, regulations, administrative practices and even unethical behaviour of colleagues can create conflicts and ethical dilemmas leading to job dissatisfaction (Meyer, Rothmann & Pienaar, 2003).

Furthermore, the nature of the work can also be one of factors of job satisfaction or dissatisfaction. With a challenging jobs, workers require stimulation from their employers to boost or motivate their creatively be it intellectually or psychologically in whatever task they are performing. Performing same tasks on the daily basis without a spark of dynamism or variation could become routine causing boredom to workers and reducing their working performance (Ongoro, 2015). For instance, when employees experienced severe work-related stress, they are more likely to develop depression and low ability to deal with trauma. Police officers regularly are vulnerable to work-related stress and vicarious trauma due to numerous features of the nature of their profession (Maabela, 2015). Nonetheless, the working areas also influences the level of stress undergone by a police officer. Some areas are becoming more vulnerable due to their close contacts with survivors or victims of trauma. For example, police officers who are working in areas of child exploitation, victims of crime, major crash, major crime, psychology, and welfare are more susceptible to be affected by those problems that are affecting the community they serve (Ongoro, 2015).

According to Maabela (2015) police officers working within dangerous environment are more likely to be affected by different consequences of community problems. This can affect their feelings, emotions, decision making and social relationships. Additionally, since the South African police services comprises of individuals officers, whatever trauma that affects, directly its members, it also affects the SAPS indirectly. Therefore, the South African Police Service suffers experience of vicarious trauma results in reduced commitment, motivation and productivity, become cynical and

pessimistic, develop issues concerning ethics and boundaries, staff turnover is impaired and there is cost increase due to all of the above. Police members may also experience burnout (Lelyveld, 2008).

### **3.4 INTERNAL FACTORS CAUSING STAFF TURNOVER IN THE SAPS**

According to the Research Unit (2011) established by the Parliament the summary and analysis of the 2010/11 Annual Report of the South African Police Service (SAPS) were focused on the Department's programme performance, the findings of the Auditor-General, as well as information contained in the Budgetary Review and Recommendation Report of the Portfolio Committee on Police and quarterly spending report of the SAPS as compiled by National Treasury, was explained.

The following factors were highlighted as the contributors towards police staff turnover:

- During 2010/11 the number of SAPS killed totaled 93- (36 were killed while on duty and 57 while off duty).
- The high number of official police killed (down by 8% to 93) in 2010/11 and the number of civil litigation and claims against the Department remain as a cause for concern.
- In 2010/11 the ICD/IPID had made 501 recommendations (127 regarding deaths in police custody and 374 regarding criminal matters) for the prosecution to the Directorate of public prosecutions.

Key issues discussed and analysed in the report:

#### **Police Conduct and Discipline**

- **Suspension**

In 2010/11 a total of 476 SAPS members were charged for, among other things, fraud, aiding and abetting an escapee, defeating the ends of justice, bribery and extortion compared to 2009/10 when 362 members were charged in terms of the Department's disciplinary regulations and in accordance with the Prevention and Combating of Corrupt Activities Act, 2004. Three members were charged with more than one crime.

- **Precautionary suspension**

The 2010/11 Annual Report also indicates that 869 employees were given precautionary suspensions at the average of 76 days. A total of 50 suspensions exceeded 90 days. The cost of cautionary suspensions amounted to R8 055 million.

- **Grievance and disputes**

A total of 94 out of 1 084 grievances lodged in 2010/11 were not resolved. In total 783 disputes were lodged with Councils.

**Table 3.1 Grievance and disputes**

Number of members charged	Number of corruption charges	Total members not suspended	Total members suspended	Members suspended with pay	Members suspended without pay
476	479	213	215	48	215

- **Staff turnover**

The overall turnover rate in 2010/11 was 1.4%

In terms of the salary bands, the highest annual turnover rates were in respect of senior management (6.8%). Highly skilled supervision (level 9 – 12) which had an annual turnover rate of 3.6% and lower skilled (levels 1-2) where the annual turnover rate was 2.8%. Staff turnover in 2010/11 was mostly due to resignations (1 161 or 43.5%); death (714 or 26.7%) and retirement (481 or 18%).

- **Sick leave**

The average number of days taken for sick leave per employee was 10 days in respect of all salary bands up to Senior Management level, at a total cost of R663 391 million. This represents a slight increase in the number of days but a sharp increase in costs compared to 2009/10. When the average number of sick days were 8 at a cost of R387 473 million.

**Incapacity leave:** There was a sharp increase in the incapacity leave figures recorded for 2010/11. In 2010/11 the average number of days taken for incapacity leave per employee was 57 days in respect of all salary bands up to Senior Management level, at a total cost of R108 038 million. When compared to 2009/10 when the average number of days taken for incapacity leave per employee was 34, at a total cost of R163 600 million. In terms of salary bands, the highest number of employees who took incapacity leave (temporary and permanent) fell within the Highly skilled production band (6-8), representing 1 877 or 58.4% at an average of 62 days. Short term temporary incapacity leave was for respiratory conditions, followed by muscular, skeletal, mental and behavioural conditions. The leading cause of long periods of temporary incapacity leave was due to psychiatric conditions.

**Ill-health retirement:** it is not clear from the table of the Annual Report whether a total of 141 employees retired due to ill-health, as the information merely states that in respect of the number of cases referred to the Health Risk Manager, there was acceptable of advice in 106 cases (compared to 535 or 5.4% in 2009/10). In 35 cases there was a deviation from advice.

**Injury on duty:** Of the 9 164 persons injured on duty, 653 or 7.1% suffered permanent disablement (compared to 535 or 5.4% in 2009/10) and 76 or 0.8% resulted in fatalities (compared to 107 or 1.1% in 2009/10).

The police work is described by Storm & Rothmans (2003) as one of the society's most stressful professions. The police work comprises of job stressors namely confrontational contracts with the public, excessive paperwork, shift work, threats of violence, having to deal a bureaucratic organisational structure and the militarist nature of policing itself. All these mentioned are accurate in the South African policing, where the longstanding and remaining socio-economic and political turmoil of the past 30 years has occasioned a society characterised by an unprecedented level of crime and violence. Storm & Rothmans (2003) further argued that it is important that the effectiveness of the members of the South African Police Service (SAPS) be monitored, especially particularly in those areas that could impact on standard of services provided by the SAPS.

One area that was monitored by the researcher here was the phenomenon of burnout. The Burnout refers to a metaphor commonly used to describe a state or process of mental exhaustion. The Burnout emerged as a social problem, opposed to a scholarly construct. Moreover, the burnout is described as “a persistent, negative, work-related state of mind in “normal” individuals characterised by exhaustion accompanied by distress, a sense of reduced effectiveness, decreased motivation, and the development of dysfunctional attitudes and behaviours at work. It was found by Klopper (2003) that burnout has shown a detrimental effect (including depression, a sense of failure, fatigue, and loss of motivation), not only on individuals but also on communities and organisations. For the organisation, these detrimental effects comprise of absenteeism which is commonly showing an increase in the South African Police Service, the high employee’s turnover rates, ill-health and deterioration in psychological well-being which is very high nowadays in the police and decreased productivity (Klopper, 2003).

Studies of Randall and Buys (2013) and Storm and Rothmans (2003) revealed that a police officer suffers from burnout maybe exposed to violence, early retirement patterns, and serious incidents, such as death, homicide and assault on police officers. Nevertheless, this risks also includes organisational factors such as stress and fatigue due to insufficient number of workers or staff shortages. This is an indication that many police officers experience within their working conditions both highly stressful and traumatic. The abovementioned factors make mentioned in this study are not an isolated case for that causes the police officers turnover in the Free State Province particularly at SAPS at Zamdela Cluster they are also relevant and applicable to national SAPS. Klopper (2003) explains that these factors are true for a police officer. In comparison with other occupations, police work has been identified as a particularly stressful occupation. This is even more in the South African Police Service. It was also highlighted that the evidence for the increasing distress of the SAPS can be found in the alarming rise in suicide statistics; an increase of 60 out of every 100 000 police officers, compared to incidents of 5 out of every 100 000 for the general public in 1991. There has also been a dramatic increase in medical boarding- particularly for psychological reasons – as well as in divorce statistics, and alcohol and drugs abuse. Klopper (2003) went further saying that burnout is not only

related to negative outcomes for the individual, but also to negative outcomes for the organisation. He said that burned-out workers show a lack of commitment and are less capable of providing adequate services, especially along dimensions of doing crime prevention by way of foot patrol in the Central business district and the tracing of the most wanted criminals outside their normal working hours without remunerations.

The South African Police Service Annual Report (2015/16) shares, the same views with the study of Klopper (2003) in that police members of the SAPS are incessantly exposed to traumatic and stressful situations and events. This happens on the daily basis. Some of police officers experience both psychological and emotional challenges. The SAPS provide professional councilors and different programmes in support of its members as well as their families when necessary. The SAPS empowers its members with ability to deal with difficult circumstances. It is evident that there is a serious challenge in the South African Police Service. This has also been linked to the study of Storm & Rothman (2003) in that a police officer suffers from burnout maybe exposed to violence, early retirement patterns, and critical incidents, such as death, homicide and assault on police officers. Between 2015 and 2016 financial year, Employee Health and Wellness received and dealt with 30 694 requests, subsequently providing assistance to 56 950 SAPS workers. During that period (2015/2016), around 6 765 operational members were assisted for trauma debriefing caused by traumatic scene or accident witnessed.

According to Lelyveld (2008) police members of the South African Police Service (SAPS), due to the nature of their work, experience a constant physical, emotional and psychological stress. Thus, one can see that this profession (policing) is, in many cases, more subjected to trauma, depression and suicide ideation compared to others professions. The growth rate of suicide within the SAPS in the past years has generated a worldwide major concern. Klopper (2003) and the South African Police Service Annual Report (2015/2016) shares the same in that the management of SAPS, having realised that the police officers are more likely to experience trauma in their daily duties. The South African Police instructed that police officers involved in trauma or related incidents within service should be provided with the professional help for debriefing.

Lelyveld (2008) argues to further saying there are certain responses that have been recognized in law enforcement members who are suffering from vicarious trauma. The most experienced is the presence of physical modalities. This is where the law enforcement personnel experience vivid sensory memories of the event during an anniversary reaction. These signs comprise of sounds, smell, images, and tactile sensations. The patients may become generally irritable and struggle to sleep. The remuneration is usually the main reason for job satisfaction. A faire salary motivate employees and stimulate their performance. Money issues is common cause of work stress and has consequences not only on workers but also on their families and the entire society. Low earnings result in demotivation and lower performance, absence of appropriate training, rotating shifts, inadequate equipment, privation of promotions, ineffective supervision, lack of communication between employees and supervisors, a decrease of manpower, personnel shortages, limited resources, insufficient time allocated for task and much workload have been also identified by various studies as causes that influence employee's motivation, job performance, employee's commitment (Meyer, Rothmann & Pienaar, 2005).

The South African Police Service in the Free State Province, particularly at Zamdela Cluster in the Detective Service environment as an example, there are stations where members are carrying heavy caseloads hence new cases are opened daily. The new cases are to the multitudes of existing cases making it difficult to the police officers to deal their daily duties (Mofokeng, 2015). Resources shortages and insufficient staff members contribute towards the increased number of caseloads provided to each SAPS individual. Consequently, increasing the work-related stress Lelyveld (2008). Given the stress experienced at work, the quality and quantity of the work decline. Henceforth, the motivation is needed to improve the quality and quantity of the work performed. The loss of confident and motivation negatively affect employee's morale and attitude towards the work (Meyer, Rothmann & Pienaar, 2005).

## **3.5 EXTERNAL FACTORS CAUSING STAFF TURNOVER IN THE SAPS**

### **3.5.1 Stress and Police Turnover**

Buyss & Randall (2013) state that one of the great concern that impacts negatively to the police officers as an external factor that causes them to turnover in the organisation is the stress in the work context. Over the past two decades, professional stress has gradually recognised the effect of organisational factors, such as organisational culture, on stress-related issues in policing. While police officers face operational stressors namely occupational exposure to body fluids, critical incidents and violence, these causes of stress are significantly added to or moderated by organisational factors. For instance, the expansion of PTSD, which is the most affected investigated consequence of trauma in the police officers, has been treated as major factor of work environment.

### **3.5.2 Health-related illness and staff turnover**

Rothmann & van Rensburg (2002) explained it further that police stress is related to health problems, antisocial behaviour and suicidal ideation. Factors that causes stresses to the SAPS members comprise of: (i) organisational factors, such as paramilitary structures; (ii) operational matters associated with tasks such as rescuing traumatised people, protecting people, role conflicts and dangerous work; (iii) external systems, such as the criminal justice system, and public perceptions, including media coverage and; (iv) personal life stressors. Serious incidents are described as adverse events which may result in a range of symptoms from exhaustion to symptoms of progressing mental illness. These mentioned factors are associated with post-traumatic stress disorder (PTSD) symptoms within a SAPS member, as well as measurable psychological and physical symptoms. It is important to note that police officers are exposed to a high degree stress in the form of disasters and critical incidents, such as deliberate violence against humans, and a mediated traumatization (Buyss & Randall, 2013).

### **3.5.3 Job insecurity and Police Staff turnover**

Chepkilot (2005) explained the other factors that added to the turning over of police officers which has been rising the insecurity in Kenya is the low morale, the very

same factor is also happening in the South African Police Service (SAPS) such as the need for emotional and physical safety, job security, job stability and safe working condition which brings about low morale of personnel. The self-actualisation as a need for growth is not happening rapid or in vast as it is expected to upgrade the lower levels as employees must take too long in a rank. These factors have been seen rising or identified as the low motivation of employees. The Maslow's theory of hierarchy of needs as the motivational tool is not taken up seriously in the police and as it is the following problem indicators which include: absenteeism from workstations, low quality work, low productivity, lateness, corruption, laziness, high rates of complaints by workers, and high staff turnover among the employees exist. Sefako (2014) approves that high levels of control are linked to high levels of job satisfaction, job involvement and performance organisational commitment, while low levels of control are linked to high levels of emotional distress and the intention to leave the job.

Reece (2011) explains that various police agencies are confronted with the issue of police turnover. He further explained that the issue of police officer turnover is worsened by the fact that police employers are unable to fill vacancies due to the loss of veteran officers, and police officer turnover can result in the staff shortages as more are needed on the streets and work prolonged hours. Other factor that contributes to policing issues is the unstable economy, diverse job market, and inherent job risks; while police unions and other employee groups commonly blame low salaries. The study of Buys & Randall (2003) linked the above-mentioned factors that employee turnover in the organisation as results of stress in work environment which is a significant problem given the economic impact on employees and society due to increased worker's compensation costs, to employees given its impact on job satisfaction and quality of life. Chipkilot (2005) joined the two studies raising the low morale as the factor that impeding negatively on employees and can cause the employees to turnover from the organisation.

#### **3.5.4 Coping mechanisms to mitigate police turnover**

Meyer, Rothmann & Pienaar (2003:884) state that coping mechanisms refers to the cognitive and behavioural efforts employed to manage, master, tolerate and reduce

external and/or internal demands that exceed a person's resources. The study stated that coping is regarded as a dynamic process that varies according to the situation and the corresponding appraisal made by the individual. The South African Police Service strategic plan (2014-2019:30) supports the above-statement that the use of effective coping strategies and a strong support system protect its employees from psychological distress by reducing or eliminating distress and improve health and wellness profile of the organisation.

According to Mohlamonyane (2016:1) participation in sport in the South African Police Service is meant for all employees in the organisation as service and programmes of employee health and wellness. He further mentioned that the South African Police Service offers employee recreation sport in the South African context to promote physical fitness, social interaction among all members and above all, as a tool or vehicle to reduce stress amongst the members of the South African Police Service. This is viewed as the best way of coping mechanisms for mitigating stress amongst members of the Police Service in order to eliminate the high rate of turnover.

### **3.5.5 Utilising Alcoholics Anonymous groups**

Giblin & Matthew (2017) suggested a multi-layered approach, aiming improvement of coping mechanisms in officers (moving from avoidant and negative coping strategies towards cognitive problem-solving strategies), as well as addressing adaptable stressors such as organisational unfairness and job dissatisfaction. They also highlight implementation of innovative strategies by some progressive police organisations that embrace the provision of specific cognitive problem-solving skills programs. Alcoholics' Anonymous groups, couples' counselling retreats, peer support programs, changes to organisational structure, improved training programs and critical incident management systems. Prevention and rehabilitation processes are more likely to be impacted by the police personality and culture. Police operating personalities can be developed in the context of the paramilitary organisational culture, the divided organisational subcultures (officers and staff) and the nature of their duties. These operating personalities include various characteristics such as

natural suspicion (of outsiders and management), increased alertness to danger, solidarity with other serving officers and bravery.

Farlam (2013) maintains further that, the idea to militarise the rank of the police also contributed to the use of greater force- the adoption of military ranks was even credited with reducing the crime rate. Since January 2004, South Africa underwent a series of public and labour demonstrations or unrests involving significant levels of violence. While police reaction to these demonstrations did not always lead to deaths, in a period of fewer than five months, from the middle of February to the beginning of June 2011, eleven people were killed in such demonstrations. In the policing context, injury or diseases translates to no longer being an active serving officer, no longer being brave and not being able to stand alongside colleagues in the face of police officers. Briefly, the background and process issues described above request for a solution in both overt processes and policies and less tangible interpersonal factor concerning organisational culture, climate, characteristics and understanding about stress, (Springer, 2017).

### **3.6 THE HISTORICAL BACKGROUND OF THE POLICE STAFF TURNOVER IN SOUTH AFRICA**

The South African Police Service was implemented on the 1 April 1913. Between this date and its disbandment in the early 1990s, the SAPS was normally called upon to assist the military to fight against the opposition to the government. This role was dominant during the apartheid era when the country was regarded as a police state (Young, 2004). The South African Police under apartheid proved this colonial inheritance. According to Brogden and Shearing (1993), police forces globally focus on repression rather than social empowerment. The problems begin when police forces are centralised to state functions. Buntman and Snyman (2002) argued that, the South African policing, contemporary, are misunderstood when described without appreciating the impact of apartheid in shaping today's realities of crime and justice. This context was reviewed and then scrutinized determine how contemporary South African law enforcement has been conceptualised in the South African Constitution, law, and policy. As it is the case for any society, and especially a transitional democracy experiencing enormous flux, gaps exist between policy and practice.

The South African apartheid government depended on the police to preserve its colonial and apartheid policies (including, notoriously, its policies of racial segregation) in defiance of internal opposition and international environment where decolonisation had become the norm. Watson (1999) asserted that as a state servant, police officers were expected to be loyal and obedient to the state and thus becoming progressively oppressive towards its black citizens. Mostly, the insufficient condition of service persisted as a norm throughout the period of apartheid but the SAP's commitment to the state never wavered, bar one isolated, short-lived incidence. Policing in South Africa the past decades therefore isolated the police officers from a large segment of the community whose security was supposed to be protected by the police forces (Young, 2004). Buntman and Snyman (2002) supported the above statement by indicating that diversity in South Africa is more likely to be associated with race and discrimination. The arrival of Europeans into South Africa came with the intention of controlling over African peoples and their land. The apartheid was used as a tool to achieve this objective as stipulated in the governing National Party's doctrine and practice of white minority rule from 1948 to the early 1990s.

The movement towards bigger militarisation of the South African Police was symbolised by the implementation of universal riot control, the deployment of the police in the ex-Rhodesia and the use of armored vehicles to quell township unrest (Van Vuuren, 2014). Even though the rhetoric that South Africa was a police state was tactically useful to opposition movement at the time, in fact, the South African Police remained equivalently understaffed, under-funded and under-equipped. Although the police served the interests of the apartheid state, public accountability of the police should be supposed to be understood within a broad social and historical context in which the police represented only one of many oppressive state structures (Young, 2004).

### **3.6.1 The impact of change and transition on individuals**

Procedures of alteration always imply ambiguity. According to Faul & Rose (2012) in recent years, the South African non-governmental organisations called SAPS to professionalise its department. The Strategic Plan of SAPS (2010/2014) made it very

clear that the police were making the country ready for the type of policing management for the forthcoming years, that was, between 2010 and 2014. This type of policing will be provided a professional capacity to intensify the fight against crime and make the country safer. Van Graan (2008) concurs that whereas police districts were being dramatically expanded from a narrow focus on patrol to the full range of police services needed to solve crimes and address neighbourhood problems. The plan, therefore, creates the basis for the management to refocus on visible policing and crime prevention; enhanced detective services and the capacitating of the Directorate of Priority Crime Investigation; the central role that must be played by crime intelligence and the development of a more disciplined, professional force. In response, the SAPS pointed out that it was already a professional organisation and focusing on further professionalization. For police officers who place a high value on feelings of security, as will be discussed later, creates extra stressors. Strangeness and irregularity can be the source of severe threat and stress. Soldiers who know what is expected and what how to handle their tasks have a decreased likelihood of experiencing later psychological disorders. The fact that the active process of transformation in the SAPS is still incomplete after 10 years aggravates the feelings of uncertainty. It is unfortunate that many members resist against the transformation and transition process, due to the uncertainty, negativism, low motivation, low productivity and, ultimately, also issues relating to mental health (Young, 2004).

The integration of eleven police forces through the transition process was a combination of people with a deep-seated distrust and animosity towards one another in one organisation, to work towards a common goal. The nature of policing requires a trusting relationship among buddies to watch one another's back. It therefore means that suspicion, hatred and mistrust may seriously hamper effective functioning as a police officer and contribute to feelings of doubt and insecurity (Mohajane, 2017).

Numerous changes in the SAPS were focused on bringing about gender based, race and equality with accompanying implications and tensions between individuals. In accordance to the affirmative action, certain posts and positions were designated for a specific race or gender groups. Therefore, people coming from other groups than those who form part of the designated groupings often feel violated, treated unfairly

and discriminated against. On the other hand, some individuals from designated groups acknowledged the posts were allocated to them based on their performance rather on their group. This action of getting employed based on where you come from, has a repercussion on job satisfaction and employee's performance and productivity because it might be the cause of affliction and conflict associated with affirmative action issues (Young, 2004).

Swanepoel (2003) detected that mental health issues during the transition are reflected in the high and escalating turnover of personnel; a rise in medical boarding, as well as a high suicide rate comparing both to the rest of society and to police services in other countries. Indications such as patience deficiency, moodiness, tension, alcohol abuse, aggression, depression, emotional numbness, loss of motivation and interest in the outside world affect the ability of the police officials to function in the family, social and professional worlds (Young, 2004).

According to Milton (2013) two options exists for a police officer intention to quit his job or leave the organisation. Those options are either resignation or medical boarding. The second option is applicable when a police officer in need of quitting the organisation due to his/her unfitness caused by either physical or emotional factors. To be medically boarded holds far better financial benefits for the individual compared to resignation. For instance, members who are medically boarded continue to be a beneficial of medical aid and continue to receive a percentage of their monthly remuneration until they die. Nonetheless, this has serious financial implications for the organisation (Swanepoel, 2003).

### **3.6.2 Police staff turnover in the global context**

The National Police Chief Council (2016:5) observes an ongoing decline of employees in 2015 even though the reduction rate of police officers has slowed down in South Africa. The Metropolitan Police Service recruitment of officers also experienced a decline. Nonetheless, no indication of factors describing difficulties in recruiting sufficient applicants at the appropriate standard (Swanepoel, 2003). In fact, many opportunities to join policing through different routes are extended and limitations are reduced. In comparison to other sectors, turnover of police officers remains low, with the majority of officers leaving either through retirement or transfer

to other forces, which is a big challenge experienced by the Police department across the United States as well (Roufa, 2017). The decline within policer officer is experienced by various countries. The Police Federation of England and Wales survey for 2015 has been publicised and does indicate that morale and motivation were declining (Brough & Frame, 2004).

Lynch and Tuckey (2008:15) argues that despite the well-publicised concerns regarding the number of officers leaving the police service, statistical analysis of both Australian and New Zealand police jurisdictions revealed a low level of turnover over the recent years. Findings indicated that total turnover of sworn officers was lower in Australian police organisations compared to the Australian public sector organisations. The study also indicated that voluntary sworn officer's turnover in policing was also lower than in the Australian public sector, but higher in the international public sector (ACPR Bulletin, 2002). The turnover rate of sworn police employees was much higher than that of the sworn officers. Several explanations can be linked to these findings. Firstly, unsworn police employment in the police organisations is often contract-based, typically short-term. This may reduce the period for which employees remain within the organisations and, conversely, increasing the rate of people moving through the organisation. Secondly, sworn policing includes a set of highly specialised skills that are directly relevant to a limited number of organisations. On the other hand, the specialised skills of unsworn employees are more easily transferable to other non-police organisations (Brough & Frame, 2004).

### **3.6.3 Unavailability of Performance Appraisals on Staff Turnover**

Although the world is experiencing a decline in people having one career for life, becoming a sworn police officer is still perceived as a life career more so than other occupations (e.g. due to a "calling" to the profession, the tight-knit culture, and/or the strong bonds that are formed). Contrary to the sworn police officers, contract-based employees are typically not in a position to remain with one organisation throughout their working lives. Mohamed et al. (2015) elucidated that one of the most vital HRM practices is the performance appraisal. This is because the appraisal of an employee would either shape a satisfied frame of behaviour after being appreciated or a frame

of dissatisfaction after not being appreciated. Additionally, training and development of employees also shape their engagement and commitment towards the organisational development. Training and development programmes are undertaken to make the employees capable enough to perform the assigned tasks and effectively and efficiently. Therefore, employees feel more involved in the organisation performance and development. Kumarasamy et al., (2016) concurs to the above statement and explains that in the lack of a work-life balance can lead to employees wanting to leave their organisations. This would cause the organisation to lose its valuable and irreplaceable employees. Consequently, it is important to understand factors that improve the work-life of the police officers.

It was also found that that female officer's turnover is high compare to that of males. In particular, the highest percentage of women leaving the police department occurred in the 25-39 years' age bracket. Scholars suggest that this age category coincides with the time period when women are most likely to experience family pressures raising concerns about the extent to which police organisations are "family-friendly" employers (Brough & Frame, 2004).

#### **3.6.4 Resignations and Staff Turnover in Australia**

Resignations were acknowledged as major form or turnover for sworn officers. Separations of this type are voluntary and therefore primarily avoidable, whereas involuntary turnover (such as retirement or dismissal) is more often unavoidable and less able to be prevented. Given that voluntary resignations made up the bulk of separations, the overall turnover rate in the police organisation should be responsive to organisational initiatives designed to reduce this form of avoidable turnover. This is a particularly important implication for police agencies currently facing difficulty in preserving sufficient numbers. Numerous Australasian police jurisdictions have faced difficulties in meeting recruitment targets in the recent years. In the case of the South Australian Police, for instance, overseas police jurisdictions have been looked to address number shortages. Prior to effective turnover prevention strategies can be designed and implemented, jurisdictions will need to identify the main reasons officers cite for leaving police service. Exit interviews represent one way to gather the required information (Wilson & Weiss, 2012).

Lynch & Tuckey (2008) reiterate that the worker's turnover remains a key issue for organisations. As key employer group, police organisations have a principal interest in retaining qualified and experienced workers in an increasingly competitive labour market. In recent years, there has been increasing concerns within Australasian policing regarding the number of sworn police employees leaving from the police profession. Police unions, in particular, have publicly expressed anxiety over high resignation rates and the perception that sworn officers are leaving the police service early in their career. While much of the rhetoric surrounding police turnover in Australasia has centred on the reasons why sworn officers resign. The lack of reliable data has thus far prohibited an analysis of the alleged "problem" in detail. Accordingly, to clarify the nature of the police turnover problem throughout Australia and New Zealand, the Australasian centre for policing research conducted a comprehensive examination into the greatness and nature of sworn officer turnover across Australasian police organisation. ACPR Bulletin (2002) attests that employee turnover is a major human resource issue for several organisations. This is precisely what occurred to the South African Police Service particularly in the Zamdela Cluster, Free State Province.

In Australia, according to the provision outlined in the workplace injury Rehabilitation and Compensation Act (2013) employers have a legal responsibility to prevent and manage workplace injuries. This comprises of the provision of the safe work environment, workers' compensation insurance and rehabilitation assistance. Employers should also observe health and safety legislation, regulations and codes of practice. Those employers that manage and reduce work-related injury and disease beyond legislative demands can reduce insurance premium and increase productivity and company reputation. Several studies have acknowledged workplace interventions as crucial to recovery and fruitful return to work, recognising that environmental factors, such as work tasks and work organisation, social relationships and organisation culture, are significant in work disability. A favourable work environment is particularly important when returning workers with mental health issues in the workplace (Shuping, 2016).

Lynch & Tuckey (2008) contend that many reasons account for why worker turnover remains a significant focus for organisations. Traditionally, the driving force behind

the turnover research has been the economic implications of high turnover, which is unremarkable given the (necessary) business focus of the most organisations. Specifically, a number of financial costs associated with worker separation have been identified, including the cost associated with the hiring and training of new staff. The contemporary turnover literature distinguishes, however, that turnover can be positive for organisations. This mainly depends on who leaves and who stays, for example, turnover can provide an organisation with chances to prevent sluggishness, displace low performers, introduce new information, and help facilitate change.

Mastrofski (2007) affirms further that police organisation possess a single characteristic that make turnover a more pressing issue. The cost of training replacement personnel, particularly sworn police officers, represents a substantial cost to police organisations, over and above that in other organisations. The high level of organisational and job-specific knowledge required means that high turnover has the potential to severely impair organisational performance and service delivery while replacement personnel is selected and adequately prepared for the diverse police role. This is compounded by that fact that police organisations are unable to recruit fully trained sworn personnel directly from the public or even from other jurisdictions. More than ever, the duty of ensuring that police organisations retain institutional knowledge and maintain the comprehensive skills base required to meet current demands represents a key objective for police management (Lynch & Tuckey, 2007).

### **3.6.5 Poor working conditions and police staff turnover**

The Zimbabwe Lawyers for Human Rights (ZLHR) (2013) states that lack of skills within the police department is a challenge in South Africa. A shortage of human resources and equipment were also reported as a problem within the Zimbabwean police department, with key programmers such as the Victim Friendly initiatives suffering as a result. There were highlighted to reinforce the capacity of officers' analytical skills in assisting them to deal with the criminal cases more professionally and effectively. It was stated that there was limitation of budget to feed accused persons while they ate in police custody. Furthermore, there is sufficient and suitable

accommodation for witnesses as the infrastructure was reportedly dilapidated. Poor conditions of service for officers were recognised as a vast challenge related to poor conditions of service among police officers, with the low remunerations making officers susceptible to corruption. It was established from interviews that supplementary lowly incomes by soliciting for bribes was a common practice among police officers and were related to traffic offences, custom, and excise offences, and more complex cases involving more senior officials (e.g. trading in precious minerals). According to a news report quoting a 2012 survey by Transparency International Zimbabwe, 53 percent of Zimbabweans said they had paid bribes to police officers. It is difficult to see how corruption within the police service could be curbed unless salaries are improved. At the time of the study, salaries of ZRP officials reportedly amounted to an average of US\$320, while US\$600 was necessary to support a family of six.

### **3.6.6 Limited accommodation and police turnover**

In regards to lodging, a senior officer in the police force interviewed during the study mentioned shortages of accommodation within the community and this made it difficult for police officers to operate when they are called to take action within the communities where they live. This is an issue that led most of the police officers to leave their jobs (Gyamfi, 2014). The study of Hur (2007) indicated that the police turnover has been dominantly costly to the organisation and therefore, should be reduced. The study further asked the police chiefs and sheriffs about the major concerns they have. Staff shortage due to turnover has been consistently ranked first and second among major concerns that the police chiefs experience (Hur, 2007). Turnover can be an even more serious concern, especially among small police agencies because they are particularly inclined to reduce law enforcement services while new staffs are being recruited or receiving basic training. Ongori (2007) elucidated that organisations invested more on their workers in terms of training, maintaining and retaining those employed within the organisation. Therefore, managers at all costs must minimise employee's turnover.

### **3.6.7 Job dissatisfaction and police staff turnover**

Different studies on the causes of turnover within policing organisation indicated that job satisfaction level and stress related to job are as the major reasons for a high turnover. For example, when the expectations of new police officers are not met during early years of their careers and facing various challenges, they decided to leave their employment and look for other jobs that can meet their expectations and with suitable conditions. While some empirical research exploring the inverse relationship between job satisfaction salaries, employment benefits and the turnover rate confirmed their predictions. Some other empirical studies' findings, underpinned the importance of management to raise their workers' overall satisfaction to reduce turnover rates, (Lekhuleng, 2016). Mabindisa (2013) argues that turnover in the police to be mainly caused by low salary, job dissatisfaction and unfair treatment. Staff turnover costs include separation, replacement, recruitment and training costs. Therefore, if management were aware of the causes of staff turnover they could try to resolve the turnover problem. The study indicates that management in different organisations works hard to reduce the high rate of staff turnover. Management is concerned with managing human resources in such a way that the employees become one team working for the same goals. The Mabindisa's study further interface with what is currently happening in the South African Police Services at Zamdela Cluster, where new employees have expectations but when these expectations are not met more especially the young employees, they may start withdrawing from work using sick leave, family responsibility leave and all kind of excuses. Employees expect that their performance will correlate with the rewards received from the organisation. Employees set expectations about rewards and compensation to be received if certain levels of performance are achieved. These expectations indicate goals or performance levels for the future employees (Mohamed *et al*, 2015).

Lee (2014) explains that job satisfaction is the most ones that displayed the employee's attitudes in the organisations that the researchers tried to specify factors that explain reasons that distinguished employees' work satisfactions. One profession in which job satisfaction has received considerable attention has been the police force, due to its distinct job characteristics. For the past decades, scholars

studied police officer job satisfaction mainly in regard to demographic characteristics of officers, such as gender differences and other basic demographic characteristics. Although the focus of research on basic demographic characteristics has added to the field of criminal justice, it has not fully provided relationships among these demographics satisfaction. Wang et al (2014) concur with the above explanation that job satisfaction is a positive emotional state coming from an individual's subjective experience with his or her job. Job satisfaction reflects the degree to which a person wants, need, or expectations are met in the work environment. More especially, job satisfaction represents the employee's happiness acquired from his/her work.

Lee (2014) makes the following findings on police job satisfaction that adverse attitudes towards employment negatively impact on the officer's job performance. This poor performance can impact negatively on police and community relationships by degrading the public attitudes towards the police. Police officers job satisfaction is directly related to citizens' trust, police legitimacy, and most importantly to uphold the law. When officers who are employed by the state to maintain the law are not acting within the legitimate boundaries of his/her job requirement because he/she is not satisfied with the job, negative relations with the public can result. Additionally, having police officers with high job satisfaction may lessen the turnover rate and job stress. Job turnover rate is important because of financial reason. The study further recommended that increased recruitment and training expenses for new police resulted from high employee turnover due to work stress (Mohamed et al, 2015).

This added financial burden negatively affected the already limited budget of police agencies. The study further emphasised the importance of investigating police job satisfaction. It is claimed that negative attitudes towards work can adversely affect job performance in both the quantity and quality of services provided; implying that if an officer has a negative assumption towards his or her job, they will express their stress intentionally or unintentionally towards the citizens that they encounter (Korm, 2011) This encounter will provoke citizen's siege mentally of us versus them; leading to police officer's job dissatisfaction, it is significant to satisfy officers as job satisfaction promotes a lower level of stress and burnouts which may lead to better performance of police officers. Ivanko (2013) supported this statement that job satisfaction with the nature of the work itself- which includes the tasks the person

performs, the people the worker interact with, the surroundings in which person works, the way the organisation treat workers- predicts overall job satisfaction. As these few reasons indicated, it is necessary to explore possible options for police officers' job satisfaction (McLemore, 2016).

Lee (2014) advocates that educated officers perceived themselves as more professionally qualified for the job but they were not allowed to have a great amount of autonomy due to regulations by the department. Adding to this study, suggestions were made that college-educated officers preferred less regulation and control from their supervisors and wanted challenging jobs. To give officers more satisfaction, they decided that the department should provide them more challenging tasks that get the officers excited, and that offers a higher level of communication at work, feedback, and participative decision making found that there was a positive relationship between higher education and police officer job satisfaction; but, this relationship only existed with officers having less than five years of experience. The relationship was negative after five years of experience. In a more recent study of Turkish police, it was found that higher educational achievements may be related to higher job expectations. Simply, more educated people expect more from their jobs and when these expectations are not met, they will become dissatisfied with work. Summarising from the studies presented above, the educational levels seem to heighten the expectation of the job, and if these prospects are not met, lower level of job satisfaction will follow.

The study of Beyhans (2008) further indicates that employees who are more educated expect more for their accomplishment and autonomy at work and more chances of advancement. When these desires are not met, dissatisfaction commences. On the other hand, the study indicated that although the education level of police officers is positively correlated to the job satisfaction it is not statistically significant. The job satisfaction is also characterised by other factors besides those mentioned.

### **3.6.8 Work environment and police staff turnover**

As previously listed, work environment also plays an important role on police officers' job satisfaction (Balci, 2011). According to Lee (2014) police officers, due to their

respective work environment endure various types of job stress. Therefore, this job stresses lower officers' job satisfaction. The study indicated further that higher levels of job-related stress resulted in a lower level of job satisfaction. Job stress occurs when officers are strained in certain job tasks that they do not want. Other characteristics of work stressors have been noted in the past. For instance, operational stressors, or job content stressors, would be stressors that might result in individual dissatisfaction with officers' jobs. Other studies have indicated that police officers have to deal with a variety of unique occupational stress. Example of this type of stress might comprise of the sudden death of a co-worker, victim or suspect. Dealing with victims of crime, violence and accident may also be disturbing for law enforcement officers. Also, stressors related to court and the justice as a whole, such as the courts failing to prosecute (Erciktie, Vito, Walsh & Higgings, 2011).

Mason (2010) argues the apparent image of the public, together with criticism and lack of status also impact on professional stress for police officers. Stress and disaffection towards employees come from both organisation factors and work related factors. The study recognized multiple mid-career experiences that cause stress. Among those causes one can mention: a slower growing or even declining organisation, perceived constriction of career opportunity, ambiguity and uncertainty about one's future career role, mid-career change experienced as disjunctive and individualised, greater awareness of changes in the work role, and absence of change (Burke & Mikkelsen, 2006).

Sureh *et al.*, (2013) asserts that any communication is vital among police officers. His study scrutinized job dissatisfaction and cynicism in work environments. The authors emphasized on variables that influence police officers' job dissatisfaction. For instance, when relations with supervisors are strained, police tend to be more cynical as they believe that their work is not appreciated by their supervisors (Ma *et al.*, 2015). The study concludes that feedback is positively and significantly related to the employee's job satisfaction. The study also found that besides the positive effect of feedback towards employees' satisfaction, it also impacts police managers job satisfaction. Consequently, good communication between officers and their supervisors plays an important role to job satisfaction.

In mitigating the high rate of police staff turnover, social support is fundamental. Such social support can be distinguished into three categories, assistance from supervisors, assistance from a co-worker, and assistance from family/friends (Ma et al., 2015). The study by Claudia concludes that employees who receive support from their supervisors reported higher job satisfaction as compared to their counterparts. Low salary, unfair treatment by the attitude of the supervisor and job dissatisfaction, including the political and economic pressure within the department (Hur, 2007; Mabindisa, 2013; Lynch & Tuckey, 2008).

### **3.7 POLICE STAFF TURNOVER IN THE AFRICAN CONTEXT**

In South Africa, a study conducted by Public Service Commission (2015) revealed that inefficient administratively flawed recruitment decision has a demoralising effect on other employees as their roles may be workload is severely enlarged while time, money and effort are spent increasing new qualified employees. The effect of low morale and complaints among employees on an organisation comprise of low productivity, high staff turnover, poor service delivery and loss of public confidence in the organisation (Alphonse, 2016). The study indicates that the emotional strain which is present in the police officers and associated financial costs experienced by subordinates and the organisational cost associated with an employee's failure to perform and deliver can be long-term and indirect. Some of the negative consequences of selection errors that have financial and non-financial implications are: poor performance leading to productivity losses; absenteeism; loss of self-esteem; low morale amongst peer workers who are compelled to assume more responsibility due to someone else's non-performance; complaints' expectations not being met; injuries and accidents; possible litigations and union activity; and labour turnover leading to future recruitment costs. The last mentioned factor is being experienced by the South African Police Service today (Cornelius, 2016).

The solution to the workplace stress injury is particularly pertinent in front-line emergency services, such as the police services. Personal and other service professions possess the highest frequency of workers' compensation claims for job-related diseases and up to 75% of these claims are for mental disorders. Police services, corrective service and fire brigade services account for 84% of the mental

disorders claims in the personal and other services job-related categories, (1), making these public order and safety professions a primary concern for mental disorder claims. Police officers and emergency service personnel in particular face working stressors and these stressors are substantial added to or moderated by workplace factors, requiring an organisational reaction to injury (Boshoff, Strydom & Botha, 2015).

### **3.7.1 The retention policy for reducing employee turnover in SAPS**

In terms of the strategic plan 2014-2019 of the South African Police Service, the National Minister of the Police Mr Nathi Nhleko and the National Commissioner Riah Phiyega makes the statement in the plan that the police force and the army shall be open to all on an equal basis and shall be the helpers and protectors of the people. He further mentions that the strategic plan which was presented should be in the furtherance of the Constitutional imperatives and the pillars as dictated by the National Development Plan. In the plan, the four pillars were stated

- Consolidation of the Criminal Justice System;
- Professionalisation of the Police Service;
- Demilitarisation of the Police Service; and
- Building safety using an integrated approach.

Behind these strategies are human beings, the dedicated men and women in blue who give their all to ensure that the country is better than it was before 1994. These are the human beings whose wellness is imperative and our strategies would fall flat if we gave even an inch away from doing what is right for their well-being. Chapter one reference confirms this that the South African Police Service and the South African National Defence Force have the wellness structures such as Employee Wellness Programmes and Assistance Employee Programme in place to address their employees' needs and challenges.

The Strategic plans of the South African Police both (2010-2014 and 2014-2019) does not reflect the issues of turnover of employees and how it should be prevented as the high rate of staff turnover is too high. It has also been noticed that the South African Police Service, both in the National, Provincial and to the Cluster levels does

not have the retention policy document that can prevent the challenges of the staff turnover.

### **3.7.2 Crime prevention in the SAPS**

According to the Gauteng Department of Community Safety (2016), the key areas of police performance include inter alia, crime prevention, detective performance and crime intelligence. The other aspects of police performance include community-police relations and overall compliance with government legislation. There are various existing definitions of police accountability, however, for the purpose of the study, the definition will be confined to police agency –level accountability which involves the performance of law enforcement agencies with respect to controlling crime and disorder and providing services to the public. One could also make mention of individual-level accountability which entails the conduct of police officers with respect to treating citizens lawfully, respectfully and equally. Green Paper on Policing (2013) explains that since achieving democracy in 1994, South Africa has scored many successes in consolidating its approach towards the creation of a safe and secure environment for all its inhabitants.

The instantaneous challenge post-1994 was to reform the policing apparatus into an institution of governance while also dealing with the pressing need to address spiraling crime rates. Ensuring the welfare of all citizens thus became the primary focus of the democratically elected government. This would be partly achieved through the establishment of a transformed, accountable, and accessible criminal justice system (CJS). The merger of the eleven policing agencies constituted under apartheid was the starting point for building legitimacy and trust in the newly established South African Police Service (SAPS). The need to inculcate a culture of police accountability and an ethos of democratic policing was principally significant considering the historical practices of police brutality and unaccountability. Make sure that transparency and building trust meant that the SAPS would have to be subject to the rule of law and embody the values enshrined in the Bill of rights. The new philosophy of community-oriented policing also formed a cornerstone of policing post-1994. This approach is predicated on building sustained working relationships with communities built on collaboration and trust.

### **3.8 Chapter Summary**

This chapter provided an overview of the challenges facing South African Police Service in addressing the high rate of staff turnover at Zamdela Cluster, in the Free State Province. The nature of the Police turnover in South Africa has discussed as well as the challenges facing the South African Police Service in reducing turnover rate. The workplace stress and how it influences the staff turnover rate was looked at and discussed. The factors outlining both internal and external issues causing staff turnover in the South African Police Service was highlighted in this study. The coping mechanisms to mitigate the high volume of stress that cause's police turnover in the South African Police Service was discussed. The discussion of the relevant legislation and policies around officials of the South African Police Service has given an indication as to what legal framework is governing police personnel. The lack of specific legislation and policies outlining the retention policy of staff turnover highlight the need of the study. The objectives have given clarity as to what the intention of the study is all about. As discussed in chapter two, the national, provincial as well as Zamdela Cluster lack policies to eradicate the mentioned issues. Therefore, this study suggests some of recommendations (Chapter 6 section 6.4) that can assist to improve working conditions and reducing police officer's turnover. The next chapter focuses on methodology and approaches used for data analysis.

# **CHAPTER4**

## **RESEARCH METHODOLOGY AND DESIGN**

### **4.1 INTRODUCTION**

This chapter focuses on methods and approaches used for data analysis. Firstly, the chapter provided the distinction between qualitative and quantitative approaches. Secondary, it justifies the importance of using both approaches in one study. Data collection, questionnaires, population and sample and Sampling Techniques are also discussed in this chapter. Lastly, the chapter gives the advantages and disadvantages of closed-ended questions.

### **4.2 THEORETICAL CONSIDERATIONS AND CONTEXT**

#### **4.2.1 Qualitative approach**

According to Welman, Kruger and Mitchel (2005:8), the word qualitative implies an emphasis on a process and meanings that are not rigorously examined or measured. The aims of qualitative research methods are to establish the socially constructed nature of reality, to stress the relationship between the researcher and the object of the study as well as to emphasise the nature of the inquiry. The qualitative approach was prompt in this study to investigate a theoretical exposition of the concept retention policy in the SAPS and to develop and design a questionnaire for the interviews.

Creswell (2009:4) affirms that a qualitative research design explores and understands the meaning individuals or groups ascribe to a social or human problem. A qualitative research design emanates from an interpretive paradigm that is geared towards understanding the deeper of hidden meaning concerning people's behaviour and actions.

#### **4.2.2 Quantitative approach**

Creswell (2009:145) explains that the researcher using the quantitative methods should focus on survey and experimental design, by this would mean that the statistical through data should be analysed. The purpose of the quantitative research is to evaluate objective data consisting of the numbers. The inclusion of a quantitative approach is due to its inherent ability to articulate information/data in a numerical format and thereby expand on this study through understanding the retention strategy in the SAPS at Zamdela Cluster.

The used quantitative approach assisted in providing insight into what makes the junior and middle management police personnel stay or leave the SAPS and what causes employee turnover in a high rate. Finally, to examine if the SAPS counterparts in the rest of the world retention policy have that may assist SAPS going forward.

#### **4.2.3 Rationale for using mixed method approach**

Kumar (2014:20) explains that a mixed method approach is an approach to the social inquiry that uses two or more methods, processes and (in certain situations) philosophies in undertaking a research study. It is based on the belief that different paradigms and methods have different and, for certain situations, their combined strength would result in improving the depth and accuracy of the findings. There several types of triangulations namely: triangulation of measure, triangulation of theory, triangulation of observers and triangulation of theory (Neuman, 2006:149-150). In this study triangulation of measure were being adopted in which quantitative and qualitative collaborate. Triangulation of quantitative and qualitative was adopted to determine the factor that led to the exit or stay of junior and middle management police personnel in Zamdela Cluster. Creswell (2007:5) defines triangulation/mixed method approaches as the gathering, examining and collaborating on qualitative and quantitative data in a single research study. This approach is fundamental in addressing the research objectives of the study because the methods complement the weaknesses of one another. Leedy and Ormrod (2013:259) endorse that triangulation tackle the research problem holistically as both the qualitative and

quantitative data were being collected, analysed and interpreted in order to respond to the research problem of the study.

This study therefore adopts a mixed methods approach of qualitative and quantitative methods as it aims to achieve the objectives of the study by combining the strengths of the different methods and paradigms choosing to employ various methods in collecting data and analysing data/ information this research is of the view that the turnover of employee in the SAPS can and be better understood.

### **4.3 DATA COLLECTION TECHNIQUES**

According to Maree (2010:34), data collection techniques were employed to answer the research questions in the form of questionnaires and interviews to be applied. Mouton (2001:105) states that the importance of data collection method is coding protocols and is meticulously documented and recorded. This study adopted questionnaires and semi-structured interviews to collect data. These have been extensively discussed below:

### **4.4 QUESTIONNAIRE**

Kumar (2014:129) described a questionnaire as a research instrument consisting of a series of questions and other prompts for gathering information from respondents. This research study is going to use the open-ended questions and closed-ended questions as a data collection technique to gather information from the respondents.

Babbie (2002:253) states that an open-ended question is an unstructured question in which possible questions are not suggested, and the respondent's answers it in his or her own words. Such questions usually begin with a how, what, when, where, and why and provide qualitative instead of quantitative information. The questions such as "What factors contributed to a high number of staff turnover in the Zamdela Cluster?"

Questionnaires were distributed to the top management, middle management and non-commissioned members of the South African Police Service to gain more views on the turnover of the employees. These questionnaires helped the researcher to explain the findings extracted from the literature and come up with the desired

recommendations. The questionnaires were issued to the targeted respondents to be completed.

Closed-ended questions come in a multitude of forms but are defined by their need to have explicit options for a respondent to select from. There is a wide variety of closed-ended question types for a researcher to choose from, including multiple choice questions. Each question type does not allow the respondents to provide unique or unanticipated answers. This research study consisted of the following sections which address the research objectives of the study.

Section A: demographic and occupational information.

Section B: Challenges facing SAPS in addressing staff turnover at Zamdela Cluster.

Section C: Internal best practices within the Zamdela Cluster to retain junior and middle management police personnel.

Section D: Policy framework to coordinate and handle the junior and middle management police personnel in Zamdela cluster.

#### **4.5 ADVANTAGES AND DISADVANTAGES OF CLOSED-ENDED QUESTIONS**

The use of closed questions when collecting data is that they are quicker for the respondent to answer. The answer of different respondents is easier to compare and statistically analyse. The response choices can clarify question meaning for respondents hence there are fewer irrelevant or confused answers to questions (Babbie, 2010). However, closed questions can frustrate respondents because their desired answer is not a choice. Sometimes closed questions can be confusing if many response choices are offered hence they force respondents to give simplistic responses to complex issues (Myer, 2009).

#### **4.6 SEMI-STRUCTURED INTERVIEWS**

Boyce and Neale (2006:3) described an in-depth interview as a qualitative research technique that involves conducting intensive individual interviews with a small number of respondents to explore their perspectives on a particular idea, program or situation. The benefits of using semi-structured interviews are that the interviewer

and respondents engaged in a formal interview. The interviewer develops and uses an interview guide. This is a list of questions and topics that need to be covered during the conversation, usually in a particular order. The interviewer follows the guide but is able to follow topical trajectories in the conversation that may stray from the guide when he or she feels this appropriate. This study therefore used the interview guide that was structured as follows:

Section A: Best Practise to Retain Police Personnel

Section B: Policy Frameworks

Section C: Factors Contributing to Staff Turnover

Section D: Assessing alternative strategies to retain Police Personnel

#### **4.7 POPULATION**

Bruce, Berg, Howard & Lune (2014:47) define population as the appropriate target of people that are likely to be available during the process of the interview in a research study. The research can be conducted effectively by an individual or individuals during the data-collection phase of the study. Therefore, the population in this research consists of 52 respondents from which 7 police officers namely Captains, Lieutenant Colonels, Colonels and the Cluster Commander holding the rank of Brigadier were interviewed and the rest 45 answered questionnaires. Those who responded through questionnaires include police officials Constables, Sergeants and Warrant officers at Zamdela Cluster.

#### **4.8 SAMPLE AND SAMPLING TECHNIQUES**

Balnaves & Caputi (2001:90) define sampling as a technique, a procedure, for selecting a subset of a unit of analysis from a population. This study due to the nature and specificities of law enforcement used a non-random sampling technique, purposive sampling. Purposive sampling is based on sampling for specific reasons linked to specialist subject matters like this study's one (Henning 2004:45). The choice of macro ideas like Retention, Human Resource in law an enforcement entity like SAPS required this study to be strategic and pedantic about who and which offices to interview within SAPS.

The study sample was drawn from all the members working at Zamdela Cluster who were interviewed to obtain the reasons behind the exit or say of junior and middle management in the Zamdela Cluster. During the process of selecting or sampling the aim was to get a sample that is as representative as possible of the target population (Mouton, 1996:110).

Sampling population is explained by de Vos, Strydom, Fouche & Delport (2011) as the term implying the simultaneous existence of a population or universe of which the sample is a smaller section or a set of individuals selected from a population. Population, on the other hand, is a term that set boundaries on the study unit. It refers to individuals in the universe who possess specific characteristics. For instance, all the police members working for SAPS constitute a universe. When understanding a research study, the population might include all police officials working at Zamdela Cluster. The main reason for sampling population is feasibility.

Since this study used a mixed method design, random and non-random sampling techniques were sampling techniques to select the target population. For the quantitative approach, a systematic sampling technique was used to select the respondents among the targeted population. Bruce, Berg, Howard & Lune (2014:51) define systematic sampling as a method that provides a convenient way to draw a sample from a large identified population when the printed list of that population is available. Systematic sampling falls under a probability sample, where every individual in the population has got an equal opportunity of being selected as the respondents. In this study, the researcher selected the 1<sup>st</sup> respondent and the remaining (51) were selected using the sampling interval of 5<sup>th</sup> of the whole population.

The study also used purposive sampling or judgmental sampling technique as the researcher sought to interview the eligible participants such as Cluster Commander who were key informants with intimate knowledge of why the junior and middle police officers are leaving the police service. A purposive sampling is whereby individuals are chosen to be part of the study based on their ability to have vast information in answering the research questions of the study (Bruce, Berg, Howard & Lune, and

2014:52). Purposive/Judgemental sampling is used in naturalistic (qualitative) studies and the qualitative data is analysed into the themes and categories.

**Table 4.1: Summary of the study population, Sample and Data collection methods**

Category of Respondent	Population Sample	Data collection method
Cluster Commander, Brigadier	1	Self-Structured interview
Colonel, Lieutenant Colonel & Captains	6	Semi-Structured interviews
Constables, Sergeant & Warrant officers	45	Semi-Structured Questionnaire
Total	52	

#### 4.9 DATA ANALYSIS

Data analysis as Mouton (2001:10) observes involves the “breaking up the data into manageable themes, patterns, trends and relationship with the aim of reducing data to an intelligible and interpretable form so that the relations of research problems can be studied tested and conclusions are drawn”. Quantitative data from questionnaires was analysed using the Statistics Package for Social Science (SPSS) software. Descriptive statistics and Chi-Squares and cross-tabulations were used to present that data as well as drawing comparisons. Qualitative data from semi-structured interviews were transcribed verbatim whereas field notes and transcripts were organised and several researchers analysed them to avoid bias. The data was coded and categorised following the flow of the data collection process. The Thematic analysis explained below was for empirical results.

##### Thematic analysis

The data for the study was analysed through Thematic Analysis (TA). The thematic analysis is a tool by which the data is placed and organised for the analysis

purposes. In case the sample is large, the data to be analysed is systematically divided into main themes prior to its analysed (Harvard University, 2013). According to Boyatzis (1998:4) thematic analysis refers to a type of qualitative analysis. It is a useful tool for data classifications and data themes presentation. It demonstrates the data in detail and assists with diverse subjects through interpretations.

The current study included thematic analysis due to its multi-purpose procedure in themes detection. This multi-purpose denotes themes emanating from various material in the investigator's parameters. O'Leary (2004:196) elucidates that "...while many of these themes are likely to be discovered through inductive analysis, themes can also be identified through engagement with the literature, prior experiences of the researcher, and the nature of the research question. Themes can also emerge from insights garnered through the process of data collection".

#### **4.10 CHAPTER SUMMARY**

The chapter focussed on the research methods and design. It discussed the most used approaches in research namely qualitative and quantitative. Sampling method and data collection was also discussed in the chapter. Population and the method used for data analysis were explained and the chapter conclude with a concise summary.

## **CHAPTER5**

### **RESULTS OF DATA AND ANALYSIS OF EMPLOYEE TURNOVER AT ZAMDELA CLUSTER**

#### **5.1 INTRODUCTION**

The main purpose of this study was to assess the challenges facing SAPS in addressing the high rate of staff turnover at Zamdela Cluster in the Free State Province. This chapter provides a discussion of the key findings of the research in accordance with the research questions, aim and objectives of the study. The chapter presents both qualitative and quantitative data simultaneously.

#### **5.2 PRESENTATION OF QUANTITATIVE AND QUALITATIVE DATA**

The following sections presented data from both quantitative and qualitative findings. Starting with quantitative and then qualitative. Themes were formulated based on the objectives of the study and these were utilised in presenting the findings. The section started by providing the biographical data of the respondents and discussed the reliability statistic test and presented quantitative findings simultaneously with qualitative findings.

##### **5.2.1 Quantitative Analysis**

The quantitative methods and analysis were used to assess the answers from the respondents

###### **5.2.1.1 Biographical information**

###### **The Reliability Statistics Test**

The Cronbach's alpha coefficient for all the items including the Likert scale items is 0.787 (Table 1), suggesting that the items have relatively high internal consistency among the scale items. Essentially this means that respondents who tend to select

high scores for one scale item also tend to select high scores for the others scale items; similarly, respondents who selected low scores for one item tend to select low scores for the other scale items. Thus, knowing the score for one scale item would enable one to predict with some accuracy the possible scores for the other two scale items. Had alpha been low, this ability to predict scores from one item would not be possible.

**Table 5.1: Reliability Statistics**

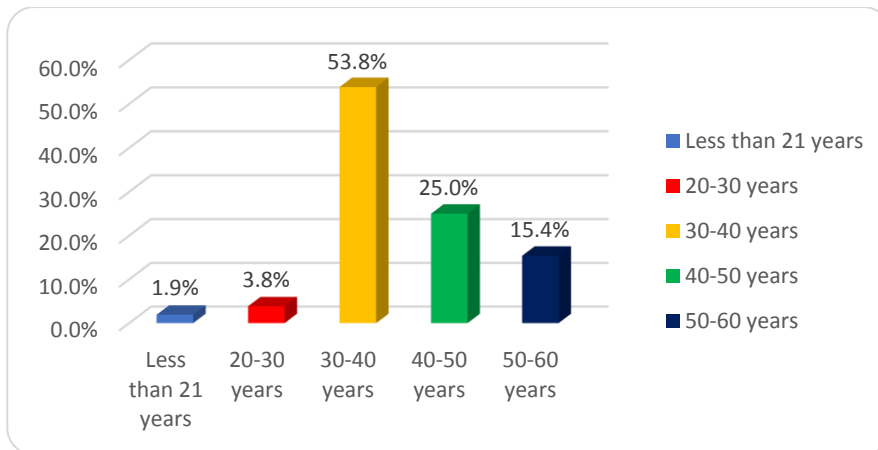
Cronbach's Alpha	N of Items
.787	13

### 5.2.2 Demographic information of the respondents

There were 6 items on the questionnaire constructed to establish demographic information for the respondents involved in this study. There were 52 total participants in the survey and all of them responded to the question regarding age, gender, marital status, educational qualification, duration on the job and residential area. As illustrated in Table 2 (or Figure 1), there were 1.9% of the respondents below the age of 21 years, 3.8% of them were within the age of 20-30 years, 53.8% were within the age of 30-40 years, 25.0% were within the age of 40-50 years and 15.4% were within the age of 50-60 years.

**Table 5.2: Demographic information of respondents' Age**

	Frequency	Percent	Valid Percent	Cumulative Percent
Less than 21 years	1	1.9	1.9	1.9
20-30 years	2	3.8	3.8	5.8
30-40 years	28	53.8	53.8	59.6
Valid 40-50 years	13	25.0	25.0	84.6
50-60 years	8	15.4	15.4	100.0
Total	52	100.0	100.0	

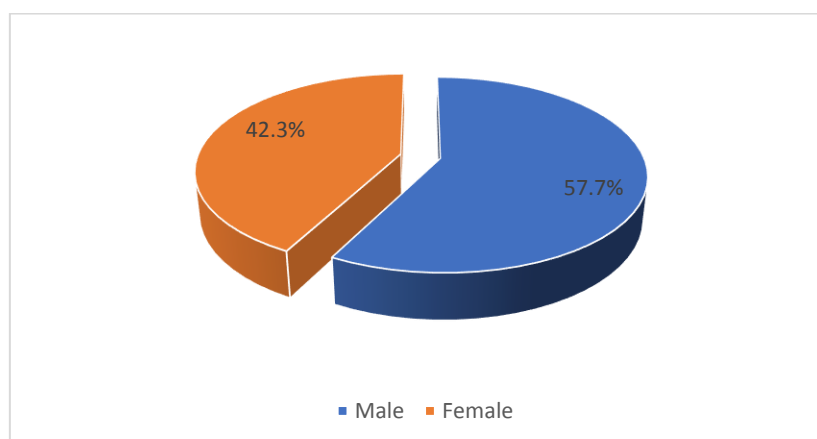


**Figure 5.1: Demographic information of respondents' Age**

As illustrated in Table 5 (or Figure 2), there were 57.7% of male respondents and 42.3% female respondents. This indicates that there are more male police officers compare to female officers and a reasonable number of female officers at Zamdela Cluster in the Free State Province, South Africa. This shows that female equality is really considerably quantified.

**Table 5.3: Demographic information of respondents' gender**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Male	30	57.7	57.7	57.7
Valid Female	22	42.3	42.3	100.0
Total	52	100.0	100.0	



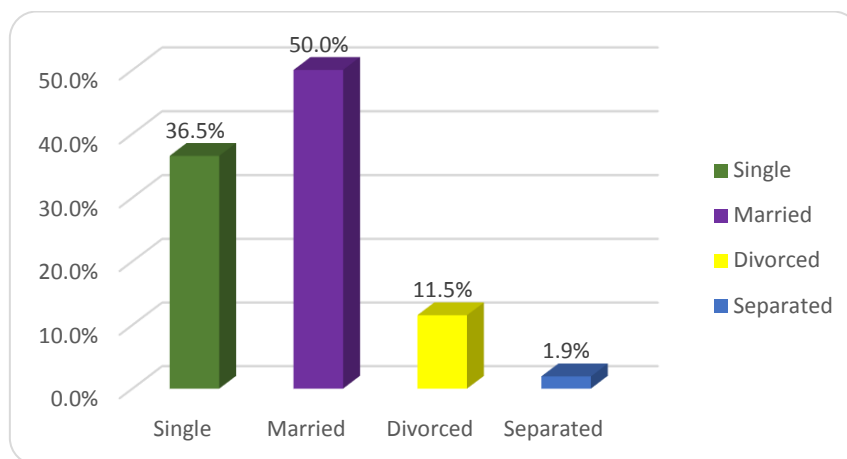
**Figure 5. 2: Demographic information of respondents' gender**

As illustrated in Table 6, it shows that half of the respondents were married, 36.5% of them were single, 11.5% of them were a divorcee and only small proportion of about

1.9% was separated. This indicated that most of the respondents in this study to Examining the Retention Policy for Law Enforcement: South African Police Service Zamdela Cluster, Free State Province are married and serves as an advantage for a family understanding of law enforcement of South African Police Service Zamdela Cluster, Free State Province.

**Table 5.4: Demographic information on respondents' marital status**

	Frequency	Percent	Valid Percent	Cumulative Percent
Single	19	36.5	36.5	36.5
Married	26	50.0	50.0	86.5
Valid Divorced	6	11.5	11.5	98.1
Separated	1	1.9	1.9	100.0
Total	52	100.0	100.0	

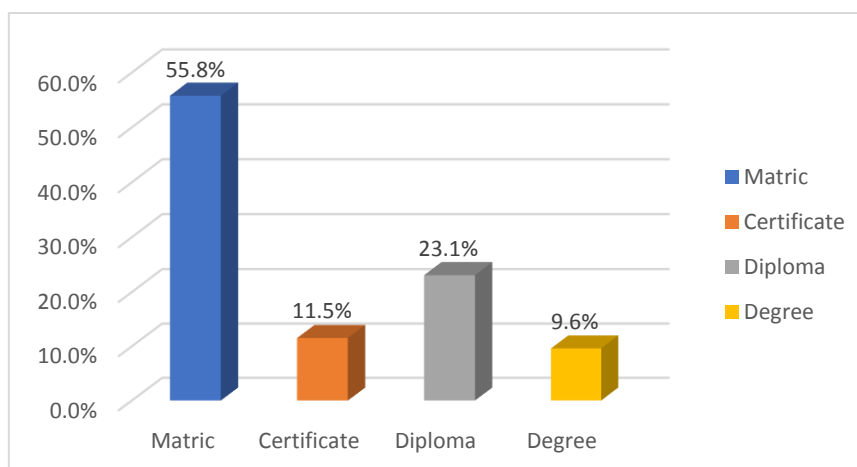


**Figure 5. 3: Demographic information on respondents' marital status**

Table 7 indicates the educational qualification of the respondents in Examining the Retention Policy for Law Enforcement of South African Police Service Zamdela Cluster, Free State Province. It is indicated that more than half (55.8%) of the respondents were having matric as their highest educational qualification; 11.5% of them were having certification qualification; 23.1% were having diploma qualification; and 9.6% of the respondents were having degree qualification.

**Table 5.5: Demographic information of respondents' educational qualification**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Matric	29	55.8	55.8	55.8
	Certificate	6	11.5	11.5	67.3
	Diploma	12	23.1	23.1	90.4
	Degree	5	9.6	9.6	100.0
	Total	52	100.0	100.0	

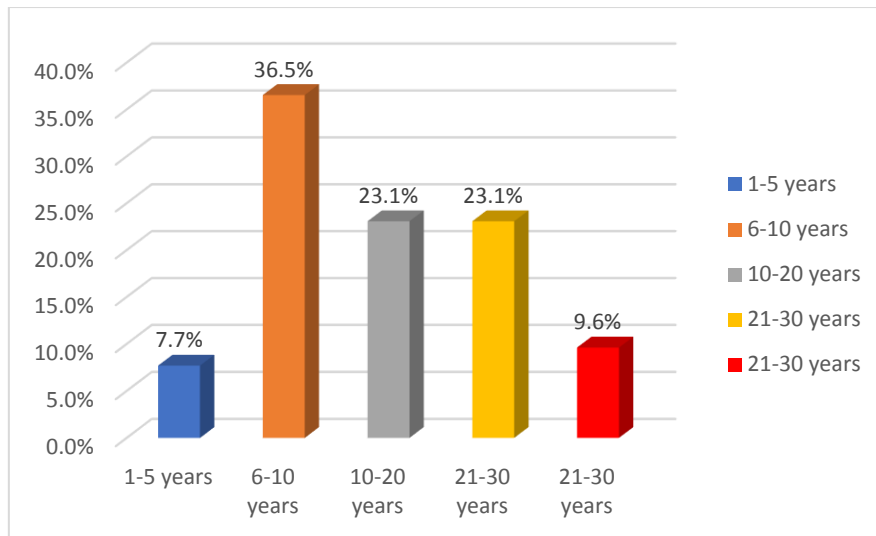


**Figure 5. 4: Demographic information of respondents' educational qualification**

As illustrated in Table 8, the distribution of job duration among the respondents for Examining the Retention Policy for Law Enforcement of South African Police Service Zamdela Cluster, Free State Province shows that 7.7% of the respondents have been on the job for about 1 to 5 years; 36.5% of them were having a job duration of 6 to 10 years; 23.1% of them were on the job within the duration of 10 to 20 years and 21 to 30 years respectively, and 9.6% of them have been on the job for duration of 31 – 40 years.

**Table 5.6: Demographic information on respondents' job duration**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1-5 years	4	7.7	7.7	7.7
	6-10 years	19	36.5	36.5	44.2
	10-20 years	12	23.1	23.1	67.3
	21-30 years	12	23.1	23.1	90.4
	21-30 years	5	9.6	9.6	100.0
	Total	52	100.0	100.0	

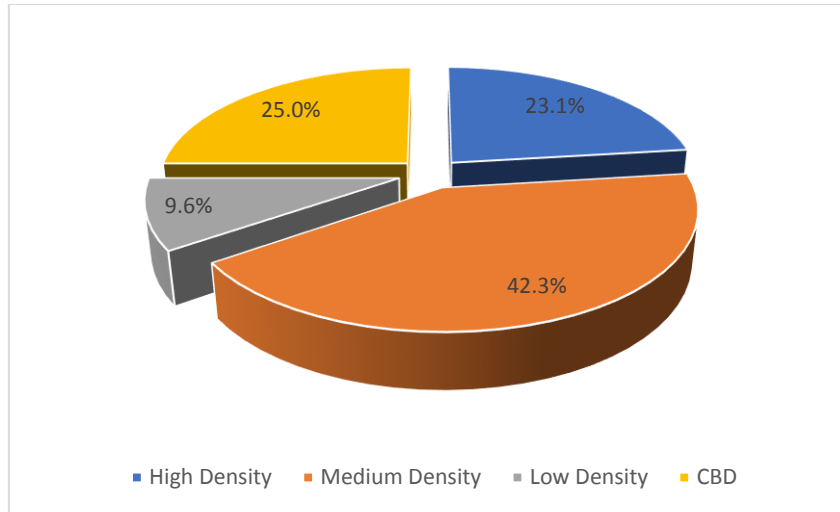


**Figure 5.5: Demographic information on respondents' job duration**

Table 9 shows the distribution of respondents' residential area in the Zamdela Cluster, Free State Province. It indicated that 23.1% of the respondents are living in the high-density residential area; 42.3% of the respondents are living in a medium density residential area; 9.6% of the respondents are living in the low-density area and 25.0% of the respondents are living in a CBD.

**Table 5.7: Demographic information of respondents' residential area**

	Frequency	Percent	Valid Percent	Cumulative Percent
High Density	12	23.1	23.1	23.1
Medium Density	22	42.3	42.3	65.4
Valid Low Density	5	9.6	9.6	75.0
CBD	13	25.0	25.0	100.0
Total	52	100.0	100.0	



**Figure 5. 6: Demographic information of respondents' residential area**

### 5.2.3 To determine the availability of any internal best practices within the Zamdela Cluster to retain junior and middle management police personnel

**Table 5.8: Internal best practices**

	Very effective		Effective		Moderately effective		Not effective	
	N	%	N	%	N	%	N	%
<b>Performance Appraisals</b>	5	9.6	21	40.4	13	25.0	13	25.0
<b>Monetary Rewards</b>	7	13.5	22	42.3	12	23.1	11	21.2
<b>Coaching &amp; Mentorship</b>	5	9.6	17	32.7	16	30.8	14	26.9
<b>Succession Plans</b>	4	7.7	16	30.8	16	30.8	16	30.8
<b>Skill Development Programmes</b>	7	13.5	14	26.9	18	34.6	13	25.0

Table 10 shows the distribution to determine the availability of any internal best practices within the Zamdela cluster to retain junior and middle management police personnel. The respondents explained that 40.4% of performance appraisals, 42.3% of monetary rewards and 32.7% of coaching and mentorship are effectively determined the availability of any internal best practices within the Zamdela cluster to retain junior and middle management police personnel. It is also shown that 30.8% of the respondents indicated that succession plans are effective, another 30.8% of the respondents indicated that it is moderately effective and some (30.8) also indicate that succession plans are not effective for any internal best practices within the Zamdela cluster to retain junior and middle management police personnel.

Qualitative findings revealed that retaining junior and middle management was a difficult task within the SAPS. The Cluster Commander revealed that it is very difficult but his ensuring that the commander under his command has to ensure the continued management and continues engagement with the leadership at that level to assure them of their job security and the effort the SAPS is making to improve their benefits.

The participant revealed further that:

*“When it comes to the promotion policy it is still a stumbling block but we continuously engage to ensure the members that even though at this level we do not powers and authority to make changes to the policy but we continuously make inputs at all levels where we engage with the senior management to state this frustration and make an inputs to try to influence to policy makers to reconsider the current promotion policy to make it more user friendly so that it can benefits majority of the competent leadership at the level of junior and middle management”.*

The frustration involving the pension funds and the processes of the divorce is from time to time engaged with the head office to organize the road shows that should be presented to the members at the Cluster to try to discourage them not to leave the organization South African Police Service. There is also a social network platform such as the WhatsApp groups that have been developed in the Cluster to share knowledge and the good achievements which is a way of trying to reduce the high rate of turnover. The handing over of the certificates to the leadership that would have excelled will be displayed on the social media to appreciate and acknowledge the good work that the members would have done.

**5.2.4 To establish whether the Zamdela Cluster has a policy framework to coordinate and handle the junior and middle management police personnel**

**Table 5.9: Policy framework**

A policy framework that is used to coordinate and handle junior and middle management police personnel		The effectiveness of the policy in coordinating and handling junior and middle management police personnel				Total
		Very effective	Effective	Moderately effective	Not effective at all	
Yes	Count	1	3	1	1	6
	Percent	33.3%	30.0%	5.9%	4.8%	11.8%
No	Count	2	7	16	20	45
	Percent	66.7%	70.0%	94.1%	95.2%	88.2%
	Count	3	10	17	21	51
Total	% of Total	5.9%	19.6%	33.3%	41.2%	100.0%

Table 11 shows the comparison between the Policy framework that is used to coordinate and handle junior and middle management police personnel and the effectiveness of the policy in coordinating and handling junior and middle management police personnel. It is indicated that 88.2% of the respondents indicated “No” that Policy framework is used to coordinate and handle junior and middle management police personnel while 41.2% of the respondents indicated that effectiveness of the policy in coordinating and handling junior and middle management police personnel is not effective at all.

**Table 5.10: Chi-Square Tests**

	Value	of	Asymp. Sig. (2-sided)
Pearson Chi-Square	6.107 <sup>a</sup>	3	.107
Likelihood Ratio	5.262	3	.154
Linear-by-Linear Association	4.677	1	.031
N of Valid Cases	51		

a. 5 cells (62.5%) have expected count less than 5. The minimum expected count is .35.

The Table above shows the distribution of Chi-square to indicate whether the Zamdela Cluster has a policy framework to coordinate and handle the junior and middle management police personnel. The results indicate that Chi-square statistic test:  $\chi^2 = 6.107$ ,  $df = 3$  and  $p\text{-value} = 0.107$  (Pearson Chi-square), Null hypothesis ( $H_0$ ) is rejected at 5% level of significance and conclude that Zamdela Cluster has no policy framework to coordinate and handle the junior and middle management police personnel.

### **5.2.5 Qualitative Results and discussion**

Qualitative findings revealed that long meetings, lack of promotions, lack of skills and pension funds issues contributed to the high turnover of police staff personnel in Zamdela.

One female participant states that:

*“The turnover of the staff is so big, the long meetings in the South African Police Service which takes the whole day, the repeating of conversation in every meeting over and over again, a lot of paperwork that must be dealt with, members have chance to do what they supposed to do no time to serve communities outside”.*

The study revealed that technology use which involves accused fingerprints capturing, accused images, buccal (DNA references), paperwork to be dealt with on daily basis often contribute to job stress. The participants lamented that such work requires people who are strictly employed to concentrate on that whereas trained police are left to execute their duties.

Findings revealed further that the promotion is the challenge in the police, we end up losing members with skills, the other threat is the pension funds because members experienced having long service they leave because they believe that their pensions will be forfeited if they not taking. Most members that are leaving the South African Police Service due to enough skills and experience and courses attend that when they leave the saps there are green pastures for them outside and they are not going

to struggle. The South African Police Service is tampering with the pension of the members and as it is members are no longer having trust in the organization and members noticed that they are going to lose their pension fund. During the engagement of the management and the station commanders in the top 1500 station commander and the top management and there was specific question been asked that when your child reaches the age of 21 years of age and is no part of the pension scheme in order words your child older 21 years of age is going to lose the pension fund and this was the issue that irritated the members that it is better for them to leave the saps. The scarce skills allowances for the Detectives is the problem to the members of the detectives that causes them to leave the organization, all the allowance including the standby allowance and these lead to the high rate of staff personnel turnover in the Cluster. The challenges of the old members 25 years old up service being afraid to face the new challenges facing them and comparing them with the new intake of members that are academically educated, these cause them to leave the service.

The findings of the study pointed to misperceptions of the members about the pension fund announcement that was made that the pension fund of the government employees will be used by the government for other activities as the government was facing a recession at the time when the members get afraid about this and felt like to resign and take early retirement in large numbers in order to access their pensions. The problem results from the frustration by the members, from the new dispensation transformation process in the South African Police Service and the inability to conform adapt to the new changes lead to this frustration, in the absence of any alternatives the best way to deal with the issue is to opt out and it should not be surprisingly given the level of skills proficiency of members of the SAPS, a greater percentage of our members unfortunately do not go extra mile in an improving their output simply because they are not in line with the expectation of professionalizing the SAPS, one way to deal with that would be to skill oneself either through partaking in higher education programs or doing self-study, this is the issue that does not appear to be getting sufficient attention, specifically from the members and with the global developments more of our police officers will find it difficult to cope with the demands of the society.

The promotion policy that is not clear, is one of the issues in Zamdela as many members are being on the same rank for the long period not being promoted, some members are having more than fifteen years in the rank not been considered for promotion. Some of this member are having relevant experience or qualifications for the post but are not considered as it is some felt like to leave the police at the early stage. The other issue is the political landscape in the country, there is uncertainty about the pension and the members are feeling to leave the police early and get what is due to them. Corrupt members jeopardizing the activities and you find that the information is been leaked because the fellow police members were involved in the acts of corrupt activities and this causes many members leaving the SAPS.

One participant states that:

*“Members are no longer committed to serving the community of South Africa and the other thing when they face difficulties at the workplace they take it very negatively. The management tried everything on the power to involved members in the Cluster page where we are discussing important issues of the cluster but they are not forming part of this decision, they always take things in the negative part”.*

Furthermore, as the findings revealed, the working environment is causing the high rate of staff personnel turnover, management attitude is also contributing to the high rate of personnel turnover and it not according to the prescripts, they not treating personnel equally, there is also a lot of nepotism within the cluster and this contributes to members feeling to leave the police, some other personnel are getting less salary and they looking for greener pasture. The issue of promotion is one of the other factors, people will be applying for the post and they are not promoted.

### **5.3 CHALLENGES OF RETAINING JUNIOR AND MIDDLE MANAGEMENT STAFF IN SAPS**

The participant revealed that there are challenges in the South African Police Service and particularly in the Zamdela Cluster, SAPS like any other organization is faced with the challenges of competing for competent officials with other organizations, so there is always temptations from our members from that level of management to be attracted to other organization for various reasons including

better opportunities, and number two, because of the level of training and skills that we impact on the members, SAPS is investing a lot of money to train and develop its employees and the intention of doing that is to make sure that the employees are competent and are able to deliver the best service to the client, while doing that the organization becomes the victim of its own developmental process because it breeds competent leaders who are then, who then become competitive in the market, they are then recruited by other agencies to go and work for them, that's how we lose.

The other factor, of course, is a change in the policy in the government as a whole, let's make an example of the policy regarding government employees pension, there are changes to policy with regard to that to an extent that members have perceptions and fear that if they work to the retirement age to sixty years they may lose part of their pension in that if they leave few years and die few years after pensions the families that are left behind will forfeit their benefits, they are then tempted to opt for early retirement as a way of making sure that they salvage the largest portion of their benefits as far as pensions are concern, and that is also working against us as the Cluster.

One participant lamented that:

*"We are losing the skilled employees and competent managers both from junior and middle management".*

The other factor is the change in policy to the legislation of the divorce processes, if the member happened to be inevitable situation compels a member to go for divorce with his or her spouse, previously it would be that the equal share when the member goes on pension, but the current situation is that immediately that the shares should be done and it should be a loan to the member depending according to the contract, this causes the members to terminate their services and leave the organization.

The other reality is that the promotion opportunity, the change in the promotion policy in the organization you find the situation where in the past the policy promotion at least made provision that within that, this number years of service in the rank and you are competent and meet the basic requirement set you could be considered for

promotion, that with the new dispensation the change in the policy on promotion currently is of such a nature that it is happening at the lowest level where there is a progression in terms of the numbers of years that you have completed from maybe the rank of constable, sergeant and the maximum to the warrant officers level, this on its own is a problem compared to the previous promotion policy where with the minimum of two years in the rank meeting other requirement or criteria for promotion you could become a Sergeant provided you meeting the criteria, for now unless there is post advertise with a normal progression you can become a Sergeant after a period of eleven years from the rank of constable to a sergeant, this causes a lot of problem and the termination of services by the members and it impacts very negative to the members hence they opted to go for the greener pasture. The other factor is the numbers of limited post in the South African Police Service gets advertised and there are many police officials waiting for the post to be advertised and only to find that one who will be applying is not getting the post, this causes a problem and many members opted to apply to other agencies and look for opportunity outside.

The rapid change and transformation in the police currently have got a bearing where we lose a lot of the competent members.

#### **5.4 STRATEGIES TO PROMOTE THE STAY AND PREVENT THE EXIT OF JUNIOR, MIDDLE AND SENIOR MANAGEMENT PERSONNEL IN SAPS**

In an effort to retain junior, middle and senior management personnel one participant remarks that:

*“Incentives must be implemented or the scarce skills payment of personnel must be implemented in order to improve the working conditions of the members. Good payment to the members must be improved to encourage them to stay in the South African Police Service”.*

Another participant believes that, remunerations must be paid to the members, in the past the remuneration was paid to the members such as the public holiday as an when they working on the public holidays especially members of the Detective and suddenly it stopped , but today applications must be made in advance to get

overtime for these duties, this makes members be negative hence in the uniform members things are done differently, if they work on the public holiday there is no application for them for these overtime that they will be working, no payment to these effect to the members of the detectives and these causes stress to the detective, no gratitude to the members of the detectives, no Sunday allowance to the detective members, no financial support, no incentive and they must apply for rest days every time they working overtime and this causes them to be negative.

The qualitative findings revealed further that the better training, better career planning and better career development is important for the managers to give to the junior and senior management, capacitated them to manage properly. The strategic management must plan, develop the managers and give them intensive training for the junior and middle management to manage properly. South African Police Service as an organization must look into the qualifications of the members and try to post them according to their level of qualifications, utilized them adequately according to their qualifications, posting a person having qualifications of finance for example, and post the same member on the street to do patrols is not correct, post such member to the relevant position of his or her expertise. This factor will definitely prevent the exit of the staff personnel turnover because you shall train them and post them accordingly and give them the salary that will attract them to stay in the SAPS. Another participant says that there should be more members at the station, Court and the shift personnel. The member's promotions must be taken into consideration even if it's a grade promotion.

Management must recruit more personnel to come into the SAPS. Salary increment in the saps must be looked at to prevent the leaving of personnel in the saps. Senior members must try at all-time not to display the negative attitude to the members, they must uplift the member's morale for them to stay in the South African Police Service.

## 5.5 FINDINGS OF THE STUDY

- The findings have shown that there is no policy framework to retain junior and middle management personnel in Zamdela Cluster which leads to a high rate of turnover. This explains the presence of a high rate of turnover of retain junior and middle managers in Zamdela Cluster.
- Police officers are given poor salaries, overtime allowances and performance appraisals. Meaning that police officers are more likely to leave the SAPS and look for better opportunities.
- Police conduct and discipline such as suspensions, grievance and disputes. In other words officers might feel oppressed at work and decide to quit the job.
- There is no promotion and transformation policy. This creates the intention that the SAPS does not consider or appreciate the effort made by its officers. The findings showed poor working conditions for the police officers explains the aforementioned findings. There are long meetings and too much of paperwork which increases fatigue and boredom of police officers.

## 5.6 Chapter Summary

This chapter presented both quantitative and qualitative data. Findings revealed that employee turnover results from various factors such as low salaries, lack of performance appraisals, lack of clear promotion policies among others. The discussion has shown that if motivated SAPS members can effectively execute their duties. The next chapter provides the discussion on the summary, findings and recommendation of the research on the examining the retention policy for the reduced South African Police service turnover in the Zamdela Cluster. This chapter through the analysis of data and interviews, led to the achievement of the first and the third objective of the study. Findings indicated that the absence of promotion and transformation policy, poor working conditions for the police officers and unconducive working environment are, among others, causes of high turnover of junior and middle management police personnel in the SAPS at Zamdela Cluster.

## **CHAPTER6**

### **CONCLUSION AND RECOMMENDATION**

#### **6.1 INTRODUCTION**

This chapter focused on the summary and discussion of main research findings from both qualitative and quantitative data. The chapter aims to provide recommendations to the management of the South African Police Service and how they can adopt the significant strategies to retain its trained, experience and skilled officials (junior and middle management level) from leaving the police force. The following section provides the summary of the chapters.

#### **6.2 RESEARCH OVERVIEW**

This section exhibits the overall of the study as presented by following paragraphs:

The first chapter focussed on the introduction of the study. The background of the study was provided. A problem statement and research questions were discussed in this chapter followed by the study objectives. The method and approaches for data sampling and data analysis were outlined and discussed. Additionally, this chapter outlined the limitations of the study, the ethical consideration and the study outline.

The second chapter of the study focused on various theories. It has been deduced from the conceptual and theoretical exposition discussions that police officers carry out a myriad of tasks and duties necessary for law enforcement agencies to operate and be successful. Staff turnover among members of the SAPS is a critical issue which needs to be addressed through incentives and good working conditions. The discussion of the relevant legislation and policies around officials of the South African Police Service has given an indication as to what the legal and policy framework is governing police personnel. The lack of specific legislation and policies outlining the retention of the officials highlights the need of the study. The objectives of the study have given rise to what the intention of the study is all about. The next chapter focuses on the challenges facing the South African Police Service in

addressing the high rate of staff turnover in the Zamdela Cluster of Free State Province

Chapters three chapter provided an overview of the challenges facing South African Police Service in addressing the high rate of staff turnover at Zamdela Cluster, in the Free State Province. The nature of the Police turnover in South Africa has discussed as well as the challenges facing the South African Police Service in reducing turnover rate. The workplace stress and how it influences the staff turnover rate was looked at and discussed. The factors outlining both internal and external issues causing staff turnover in the South African Police Service was highlighted in this study. The coping mechanisms to mitigate the high volume of stress that cause's police turnover in the South African Police Service was discussed. The discussion of the relevant legislation and policies around officials of the South African Police Service has given an indication as to what legal framework is governing police personnel. The lack of specific legislation and policies outlining the retention policy of staff turnover highlight the need of the study. The objectives have given clarity as to what the intention of the study is all about.

Chapter four focuses on methods and approaches used for data analysis. It firstly, provided the distinction between qualitative and quantitative approaches. Secondary, it justifies the importance of using both approaches in one study. Data collection, questionnaires, population and sample and Sampling Techniques are also discussed in this chapter. Lastly, the chapter provided the advantages and disadvantages of closed-ended questions.

Chapter five presented the outcome of the study. Findings revealed that employee turnover results from various factors such as low salaries, lack of performance appraisals, lack of clear promotion policies among others. The discussion has shown that if motivated SAPS members can effectively execute their duties. Chapter six provided the discussion on the summary, findings and recommendation of the research on the examining the retention policy for the reduced South African Police service turnover in the Zamdela Cluster.

### **6.3 HYPOTHESIS**

The formulated main hypothesis of the study was: “The source of the problem at the Zamdela cluster is likely to lie with the factors leading to high turnover rates and with the retention policies necessary to avert this”.

The alternative hypothesis is: The source of the problem at the Zamdela cluster is likely to lie with other factors opposed to those leading to high turnover rates and with the retention policies necessary to avert this.

Based on the study findings the alternative hypothesis was rejected in favour of the main (null) hypothesis. In other words, the outcome of the study proved that the problem at the Zamdela cluster lies with the factors leading to high turnover rates and with the retention policies necessary to avert this.

### **6.4 RECOMMENDATIONS**

In the achievement of the fourth objective of the study, the following recommendations were offered to the South African Police Services in Zamdela Cluster.

#### **6.4.1 Bursary schemes**

As a way of improving police staff competence, bursary schemes need to be provided to the members. The bursaries should be offered to all members of the police service upon proof of registration with the relevant tertiary institutions in South Africa. This is imperative for uplifting their standards of education and enhance service delivery in the SAPS.

#### **6.4.2 Improved recruitment drive**

The management of SAPS should recruit more police officers to cater for the shortages that have been experienced not only in the Zamdela Cluster but countrywide. This helps to improve the efficiency and the effectiveness of the police in communities they serve.

### **6.4.3 Implementation of scarce skills allowance**

This is applicable to all members of the specialised units and detective service members performing the duties during the public holidays and Sunday duties. This should be taken into consideration by the top management to try to motivate the police officers to effectively execute their duties.

### **6.4.4 Better managed transformation policy**

The dissatisfaction in SAPS is directly linked to the transformation policy. There is a need for the department to exercise fairness and transparency in issues related to promotions and appointment of posts.

### **6.4.5 Remuneration package**

Salary is one of the primary sources of dissatisfaction among junior and middle management police officers. The management of SAPS needs to provide more attention to the enhancement and acknowledgment of the demonstrated commitment of individuals to their profession. One way of doing this is to give immediate attention to unnecessary bureaucratic irritations that cause dissatisfaction.

### **6.4.6 Improved promotion policy**

There is an urgent need to clarify, simplify and communicate the promotion policy of the South African Police Service. A significant possibility that could be considered, is the creation of an alternative system of promotion in addition to the current system of application for advertisement posts.

### **6.4.7 Improved performance appraisals**

The management of SAPS needs to review the current quarterly performance awards and implement performance appraisals to all police personnel. This can motivate the staff to perform better as they are recognised for a job well done.

In the light of the research problem as outlined above the study was guided by the following objectives:

- To determine the reasons for the exit of junior and middle management police personnel in the SAPS at Zamdela Cluster.
- To establish whether the Zamdela Cluster has a policy framework to coordinate and handle the junior and middle management police personnel.
- To assess if there is an optimal way to retain junior and middle management police personnel in the Zamdela cluster to prevent a high turnover rate and the problems related thereto.
- To provide recommendations that can assist in reduction of staff turnover at Zamdela Cluster in the Free State Province.

## **6.5 RELEVANCE TO PUBLIC ADMINISTRATION**

### **6.5.1 Contribution to the discipline of Public Administration**

The provision of Section 205(3) of the *Constitution of the Republic of South Africa Act 108, 1996* observed the objects of the police service as to prevent, combat and investigate crime, to maintain public order, protect and secure the inhabitant of the Republic and their property, and to uphold and enforce the law. The study expanded on the theoretical enrichment of the literature review on the police staff turnover as one of the core focus of the study in examining the retention policy for the reduced of police personnel turnover at the Zamdela Cluster in the South African Police Service Free State Province. Policing has been the cornerstone of the police service delivery initiatives in South Africa hence all cases of the community been reported to emanate from the members of the public domain.

### **6.5.2 Contribution to the activity of public administration**

This study contributed immensely to public administration and in the South African Police Service at Zamdela Cluster in the Free State Province. The study has provided greater insights into how, why and what factors contributed to the police member's turnover in the high rate at Zamdela Cluster in the Free State Province.

## **6.6 FUTURE RESEARCH STUDY**

This study makes a significant contribution to the field of academics and to the community as the whole. Future studies may be conducted using data from other provinces in South Africa. Perhaps, future studies should not be limited to South Africa but rather internationally for comparison.

## **6.7 CONCLUSIONS OF THE STUDY**

This research has shown that many of the police officials who participated in this study believed that staff turnover in the South African Police Service could be managed or prevented. If properly managed personnel losses can be reduced through performance appraisals to all employees which makes the police job more lucrative and enjoyable.

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**Basic Sciences**  
Central Committee for Advance Degrees (C-CAD)  
Tel: 0169103483  
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18 September 2017

Mr SD Molupe (Review 35)

**Student no: 25679163**

Research title as approved by the C-CAD committee:

**Examining the retention policy for law enforcement: South African Police Service Zamdela cluster, Free State Province**

Dear Mr Molupe

This letter serves to confirm that your MA-mini research proposal has been approved by the Central Committee of Advanced Degrees in the School of Basic Sciences.

Committee members involved:

Present (Internal C-CAD reviewer of a combined report submitted by the Subject Group Public Management)	Non-CAD external reviewers
Prof J Gericke	Prof C Hofisi
Prof E Serfontein	Prof MT Lukamba

The ethics application is referred to the:

\* Research Ethics Committee- BaSSREC:  X \_\_\_\_.

\* Research Ethics Committee-HHREC: \_\_\_\_\_.

You have received the details on the procedure that you will have to follow to submit to the Ethics Committee as indicated. For the CAD-records, please as responsible person folder the ethical submission has been successfully completed and approved.

Yours sincerely



Prof Elize van Eeden  
Chairperson: Committee of Advanced Degrees Basic Sciences

## APPENDIX 2: REQUISITIONS LETTER TO UNDERTAKE STUDY

SUID AFRIKAANSE POLISIE DIENS



SAPS 21  
SOUTH AFRICAN POLICE SERVICE

### TSEBELETSO' SEPOLESA AFRICA BORWA

---

POSBUS 51 / PO BOX 51

<i>Verwysing:</i>	06349196
<i>Reference:</i>	
<i>Navrae:</i>	Lt Colonel Molupe
<i>Enquiries:</i>	
<i>Tel no:</i>	016-973 2056
<i>Faks no.:</i>	016-973 2192
<i>Fax nr:</i>	
<i>E-mail:</i>	fs.sasolburg.det@ saps.org.za

THE SECTION COMMANDER  
DETECTIVE SERVICE SASOLBURG  
**SOUTH AFRICAN POLICE SERVICE**  
**SASOLBURG**  
**1947**

**17 September 2018**

Provincial Commissioner  
Strategic Management  
SA POLICE SERVICE  
**BLOEMFONTEIN**  
**9300**

#### **APPLICATION TO CONDUCT RESEARCH IN THE SERVICE: NO 06349196 LIEUTENANT COLONEL SD MOLUPE: SASOLBURG DETECTIVE SERVICE**

1. I no 06349196 Lieutenant Colonel Seabata David Molupe with ID no 680826 5398081, residing at 17 Kiepersol Street Sasolburg, working at SA Police Service, Sasolburg Detective Service as the Section Commander, with telephone numbers, (016) 973 2056, Cellular phone number, 082 466 7939, hereby apply to conduct academic research in the service.
2. I am a student at North West University Vaal Triangle Campus with student number 25679163; I am currently doing Master of Arts degree in Public Management and Governance.
3. My research topic as examining the retention policy for the law enforcement: South African Police Service Zamdela Cluster in the Free State Province.

4. The time period to conduct research in the service will take approximately three weeks.
5. Ethical consideration is observed by me as the student conducting the research in the service.
6. Attached hereto a copy of my research proposal and the consent letter from my research promoter to conduct interview.
7. The conducting of this research in the service will be in the best interest of the state.
8. Kind regards.

..... : LT COLONEL  
COMMANDER DETECTIVE : SASOLBURG  
SD MOLUPE

## APPENDIX 3: GATEKEEPERS LETTER

South African Police Service



Suid-Afrikaanse Polisie

Tshebeletso' Sepolesa Afrika Borwa

Private Bag  
Privaatsak X20501  
Mokotia' Poso

My reference 3/34/2  
My verwysing  
Tshupo ya ka

THE PROVINCIAL COMMISSIONER  
DIE PROVINSIALE KOMMISSARIS

Enquiries Colonel Scharneck  
Navrae Lt Col Nair  
Batlisa ho

FREE STATE PROVINCE  
PROVINSIE VRYSTAAT

BLOEMFONTEIN

Tel [051] 507 6568 / 7030  
Fax / Faks [051] 507 6466

9300

Divisional Commissioner: Research  
South African Police Service  
**PRETORIA**  
0001

**PERMISSION TO CONDUCT RESEARCH IN SAPS: EXAMINING THE  
RETENTION POLICY FOR LAW ENFORCEMENT: SOUTH AFRICAN POLICE  
SERVICE ZAMDELA CLUSTER FREE STATE PROVINCE: MASTERS DEGREE:  
NORTH-WEST UNIVERSITY: RESEARCHER: SD MOLUPE**

1. Your letter with reference 3/34/2 dated 2017/11/24 refers.
2. This office has perused all documentation regarding the research application of SD Molupe and concurs with your recommendations.
3. Approval is granted for the researcher to conduct interviews with a total of 22 members, including the Cluster Commander, management and members in the Zamdela Cluster, Free State as referred to in paragraph 3 of your letter.
4. As per paragraph 7 of your letter the contact details of the member who will coordinate the research is as follows:-  
  
Contact person: Lt Col J Nair  
Contact numbers: 051-507 7030 or 507 7028  
E Mail address: [NairJ@saps.gov.za](mailto:NairJ@saps.gov.za)
5. As per your directive stakeholders will be sensitised regarding the researchers intention to conduct in-depth interviews with members.
6. Once the date/s of the intended visit/s is made available and confirmed, this office will arrange for the engagement of the following stakeholders

**PERMISSION TO CONDUCT RESEARCH IN SAPS: EXAMINING THE  
RETENTION POLICY FOR LAW ENFORCEMENT: SOUTH AFRICAN POLICE  
SERVICE ZAMDELA CLUSTER FREE STATE PROVINCE: MASTERS DEGREE:  
NORTH-WEST UNIVERSITY: RESEARCHER: SD MOLUPE**

- The Deputy Provincial Commissioner: Policing;
- The Provincial Head: Visible Policing;
- Cluster Commander Zamdela and
- The Station Commander of Zamdela Police Station to arrange with individuals to participate in the interviews.

Kind regards



**LIEUTENANT GENERAL  
PROVINCIAL COMMISSIONER: FREE STATE  
LJ TSUMANE**

Date: 2017.11.30

## APPENDIX 4: ETHICS APPROVAL



PO Box 1174, Vanderbijlpark  
South Africa, 1900

**Basic and Social Sciences Research Ethics  
Committee**

Tel: +27(16) 910-3483

Web: <http://www.nwu.ac.za>

Email: [marinda.malan@nwu.ac.za](mailto:marinda.malan@nwu.ac.za)

10 June 2018

Dear Mr Seabata David Molupe,

Application: NWU-HS-2018-0010

Project Title: Examining the retention policy for law enforcement: South African Police Service  
Zandela cluster, Free State Province

Supervisor: TK Pooe

Validity: 31 May 2018 – 31 December 2018

MA Public Management and Governance

Risk Level: Low

Date of BaSSREC approval: 31 May 2018

Thank you for a revised application and additional material based on a decision by the BaSSREC Chairperson where additional documentation was requested.

This letter serves as notification that the revised application submitted to BaSSREC is approved on 31 May 2018, pending ratification by the BaSSREC committee. There is an adequate risk/benefit ratio and the protocol is acceptable.

A certificate will be issued for the duration of the applicant's period of research, with a maximum period of 3 years, and communication will be kept for progress tracking purposes.

Congratulations and best of wishes with the completion of your project.

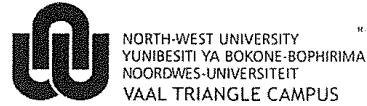
Yours sincerely,



Prof Jaco Hoffman  
BaSSREC – Chairperson

## APPENDIX 5: INFORMATION LEAFLET AND CONSENT FORM

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PO Box 1174, Vanderbijlpark

South Africa 1900

Tel: +2716 910-3460

### **Request to Interview and Consent Form**

To: whom it may concern

On behalf of the North West University (Vaal Campus) and the Public Administration and Management programme I would like to kindly request that you all Mr SD Molupe Student Number 25679163 to conduct research in your institutions.

The research is for this student's Master's degree in Public Administration and Management at the North-West University.

It would be appreciated if permission would be granted in order to conduct research on the matter through signing the consent form. The nature of research is purely academic.

**Title of research project: EXAMINING THE RETENTION POLICY FOR LAW ENFORCEMENT: SOUTH AFRICAN POLICE SERVICE ZAMDELA CLUSTER, Free State PROVINCE.**

**In case you need further details please do contact me.**

**Telephone:** 0764317885/ **Email:** [tk.pooe@nwu.co.za](mailto:tk.pooe@nwu.co.za)

---

**PARTICIPANT INVOLVEMENT:**

**CONSENT:** I hereby confirm the following:

\*I agree to participate in this research project.

\*I have read this consent form and the information it contains and had the opportunity to ask questions about them.

\*I agree to my responses being used for education and research on condition my privacy is respected, subject to the following:

I understand that my personal details may be included in the research/will be used in aggregate form only, so that I will not be personally identifiable

\*I understand that I am under no obligation to take part in this project.

\*I understand I have the right to withdraw from this project at any stage. 2

**Name of the participant** *(if you want to have it noted and known during the analysis):*

**Designation:**

**Signature of researcher/person who sought consent:**

**Date:**

## APPENDIX 6: QUESTIONNAIRE SURVEY

### RESEARCH QUESTIONNAIRE

My name is Seabata David Molupe. I am a final year Masters Student in the Department of Public Management and Administration, Faculty of Humanities at North West University (Vaal Triangle Campus). My thesis is entitled “**Examining the Retention Policy for Law Enforcement: South African Police Service Zamdela Cluster, Free State Province**”. The research is done as part of the Master’s degree requirements in Public Management & Governance. The research is done strictly for academic purposes only. The information solicited will be kept confidential and anonymity is assured. You are cordially requested to complete the questions that follow.

*Do you consent to participate in this survey?*

- Yes*  
 *No (Terminate survey.)*

#### SECTION A (DEMOGRAPHIC AND OCCUPATIONAL INFORMATION)

Please mark with an (X) where appropriate

1. Age

Less than 21years	20-30 years	30-40 years	40-50 years	50-60years
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2. Gender

Male	Female
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3. Marital status

Single	Married	Divorced	Separated	Widowed
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4. Educational Qualifications

Matric	Certificate	Diploma	Degree	Masters	PhD
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5. Duration on the job

Less than a year	1 to 5 years	6 to 10 years	10-20 years	21-30 years	31-40 years
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6. Residential Area

High Density	Medium Density	Low Density	CBD
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**SECTION B: CHALLENGES FACING SAPS IN ADDRESSING STAFF TURNOVER AT ZAMDELA CLUSTER**

The following statements represent the challenges that may be faced by SAPS at Zamdela Cluster to address high rate of staff turnover. Please indicate the degree of your agreement or disagreement by **(ticking)** on each statement on the right column.

1 = Strongly disagree, 2 = Disagree, 3 = Neutral, 4 = Agree, 5 = Strongly agree

Statements	1	2	3	4	5
1. There is good leadership at Zamdela Cluster					
2. There is career growth or better opportunities in the SAPS					
3. Employee health and wellness is good at Zamdela Cluster					
4. Staff personnel resources to address crime are adequate					
5. Low salaries lead to high staff turnover					
6. Corruption demotivates junior & middle staff in SAPS					
7. The promotion criteria leads to high staff turnover					

**SECTION C: AVAILABILITY OF INTERNAL BEST PRACTICES WITHIN THE ZAMDELA CLUSTER TO RETAIN JUNIOR AND MIDDLE MANAGEMENT POLICE PERSONNEL**

1. The following statements represent the internal best practices that may be available within the Zamdela Cluster to retain junior and middle management police personnel

Using a scale of 1-5 how effective are these practices below. Please indicate by **(ticking)** on each statement on the right column.

1. Very effective, 2 = Slightly effective, 3 = Effective 4. Moderately effective=, 5 = Not effective at all

ITEMS	1	2	3	4	5
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1. Performance Appraisals					
2. Monetary Rewards					
3. Coaching & Mentorship					
4. Succession Plans					
5. Skill Development Programmes					

**SECTION D: TO ESTABLISH WHETHER THE ZAMDELA CLUSTER HAS A POLICY FRAMEWORK TO COORDINATE AND HANDLE THE JUNIOR AND MIDDLE MANAGEMENT POLICE PERSONNEL**

1. Do you know of any policy framework that is used to coordinate and handle junior and middle management police personnel?

Yes	No
-----	----

If Yes explain further

.....

.....

.....

.....

.....

2. How effective is the policy in coordinating and handling junior and middle management police personnel?

1. Very effective,	2. Slightly effective	3. Effective	4. Moderately effective	5. Not effective at all
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**THANK YOU FOR YOUR PARTICIPATION IN THIS SURVEY**

# APPENDIX 8: KEY INFORMANT INTERVIEWS

## RESEARCH INTERVIEW GUIDE

My name is Seabata David Molupe. I am a final year Masters Student in the Department of Public Management and Administration, Faculty of Humanities at North West University (Vaal Triangle Campus). My thesis is entitled “**Examining the Retention Policy for Law Enforcement: South African Police Service Zamdela Cluster, Free State Province**”. The research is done as part of the Master’s degree requirements in Public Management & Governance. The research is done strictly for academic purposes only. The information solicited will be kept confidential and anonymity is assured. You are cordially requested to complete the questions that follow.

*Do you consent to participate in this survey?*

- Yes*
- No*

### QUESTIONS FOR CLUSTER COMMANDER

1. In terms of retaining junior and middle management staff personnel, what challenges are you facing as the accounting authority?

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.....  
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.....  
.....

2. What measures are you putting in place to mitigate the high rate of junior and middle management staff personnel in your Cluster?

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### QUESTIONS FOR COLONEL AND LIEUTENANT COLONEL

3. In your opinion what factors lead to high rate of staff personnel turnover in your Cluster?

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.....  
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.....

4. Do you think the negative attitudes and perceptions of staff personnel contribute to high rate of staff in your Cluster? Elaborate

.....  
.....  
.....  
.....

**QUESTIONS FOR CAPTAINS**

5. To what extent has leadership contributed to the high rate of staff personnel turnover in your Cluster?

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.....  
.....

6. In your own opinion what do you think should be done to promote the stay and prevent the exit of junior, middle and senior management personnel in your Cluster?

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.....

**THANK YOU FOR YOUR PARTICIPATION**