

**ORGANISATIONAL TRANSFORMATION AND THE
MORALE OF THE POLICE: A COMPARATIVE
STUDY BETWEEN POTCHEFSTROOM AND
MAFIKENG**

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ABSTRACT

In today's volatile business environment, the need for gauging employee reaction to organisation change is acute. This is especially true in the changing South African context. The South African Police Service (SAPS) has experienced rapid organisation change, including the nature and style of policing, the cultures, structures, management styles and policies and the practises, amalgamation and affirmative action. In order to transform the SAPS into a professional, efficient and representative service, the management of SAPS need to be in touch with the employees' reaction to these changes.

The purpose of this study is to determine the impact of organisational transformation on the morale of SAPS members and to identify contributory factors and direct causes that impact on morale.

Literature on the topic of morale leaves the impression that it is an all-inclusive (holistic) concept and the synergistic result of various processes and practises in the work environment. Also central to the question of low morale is the fact that poor police are already feeling their powers curtailed by the new version of section 49 of the Criminal Procedure Act which deals with the right of the police to use lethal force.

The Act amounts to a stipulation that police may only use their fire-arms when they are threatened. The law refers to the use of force "which may result in serious injury or death". In police language, this can only mean the use of fire-arms. The police feel betrayed by this because in a practical situation, it means the crucial seconds the police use to decide whether the situation calls for "use of force" could mean the difference between life and death.

Further that due to the nature of their work, police officials are regularly exposed to extreme danger. And, if the high levels of violent crime in South Africa, the high level of illegal firearms in circulation, the increase on brutality by criminals and the general lack of respect for law and order are taken into consideration, it is small wonder that police officials are, it seems, specifically targeted. It is also explained that transformation is not a once off process but a long-term one to achieve the best results or outcomes through fundamentally different ways of approaching issues and problems.

From the current literature it seems that there is at least one commonality among the diverse group of transformation guru's and it is that transformation and change are not the same thing. Transformation should be regarded as the *precursor* to change; where *change is the physical mode of turning things around, and transformation the preparation of the mind set to enable and to facilitate change.*

The distinction between change and transformation is that **change** is a function of altering what you are doing, that is, to improve something that is already possible in your reality. **Transformation** on the other hand is a function of altering the way you are being, that is to create something that is currently not possible in your reality.

In the empirical part of this study, information gathered by means of interviews indicated that:

- Members were positive around concepts of equal opportunities;
- Affirmative action was blamed for feeling of frustration and low levels of motivation;
- Negativity against quotas;
- Feeling unsafe at the workplace and at home;
- There was a common understanding on the definition of morale and

elements/signs of low morale;

- Uncertainty about career opportunities;
- Disillusionment, grounded in continuing discriminatory practises which is fuelled by the relative deprivation of unmet expectations of improvement engendered by a new, non-racial government especially in the Mafikeng area; and
- Racism.

Based on the findings of this study, practical suggestions are developed aimed at the enhancement of the morale of members for effective and efficient service delivery.

CHAPTER 1: SETTING THE SCENE

1.1 Introduction

Crime is endemic to the South African Society according to Van Niekerk and Prins (1998:234) and figures released by the World Health Organisation (WHO) in 1995, suggest that crimes of violence are on the increase in South Africa. The country ranks first in the world in regards to murders, namely 46 per hundred thousand. In contrast, Russia trails with a murder rate of 30.4 and the United States, with 9.9 per hundred thousand. Countries at the lower end of the spectrum, such as the United Kingdom and Japan, report relatively, low murder rates of 0.9 and 0.7 per hundred thousand respectively. The rape figures released by the WHO suggest similar trends (Van Niekerk & Prins, 1998:243).

The relatively high crimes rate experienced by South Africans, impinges negatively on members of the South African Police Service (SAPS) who, against these odds, are struggling to execute their duties effectively. According to Adam, Slabbert & Moody (1997) of more than two million crimes reported to police in 1993, only 22% resulted in prosecutions and only 17% in convictions.

Meyer Kahn, chief executive of the South African Police Service (SAPS), concedes that SAPS "have it tough at the moment". He admits that police morale is low and acknowledges that on any given day some ten thousand policemen are absent from work. Kahn further concludes (Citizen, 1999:11) "What we have is an under trained, under equipped and under resourced police service".

Within this context police officials suffer unacceptable levels of physical and psychological trauma. This leads inter alia, to high levels of stress and

depression as is reflected in absenteeism, unacceptable levels of alcohol consumption and impaired functionality. It impacts on personal and job satisfaction and relates to service rendering to its consumer - the community. It is against this background that suicide fatalities dramatically highlight the plight of the police officials. In the last two years, no less than 269 police members committed suicide. Van Niekerk & Prins (1998:244) amplifies: "Suicide in the police has risen dramatically over the past several months (of 1997) and it has become a matter of very serious concern. Not only do police members have to deal with problems of everyday live, but also the extreme stress levels of working in a dangerous and thought provoking environment. It is evident that suicide emanates from mental and physical distress".

Furthermore SAPS members are required to conduct their policing duties under a set of human rights more strongly accentuated. Many police officers suggest that policing within this new past-apartheid ethos add to the law enforcers stress level, since a double bind situation has developed. The police members are obliged to act in a crisis situation but misinterpretation of the crisis may have detrimental effects on policemen's careers.

Although the issues addressed are national phenomenon, they also manifest in the North West Province, and this study will focus on these issues in this province. A selection was made within the province and Potchefstroom and Mafikeng were chosen as two research venues. These two cities each present a different environment. Potchefstroom hosts the headquarters of the SAPS in the North West Province whilst Mafikeng is the provincial capital. There is a general impression that things are well organised in Potchefstroom whilst problems or morale are often mentioned in Mafikeng. The study aims at identifying the contributory factors as well as direct causes of the failure of the transformation process and changes which has so negatively impacted on the morale of SAPS Members

- What does transformation and changes means for the South African Police Service (SAPS)?
- What are the contributory factors and direct causes of low moral and crisis in the work of police members?
- Is affirmative action one of the major causes of low morale?
- What are the perceptions of members on the question of change and transformation process in the SAPS?
- When is SAPS transformed?
- How does these transformation issues differ as two police centres: Potchefstroom and Mafikeng?

1.2 Aims of this study

The following aims will enable this candidate to achieve the intended research results:

- To establish what transformation and change means for the South African Police Service.
- To establish the contributory factors and direct causes of low moral in the work of police members.
- To establish the contributory factors and direct causes of crisis in the work of police members.
- To investigate whether Affirmative action is one of the major causes of low morale.
- To find out what the perception of members of SAPS are on the question of change and transformation.
- To establish what a transformed SAPS would look like.
- To establish whether there is a difference in morale between the SAPS centres in Potchefstroom and Mafikeng.

1.3 Central theoretical statement

Transformation in SAPS has failed because too much emphasis was placed on outcomes rather than process, hence the current disillusionment and low morale of SAPS members on the middle and lower echelons. Black members of the SAPS are more demotivated than their white counterparts.

1.4 Research methodology

The research methodology of this study will be both qualitative and quantitative. The qualitative study will be a literature-based study on transformation in the SAPS. The quantitative study will be an empirical study, by making use of a survey among middle management in Potchefstroom and Mafikeng. The comparative method will also be used in the analysis of results obtained at the end to research locations. The Nexus database was reviewed and no similar study has been completed or is in the progress at this stage in South Africa.

1.5 Mapping this study

Chapter 1 has served as introduction, sketching the research problem context and setting the scene for the rest of the dissertation. The rest of the study is deployed as follows:

In Chapter 2, a brief exposition of organisation change and morale is given, as obtained from the literature on these subjects. A Constitutional and legal perspective underlying organisational transformation has also been given.

In Chapter 3 the Sasolburg site of Karbochem and the recent organisation change are outlined.

Together with Chapter 2, this chapter prepares the researcher for the designing of the investigation.

Chapter 4 starts with designing the investigation of the impact of the recent organisation change on morale of SAPS members looking at Potchefstroom and Mafikeng. A brief description of the research method and profile of respondents is included as well. The design of the investigation will be based upon the contents of the previous two chapters, namely the theory on organisational change and the morale as outlined in Chapter 2, and the description of the profile of the SAPS in North West Province, as presented in Chapter 3. The results of the investigation will be presented in Chapter 4.

In Chapter 5 the result are discussed and some suggestions for possible interventions are proposed. To conclude, Chapter 5 revisits the problem statement and outlines possibilities for future research.

CHAPTER 2: AN OVERVIEW OF ORGANISATIONAL TRANSFORMATION AND MORALE

2.1 Introduction

In this chapter, an overview of organisational transformation and morale as well as legislative perspective is given. The purpose of the study, as explicated in the previous chapter (chapter 1), requires some understanding of both these topics. The rationale behind chapter 2 is not to provide an extensive portrayal of either organisational transformation or of morale. Rather, an outline of the two topics is described. This outline provides the basis for designing the investigation - and for interpreting the results of the investigation on the impact of organisational transformation and morale in the South African Police Service (SAPS), as perceived by members in the Potchefstroom and Mafikeng respectively.

The outline of the chapter is therefore as follows:

- Legislative perspective on transformation
- Defining and describing the concept organisational transformation, covering aspects like:
 - ◆ Approaches to organisational transformation.
 - ◆ Questions to be answered regarding organisational change, like:
 - ▶ Why start a change programme?
 - ▶ How can organisation change be effected?
- Defining and describing the concept of morale, incorporating:
Individual needs
- Comments on the relationship between organisational transformation and morale.
- The role of managers in organisational transformation and change.

- Leadership in times of change

2.2 Legislative Perspective on Transformation

The national mandate for transformation deriving from 27 April 1994, involved a war on racism, sexism and other social injustices that perpetuate structural prejudice, poverty and hunger (Makwana, 1997:44).

Four principles and programmes further united and focused the minds of all South Africans around this national mandate:

- Meeting basic needs;
- Developing our human resources;
- Building the economy and
- Democratising the state and society.

It was therefore on the basis of this mandate that the following legal and constitutional principles and policies were developed to give impetus to transformation.

2.2.1 The Constitution of South Africa (Act 108 of 1996).

The following sections in the Constitution have an important influence on the transformation of the SAPS:

- Section 9, which deal with equality before the Law. It includes the full and equal enjoyment of all rights and freedoms. It is also provided that to promote the achievement of equality, legislative and other measures designed to protect or advance persons or categories of persons, disadvantaged by unfair discrimination may be taken.
- Section 10, which provides that everyone has inherent dignity and the

right to have their dignity, respected and protected.

- Section 11 dealing with the right to life.
- Section 17 which provides that everyone has the right, peacefully and unarmed, to assemble, to demonstrate, to picket and to present petitions.
- Section 23, which states that everyone has the right of access to any information held by the state and any information, held by another person and that is required for the exercise or protection of any rights.
- Section 35, which deals with the rights of arrested, detained and accused persons.
- Section 105(1) which stipulate that Public administration must be governed by the democratic values and principles enshrined in the Constitution. It also provides that public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

2.2.2 The South African Police Service Act (Act 68 of 1995)

This act provides for the establishment, organisation, regulation, powers, duties and functions, community policing and control of the South African Police Service and to provide for matters in connection therewith.

2.2.3 Employment Equity Act (Act 55 of 1998)

The enactment of the Employment Equity Act signalled the beginning of the final phase of transformation of the job market. The move also heralded sweeping changes that would see the eradication of inequalities in the workplace, created by the systematic discrimination against blacks by the previous apartheid regime and so well by big business.

It is also bringing back the controversial debate on affirmative action, which has been seen as severe discrimination by the white population, and carries a stigma for those blacks who want to be recognised for their abilities as opposed to their colour. The new legislation uses a stick-and-carrot approach. Employers who comply will be eligible for Government tenders, while those who do not comply will not qualify. The Act is specific in its requirements and demands that these companies prepare a profile of their workforce, review current employment practices and policies, and prepare and implement an employment equity plan. Companies will also be required to submit a summary of their employment equity plans to the Department of Labour, and report annually on progress of their programme.

The Act does not impose quotas, but lays the basis for consultation between employers, employees and Trade Unions. "This will enable the parties themselves to set goals and equity measures which are appropriate."

In line with the Act, SAPS has developed an Employment Equity Plan which will ensure that by 2003 the SAPS will be representative on all occupational levels / categories. This will enable the SAPS to serve all communities equitably and deliver a better service (SAPS, 2001).

According to a presentation done to the Standing Committee on Safety and Liaison by a Director of Human Resources on 6 September 2001, the equity profile of SAPS in North West Province can be depicted as indicated in annexure 1 (Pieters, 2001).

2.2.4 The South African Qualification Act (Act 58 of 1995)

This Act made provision for the establishment of the South African Qualifications

Authority (SAQA) and tasked it with the implementation of the National Qualifications Framework (NQF) which is based on a system of credits for competency outcomes achieved. This is also applicable in SAPS.

2.2.5 The White Paper on Transformation of the Public Service (1995)

The White Paper on the transformation of the Public Service sets out a comprehensive framework for change, in line with the nine (9) constitutional principles as identified in paragraph 2.2 of this White Paper. In brief, it emphasizes renewal is vital and imperative. The government's mission is clear. "The creation of a people centred and people driven public service which is characterised by equity, equality, timeousness and a strong code of ethics, organisational excellence and quality of service delivery." According to Ruben (1999:7) analysis, SAPS would need to move rather rapidly beyond the triumph of structural amalgamation towards an infusion of a culture of service delivery.

It is against this background that there is a need to facilitate the transformation of the attitudes and behaviour of public servants and members of SAPS towards a democratic ethos supported by the understanding and need of human rights. This requires the creation of a genuinely representative public service and police service, which reflects the major characteristics of South African demography, without the undermining of inefficiency and incompetence.

Furthermore, it is this process of transformation that will require extraordinary management skill and expertise particularly when it comes to the SAPS.

2.2.6 The White Paper on Transforming Public Service Delivery (1997)

The Batho-Pele White Paper sets out a number of priorities, amongst which the improvement of service delivery is outlined as the key to transformation. This is because the Public Service (including SAPS) will be judged, above all, on whether it can meet the basic needs of all South African Citizens. This White Paper lays down the following eight principles for the transformation of Public Service delivery:

- Consultation
- Service standards
- Access
- Courtesy
- Information
- Openness and transparency
- Redress
- Value for money

The South African Police Service (SAPS) in the North-West Province commenced the Service Delivery Improvement Programme (SDIP) in 1998, in line with the Batho-Pele principles and already the programme has been introduced to thirty-one (31) police stations in the province (SAPS, 1998:3).

2.2.7 Affirmative Action Policy (1997)

The Affirmative Action Policy outlines the additional correctives steps which must be taken in order to ensure that those who have been historically disadvantaged by unfair discrimination are able to derive full benefit from an equitable employment. It is one of the transformation priorities and can be described as a strategy to achieve equity in employment by redressing the previous imbalances in the culture of organisations, human resources, staff composition and

management practices. The affirmative action beneficiaries are blacks (coloureds, Indians and Africans), women and the disabled. Affirmative action is also allowed in terms of section 9 of Act 108 of 1996 and is de facto being seen in actual fact as the fulfilment of equality and thus in reality not as an exception to equality. Schedule 7, item 2(2)(b) of the Labour Relations Act 66 of 1995, provides that: "An employer is not prevented from adopting or implementing employment policies and practices that are designed to achieve the adequate protection and advancement of persons or groups or categories of persons disadvantaged by unfair discrimination, in order to enable their full and equal employment of all rights and freedoms"....

After 1994, it was realised that the SAPS should reflect the demographics of the country as a whole in its Leadership Core. The new Government embarked upon a programme of affirmative action with the following targets to be realised on the managerial level by the year 2000. Blacks 50%, women 30% and disabled 2%. These targets are also appropriate for the SAPS hence the adoption of the Affirmative Action Policy, entailing the following focus areas: Human resource management system, recruitment and advertising of posts, assessment mechanisms, selection, training and development, career development, personnel appraisal, promotions, transfers and boards and panels, on 27 June 1997 by the then National Commissioner (SAPS, 1998).

It is clear from the abovementioned legislations and policies that the South African Police Service (SAPS) must transform. According to SAPS (1997) the implementation of the abovementioned legislations and policies suppose:

- To contribute to the creation of an environment of equity for all personnel of the SAPS through eradication of discrimination and redressing imbalances;
- To establish representativity and empowerment at all levels by readjusting

- the composition of the service and development of personnel at all levels;
- To contribute to the transformation of service into an impartial, professional and humane organisation, which can deliver high-quality and accessible services to its personnel and the communities, they serve.

In addition to the above SAPS emerged with an implementation plan focussing on the following:

- Fast track promotions;
- Accelerated Development Programme (Emerging leader programme)
- Succession planning;
- Shadow posts;
- Lateral entry and
- Preferential affirmative training (SAPS, 1998:1).

In 1995, a programme of affirmative action was undertaken with 250 previously disadvantaged persons who had been identified as being the leaders of the future within the SAPS (SAPS, 1998:4). These persons were placed in management positions. At the time, the placement of and support for these persons was not adequately considered. In addition, the culture of the SAPS has not traditionally been supportive of development of people. The ad hoc nature of this intervention and insufficient focus upon development and advancement led to the intervention's lack of success. Senior and middle managers in the SAPS have typically not regarded the development of their subordinates as being of much significance. Therefore, the initial poor implementation of this initiative to create better representivity, combined with the traditional nature of the culture, has resulted in the following:

- Lack of the necessary management competencies among many of the target group;
- Demotivation of many of these persons. The challenges faced by

managers within the police are significant enough without the sense of being ill equipped to tackle these problems.

- The lack of positive role models for those members of the SAPS considering careers in management;
- Disempowerment of many of the participants who felt that their efforts were stifled by their association with the programme (SAPS, 1998:4).

The mentioned legislations and policies effect on the transformation of SAPS would be seen in the light of its functioning with regard to the creation of new paradigms, restructuring of existing framework of reference and a change within the context of internal functioning. Further that a change of the status quo at all levels in SAPS would result in the adjustment of perceptions, attitudes, values and norms by members.

Even though the SAPS has adopted an affirmative action policy as already explained above, it would appear that not enough has been done for the past five (5) years since the inauguration of the new democratic Government to advance persons from the designated groups particularly women as already depicted in Annexure 1.

Affirmative action is not a choice, even in the SAPS since a report would have to be furnished by the National Commissioner via the office of the Minister of Safety and Security to the Department of Labour from the year 2000, regarding the implementation of affirmative action. Penalties can be affected, should an institution not come up with clear transformation strategies through affirmative action (Letsoalo, 1999). Further implication for affirmative action is that the personnel security can be negatively influenced and thus it can play a possible role in their belief of the objective of transformation.

2.3 Demands and Activities by members of SAPS

Actions, protests and other activities by black SAPS members aimed at the transformation of the SAPS is not something new to the South African scene or in the world according to Cawthra (1994:195) and Marks (1997:51-52), such disruptive actions always culminated in violence between members and management as well as racial conflict between black and white members, arrests, suspensions and dismissals of members.

Black police members had grievances against the existing order in the then SAP, which has denied them career opportunities, subjected them to racism and driven a wedge between the police and community.

Other reasons cited are:

- Oppression and exploitation;
- Police used by Government to uphold apartheid and capitalism;
- Policing policy in South Africa stood outside of international norms and standards; this was typified by the huge distance between the police and the communities they were supposed to be serving and
- Poor working conditions.

This then culminated in the formation of an aspiring trade union, the Police and Prisons Civil Rights Union (POPCRU) in 1989 and four (4) years later the birth of the South African Police Union (SAPU) in 1993 (Cawthra, 1994:195 and Marks, 1997:51-52).

Although the previously disadvantaged personnel within the service cherished high hopes with the advent of the new dispensation and although the police itself is expected to be efficient and effective, six (6) years into democratic rule, the buss word "transformation", accompanied by the policy of affirmative action, is still struggling to find its way (City Press, 2000:7). Some of the reasons advanced for the abovementioned situation include the following:

- There is a strong level of discontent among black officers who feel Government's policy to promote them to senior positions is going at a snail's pace;
- Hopes among many black officers that the new democratic dispensation would bring equality and put an end to workplace discrimination seem to have been dashed;
- Skin colour, according to them, still plays a major role and whites remain dominant in the SAPS;
- Lack of upward mobility of black officers impacts negatively on their morale and therefore effectiveness in combating crime;
- Unequal distribution of resources between black and white officers;
- Lack of real transformation;
- Racism.

This discontent prompted black officers in 1998 to launch the Black Officers Forum (BOF) to advance their cause (Star, 1998:2). The forum's stated mission is the eradication of the lingering effects of apartheid and transforming and bettering the service. During the launch of BOF, Mr. Mpho Mmutle, then the National Convenor and now the President of BOF, was quoted, as saying the aim of the BOF is to build the capacity of black officers. He said this was in the interests of effective policing as black officers understood the issues in the townships and squatter camps (Star, 1998:2).

Both SAPU and POPCRU maintain that there is a need for SAPS members to be involved in transformation. "Members of SAPS are responsible for ensuring the implementation of these policies is a success and it is therefore important that their side of the story should also be looked at as that will create a sense of belonging which is currently not happening" (City Press, 2000:7).

According to Sekoane (2001:4), this can be related to several problems that

always accompany this process such as :

- Some people treated transformation as if it's an event and not a process.
- The composition (representation) of transformation structures is still questionable.
- The legitimacy of the process itself in most cases is still questioned.
- Lack of commitment and trust amongst some stakeholders i.e. there is always suspicion of hidden agenda.
- Protection of the status quo in most of the former SAP institutions makes it difficult to transform these institutions.

Members demands and activities are part of Police Milieu and an important trigger mechanisms and driving force for transformation. To cope effectively with external changes, an organizations boundary functions must be sensitive to these changes. These boundary functions must bridge the external environment with units of the organisations. Boundary roles such as marketing research, labour relations, personnel, recruiting, purchasing and some areas of finance must sense changes in the external environment and convey information on these changes to managers (Ivancevich & Matteson, 1996:617).

2.4 Defining organisational transformation

Organisational Transformation (OT) is one approach within the concept of Organisational development (OD) and therefore it is important firstly to analyse these two concepts.

Organisational development can be described as a planned effort; organization-wide and managed from the top, to increase organisational effectiveness and health through planned interventions in the organization's "processes", using behavioural science knowledge (Rothwell, Sullivan & McLean, 1995:6).

Organisational development is a response to change, a complex educational strategy intended to change the beliefs, attitudes, values and structure of organizations so that they can better adapt to new technologies, markets and the dizzying rate of change itself (Rothwell, Sullivan & McLean, 1995:6).

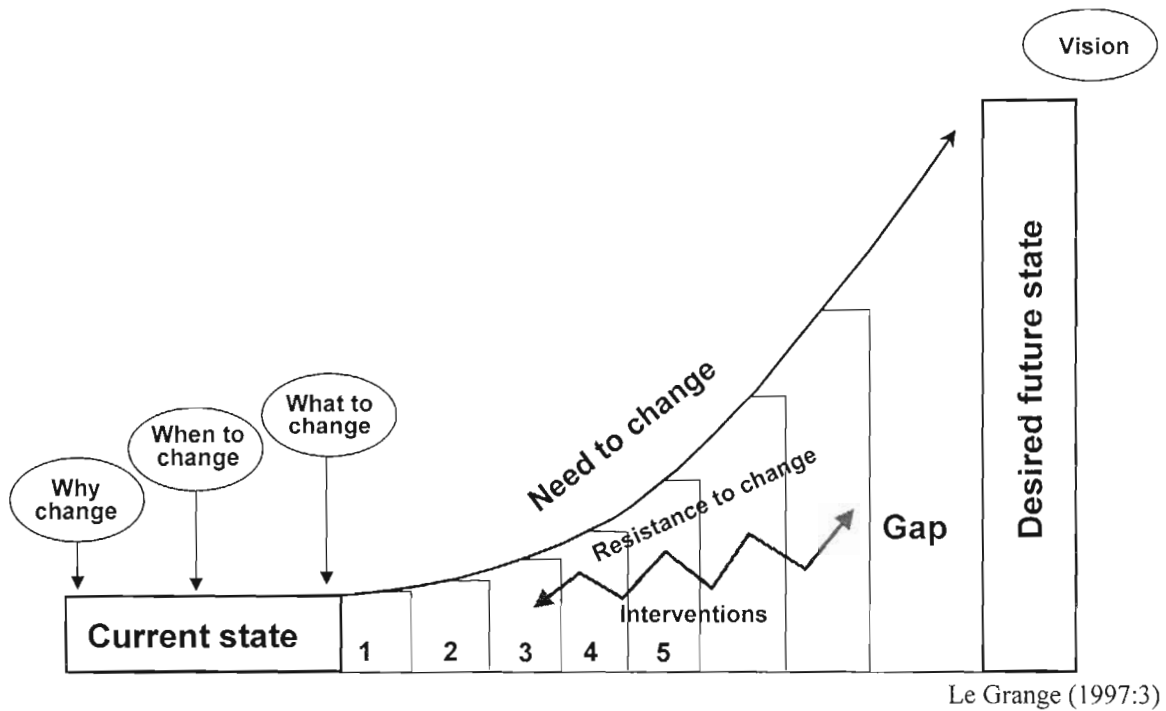
Organisational development focuses on assuring healthy inter- and intra-unit relationships and helping groups initiate and manage change. Organisational Development's primary emphasis is relationships and processes between and among individuals and groups. Its primary intervention is influence on the relationship of individuals and groups to make an impact on the organisation as a system (Rothwell, Sullivan & McLean, 1995:6).

Organisational development has been defined as a series of planned processes by which human resources are identified, utilized, and developed in ways that strengthen organisational effectiveness by increasing problem-solving capabilities and planning (Rothwell, Sullivan & McLean, 1995:7).

Coetzee (1996) as quoted by Le Grange (1997: 3) defines Organisational Development as:

- A planned process of intervention;
- To change an organisation from its current state to a future desired state;
- With the aim of enhancing efficiency of the organisation;
- As well as the quality of work life of employees (see Figure 1).

Figure 1 Process of Organisational Development



These definitions imply several key points deserving elaboration. First, OD is long-range in perspective. It is not a "quick 'Fix'" strategy for solving short-term performance problems, as employee training is often inappropriately perceived to be. Secondly, OD should be supported by top managers. They are usually the chief power brokers and change agents in any organisation; top managers, control organisations resources and reward systems.

Third OD effects change chiefly, though not exclusively, through education. Organisation development expands peoples, ideas, beliefs, and behaviours so that they can apply new approaches to old problems. Fourthly, OD emphasizes employee participation in diagnosing problems, considering solutions, selecting a solution, identifying change objectives, implementing planned change, and evaluating results (Rothwell, Sullivan & McLean, 1995:7-8).

Organisational Transformation is defined by French, Bell and Zawacki (1994:84) as:

- A set of behavioural science theories, values, strategies and techniques;
- Aimed at a planned change of organisational vision and work settings;
- With the intention of generating alpha, beta, gamma (A) and or gamma (B) cognition change in individual organisational members, leading to behavioural change and thus
- Promoting paradigmatic change that helps the organisation better fit or creates desirable future environments.

Transformation, in contrast to reform, is accompanied by a fundamental shift in consciousness, values, attitudes and perceptions and in a real way, it is a constitutional change of the individual and the organisation. It is evident that transformation is a higher order of change and therefore, needs a more offensive and planned approach in order to succeed with organisational transformation.

According to Thomas & Robertshaw (1999: 115), transformation can be described as a process for developing and maintaining a work environment in which everyone can be developed to his/her potential and be allowed to contribute fully to the life of company and its objectives.

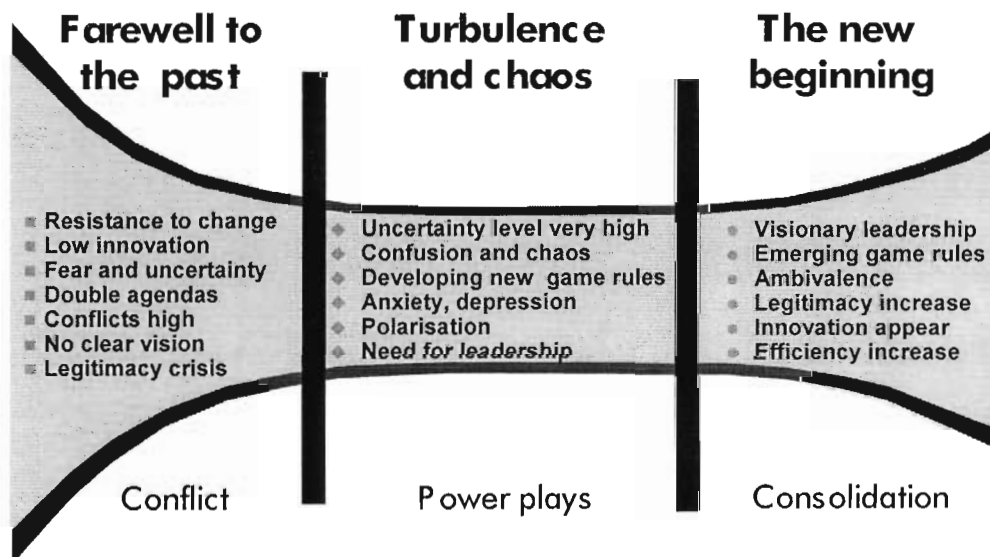
They further maintain that for real transformation to unfold, there must be the

will, desire and decision to transform. This does not mean that problems and challenges to business will miraculously disappear. However, with the correct will and sentiment, with openness and transparency in discussion and debate, by surfacing tensions and problems, being courageous enough to entertain creative solutions and by venturing into the territory of the unknown, the road to transformation can be travelled (Thomas & Robertshaw, 1999:116).

Raubenheimer (1996:24) also add that transformation is a relatively complex time consuming, psychological process that involves the adjustment of perceptions, attitudes, values, and norms whilst change is a physical, relatively simple, operational process that, although a product of the human mind, occurs outside the individual. He argues that some of the reasons why most of the public and private sector organisations in South Africa are failing to bring about real changes are that the difference between change and transformation is not recognised and not well understood.

In bringing about real change, management should lead organisations through the various phases of the transformation process as illustrated in Figure 2.

Figure 3 Phases in the transformation process



Venter (1998:34)

It requires a thorough knowledge of the characteristics of human behaviour exhibited during these phases. It also requires exceptional skill in creating platforms, discussion groups, etc. to assist people in making a successful transformation which is a pre-requisite for real change (Raubenheimer, 1996:24).

According to Bjorkman (1998:12), the South African transformation has its own dynamics. This includes the management of paradox, the struggle between the forces of stability and the forces of change, the struggle between denial and acceptance of reality; the struggle between fear and hope; the struggle between leadership vision, political leadership, vision and manager resistance. He suggests that every aspect of the corporate strategy must attempt to resolve these tensions.

Human (1998: 23), also agrees that transformation requires extraordinary effort and insight and submit that this is because it is "unnatural"; it goes against the grain of our psychological and social constitution as creatures of habit. The odds are stacked against those who wish to truly transform society.

He further notes that there are a variety of reactionary forces that work against deep transformation. The attachment to the ways of the past and the ingrained models of running a country, are some. Our emotional liaisons with the paradigms of the past and the tendency to use only Western solutions are dangerous obstacles to transformation. It is all too easy for the inherited institutions, as material and cultural powers, to perpetuate both themselves and the past into the future. It is within this context that the goats - Fanon's greedy little caste', motivated only by self-interest and greed-thrive (Human, 1998:23).

According to Human (1998:23), the future of South Africa can only be better and different for all its citizens if the state plays a dominant role in the development of

society. He says this will only be possible if the state creates strong institutions that will aggressively deliver new services and create new structures; goals are balked by the power of effective institutional behaviour.

He has therefore, coined the term “revocracy” to describe the kind of state institutions that will play a revolutionary role in society. He says that the “revocracy” in turn can be created and shaped only by the “revocrat” and believes that the first step necessary to transform society is to change bureaucrats into revocrats (Human, 1999: 73).

The Oxford dictionary describes transformation as a “change of form” or “change from one figure or expression of function to another of the same magnitude”. It is clear that, which ever way you look, change of form is the more possible mode of transformation. Change can be cosmetic or significant cosmetic change is by definition, illusory. It is designed to camouflage what is real or tangible without changing it fundamentally (Mokoena, 2002 :2)

According to Skweyiya (1998:5), transformation consists of rapid and radical change in all the facets of an organisation. These changes are so significant that they result in a new identity. Transformation is thus a process of becoming that re-organises organisational knowledge and operations. It creates new relationships between an organisation and its environment. These new relationships in turn alter both the organisation and its environment.

Skweyiya (1998:4) adds that to transform anything with a past requires, firstly, an understanding of the historical nature of things, and secondly, a new theory. He says that everything that exists in its own right has a historical basis, it embodies a design logic that maintains that historical being, and it has available a limited range of possible futures. For an organisation to transform, it must change its historical basis for existence. It must also change its design logic and its

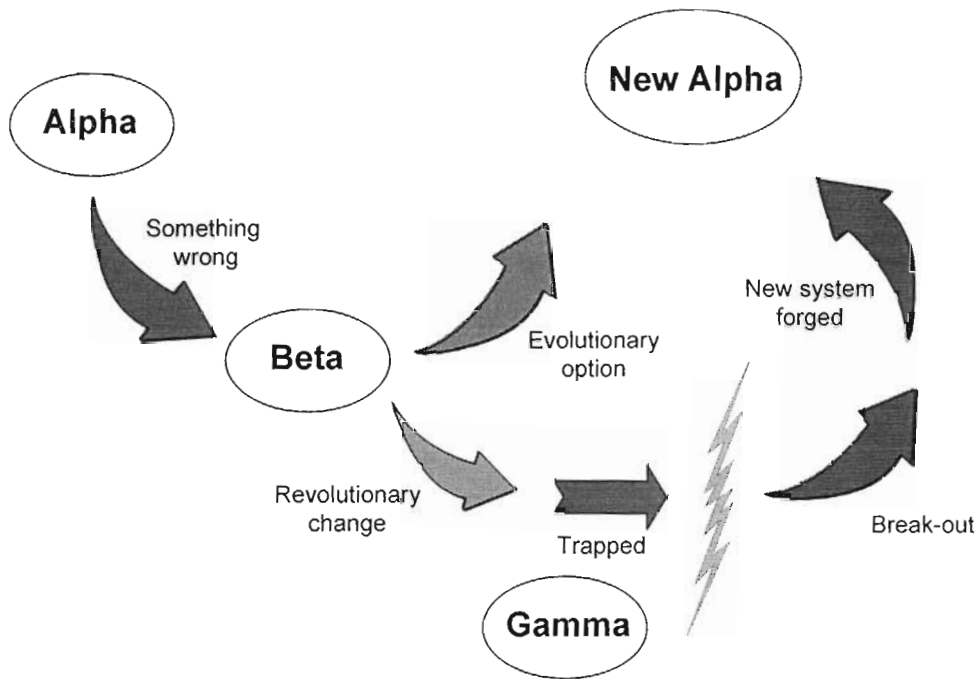
structure.

Transformation is thus a process of disintegration and re-integration. During this process all existing structures, such as hierarchies of authority, lines of accountability, and reward systems are interrogated and contested. Transformation is of course about more than just structures.

Transformation is also a process invention. It requires new visions, new ways of thinking and a new language. It is a process of change so fundamental that by definition it exceeds the predictable. It is about learning the conditions of what is possible. Given this dynamism, transformation is therefore best viewed as a non-linear result whose detailed causal factors cannot be traced after the fact (Skweyiya, 1998: 5).

Although organisational transformation requires a deliberate process of intervention, it is also a process of learning and development. In other words it is a process of dialogue and experimentation as well as a process of decision and decree. Fundamentally it has to be an inclusive process rather than one of directed expert design. In these circumstances quick successes are just as instructive and valuable as quick failures (Skweyiya, 1998:5). Rothwell, Sullivan & McLean (1995:9) define change as a departure from the status quo. It implies movement toward a goal, an idealised state, or a vision of what should be and movement away from present conditions, beliefs, or attitudes. They also argue that the change process consists of five (5) stages: alpha, beta, gamma, delta and new alpha as depicted in Figure 3.

Figure 3 Rothwell, Sullivan, McLean and Graves' stages of change



Adapted by Pothas (1999:2) from Beck & Linscott (1991:48) and Rothwell, Sullivan & Mclean (1995:9)

During the alpha stage, all needs are met; resolutions match the problems. However, today's problems are yesterday's solutions and needs change. As soon as we sense that something is amiss, but lacking the insight to know what, we move into the better stage.

The first response in the beta stage is first order change - more of the same - under the assumption that nothing is wrong with our system. The second is to go back to the “good old days”, to experience a nostalgia. Thirdly, at realising that our system is not the final, ideal state but that other possibilities exist, there is a potential for a second order shift from the beta stage to the new alpha stage, illustrated by the “Evolutionary option” arrow in Figure 3.

Graves (1991:28) as quoted by Pothas (1999:22), has identified six conditions necessary for moving along the “Evolutionary option” arrow from the beta stage to the new alpha stage:

- Potential in thinking
- Earlier problems must be solved
- Dissonance created by failure
- Insight into why Alpha failed
- Elimination of barriers
- Consolidation and support

If these conditions are not fulfilled and the evolutionary route from the beta to the new alpha stage is not taken, the alternative is being trapped in the gamma stage, as illustrated in Figure 3. Being trapped in the gamma stage means frustration because of knowing what is wrong and why, but fearing that powerful barriers are in the way of changing to a new alpha stage. As indicated by the “Break out” arrow in Figure 3, fundamental change needs to take place in structures and systems. The frustration leads to the developing of self-destructive behaviour and the revolutionary option becomes justifiable.

Dealing with the barriers - i.e. the barriers are removed, ignored or overcome - is necessary for entering the delta stage. Rapid and exciting change occurs during the delta stage as people “break out”, take charge of their own destinies, and let

old restraints drop away. A warning: too much delta too soon can create stress into long-term relations as one party changes but the other remains in the old alpha. It might even lead to a backlash reinforcing old barriers. The initial euphoria experienced during the delta stage may, and most probably will, diminish later. There then exists a real need for individuals who are able to see "the Big Picture" to continue the change process towards the new alpha stage.

According to Pothas (1999: 24) Other sources in the literature describe similar aspects of change as depicted above, for example Benjamin & Levinson, 1993; Brynjolfsson et al., 1997; Duck, 1993; Hall, 1983; Mercer, 1996; Montero de Burgos, 1996; Sardar, 1993; Slaughter, 1993. These aspects include:

- Acknowledging a crisis, i.e. a need for change
- Old ways of thinking becoming obsolete
- Forces driving change
- A bifurcation of evolution or revolution?
- Increased tension and divergent views
- Barriers - structures, people, the system, old ways of thinking
- The need to change behaviour and ways of thinking
- Moving towards a new (desired) state
- Change may be progressive, but also regressive
- The need to consolidate and practice new ways of thinking
- Market domination (Vollman, 1996:9)
- Responding to a new competitive environment (Pretorius, 1999:14)
- A number of **integrated interventions** that is multi-dimensional and continuous change - transformation does not have a final script.
- A **process of creative destruction** - often redesigning in midstream (Venter, 1999). (Cited by Sekoane, 2001:19).
- It is usually more **time consuming** than anticipated.
- Results are often **unpredictable** - high risk (Jaworski, 1998). (Cited by

Sekoane, 2001:19).

From the current literature it seems that there is at least one commonality among the diverse group of transformation guru's and it is that transformation and change are not the same thing. Transformation should be regarded as the *precursor* to change; where *change is the physical mode of turning things around, and transformation the preparation of the mind set to enable and to facilitate change.*

Peter Senge (1990) also made a valuable contribution to our understanding of transformation through his work on the learning organisation. To him the real meaning of transformation reside in the concept "**metanoic change**", where "**metanoia**" means a fundamental shift or more literally the transcendence of mind. He applied his idea of leaning organisation to it and concluded that :

- learning also involves a fundamental shift or movement of mind;
- through learning we re-create ourselves;
- through learning we re-perceive the world and our relationship to it and
- through learning we extend our capacity to create, to be part of the generative process of life.

To Tracy Goss (1996 : 15) the distinction between change and transformation is that **change** is a function of altering what you are doing, that is, to improve something that is already possible in your reality. **Transformation** on the other hand is a function of altering the way you are being, that is to create something that is currently not possible in your reality.

Transformation is fundamentally a process and not in the first place a results driven phenomenon. Transformation is a precondition, but in the same breath it is also a result; because transformation is evident **in the way we relate to**

change. An organisation could have experienced a number of change interventions, without being transformed. By chasing results too soon, we are setting ourselves up to failure (Sekoane, 2001:19).

2.4.1 Why start a change programme?

In the above list of aspects of change, some hints on why organisations change may be found. These include a crisis, old ways of thinking becoming obsolete, forces driving change, a desired future state. The reasons offered by Frank (1971:240) for why organisations change, are as valid today as then, and correspond to the aspects listed above as derived from recent literature. According to Frank, common reasons for organisations to get involved in change programmes are:

- **Pain.** The organisation is finding its existing state painful. Falling market share, executive turnover, decreasing profits, conflict ... may for example be the cause of this pain. What Frank has depicted “pain”, corresponds to the above “acknowledging a crisis”, “old ways of thinking becoming obsolete”.
- **Image or potential.** Top management has a clear idea of what the organisation might become. This might be expressed in terms of profits, industry position, diversity, size, national role ... ‘ Moving towards a new (desired) state” captures the essence of Frank’s “image”.
- **Outside influence.** Some external force, such as government, has legislated a new function or method of operation. Technological innovation also is an example of an outside influence. From the above list of aspects, “old ways of thinking becoming obsolete” and “forces driving change”, although not necessarily from without the organisation, often could be considered as “outside influences”.
- **Achievement desire.** Top management wants the organisation to become better. The attitude is “If this can do us good, we must use it if

- we want to maximize our opportunities.” Frank’s “achievement desire”, matches to some extent “a desired future state”.
- **Let’s do something.** Line or staff wants to appear to be doing something constructive. According to Frank, this reason is likely to lead, in the long run, to more rather than less pain. From the above list of aspects, “tension and divergent views” and “change may be progressive, but also regressive” share some of the sentiment expressed in Frank’s “let’s do something”. However, of the reasons offered by Frank for organisation change, “lets do something” is perhaps the one of which the meaning has altered the most during the recent years of participative management and consulting.

2.4.2 Transformation in the South African Police Service

The transformation process is key to the effective functioning of the SAPS in that the absence of transformation maintains the status quo. (See Annexure 1 for a distribution of management in the SAPS with respect to race and gender).

Transformation does not refer merely to the process of redressing the imbalances of the past, but also to a process of creating a police service capable of delivering the goods. An effective SAPS will greatly assist in creating an environment that is more conducive to long term investment, a thriving tourism market and the ability to retain skilled people within the country. Internally, low levels of morale are manifested in very high levels of sickness and absenteeism as well as numbers of qualified police persons leaving the SAPS (SAPS, 1998:4). These are recognized as a significant hindrance to the achievement of police strategic plans.

In addition, transformation is essential in order for the SAPS to interact credibly with the community at large, thereby enhancing the prospects of achieving effective community involvement in the policing process (SAPS, 1998:4).

Our new constitution provides for the establishment of a totally new police service - the South African Police Service. This entirely new police service is being built on the foundation of the old South African Police and the 10 other police forces of the defunct homeland areas. The following factors also calls for change in SAPS:

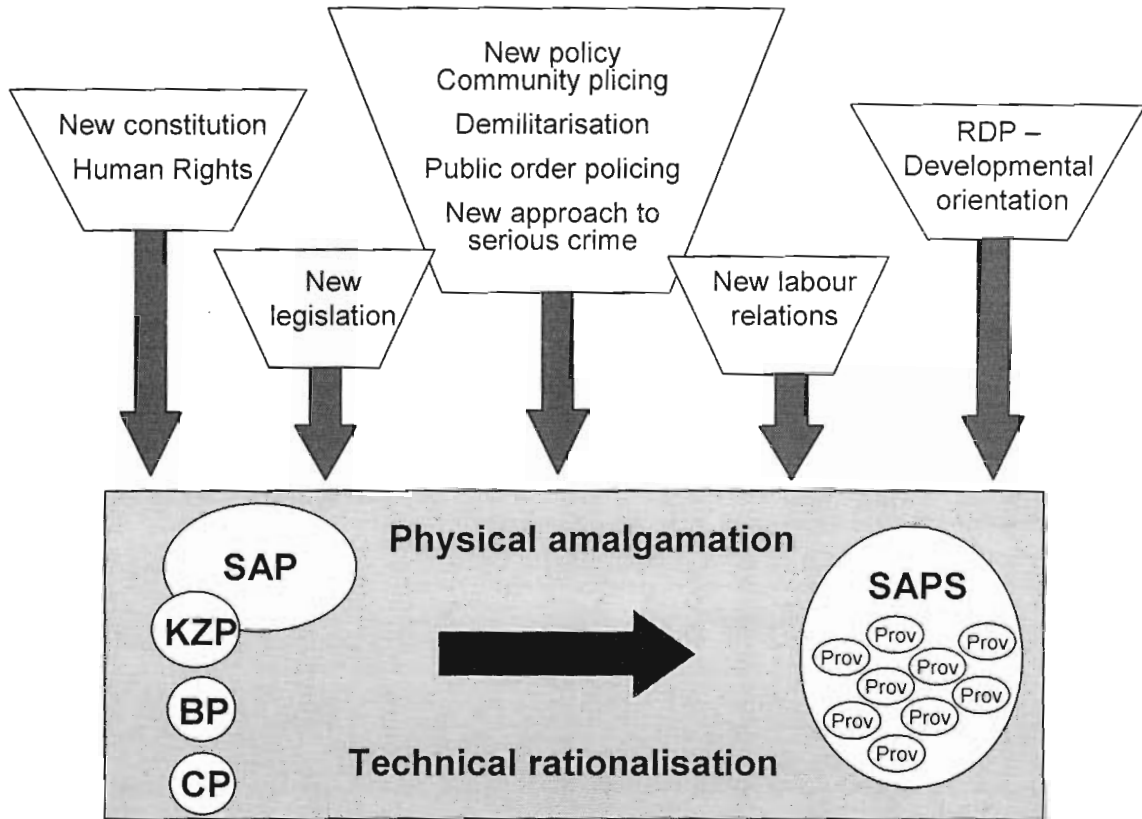
- Restructuring of policing into a single national service with nine provincial services;
- A bill of fundamental rights;
- That the national component of the service assumes responsibility for serious, organised and specialized crimes, as well as major public order problems and high risk operations to be the responsibility of the National Service;
- Affirmative action for groups who have been disadvantaged in the past by apartheid policies and practices;
- Poor credibility of the police among most of the country's population. This is related to the political role played by the police in the past;
- Great imbalances in the distribution of policing. In general, historically "white" areas are better catered for, while the former "homeland" areas lay behind in terms of both police officer development and police infrastructure;
- A low level of service delivery in many areas of policing;
- The need for greater accountability, impartiality and transparency;
- The increasing levels of crime and violence, which serve to retard development efforts and which demand greater police effectiveness;
- A growing trend towards community policing, driven in large part, by the growth of community empowerment through NGO and civic organisations;
- The existence of highly bureaucratic and top-heavy structures, accompanied by numerous rank levels and very low pay levels for street level officers;
- A largely reactive approach to policing in general;

- Changes in the labour relations environment in the Public Service generally (Servamus, 1995: 3).

In late 1996, South African Police Services (SAPS) Commissioner, George Fivaz, issued a report entitled: "Status report: Transformation of the South African Police Service" (SAPS, 1996:7). The report, compiled by the Change Management section of the SAPS, reviews the progress made in transforming the former eleven police forces in South Africa into a unified SAPS which is structured and responsive to the new scenario in the country. Overall, as could be expected from an internal SAPS management document, the tone is very positive regarding the progress made. Listing various areas of substantive change and progress, the document also highlights key challenges and areas of concern.

Throughout the document, the problem of available resources (financial, skills, manpower, equipment etc.) versus the demands placed on the SAPS is highlighted as a source of severe pressure on the SAPS and its management. In introducing the section on "Key Challenges and Obstacles", the document notes: "One of the greatest challenges of transformation is the ability to, given limited resources and capacity, remain focused on the priorities. The day-to-day management of the Service, obligatory service delivery, the crises that have to be managed on a regular basis, high expectations, public pressure and the complexity and scope of the transformation impedes the capacity to transform". The problem of accommodating demands on the SAPS within the available resource base, is repeatedly offered as the basis of the explanation of why certain objectives are not being attained (SAPS, 1996:32). Regarding the question of the approach to change process in SAPS refer to figure 4.

Figure 4: Approach to change management in SAPS



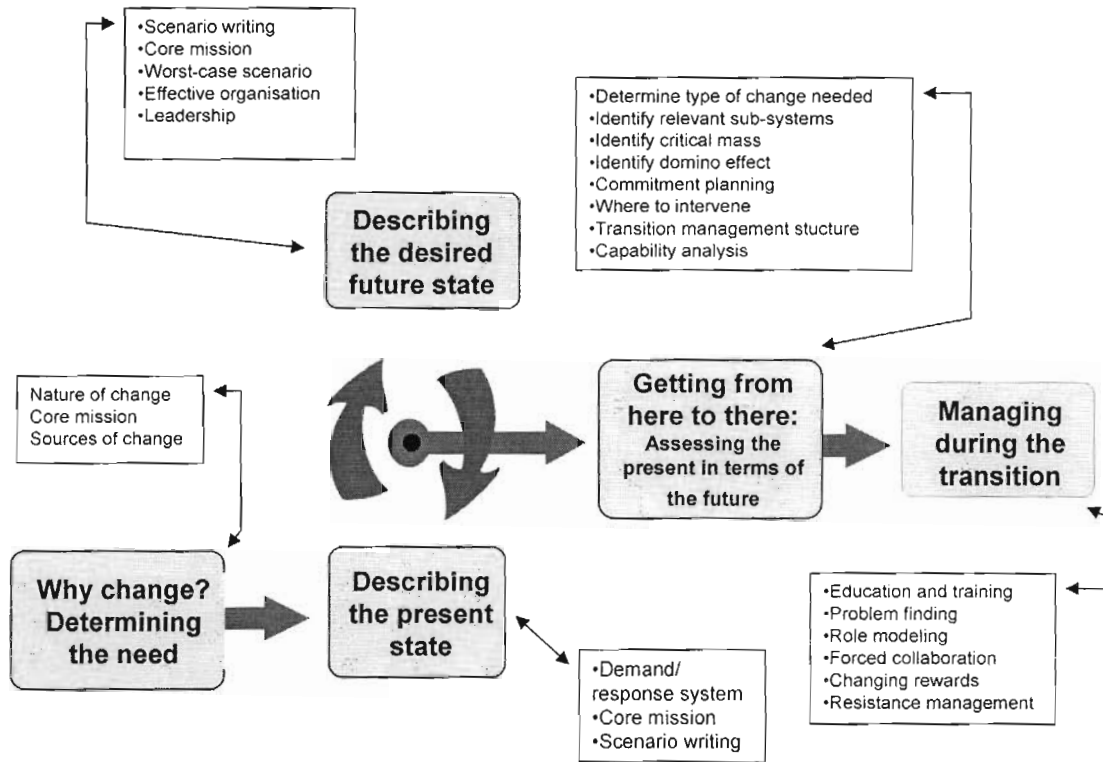
Servamus (1995:3)

Following an analysis of the current situation in SAPS, the desired future state of the organisation can therefore be defined as service that is characterised by the following:

- Consultative approach in all procedures and operations.
- Professionalism due to educated, developed and trained personnel.
- Motivation due to a people oriented HR approach.
- Optimised functions, methods and procedures.
- Effective information management.
- Optimal utilisation of resources.
- Credible, accountable, transparent and Impartial Police Service.
- Representative of the community and equality.
- Effective policing.
- Informed members.
- Pro-active policing.

The entire question of the process of change can therefore be demonstrated as depicted in Figure 5

Figure 5: The Change Management Process



Beckhard & Harris (1987:112)

2.5 How to effect organisation change

A vast volume of literature exists on how to implement organisation change. Organisation development, business process re-engineering, Total Quality Management, management training, strategic planning, shared visions, mission

statements, downsizing ... are but a few of the approaches and programmes geared towards organisation change. It would not be attempted here to represent an account of change programmes. For the purpose of this study, one common aspect of these programmes - the reaction of people to organisation change - will be discussed.

“The challenge to understand and manage change in people and organisations is a never-ending one.” (Misselhorn, 1997:39), as quoted by Pothas (1999:26). The only way for this (organisation change) to happen is to view people as the principal source of competitive advantage for the firm and to engage them with heads, hearts and spirits.” (Bigler, 1996:654), as quoted by Pothas (1999:26). According to Pothas (1999:28), individuals at work, though they vary in their needs, essentially require adequate elbowroom, in that they feel they are working within a structure without having a supervisor or manager watching their every step :

- An opportunity to learn and to keep on learning;
- An optional level of variety in their work;
- Support and respect from their co-workers;
- A sense that their work contributes to social welfare in some way;
- A desirable working future.

Echoes of the above are found in Chapman’s summary of individual’s needs in the workplace (Chapman, 1994:57) (as cited by Pothas, 1999 : 28).

- Tell me what you expect of me
- Give me authority to do the job
- Give me the tools that I need - resources and training
- Let me know how I am doing
- Reward me according to my performance

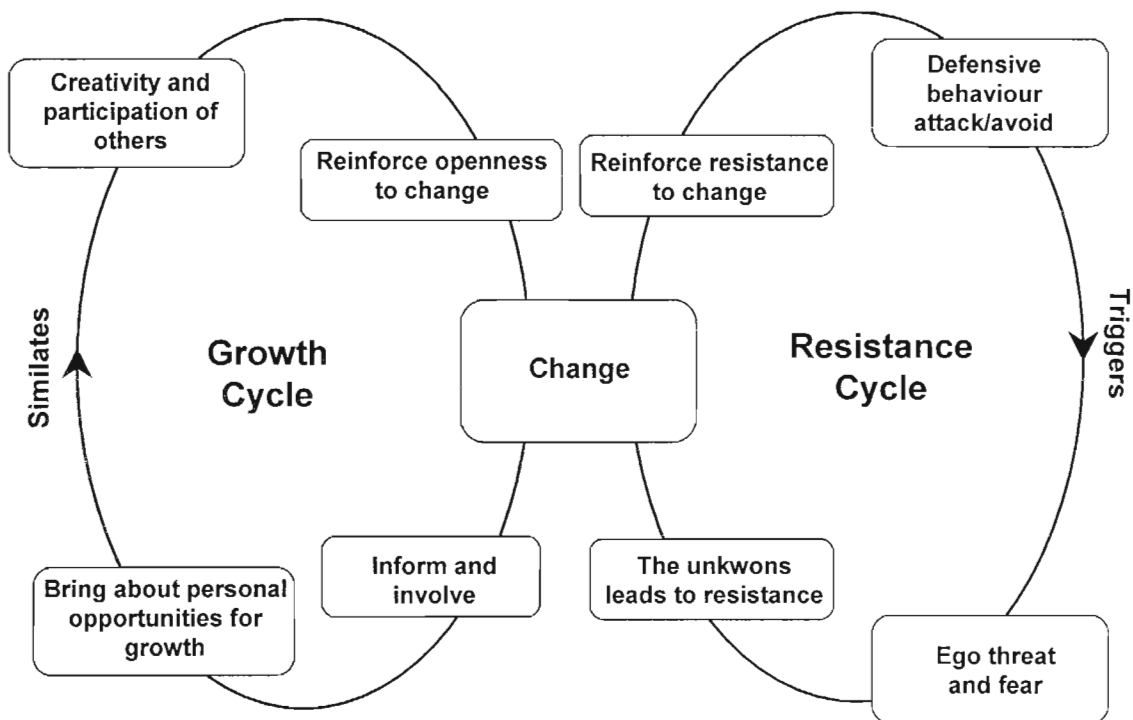
Without the fundamentals as expressed by the above two authors, it would not

be possible to achieve a high quality of worklife. To achieve a high quality of worklife, is seen as one of the objectives of management and also, as mentioned in the previous section on organisation change, as one of the desired outcomes of organisation change.

“Transformation is impossible unless hundreds or thousands of people are willing to help, often to the point of making short-term sacrifices. Employees will not make sacrifices, even if they are unhappy with the status quo, unless they believe that useful change is possible. Without credible communication, and a lot of it, the hearts and minds of the troops are never captured.” (Kotter, 1995:63).

It is clear that organisation change is about people - about winning their commitment, about overcoming their fears. One way of doing this, is to emphasise communication. Another may be to let people feel there is something for them in the change. Allow them to feel that they can become owners of the change, that they can develop their potential and contribute to the firm winning in its environment. In Figure 6 (adapted from Bigler, 1996:656), the growth cycle and the resistance cycle of change are shown.

Figure 6 Change: growth or resistance cycle?



Bigler (1996:656) as adapted by Pothas (1999:27)

In Figure 6 it is illustrated that the fear of failure (ego threat and fear) is a key cause of resistance to change. It is also illustrated that the demonstration of positive outcomes (bring about personal opportunities for growth) is a key driver for reinforcing openness to change. If employees see organisation change as beneficial for themselves, they might be committed to the change process. "Beneficial for themselves" implies more than what meets the eye - it addresses the issue of quality of worklife and the impact of organisational change on the

quality of worklife.

From Figure 6 it can be deduced that organisation change might enhance quality of worklife, as in the bringing about of personal opportunities for growth. However, it can also be deduced that organisation change might diminish quality of worklife, as in the increasing of ego threat and fear.

2.6 The Manager's Role

The role of managers in successfully implementing organisational change with the minimum of trauma for the members of the organisation is critical. Managers in the SAPS would do well to need Bergh's (1995) list of thirteen key factors that need to be addressed in any organisational transformation process:

- Vision lacking or not understood - the dream of what the organisation wants to achieve must be made specific so that employees can understand how their daily activities contribute to this.
- Insufficient consensus or participation - all the stakeholders need to be engaged so that people do not move out on paths or agendas of their own.
- Inadequate union engagement - the employee unions need to view the transformation process positively and understand their role in this.
- Inadequate understanding of the South African situation - South Africa has a complex culture and environment which is not necessarily receptive to American and European methods and models of transformation.
- Not creating a powerful enough change group - the change group needs to represent all the stakeholders and have the necessary authority.
- Lack of management commitment - management at all levels have to be fully involved in and back the process of transformation.
- Insufficient benefits - employees need to receive both formal (e.g. bonuses and wealth sharing) and informal benefits (e.g. promotions,

improvement in workplace conditions, multi-skilling, participation) to motivate them to change.

- Not addressing fears - addressing fear of the unknown and of job security is important in gaining support for the change process.
- Not understanding that transformation causes pain - people at all levels of the organisation are pulled from their comfort zones, the duration of which must be kept to a minimum.
- Not establishing a great enough sense of urgency - urgency is necessary to create the momentum to carry the process to its destination.
- Not planning for quick results - early successes are essential in establishing the credibility of a transformation process.
- Poor communication and marketing - the transformation process must be communicated and marketed throughout the organisation.

2.7 Leadership in Times of Change

The discussion so far suggests a number of conclusions, not all compatible, about leadership in times of organisational change. The first, which related to the 'one best way' of leading, is that most of the characteristics resumed necessary for successful leadership by the trait theorists appear relevant to leaders of change. However, Kirkpatrick and Locke's (1991) identification of drive, leadership motivation, honesty and integrity, self-confidence, cognitive ability and knowledge of the business seem most relevant - along with the trait of general intelligence. The second is that, given these characteristics, there might be a particular type of leadership behaviour which is most appropriate to leading change. This is the development-oriented behaviour which the researchers Ekvall and Arvonen (1991) and Lindell and Rosenqvist (1992a, 1992b) claim to have found. The third is that transformational leadership seems almost tailor-made for leading change. For instance, in their book entitled, "The Transformational Leader", Tichy and Devanna (1990) put forward a dramatic

analogy of transformational leadership when they propose triggers for change emerging from what they call 'the prologue' of the new global playing field. Acts I (recognising the need for revitalisation), II (Creating a new vision) and III (Institutionalising change) all follow on from this prologue. The 'epilogue' of 'History repeating itself' serves to emphasise the continuous nature of change and, therefore, the necessity for continuous transformation of organisations and the people in organisations having the continuing need for transformational leadership.

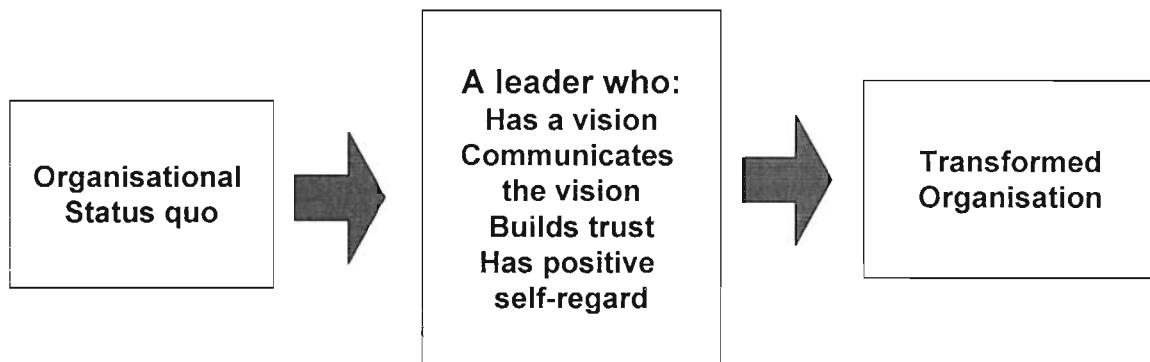
If these conclusions are accepted, the search for leaders of change could stop here. However, as the contingency theories of leadership show, leadership style and behaviour can vary according to the different characteristics of different organisational situations. In addition to those described above, these situations also include an organisation's stage of development, the nature of the change process itself, and the forces for or against any change, including individuals' and groups' resistance to change (Barbara, 1997:213).

Bateman & Zeithamly (1993:429) argue that transformational leader change things from what could be to what is, that is, they translate a vision into reality. They get people to transcend their personal interests for the sake of the group. They generate excitement and revitalize organisations.

Transformational leaders generate excitement in three primary ways. First, they are charismatic, as described earlier. Second, they give their followers individualized attention. Transformational leaders delegate challenging work, increase subordinates', responsibilities, keep lines of communication open, and provide one-on-one mentoring to develop their subordinates. They do not treat everyone alike, because not everyone is alike. Third, transformational leaders are intellectually stimulating. They arouse in their followers an awareness of problems and potential solutions. They articulate the organization's

opportunities, threats, strengths and weaknesses. They stir the imagination and general insights therefore, problems are recognized and high-quality solutions are identified and implemented with the full commitment of followers.

Figure 7: Transformational Leadership



Bateman & Zeithamly (1993)

Four skills or strategies contribute to transformational leadership (see Figure 7). First, transformational leaders have a vision - a goal, an agenda, or a results-orientation that grabs people's attention. Second, they communicate their vision; through words, manner, or symbolism, they relate a compelling image of the ultimate goal. Third, transformational leaders build trust by being consistent, dependable, and persistent. They position themselves clearly by choosing a direction and staying with it, thus projecting organizational integrity. Finally, they have a positive self-regard. They do not feel self-important or complacent; rather, they recognize their personal strengths, compensate for their weaknesses, nurture their skills and continually develop their talents, and know

how to learn from failure. They strive for success rather than merely trying to avoid failure.

Before commenting on the impact of organisation change on morale, attention first has to be turned to the concept "morale".

2.8 Morale

It can be defined as the mental attitude that encourages members of staff to be enthusiastic, to display initiative, determination, devotion, perseverance and confidence (in themselves, the group and the instruction) directed towards the realisation of the institutional goal (Van Heerden, 1986:127).

According to Van Heerden (1986:128), this communal responsibility for and devotion to the execution of the group's task provides the spiritual power without which no institution can function effectively.

He maintains that this spiritual power is never static, since it is perpetually being influenced by the quality of the leadership, discipline and its enforcement within the institution, external (public) pressure, the attainability or otherwise of objectives, the nature of the working conditions and the degree to which individual needs are being satisfied (Van Heerden, 1986:128).

Van Heerden (1986:128), reason that the varying intensity of these factors results in constant fluctuations of morale and any injudicious action by leaders for example, can have a deleterious effect even when morale is apparently high. Because of these constant fluctuations, it is difficult to determine the exact position of morale on the morale continuum at any given moment. Morale is a mental attitude, and it is therefore advisable, according to Van Heerden (1986:128) to ascertain the attitude of staff members towards the institution by

means of in-depth studies (questionnaires, interviews). The need for investigations of this nature will usually be indicated by the following signs of low morale:

- Low quantitative and qualitative work performance;
- job dissatisfaction on the grounds that individual needs are not being satisfied;
- a high labour turnover owing to resignations;
- the incidence of cases requiring disciplinary action and the existence and scope of
- grievances and
- disloyalty towards the institution and its aims.

In 1996, the SAPS management commissioned the SAPS Research Unit to conduct an internal climate study within the SAPS to measure personnel's attitudes and perceptions. The results of the climate study were evaluated by external consultants from the University of South Africa, Technikon Pretoria, the Centre for the Study of Violence and Reconciliation and Q-data who supported the validity of the study (SAPS, 1998).

The following matters were addressed in the climate study:

- Effective management;
- Human resources;
- Victim support;
- Crime information;
- Communication;
- Morale and
- Human rights.

Of interest to note with this study, is the fact that the following factors were identified as impacting negatively on personnel's morale:

- Feeling unsafe at the workplace and at home;
- Uncertainty about career opportunities;
- Discrimination;
- Low motivation;
- Exposure to traumatic events (SAPS, 1998).

According to surveys conducted at various stations during the Service Delivery Improvement Programme (SDIP) factors influencing a lack of motivation and low morale were also identified as follows:

- Poor working conditions and logistical needs;
- Lack of consultation during decision-making;
- Members working overtime without remuneration;
- Lack of recognition for work well done;
- Excessive work load;
- Lack of training;
- Unsuitability and
- Lack of commitment amongst certain members and a general disinterest on unsuitability for the role of police officer (SAPS, 1999).

Morale is often equated with discipline. High morale does indeed reflect good discipline, but if disciplinary measures are necessary this is a sign of low morale. Although there is a connection between the two concepts their meanings are not the same (Van Heerden, 1986:127).

He sees job satisfaction and morale as both forms of latent individual control and says that in many basic respects these two terms do have the same meaning. Both refer to the emotional orientation of the individual to his role as a worker. The difference is that job satisfaction is an individual phenomenon specifically confined to the disposition of the individual, while morale is a group phenomenon reflecting the cumulative satisfaction of individual (Van Heerden, 1986:127).

Also central to the question of low morale is the fact that poor police are already feeling their powers curtailed by the new version of section 49 of the Criminal Procedure Act which deals with the right of the police to use lethal force (City Press, 1999:13).

The Act amounts to a stipulation that police may only use their fire-arms when they are threatened. The law refers to the use of force “which may result in serious injury or death”. In police language, this can only mean the use of fire-arms (City Press, 1999:13).

According to Nogantha (1999:13), police feel betrayed by this because in a practical situation, it means the crucial seconds the police use to decide whether the situation calls for “use of force” could mean the difference between life and death.

Further that due to the nature of their work, police officials are regularly exposed to extreme danger. And, if the high levels of violent crime in South Africa, the high level of illegal firearms in circulation, the increase on brutality by criminals and the general lack of respect for law and order are taken into consideration, it is small wonder that police officials are, it seems, specifically targeted (Kempen, 1999: 17).

According to Kempen (1999:16), attacks on police members are not a phenomenon in South Africa. A number of people applied for amnesty at the Truth and Reconciliation Commission (TRC) for deeds of this nature. One such example was a former APLA operative who told the TRC that he had been involved in two attacks on policemen in Port Elizabeth in 1990 in order to defend people from attacks by the police in the townships. Three(3) years ago senior officials from SAPS Management Services apparently compiled a report in which certain suggestions regarding attacks on police officials were made. As a result

of this report a special “desk” was created where the modi operandi as well as the number o attacks are monitored.

According to Director van Staden (SAPS :2001), the situation with regard to police murders as well as generic causes is as follows :

Year	Number on duty	Number of duty	Total
1994	84	181	265
1995	84	156	240
1996	76	146	222
1997	90	154	244
1998	92	145	237
1999	81	123	204
2000	60	125	185
2001 (end of May)	24	40	64
TOTAL	591	1070	1661

Generic causes :

- The police officials is the obstacle between the criminal and his/her goal.
- Police officers are not wearing their bullet proof vests.
- Police officers are working alone and have no support mechanisms when in danger.
- Not sufficient hand radios available when police are functionally deployed or working operationally.
- Police officers oversee their own safety whilst they are results driven.
- Not all police officials underwent the previous SWAT training or Tactical Policing Courses.
- Incorrect application of tactical policing techniques when searching for suspects, arrests, attending to complaints, pulling vehicles alongside the road

and visiting of cells.

- Lack of sensitising that police officers are targets.
- Police officers travel to and from work in uniform when utilising public transport (they are vulnerable and isolated).
- Firearms are worn visible when off duty.
- Social behaviour at or in the vicinity of drinking places.
- Although minimal, some of our members are partaking in criminal activities and are subsequently taken out by criminal.

Various committees have been established dating back to as far as 1993, during the reign of former President FW de Klerk to investigate the origins of the serious attacks on members of SAPS, including the motives, who are the perpetrators and what can be done to prevent the attacks. During the investigation, it could be established that the possible motives behind the attacks are as follows : - criminal territory, robbery, community rejection, political changes and arguments, love triangles and revenge (Kempen, 1999 : 16).

It should be noted that the high incidents of attacks and murders on police officials has a serious effect on the stress levels on members of the SAPS. This has a detrimental effect on members families and their social life and it may even contribute towards the high suicide rate among police officials (55 SAPS members have committed suicide in the period from 1 January - 31 May 1999). Further inadequate training, the lack of preparedness and vigilance could be contributing factors in high number of attacks on police officials (Kempen 1999 : 17).

Lastly, the South African society is saturated with media exposure to violence and people are increasingly aware of the effect this can have on them. This awareness has helped changed the public perception that the police are immune to pressure and stress (Nel & Burgers, 1995 : 17).

According to Nel & Burger (1998 :17-18), police are often victims not only of violence but of other kinds of disasters. Police are present in most situations which can be described as critical incident stressors : the serious injury or death of a child, a colleague or a woman/mother who leaves small children behind : suicide of a colleague : incidents in which odours sounds and insights trigger uneasy feelings, such as decomposing bodies, shooting incidents and bomb blasts scenes : environmental dangers : and national disasters.

Bhengu (1995 :5), also add that police themselves emphasize that shooting someone, being shot or seeing someone shot are particularly traumatic. Further that police killings have also aggravated the situation. In 1997, 950 officers were murdered, 1 100 left the force for various medical reasons, 346 were discharged and 1387 took severance packages (Bhengu, 1999 :5).

Having remarked on what does morale entail and on some ways of measuring it, what remains is to comment on the relationship between morale and organisation change. Does organisation change lead to a perceived improvement in morale?

2.8.1 The relationship between morale and organisation change

From the previous sections on organisational change and morale, the following regarding the relationship between morale and organisation change can be deduced:

- The main objective of organisation change might perhaps not (always) be the improvement of quality of worklife, but the objectives of organisation change usually include the improvement of quality of worklife.
- A driving force for organisation change is the improvement of high morale with the view to enhance efficient and effective service delivery. For organisation change to succeed in moving towards and envisaged future

state, the commitment of the people of the organisation is a prerequisite. If they perceive the improvement of their morale as a possibility, this perception can act as a driving force for organisation change

- Apart from serving as a driving force for organisation change - i.e. an input to organisation change - improving the morale can also be regarded as a desirable outcome of organisation change. Organisation change aimed at, for instance, smoother operation and quality improvement of products and services, might result in a higher morale
- The impact of organisation change on morale can be positive or negative or a combination - in some respects negative, in others positive. If organisation change exacerbates fears and uncertainties, quality of worklife is adversely affected. If organisation change affords people the opportunity for personal development, for instance, morale is positively affected
- Morale is a multi-faceted concept. The many facets imply that one could expect organisation change to have some impact on morale. However, since morale is a personal matter, it would not be a simple task to determine the impact
- Further complicating the determining of the impact of organisation change on morale, is the fact that the interplay between organisation change and morale would be dynamic. Organisation change is, by definition not static. Morale, since it is a personal matter and individual needs change over time, is also not static. Since organisation change can move towards the desired future state only to fall back some time later, the impact of the organisation change on morale can also oscillate between improving and diminishing

2.9 Conclusion

In this chapter an overview has been given of

- legislative perspective on transformation
- organisation change
- morale
- The relationship between morale and organisation change

One of the major debates concerning organisational change relates to the role of those who lead it. This chapter addressed the issue of leading change. It included discussion of whether there is one style of leadership best suited to managing change or whether different styles of leadership are required according to different change situation. Issues regarding resistance to change and the identification of strategies for managing it are also recognised.

It is clear from the study that transformation is not a once-off process but a long-term one to achieve the best results of outcomes through fundamentally various ways of approaching issues and problems. It is further clear that morale can be defined as a mental attitude that encourages members of staff to be enthusiastic, to display initiative, determination, devotion, perseverance and confidence (in themselves, the group and the instruction) directed towards the realisation of the institutional goal.

It can also be deduced that a driving force for organisational change is the improvement of high morale with the view to enhance efficient and effective service delivery. There is further a need to introduce relevant policies and legislation as already indicated to give impetus to transformation.

In the next chapter, chapter 3, the profile of the South African Police Service (SAPS) in North West Province would be discussed.

CHAPTER 3: PROFILE OF THE SOUTH AFRICAN POLICE SERVICE IN THE NORTH WEST PROVINCE

3.1 Introduction

In this chapter, an analysis of the profile of the South African Police Service (SAPS) in North West Province would be made. This is done to give the reader a clearer perspective of how the SAPS look like, so that a deduction could be made as to whether it is delivered in terms of the strategic objectives for transformation as already explained in chapter 2.

This will be achieved by first defining the concept profile, and analysing the organisational structures of the SAPS. The concept organisation will be discussed by looking at its definitions and various types of organisations. The organisation of the SAPS, i.e. the divisions and different functions of different structures, command and control, Core Provincial Management, Composition and Strength of SAPS, Career Development, Labour Relations, Provincial Crime Picture and Monitoring of SAPS, will be analysed in order to understand the function of its different component.

3.2 Elements of a provincial profile

Bullock, Stallybrass and Trombley (1988) define profile as metaphorically, a summary description giving the main features of some person, state of affairs, process, social group, organisation, etc.

According to Masike (1998:12-13) the profile of the organisation is a thorough

analysis of the present situation in its total form so that before an organisation moves to a future envisaged situation, it should clearly understand its present situation. He maintain that in developing an organisational profile it is important to ask the following questions:

- What employee organisations are recognised and active in our organisation?
- What employer organisations does the organisation belong to?
- Other role players like government, banks, shareholders and their power of influence.
- The physical facilities: Is there enough police stations near the Community, and is the infra-structure available to cater for the needs of all the communities?
- Who are the suppliers and how well do they perform?
- How does SAPS in the province compare to other provinces rendering the same service, in terms of perceptions by both customers and SAPS members themselves regarding delivery in line with the strategic objectives for transformation?

3.3 The organisational structure of the SA Police Service

Since administration takes place when two or more individuals co-operate for the achievement of a particular objective, it means that organisation and co-ordination has to take place. Classification, grouping of functions and allocating groups of functions to institutions and workers in an orderly pattern so that everything done will be aimed at achieving predetermined objectives, is known as organising (Cloete, 1995:124).

The South African Police Service (SAPS) is normally organised in such a way as to ensure effective and efficient delivery of services and goods. It is, thus,

important to understand how different divisions and/or units within the overall organisation interact in reaching set or predetermined objectives related to policing.

3.3.1 What is an organisation

Henry (1995:52) states that there is no one definition of the concept organisation as different people's definitions are influenced by their different contexts and perspectives. To illuminate his point he further gives examples of different definitions by different individuals. Victor A. Thompson, as quoted in Henry (1995:52), states that an organisation is a "... highly rationalised and impersonal integration of a large number of specialists co-operating to achieve some announced specific objectives". Does an organisation always have to consist of a large number of persons who are specialists? Are relationships within an organisation always impersonal? Are organisations always highly rationalised? The answer to these questions is surely NO.

Organisations are not always (a) large; (b) consisting of specialists; (c) highly rationalised; or (d) characterised by impersonal relationships. These are not essential requirements for organisations.

Barnard, also quoted in Henry (1995:52) (as cited by Mokgothu, 2000), defines an organisation as "... a system of consciously co-ordinated personal activities or forces of two or more persons". Differences between the two definitions by Thompson and Barnard are apparent. For Thompson organisations consist of a large number of specialists, whilst Barnard sees organisations consisting of two or more persons. The second difference between the two definitions is to be found on the nature of the relationships between members of organisations. Thompson, on the one hand, stresses the impersonality of the relationship, i.e. secondary relationships. Barnard, on the other hand, sees relationships in

organisations as being personal, i.e. primary relationships. Lastly, Thompson emphasises specialisation by members of an organisation for the realisation of specific objectives, and Barnard's definition is noticeably silent in this regard.

Tosi et al (1994:34) see an organisation as a group of people who are working towards specific objectives. Organisations develop and maintain relatively stable and predictable behaviour patterns. Organisations are usually described in terms of how they differ in three dimensions: complexity, formalisation and centralisation.

By complexity reference is made to "...the breadth of different activities, functions, jobs and number of levels which exist in an organisation" (Tosi et al., 1994:34). In more complex organisations there are more task activities to perform and there are alternative ways to design relationships. Larger organisations are typically more complex. This may result in more co-ordination and control problems.

Formalisation refers to the "... existence of policies, procedures, and rules which constrain the choice of members" (Tosi et al., 1994:34). Members' discretion and freedom are limited by the boundaries defined by these organisational devices in highly formalised organisations. In less formalised organisations, however, there is more freedom of action and choice.

By centralisation, reference is made to the extent of the distribution of power and authority. In centralised organisations power and authority are maintained by those in higher positions of the organisation. Decisions, rights and responsibilities are delegated to those at lower levels of the organisation in a decentralised organisation (Fox et al., 1991:73; Tosi et al., 1994:34).

Taking into account the above discussion organisation can be defined as

formal and/or informal group of two or more individuals, with personal and/or impersonal relationships, co-operating to achieve predetermined objectives. Organisations differ in their extents of complexity, formalisation and centralisation.

3.3.2 Types of organisations

Two main types of organisations can be identified. They are:

- Open or organic type; and
- Closed or mechanistic type.

3.3.2.1 Open or organic types of organisations

The open or organic types of organisations traditionally has had greater influence on business administration (private sector) and goes by other names like collegial, advocacy, competitive, informal and free market (Fox et al., 1991:82; Henry, 1995:57).

In these types of organisations the structures, relationships, and jobs are more loosely defined to facilitate the process of adapting to the changing environment. Individuals within these organisations may be moved from project to project as the need for their skills arises, with a different authority structure for each one. They may work for more than one manager, depending on what need to be done. In working on particular projects, teams may be created. When a particular project is completed, members of that team will be moved to different teams (Fox et al., 82-85; Tosi et al., 42-43).

Open or organic organisations are likely to be small compared to closed or mechanistic organisations. The small sizes enable the organisation to adapt to different environments (Tosi et al., 1994:43).

Open or organic organisations can be characterised by the following features:

- Few policy guidelines will be used in decision-making processes as the variability of the environment will preclude well-defined, set policies over time;
- There is noticeably moderate to low complexity, formalisation, and centralisation;
- Decision-making is centralised because speed and flexibility are necessary;
- The style of interaction is directed towards accomplishment and advice, rather than command. The subordinate/superior relationships are hardly noticeable;
- There is a high degree of horizontal differentiation based on skills and training;
- Task achievement and excellence of performance in accomplishing a task are emphasized, sometimes at the expense of obedience to one's superior; and
- Prestige is externalised, i.e. personal status within an organisation is determined largely by one's professional ability and reputation, rather than by office and rank (Henry, 1995:57; Fox et al., 1991:82).

Open organisations are more relevant to the private sector than to the public sector and it is, thus, not relevant to discuss it further in this mini-dissertation.

3.3.2.2 Closed or mechanistic types of organisations

The closed or mechanistic types of organisations have had the largest influence on the thought of public administration practitioners. These types of organisations are also known by names like bureaucratic, hierarchical, formal and rational organisations (Henry, 1995:54). These types of organisations can be characterised by the following features:

- There is division of labour that enable individuals within the organisation to specialise. Specialisation results in the forming of departments, divisions and sections;
- Positions are arranged in a pyramidal hierarchy, with authority increasing as one moves upward through the organisation;
- The style of interaction between people in this organisation is directed towards obedience, command and clear subordinate/superior relationships. These interactions are often vertical rather than horizontal;
- Rules, regulations and procedures of doing a job in a proper way are emphasised. These usually reduce the ambiguity and increase uniformity of action;
- Commitment and loyalty to one's superiors and the organisation is emphasised and performance is the criteria for promotion; and
- Prestige is 'internalised', that is, personal status in the organisation is determined largely by one's office and rank.
- Duties are precisely defined and there is a demarcation of job boundaries;
- Functional tasks are structurally differentiated. Structural differentiation refers to the process of unbundling system activities, separating a specific set of activities from others, for example, the Crime Intelligence Component operates separately from the Crime Prevention Component;
- There is a hierarchic structure of command with the Deputy Provincial Commissioner being responsible for the support service components of the SAPS at provincial level;
- There is distribution of authority throughout the organisation. Authorities vary from one to another depending on the level of positions occupied by individuals; and
- Jobs tend to be attached to routine work, with adjudication coming from the top.

3.4 ORGANISATION OF THE SOUTH AFRICAN POLICE SERVICE (SAPS)

The necessity for a study of the organisation of SAPS, as a closed type of organisation, cannot be over-emphasised, especially that this study focuses on transformation and morale, looking at Potchefstroom and Mafikeng.

There is a need to be conversant with how various components of an organisation are represented and interact so that it becomes easier to understand the extent in terms of which the transformation process is unfolding and its impact on the morale of SAPS members. Annexure 2 depicts the diagrammatic representation of the design and structure of SAPS in North West Province. A closer look at the organisation of SAPS, reveals that it is a closed or mechanistic type of organisation. It inter alia has the following characteristics (Van Heerden, 1986:108-113):

- Duties are precisely defined and there is a demarcation of jobs boundaries;
- Functional tasks are structurally differentiated. Structural differentiation refers to the process of unbundling system activities, separating a specific set of activities from others. For example, the detective service component operate separately from the crime intelligence component;
- There is a hierarchic structure of command with the Provincial Commissioner being responsible for the Command and Control of SAPS in the province;
- There is delegation of authority throughout the organisation. Authorities vary from one to another depending on the level of positions occupied by individuals; and
- Jobs tend to be attached to routine, with adjudication coming from the top.

The other observation that can be made on the structure of the SAPS is that it

has a pyramidal structure, in that it compresses specialisation into a number of sub-components. the crime intelligence component, for example is divided into various units like Crime Information Management Centre (CIMC), Crime Information Analysis Centre (CIAC), Crime Intelligence Gathering (CIG), etc. (SAPS, 1996:7).

3.4.1 Control and command

The Constitutional powers and functions of the South African Police service are:

- the prevention of crime;
- the investigation of any offence or alleged offence;
- the maintenance of law and order; and
- the preservation of the Internal Security of the Republic.

The South African Police Service is in accordance with the division of responsibilities between provincial and national governments prescribed by the Interim Constitution, structured both at national and provincial levels. The effect is that, although most of the responsibilities for combating crime is located within provincial level, the police service remains a single entity under the “executive command” of the National Commissioner, Jackie Selebi.

The SAPS is headed by a Provincial Commissioner appointed by the National Commissioner with the concurrence of Member of Executive Council (MEC) responsible for policing for a specified period of approximately five (5) years (Act Section 207(3) of Act 108 of 1996).

Subject to Section 214 and 218 of the Constitution, and the directives of the MEC of Safety and Security, the Provincial Commissioner must exercise command and control of SAPS in the province. He is also responsible to perform the functions as set out in Section 219 of the Constitution.

SAPS in the North West Province is organised geographically into three (3) area commands. These are the Mooirivier area (South Western part) and covers approximately 49,625km², the Marico are (North Eastern part) covering approximately 31,198km² and the Molopo area (Western and North Western part), covering approximately 51,363km² that include the capital Mafikeng. Each area is under the command of an area commissioner, with the rank of an assistant commissioner (Annexure 3). The area commissioners are directly accountable to the Provincial Commissioner and are responsible for delegated functions referred to in Section 219(1) of the constitution including:

- The prevention and investigation of crime.
- The development of community policing services.
- The maintenance of public order.
- Crime reaction unit.
- Protection services.

From Annexure 2, it can be deduced that SAPS consists of fourteen provincial components and they are as follows:-

- Management Services;
- Detective Service;
- Operational Response;
- Crime Intelligence;
- Operational Coordination;
- Crime Prevention;
- Financial Services;
- Logistics;
- Human Resource Management;
- Legal Service;
- Communication Services;
- Administration Services;
- Inspectorate and

- Evaluation (Detective and Crime Intelligence).

All these components are mainly established to give effect to the objectives of the police as set out in the constitution.

3.4.2 Core Provincial Management

In order to assist him in fulfilling his responsibilities, the Provincial Commissioner has two deputies, three (3) Area Commissioners, Provincial Head: Detective Service, Management Services, Operational Coordination and Crime Intelligence. They constitute the core management of the province. The heads of Legal Advisory Services, Finance, Logistics, Human Resource Management, are co-opted on ad hoc basis, by the discretion of the Provincial Commissioner (Circular 2/1/1 dated 1996.07.04).

3.4.3 Composition and strength of SAPS

According to the presentation done to standing committee on safety and liaison by SAPS on 6 September 2001, SAPS has an actual strength approaching 8 644 including personnel appointed under the Public Service Act.

A detailed breakdown of the personnel indicates that of the 8 644 police serving, 61.5% is classified as African males, 0.8% Coloured males, 0.1% Indian males, 12.9% White males, 15.2% African females, 0.4% Coloured females, 0.6% disabled, 8.7% White females, 0.1% Indian females (see schematic representation in Annexure 1).

It is interesting to note from Annexure 1, that while black police now far outnumber whites, and the percentage of the service which is black, is progressively increasing the officer corps is entirely non-African and the

dominant ethos of the service, its self-image and to some extent its public face, is that of a white, Afrikaner and male service (Cawthra, 1993:76).

It can further be deduced that there is no representivity of other race groups at both the senior and middle management levels particularly when coming to women. This is surprising because the South African Police Service, like all the other government departments, is expected to deliver on the strategic objectives for transformation as contained in the White Paper on Transformation. The Service would have to account in terms of the improvement of the status of historically disadvantaged persons, particularly with regard to race, gender and disabled persons. Many departments appear to have made some progress with regard to the appointment of black persons, but are fairing poorly when it comes to women. The SAPS is no exception.

Some of the reasons provided for the lack of women in senior management positions are objective and represent the present reality of the ration of women to men in the Service. However, this is not the complete picture. Besides being in the minority, women have to contend with the fact that the SAPS emerged from a paramilitary, Afrikaner, male dominated Calvinistic orientated organisation. This ethos did not accommodate women as equals with competencies to manage, but rather placed women in gender specific roles where they were confined to administrative functions. This meant, that women were left behind not only because of their lack of numbers, but largely because of the attitude of male managers. Discrimination against women was therefore, experienced on a formal level through discriminatory policies and practices as well as informally through the macho culture of the organisation (Cawthra, 1993:78).

Black women were even more invisible compared to their white counterparts, and were appointed only nine years after the first intake of white women in 1972.

The effect of the combination of race and gender discrimination was particularly powerful in the old South African Police which carried over these legacies to the new Service (Cawthra, 1993:78).

Today, this situation has been rectified with the introduction of the new Constitution following the democratic elections in 1994 and subsequent legislation. What needs to be corrected, are the perceptions and attitudes of members, male and female, towards gender-specific roles and the creation of an environment, which allows for all members to achieve their full potential. This is a challenge for management, since without commitment from the top, any attempt to correct these imbalances would be a meaningless exercise.

It therefore allows that if the SAPS is to take gender equality seriously as is required by various legal documents, it would have to make a concerted effort to break the systemic barriers hindering the creation of equality for men and women in the workplace and in the delivery of service to the communities.

3.4.4 Career Development

Career development refers to the formal action by the organisation to ensure that the personnel with the correct qualifications and experience are available when they are needed (Gerber et al., 1987) as quoted by Nesor, (1997:174).

According to Nesor (1997:174), career development consequently refers to the extension of the member's knowledge and skills to be ready for a planned post at a future stage. He argues that career development could for example; determine that a member should have a specified number of years of experience before he can progress to a higher or other post. He also says that in the same manner it can be determined that he should undergo the staff course to progress to officer corps, or that he should at least possess a post-matric qualification to

progress to the level of component head. Other forms of development occur by means of courses, work experience, and changes in attitude and behaviour (Neser, 1997:12).

In line with the abovementioned principles, the SAPS has appointed a provincial training manager to the level of a deputy director, who according to his presentation to the Standing Committee on Safety and liaison in North West Province on 2 March, 2000, indicated the statistics on development of SAPS members as follows:

- Management courses - 369 members attended
- Detective related courses - 416 members attended
- Uniform personnel courses - 556 members attended
- Support services course - 182 members attended
- Tactical courses - 460 members attended
- K53-driver training course - 1 member attended
- Transformation training courses - 8 435 members attended
- Field training officer course - 21 members attended
- Training official course - 4 members attended
- Computer Package training - 365 members attended
- Specialised Unit course - 90 members attended
- Forensic Science Laboratory course - 25 members attended
- Static protection course - 20 members attended
- Public Order Policing courses - 98 members attended
- Psychological training courses - 89 members attended
- Local Criminal Record Centre (LCR) training - 29 members attended

3.4.5 Labour Relations

Glueck (1984:565) as quoted by Neser (1997:180) describes personnel relations as a relationship between a number of workers and their employer concerning

certain aspects, for example, working conditions, wages and hours of duty.

Bendix (1997:4) defines labour relations as the field of study that includes all human relationships within the work situation as well as all actions, reactions and developments in a socio-economic system which may emanate from the work situation. Labour relations in the department are aimed at creating a peaceful working climate through specific structures, processes and practices, in a proactive, reactive and remedial manner (either collective or individual). Within labour relations, the broadest possible conciliation between the department's needs and personnel's needs can be realised (Neser, 1997:181).

According to Neser (1997:181) labour unrest usually involves security risks since it is usually politically inspired, especially when it is aimed against state institutions. For this reason acceptable structures and processes should be established to combat this action. The inclusion of the SAPS in the new Labour Relations Act (LRA), which came into effect in November, 1996, is significant since it allows for the establishment of forums for collective bargaining and negotiation at both local and national levels (Marks, 1997:54).

The LRA binds police unions and management to participate in the National Negotiating Forum (NNF) now renamed Safety and Security Sectoral bargaining Council (SSS BC) (Marks, 1997:54).

There are three (3) police unions that are functional in the North West Province. They are South African Police Union (SAPU) with a membership of 4 928, Police and Prison Civil Rights Union (POPCRU) with a membership of 2 635 and then Public Service Association (PSA) with a poor representation of 241 membership (SAPS, (1998:20).

According to the report (1998:20), both(SAPU and POPCRU) of these trade

unions are participating in the SSS BC. The report further goes to say that labour relations in the province is relatively stable since the SAPS is successfully handling its own Conciliation (Step 4) meetings and at no stage did any of their conciliation meetings result in arbitration hearing.

Marks (1997:50) argue that Labour Relations in SAPS should not be seen in isolation; the police are employed by the state and they render a fundamental service to the public at large. The police are part of the public service.

She further maintains that the poor conditions of service which members of the SAPS labour under have led to low morale within SAPS as well as a massive exodus of police members. This has had a negative effect on service delivery and attribute the working conditions and service delivery (largely pertaining to a reduction in crime) as key concerns of both unions operating in SAPS (Marks, 1997:50).

3.4.6 Geographic Analysis

The North West Province covers an area of 118,700km² and is divided into three (3) policing areas as already indicated above. It has a population of 3 513 200 (according to 1996 census results) of which in terms of diversity is reflected as follows:

- Blacks - 89,7%
- Whites - 8,1%
- Coloureds - 1,8%
- Indians - 0,3%
- **TOTAL - 100% (SAPS 1998:45).**

There are 93 police stations in the North West Province, 90 community police forums, 24 satellite stations and contact points and the number of civilians per

police official is 354 (SAPS Annual Plan, 1996/1997:38).

3.4.7 Provincial Crime Situation

According to an Organised Crime Threat Analysis (OCTA) which is being utilised by SAPS Management to monitor the activities of syndicates and/or gangs who are involved in organised crime, there are 37 threats which represent 1 018 primary suspects whilst the Crime Threat Analysis (CTA) on the other hand indicate 14 risks of unorganised crime (SAPS, 2001).

Regarding the comparison between the period and also including October and November 2000 and 2001 the statistics for the first three quarters of these two years the situation is as follows:

There are three categories of crime.

- The first category deal with more policeable crime;
- Secondly less policeable crime and
- Thirdly Crime that are heavily dependant on police action for detection.

The blue colour indicate a decrease in reported crime and the red an increase. See Annexure 4.

The previous quarter depicted a decrease in all the more policeable crimes. In the current column (October and November) housebreaking business, vehicle theft and theft out/ from vehicles show a slight increase. In total there is still a decrease of -2% in the reporting of more police able crimes.(SAPS, 2001).

Less policeable crimes are still the same as the previous quarter, rape increased to 7% for the two month period, and shoplifting stayed at 16%, the same as the previous quarter.

Driving under the influence decreased with 2 cases, while illegal possession, of fire arms also decreased, but we should keep in mind that this is only a two month period and can change once December statistics are added.

3.5 The North West Secretariat for Safety and Liaison

It is a known fact that previously Parliament has exercised little control over the police. There has been no Parliamentary Committee that monitors policing or defence issues (except when introducing new legislation), and little information about the force has been made available to Members of Parliament (MPS). What was even more disturbing was the fact that the Minister of Law and Order (as referred to by then) has often responded only in general terms to questions in parliament, or refused to answer them at all (Cawthra, 1993:50).

It is also a known fact that the ministers responsible for the police have themselves not been kept fully informed of developments relating to the police, although they have traditionally had a hard-line image and cast themselves as champions of the police rather than the public (Cawthra, 1993:50).

In terms of the new democratic principles, the SAPS no longer operate under a veil of secrecy. According to Section 206(3), the Member of Executive Council (MEC) responsible for policing has a political responsibility of as follows:

- to monitor police conduct;
- to oversee the effectiveness and efficiency of SAPS, including receiving reports on the police service;
- to promote good relations between the police and the community;
- to assess the effectiveness of visible policing; and
- to liase with the Cabinet Member responsible for policing with respect to crime and policing in the province.

An appreciation also need to be made that in terms of the Constitution (Section 208 of Act 108 of 1996). “A Civilian Secretariat for the Police Service must be established by the national legislation to function under the direction of the Cabinet Member responsible for policing.”

The Constitution also provides in Section 207, that the National Commissioner must exercise control over and manage the Police Service in accordance with national policing policy and the directions of the Cabinet member responsible for policing.

This framework means that the Minister makes policy for the police and the Commissioner carries out that policy. One of the primary functions of the Secretariat is to provide the Minister with advisory services that will help him create the right policies and determine whether they are being implemented effectively. The secretary and the National Commissioner are of equal rank within the Department of Safety and Security, reflecting the equal importance given to the two tasks of developing the right policies and carrying them out effectively.

The Police Service Act (68 of 1995) sets out a long list of responsibilities that the secretariat must fulfil. Its main role is to:

- Advise the Minister in the exercise of his or her powers and the performance of his or her duties and functions;
- Perform such functions, as the Minister may consider necessary or expedient to ensure civilian oversight of the service.
- Provide the Minister with legal services and advice on constitutional matters;
- Promote democratic accountability and transparency in the service;
- Provide the Minister with communication, support and administrative services.

- Monitor the implementation of policy and directions issued by the Minister and report to the Minister.
- Evaluate the functioning of the service and report to the Minister.

In order to fulfil the abovementioned constitutional principles, the department of Safety and liaison in the north West Province has appointed a chief director as its secretariat.

The Provincial Commissioner has a responsibility to report to the provincial legislature annually on policing in the province, and must send a copy of the report to the National Commissioner (Section 207(5) of Act 108 of 1996).

A monitoring function is also accorded to the Independent Complaints Directorate (ICD) which is charged with the responsibility for policing the police. For instance it is its responsibility to investigate allegations of abuse of powers against police officers.

Despite the abovementioned mechanisms, various offices such as the Auditor-General and the Public Protector have some responsibilities for oversight too. It should also be noted that monitoring is not solely the preserve of civil servants, however. At a local, area and provincial level various monitoring mechanisms such as the community police forums; area and provincial boards exist to monitor policing within their jurisdictions (SAPS Police plan, 1996/1997:28-29).

3.6 Conclusion

In this chapter, the reader has been introduced to the profile of the SAPS by giving a brief account of elements of the provincial profile.

It is clear from this chapter that the two (2) major forces that have been

amalgamated into one transformed SAPS were both the defunct SAP and Bophuthatswana police and to a certain extent former members of non-statutory forces viz "Mkhonto we Sizwe". SAPS in the North West Province consists mainly of black members previously serving the defunct Bophuthatswana Police. The North west Province is also characterised by a fairly right-wing Afrikaner politics especially in the Ventersdorp, Klerksdorp, Lichtenburg and Rustenburg areas whilst on the other hand there is left-wing black politics particularly in the Amplats mines which is not really being given much attention to.

Most of the crime that is being experienced in the province is armed robbery, cash in transits heist, car hijacking, rape and stock theft and this is especially so in the Marico area due to the mining activities taking place there and the spilt over effect of crime from the Gauteng province which shares the borders with North West Province.

CHAPTER 4: RESEARCH RESULTS

4.1 Introduction

The interview was chosen to conduct the empirical study. Rothwell, Sullivan and Mclean (1995) describe the interviews as a blend of the structured and unstructured approaches. They maintain that this type of an information gathering method is used more often than any other information gathering technique because of the following reasons:

- Interviews permit consultants to have face to face contact with their clients and with organizational members and this is considered by many to be crucial to developing trust, and thus success.
- Interviews also do not require sophisticated analytical skills as some other information gathering techniques.
- Interviews also provide the researcher with an opportunity to gather anecdotes that support and clarify issues.
- Interviews reflect what is foremost in the minds of the respondents and give authenticity to such information.
- Interviews frequently are used as part of early or exploratory information gathering activities to identify issues for more in-depth examination.

The interview was structured and consists of a fixed number of prepared questions nineteen (19) with pre-established response choices. The respondents are asked specific questions in a particular order, this format has the distinct advantage of providing information that covers a preset number of issues. Structured interviews also provide a basis for comparing responses across respondents.

The questions were designed to realise the objectives of the study as discussed

under the objectives heading. Copy of the questions is attached as Appendix 1.

4.2 Procedures

Permission to interview members of the SAPS was requested and granted by the Provincial Commissioner of SAPS in the North West Province in March 2000, subsequent to a certificate issued by the University's Faculty of social studies director, Prof W.J. Van Wyk dated 28 February 2000 confirming the studies and purpose of the study. Copies attached as Appendix 2.

Thereafter arrangements had to be made with various SAPS members targeted in the study identified by a researcher. The interviews were conducted on a one to one basis even where more than one respondent were found in an office. Respondents were interviewed separately because the researcher anticipated that some would otherwise be tempted to exaggerate or be dishonest.

The interviews were conducted in a private office and in a language with which the respondents were comfortable. Languages used were both English and Afrikaans. Respondents were open and candid; some expressed their gratitude to the researcher for the discipline researched and the manner how the interviews were conducted. On average, the interviews took at least two hours to complete.

4.3 Reporting format

The findings of the study are organised into descriptive data. Descriptive data entails counting how many respondents picked particular responses, and these were organised by percentages and frequency. It is from the frequency that measures of central tendency or averages were determined.

4.4 Statistical population of this study

The Population for the study was officers at the level of captains and superintendents stationed in both Mafikeng and Potchefstroom. They are in management positions and are referred to as commanders or sub-section heads either at provincial, area or station level.

4.5 Empirical results

The study was undertaken during April 2000 and took approximately a year to complete due to lack of cooperation, distance between place of work/residence and the study area, thus out of the targeted list of forty (40) respondents from both areas, only twenty three (23) were interviewed. This represents a response rate of 57.5%. The results are presented in terms of percentages of respondents who gave certain responses. These percentages should be seen merely as an indication of the number of respondents who mentioned a specific issue.

A profile of the respondents is given as an introduction to the results, thereafter the statistical test and it's results are presented.

4.5.1 A PROFILE OF THE RESPONDENTS

Deployment prior 1994	Rank	Race	Cumulative Service period	Current deployment	Highest Qualifications	Number	%
Ex-SAP	Supt	WM	10 - 15 yrs	Potchefstroom	Diploma to Hons degree	3	13.0
Ex-SAP	Supt	WF	13 - 26 yrs	Potchefstroom	Diploma only	3	13.0
Ex-SAP	Capt	BM	16 - 17 yrs	Potchefstroom	National Higher Diploma only	2	8.6
Ex-SAP	Capt	WF	11 - 13 yrs	Potchefstroom	Diploma only	2	8.6
Ex-SAP	Capt	BF	14 yrs	Potchefstroom	Diploma	1	4.3
Ex-SAP	Capt	WM	13 - 17 yrs	Potchefstroom	Diploma to Hons degree	2	8.6
Ex-MK	Supt	BM	5 yrs (excluding MK service)	Mafikeng	Diploma to Hons degree	2	8.6
Ex-Bop police	Supt	BM	15 - 18 yrs	Mafikeng	Degree to Hons degree	2	8.6
Ex-Bop police	Supt	BF	15 - 18 yrs	Mafikeng	Degree only	2	8.6
Ex-Bop police	Capt	BF	13 - 15 yrs	Mafikeng	Degree only	2	8.6
Ex-Bop police	Capt	BM	13 - 15 yrs	Mafikeng	Diploma to degree	2	8.6

It should be mentioned that the first five (5) questions dealt with the profile of the respondents whilst the rest dealt with morale and organisational transformation.

4.5.1 *Question 1*

“My study is about Morale in the SAPS, looking at Potchefstroom and Mafikeng. What is your view on Morale? Can you define it for me in your own words.”

This question dealt with the definition of morale and the findings were as follows: The highest number of respondents 55 % defined morale as an individual state of mind regarding his perception of the conditions of service and could either be negative or positive depending on the level of satisfaction. Whilst only 2.5 % respondents defined it as some lack of confidence displayed by an individual in his workplace, emotions expressed and one's thinking and feelings about the workplace. However, according to Van Heerden (1986:127), it can be defined as a mental attitude that encourages members of staff to be enthusiastic, to display initiatives, determination, devotion, perseverance and confidence (in themselves, the group, and the institution), directed towards the realization of the institutional goal. Comparatively speaking, there is correlation between the definition of the concept as given by Van Heerden and those of the respondents which therefore gives an indication of their clear understanding morale.

4.5.2 *Question 2*

“How would you identify somebody with low morale? Give me five (5) prominent images/examples of low morale in the SAPS.”

Concerning this question which deals with the identification of somebody with low morale, the findings were as follows:

On the above question about 100 % of the respondents cited the following factors as prominent images/examples of low morale in the SAPS viz.

- Low productivity or performance
- Indulgence in alcohol or dependents producing drug substance
- Depression/stress
- Absenteeism
- Negative attitude

This indicates that all the respondents fully knows and understand factors which give rise to low morale.

4.4.3 Question 3

“How would you measure SAPS in terms of Morale (good, bad or very bad)?”

Regarding the measurement of SAPS interms of morale, the findings were as follows:

About 47% of the respondents indicated the SAPS morale as being good whilst 8.6 % said it to be bad. However 43 % indicated it as being bad due to skewed distribution of resources, lack of promotions, collapsed standard of discipline, racism. A deduction could therefore be made that the morale in Mafikeng is low as compared to Potchefstroom, seen from the perspective of the respondents' measurement of morale supportive of the justification given.

4.5.4 Question 4

“Does affirmative action contribute to low morale?”

This question dealt with the establishment of whether affirmative action contribute to low morale and the findings were as follows:

Regarding this, about 43 % of the respondents agreed that affirmative action does indeed contribute to low morale because with the advent of democracy in South Africa, many policies and legislation were formulated with the view to remove discriminatory practises within the work place and advance SAPS members from the previously disadvantaged communities in order to achieve an equitable workforce. This then raised their hopes high only to find that the process of change would move at a pace of a snail. About 43 % viewed affirmative action as demoralizing and amounting to reverse discrimination because as opposed to the previous dispensation, they would now have to stagnate up until such time that the set target quotas have been achieved. However only 13 % of the remaining respondents agreed in all respects with their counterparts in Mafikeng. Comparatively speaking all the respondents from both Mafikeng and Potchefstroom appreciate the fact that affirmative action do contribute to low morale but only differ on the implementation point of it.

4.5.5 Question 5

“What effect do you think transformation has on the morale?”

This question deals with the effect of transformation on morale and the response is as follows:

About 43 % of the respondents viewed transformation as having impacted negatively on their morale particularly the fact that they cherished high hopes with the advent of the new democracy because of the working conditions they worked under previously as well as discriminatory practises. However 13 % of the respondents expressed the same sentiments whilst 43 % of the rest of the

respondents were of the opinion that transformation has some positive impact on morale because of the advantages that it has brought to the workplace even though they are not the beneficiaries of the process. The indication here is that the morale is low in Mafikeng due to high hopes not being addressed by the transformation process.

4.5.6 Question 6

“What relationship do you see between low morale and racism?”

This question deals with the relationship between low morale and racism and the response is as follows:

About 43 % of the respondents indicated that there is a relationship between low morale and racism precisely because with the changes that have been introduced at the workplace by the political developments since 1994, one would have expected to see the playing field levelled but only to find that one skin pigmentation was still a determining factor when coming to promotion, transfers, appointments, especially in the Vryburg Area. 57 % were adamant about any relationship between low morale and racism.

There is a clear indication of difference in terms of how the respondents both in Mafikeng and Potchefstroom with those in Mafikeng having a strong belief of the relationship between low morale and racism.

The South African Human Right Commission (SAHRC)'s report on investigation into alleged racism in the SAPS in Vryburg which falls under the command and control of the Molopo Area Commissioner similar to Mafikeng did establish that indeed racial discrimination , racial attitudes and racism prevailed at Vryburg SAPS (SAHRC,. 1999:35) This therefore corroborate the views held by the

respondents in Mafikeng.

4.5.7 Question 7

“Do you think that high crime rate contribute to low morale?”

This question deals with the contribution of high crime rate to low morale and the response is as follows:

About 57 % of the respondents said they do not think that high crime rate contribute to low moral arguing that there is nothing like high crime rate, the fact of the matter is that with the introduction of community policing and the restoration of police credibility and trust, the community has started to come forward in large numbers unlike previously, which therefore create the perception that crime is going high. About 43 % said that they think that high crime rate contribute to low morale particularly when the management is not sensitive to their needs, redistribution of resources is skewed and the fact that some of the SAPS members are involved in corruption and crime whilst the others are busy trying their level best to address the crime.

4.5.8 Question 8

“Do you think that the personnel policy (HR Policy) contribute to low morale?”

This questions deals with whether the personnel policy contributes to low morale and the response is as follows:

About 43% of the respondents agreed that the personnel policy do contribute to low morale especially when one look at the salary which is linked to the ranks

structure as opposed to one's experience, training, skills and qualifications. 57% also agreed. This is a clear indication that there is a common view regarding this question from both the respondents in Mafikeng and Potchefstroom.

4.5.9 Question 9

“Do you think that the promotion policy contribute to low morale?”

Similar to the above, this question deals with whether the promotion policy contributes to low morale and the response is as follows:

About 43 % of the respondents agreed that the promotion policy do contribute to low morale particularly the fact that there is no new promotion policy developed yet and the SAPS is still using the interim one which is confusing and not clear. While 57 % agree that the new promotion policy is long overdue but said that at least promotions were still being regulated under the interim policy which therefore ruled out any possibility of affecting morale to be low.

4.5.10 Question 10

“Do you see the brain drain experienced by SAPS as an indication of low morale?”

This question deals with whether the brain drain experienced by SAPS was indicative of low morale and the response is as follows:

43 % of the respondents said yes citing the issue of experience, skills, training, qualification and non appointment to senior positions as the main reason for leaving the SAPS. In support of their arguments they sited names of two (2) long serving SAPS members with good law qualifications who left the SAPS to

private sectors due to low morale. 57 % said that they don't see the brain experienced by SAPS as an indication of low morale as it was normal that at some point in time those long serving members must go on pension with the view to create posts for new members in the labour market. They indicated that alternatively these members are being recruited by other companies for better wages and incentives due to their experience and qualifications. There is a clear indication here that respondents in Mafikeng see the brain drain experienced by SAPS as an indication of low morale whilst those in Potchefstroom are having another view.

4.5.11 Question 11

“Do you think that the transfer policy contribute to low morale?”

This question deals with the contribution of transfer policy to low morale and the response is as follows:

About 43 % of the respondents said yes, transfer policy do contribute to low morale particularly the fact that there is no new one yet and all the transfers are being done through the old one which is not clear. 57 % said there are incentives related to the transfers also that because of a recognition agreement entered into between Unions and Management all the transfers are being thoroughly scrutinized in the best interest of both the member and the organisation before any decision is made which therefore cannot contribute to low morale. There is once again a dissenting view in so far as the question is concerned regarding respondents in Mafikeng and Potchefstroom.

4.5.12 Question 12

“Do you think the process of change and transformation in the SAPS since 1994 has impacted negatively on the morale of members?”

This question deals with impact of the process of change and transformation on the morale of members and the response is as follows:

About 43 % of the respondents said yes because ever since 1994 there has been no clear visible changes in the SAPS, only a lip service was paid and nothing else. They cited the fact that in essence there has been no real shift in Mafikeng by their white counterparts in terms of transfers, defunct Bophuthatswana Police members remain largely in their original areas of jurisdiction (eg. Lomanyaneng police station, Mafikeng, Mmabatho, Tsineng, Mothibistad, Ganyesa, Batlharos, etc) and further that what was more demoralising was the fact that the redistribution of resources to the said areas was skewed and only concentrated in the previously advantaged areas. However 57 % said that holistically it could be true that transformation in the SAPS since 1994 impacted negatively on the morale of members for the simple reason that any greater change causes an uncertainty because the vision of the desired future is not always understood clearly, some policies are new and members do not know them, others are still not yet promulgated and are in the process. So all these uncertainties, fears and frustrations would definitely impact on morale but that was a national experience and not only applicable to the North West Province and they were optimistic that the situation would have improved by 2005.

4.5.13 Question 13

“Do you think that communication in the SAPS contribute to low morale?”

This question deals with the contribution of communication to low morale and the

findings are as follows:

About 43% of the respondents said yes citing the fact that most of the information is just ending up in the middle management and not filtering down to the grass-roots level and if it does filter down then it will always be late and are not consulted on proposed policy formulation and structural changes which then impact on their morale because they will now have to rely more on the grapevine than on formal communication. 43 % also expressed the same sentiments and further added that policies are being imposed/handed down blindly, members are not trained/instructed in the formulation process of policies, which policies at the end are not marketed effectively via communication. However 13 % disagreed with the majority and indicated that the Provincial Management communicates sufficiently on matters that affect them at all levels. This means that both respondents in Potchefstroom and Mafikeng have a consensus on the fact that there is lack of effective communication.

It should be mentioned that the lack of effective communication in the SAPS nationally was one of the key points in the previous internal climate study of the SAPS (Schnetler, 1997). However, a report of enquiry by the South African Human Rights Commission (SAHRC) into racism in the SAPS in Vryburg recently also found that there was no free and easy communication among the black and white officers and between management and black officers (SAHRC , 1999:35). This therefore support and confirms the majority's feelings expressed above.

4.5.14 Question 14

“What effect do you think that the equity component has on morale?”

This question deals with the effect equity component had on morale and the

findings are as follows:

About 43 % of the respondents indicated that the equity component impacted negatively on their morale for a simple reason that it dismally failed them as part and parcel of the previously disadvantaged group because it was specifically created to address discriminatory practises within the work place, monitor the policies such as equity and affirmative action with the view to level the playing field and ensure equal opportunity for all. There was also no clear direction on the Representivity Equal Opportunity (REOP) programme candidates with regard to development and mentorship program. Most of the REOP candidates were more experienced and educated than their mentors and all these contributed to frustrations and low morale. This views were also supported by 13 % of the respondents while the rest 43 % of the respondents disagreed that the equity component had any effect on morale arguing that such office was not adequately empowered in terms of resources and authority and most of members did not even know that it exists, hence they cannot establish any link between itself and the morale. This indicates that the equity component with the rationale behind it's creation, constitutional and legal expectations it was supposed to deliver on, has failed most of the respondents.

4.6 Conclusion

In chapter one the problem statement of this study has emanated from the following purpose:

“To determine the impact of organisational transformation on the morale of the SAPS members, and identify contributory and direct causes of low morale”

From the results obtained from the responses to the question posed during the interview, it has been gathered that the following factors impact negatively on the morale of the members particularly in the Mafikeng Area viz:

Members were positive around concept of equal opportunities. The affirmative action was blamed for feelings of frustration and low levels of motivation:

- Negativity against quotas.
- Feeling unsafe at the work place and at home.
- Exposure to traumatic events.
- Uncertainty about career opportunities.
- Disillusionment, grounded in continuing discriminatory practises which is fuelled by the relative deprivation of unmet expectations of improvement endangered by a new, non-racial government especially in the Mafikeng Area.
- Racism, especially in Vryburg.
- dismal failure of the equity component to deliver on the mandate to the expectations of disadvantaged SAPS members and it's subsequent phasing out.
- The granting of severance packages to experienced personnel coupled with resignations has impacted also negatively on the morale of members.
- The wide spread uncertainties about promotions because of the interim promotion policy, as well as the new promotion policy of the SAPS, which has not been finished yet.
- The process of transformation itself led to a great deal of uncertainty among personnel. All of the former police agencies had to be amalgamated into new SAPS.
- Skewed redistribution of resources especially in the predominantly black areas in the Molopo Areas.
- The fact that defunct Bophuthatswana police members remain largely in their original african areas of jurisdiction particularly in the entire Molopo Area.

Although there was a common understanding on the definition of morale and elements/signs of low morale by all those interviewed it could be established that

SAPS members in the Mafikeng were more demoralised and demotivated than those in Potchefstroom. This therefore implies that the purpose of the study has been achieved.

CHAPTER 5: RECOMMENDATIONS

5.1 The study in perspective

The study has been qualitative and yielded subjective description of organisational transformation and morale as perceived by the respondents within a specific time frame. The resulting description of organisational transformation and morale should therefore not be considered as a generalised description of the concept of morale and organisational transformation.

Effecting organisational changes is a lengthy process far beyond the time span of the study. The impact of organisational transformation on morale in the SAPS is also not static but may evolve with time. The assessing of this impact as done in this study, should therefore be regarded as a “snapshot” taken at a certain point in time.

The result obtained in this study has not been capitalized upon. Capitalising on the results has been regarded as beyond the time span of the study, eg. Carrying through an identified intervention by management to improve morale of the members.

The researcher is a member of the management cadre of the SAPS in the North West Province. As such the researcher has first hand knowledge of the resent organisational change. Also the researcher has day to day contact with the members. This may also be regarded as beneficial on the one hand, since the

researcher is in the position to be involved in furthering the implications of the results beyond the scope of the study. On the other hand, being a participant and not merely an observer, it is inevitable that the researcher would not have used his situational experience in interpreting the research. Keeping the above in mind, the following can be said about meeting the purpose of this study:

The study also aimed at establishing the following:

- what does transformation and changes mean for the SAPS?
- what are the contributory factors and direct causes of low morale in the work of police members?
- what are the contributory factors and direct causes of crisis in the work of police members?
- Is affirmative action one of the major causes of low morale?
- what are the perception of members on the question of change and transformation process in SAPS?
- When is SAPS transformed?
- Whether there is a difference in morale between the SAPS centres in Potchefstroom and Mafikeng.

From the study, it could be determined that:

- There is at least one commonality among the diverse group of transformation guru's and it is that transformation and change are not the same thing.
- Transformation should be regarded as the *precursor* to change; where *change is the physical mode of turning things around, and transformation the preparation of the mind set to enable and to facilitate change.*
- Peter Senge (1990) also made a valuable contribution to our understanding of transformation through his work on the learning organisation. To him the real meaning of transformation reside in the concept "**metanoic change**", where "**metanoia**" means a fundamental

shift or more literally the transcendence of mind. He applied his idea of leaning organisation to it and concluded that :

- learning also involves a fundamental shift or movement of mind;
 - through learning we re-create ourselves;
 - through learning we re-perceive the world and our relationship to it and
 - through learning we extend our capacity to create, to be part of the generative process of life.
- To Tracy Goss (1996 : 15) the distinction between change and transformation is that **change** is a function of altering what you are doing, that is, to improve something that is already possible in your reality. **Transformation** on the other hand is a function of altering the way you are being, that is to create something that is currently not possible in your reality.
 - Transformation and change from the SAPS point of view means improved service delivery to the communities
 - Contributory factors and direct causes of low morale and crisis in the work of police members have been identified as:
 - *An amendment to Section 49 of the Criminal Procedure Act will limit police use of firearms, and will lead to policemen increasingly being placed at the mercy of criminals.*
 - *Uncertainty about career opportunities.*
 - *Disillusionment, grounded in continuing discriminatory practises that is fuelled by the relative deprivation of unmet expectations of improvement endangered by a new, non-racial government especially in the Mafikeng Area.*
 - *Racism especially in Vryburg.*
 - Further that due to the nature of their work, police officials are regularly exposed to extreme danger. And, if the high levels of violent crime in

South Africa, the high level of illegal firearms in circulation, the increase on brutality by criminals and the general lack of respect for law and order are taken into consideration, it is small wonder that police officials are, it seems, specifically targeted (Kempen, 1999: 17).

- Dismal failure of the equity component to deliver on the mandate to the expectations of disadvantaged SAPS members and it's subsequent phasing out.
- The granting of severance packages to experienced personnel coupled with resignations has impacted also negatively on the morale of members.
- The wide spread uncertainties about promotions because of the interim promotion policy, as well as the new promotion policy of SAPS, which has not been finished yet.
- The process of transformation itself led to a great deal of uncertainty among personnel. All of the former police agencies had to be amalgamated into new SAPS.
- Skewed redistribution of resources especially in the predominantly black areas in the Molopo Areas.
 - Affirmative action is one of the major causes of low morale.
 - SAPS members' perception on the question of change and transformation is more or less negative due to unmet expectation brought about by the new democratic government. They view the process as very slow.
 - SAPS should keep on transforming since transformation is a process and not an event
 - SAPS members in the Mafikeng area are more demotivated and demoralised

5.2 Recommendations

Based on the findings of the study the following recommendations are made:

- The current communication strategy in place should be revisited to make sure that the communication service delivers to the expectations of personnel. Effective communication results in higher productivity and greater cooperation in an organisation. People can give of their best only if they understand what they have to do, why they have to do it and to what extent they are achieving their targets. If communication is not systematic, employees who are affected by change, for example, will not understand the reasons for these changes and will resist them. (Gerber, Nel & Van Dyk, 1999:345).
- Transfers and appointments of other racial groups should be considered to the Molopo Area, particularly those predominantly black areas previously served by the erstwhile Bophuthatswana police to enhance equity;
- More resources should be concentrated to the historically disadvantaged communities in-line with the Batho-Pele principles;
- Members of proven competence with sound academic qualifications be identified and fast-tracked;
- The re-establishment and empowering of the equity component to demonstrate the Management's commitment to the principles of equity Act;
- Management to develop a mechanism that will deal harshly with cases of discrimination and or racism in the service even if it means suspending and dismissing the perpetrators thereof.
- Formulation and introduction of both transfers and personnel policies.
- SAPS Legal Services to conduct workshops with the view to sensitize all members with regards to their rights in terms of the section 49 amendment of the Criminal Procedure Act.

5.3 Conclusion

The hypothesis that was stated from the beginning (see paragraph 1.3 page 13) was as follows: *“Transformation in SAPS has failed because too much emphasis was placed on outcomes rather than process, hence the current disillusionment and low morale of SAPS members on the middle and lower echelons. Black members of the SAPS are more demotivated than their white counter parts”*.

From the study it could be verified that black members in the SAPS are indeed more demotivated than their white counterparts, because although a lot of expectations were created as a result of the birth of democracy in South Africa, they ignored the fact that transformation was not a once-off process but a long term process to achieve the best results or outcomes through fundamentally different ways of approaching issues and problems.

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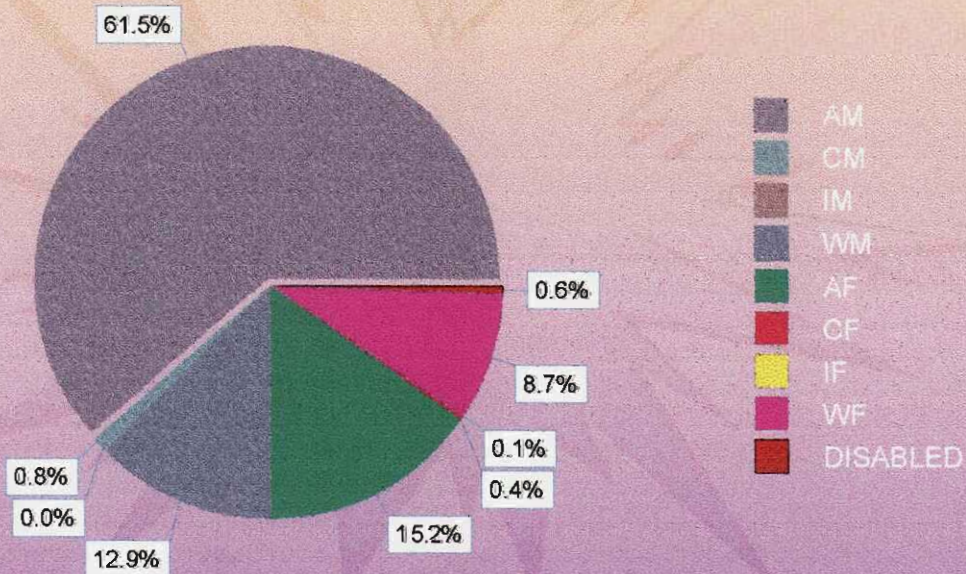
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WORKFORCE AND EQUITY PROFILE

S A POLICE SERVICE
NORTH WEST PROVINCE

TOTAL WORKFORCE : NORTH WEST PROVINCE

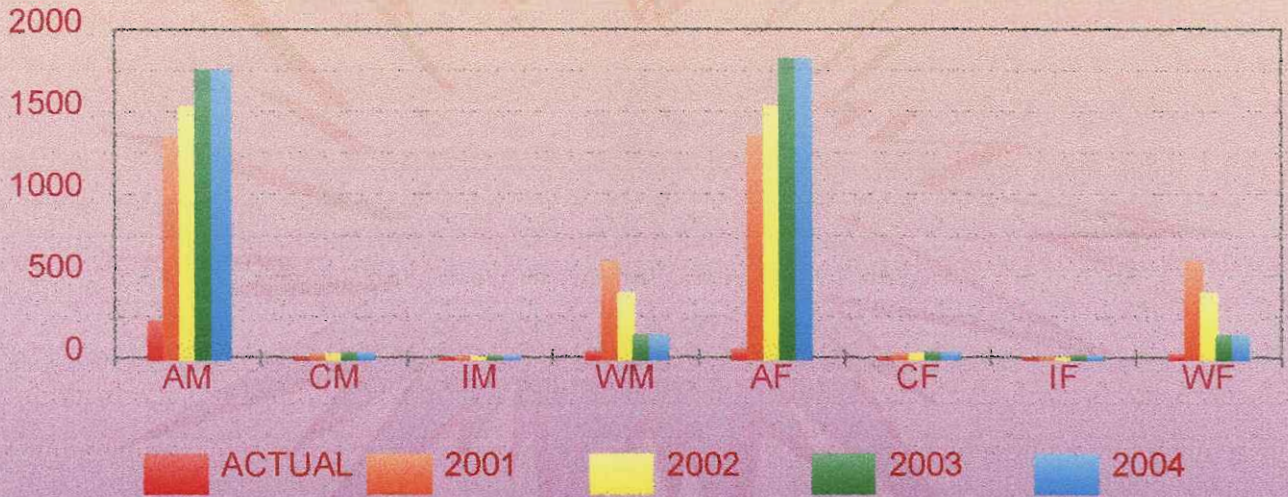
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Total Workforce = 8644

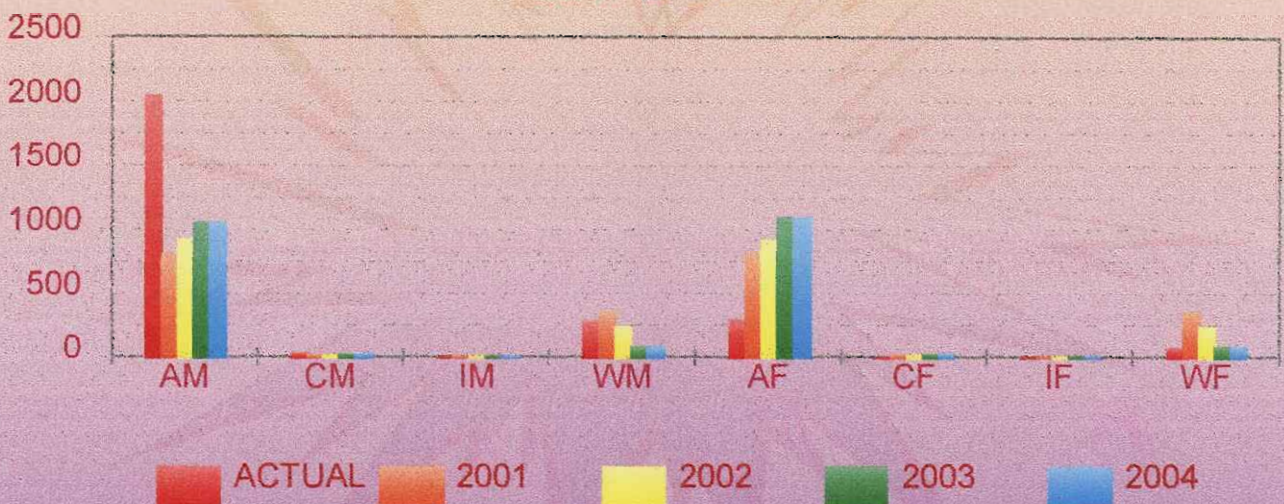
Equity Profile : Constables

2001-06-30



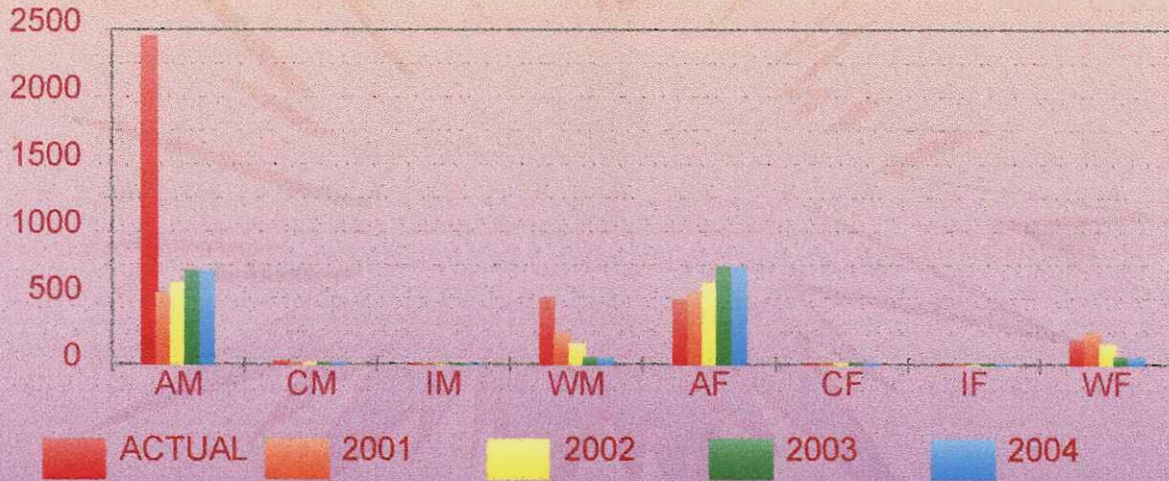
Equity Profile : Sergeants

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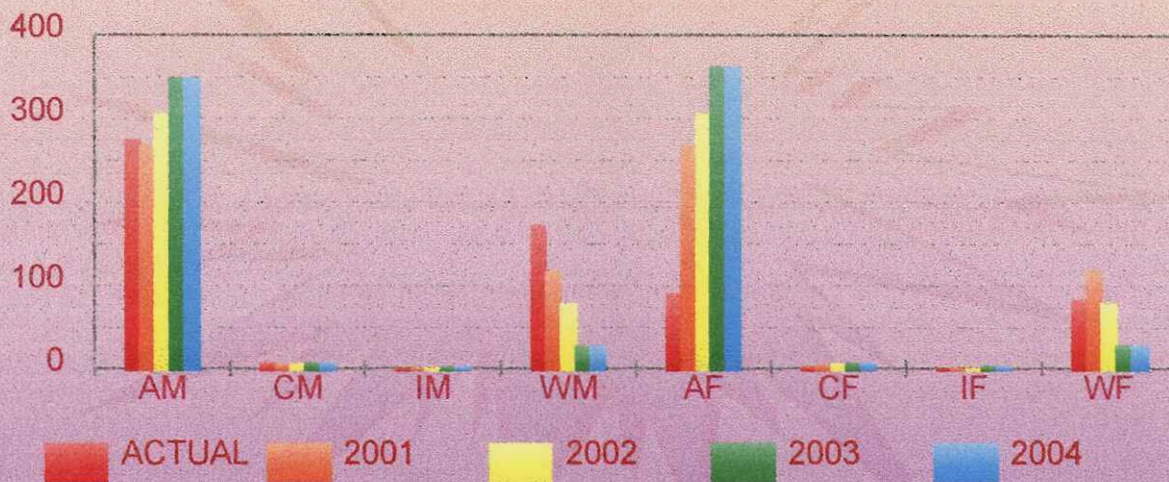
Equity Profile : Inspectors

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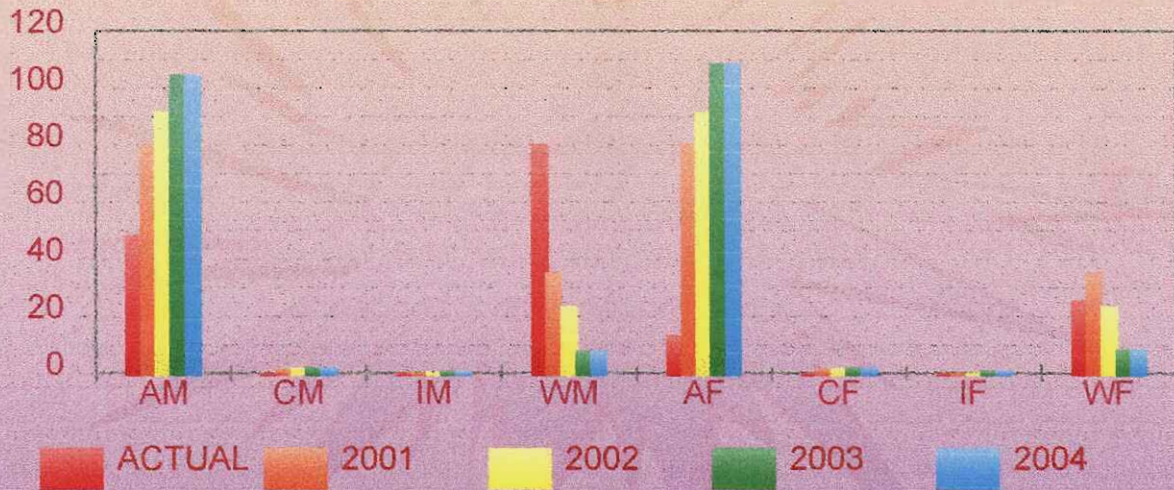
Equity Profile : Captains

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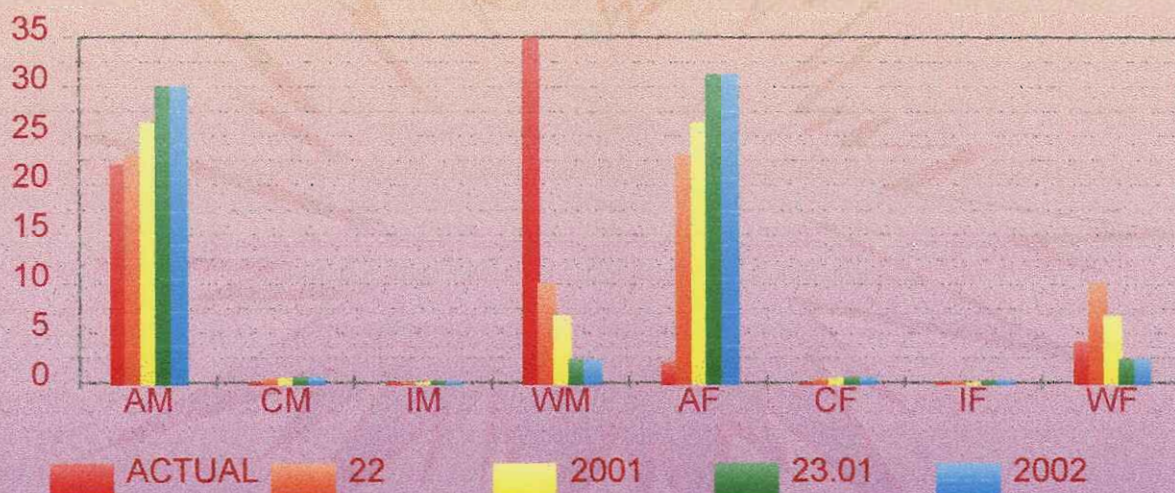
Equity Profile : Superintendents

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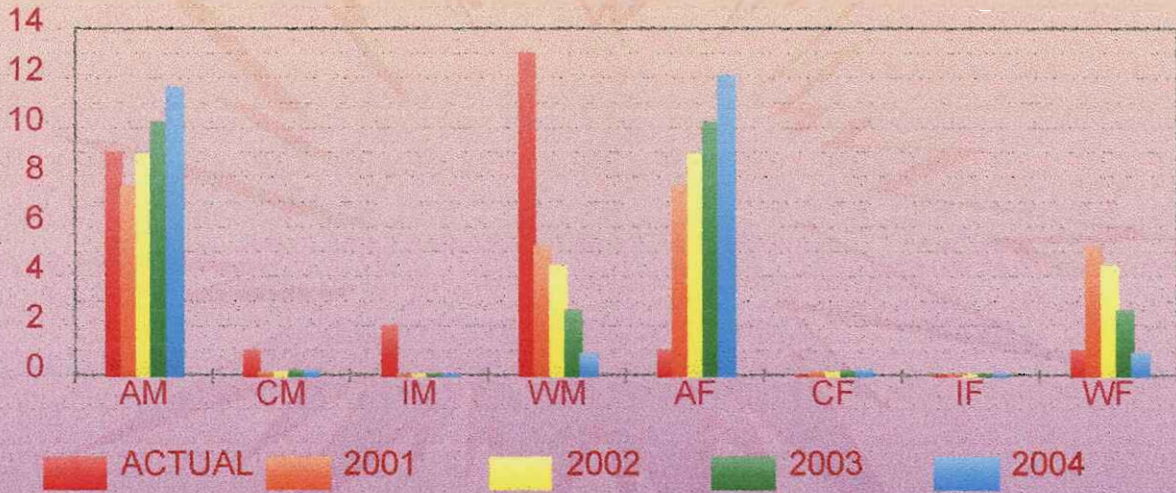
Equity Profile : Sr Superintendents

2001-06-30



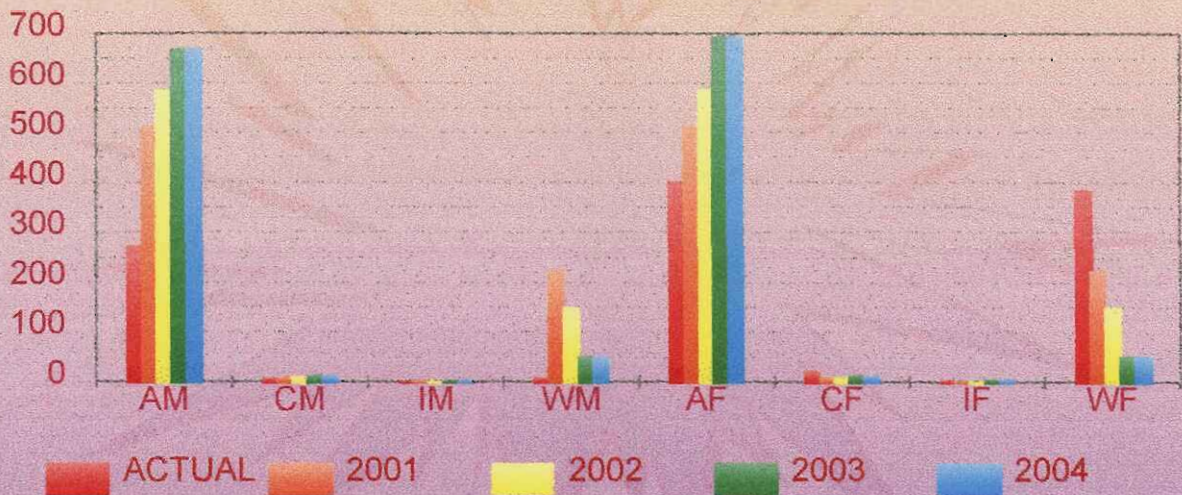
Equity Profile : Management

2001-06-30



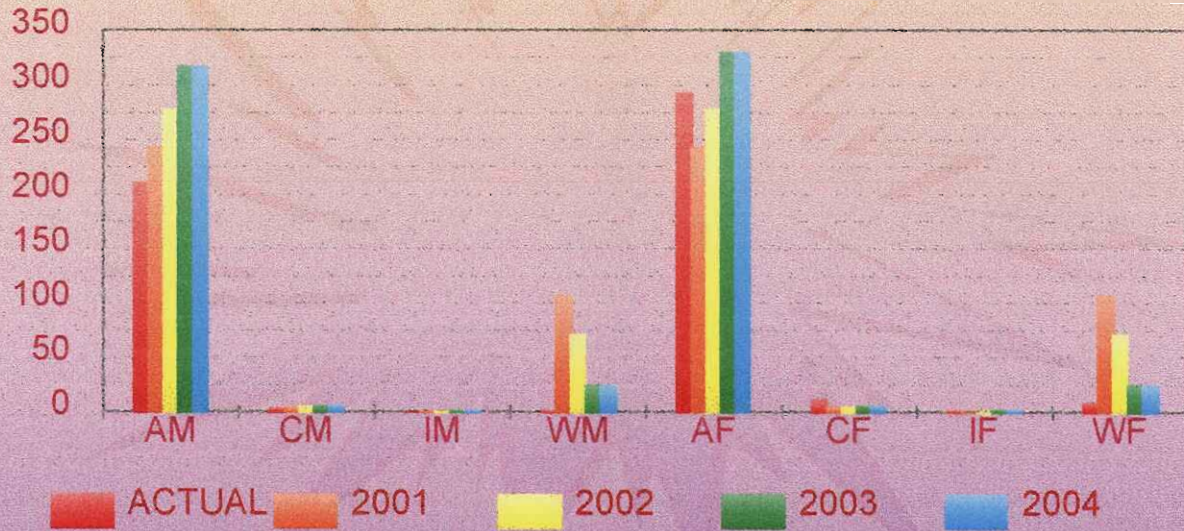
Equity Profile : PSA personnel

2001-06-30



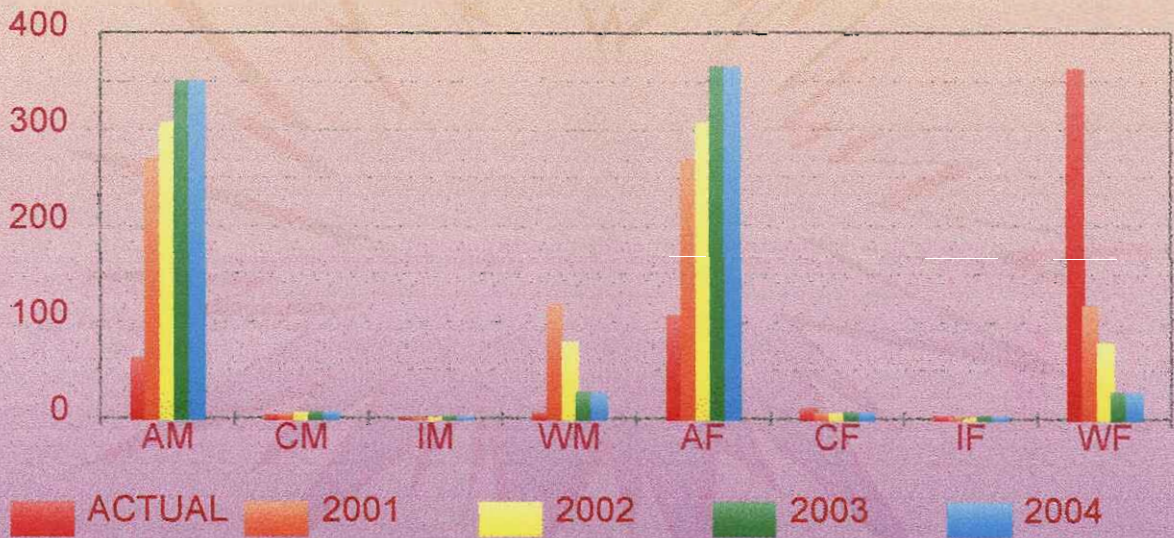
Equity Profile : PSA Levels 1-2

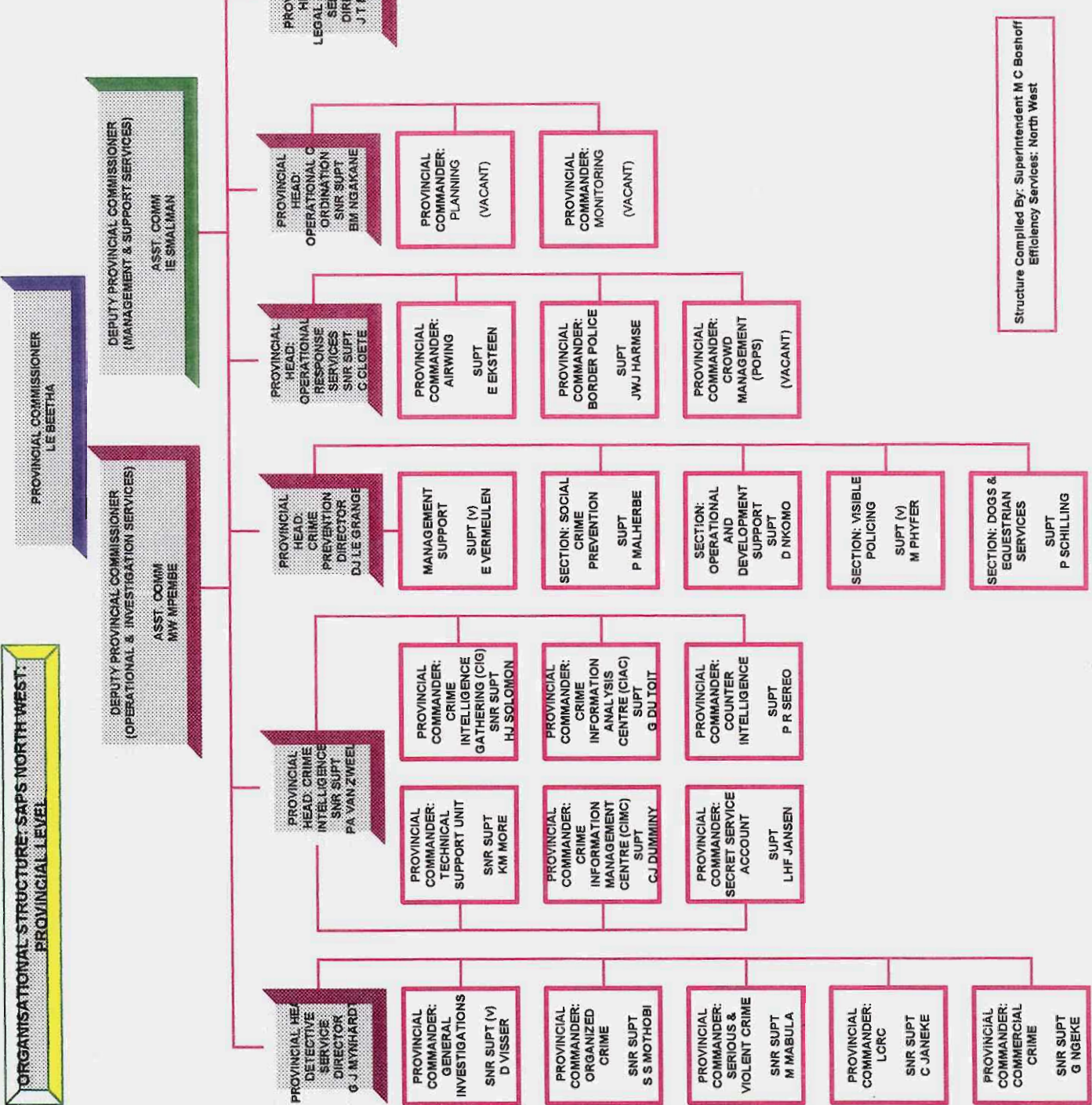
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Equity Profile : PSA levels 3-6

2001-06-30



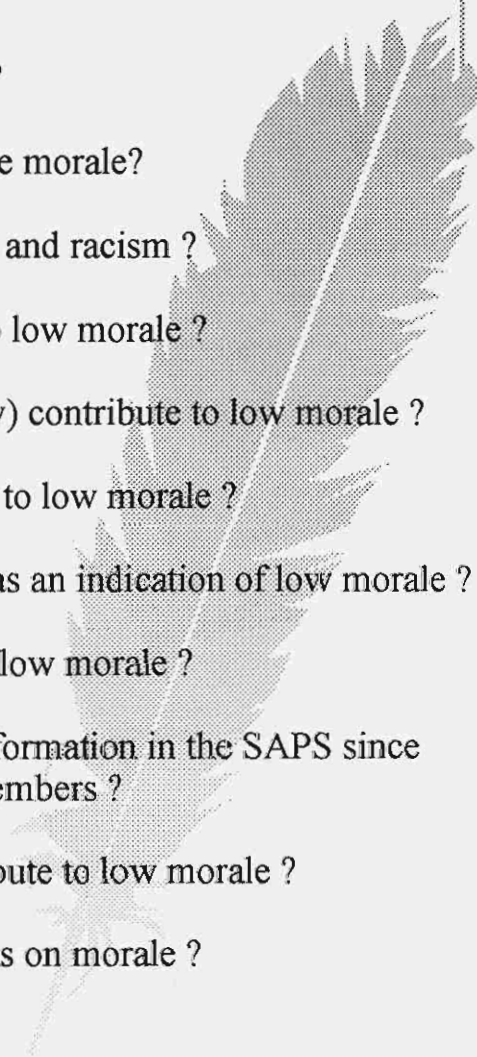


NORTH WEST PROVINCE												
	JANUARY TO MARCH		APRIL TO JUNE		JULY TO SEPTEMBER		OCTOBER TO NOVEMBER					
	2000	2001 % + -	2000	2001 % + -	2000	2001 % + -	2000	2001 % + -				
MORE POLICABLE CRIME												
ARMED ROBBERY	1172	1459	24.5	1366	1379	0.952	1476	1442	-2.3	1027	981	-4.48
ROBBERY COMMON	1495	1728	15.6	1561	1735	11.15	1712	1563	-8.7	1280	1270	-0.78
HOUSEBREAKING (B)	1809	1731	-4.31	1710	1670	-2.34	1761	1680	-4.6	1332	1339	0.526
HOUSEBREAKING (R)	4996	4945	-1.02	5009	4742	-5.33	4574	4250	-7.1	3559	3333	-6.35
STOCK THEFT	957	1009	5.43	1021	950	-6.95	1016	954	-6.1	719	717	-0.28
VEHICLE THEFT	1037	937	-9.64	964	935	-3.01	1029	1021	-0.8	752	775	3.059
THEFT OUT/FROM VEHICLE	2252	2310	2.58	2513	2311	-8.04	2512	2093	-17	1789	1796	0.391
TOTAL	13718	14119	2.92	14144	13722	-2.98	14080	13003	-7.6	10458	10211	-2.36
LESS POLICABLE CRIMES												
MURDER	340	251	-26.2	254	390	53.54	298	242	-19	196	182	-7.14
RAPE	1225	1220	-0.41	1013	1037	2.369	1136	1142	0.53	898	965	7.461
ASSAULT	11019	10830	-1.72	9513	9170	-3.61	10209	9848	-3.5	8047	7798	-3.09
SHOPLIFTING	678	850	25.4	841	951	13.08	710	828	16.6	619	721	16.48
THEFT OTHER	9489	10228	7.79	9343	9469	1.349	9637	9291	-3.6	7398	7127	-3.66
FRAUD	930	760	-18.3	797	774	-2.89	825	660	-20	609	450	-26.1
TOTAL	23681	24139	1.93	21761	21791	0.138	22815	22011	-3.5	17767	17243	-2.95
CRIME DEPENDANT ON POLICE ACTION												
DRUG RELATED CRIMES	572	584	2.1	563	810	43.87	568	790	39.1	457	492	7.659
DRIVING UNDER INFLUENCE	254	249	-1.97	316	374	18.35	254	350	37.8	173	171	-1.16
ILL POSS. OF FIRE ARMS	178	190	6.74	196	217	10.71	205	209	1.95	201	124	-38.3
TOTAL	1004	1023	1.89	1075	1401	30.33	1027	1349	31.4	831	787	-5.29
GRAND TOTALS	38403	39281	2.29	36980	36914	-0.18	37922	36363	-4.1	29056	28241	-2.8

INTERVIEW SCHEDULE

1. How long are you in the SAPS ?
2. How long are you in the current rank ?
3. What is your highest qualification ?
4. From which service were you before 1994 ?
5. At which level are you functioning ?
6. My study is about morale in the SAPS, looking at Potchefstroom and Mafikeng. What is your view on morale ? Can you define it for me in your own words ?
7. How would you identify somebody with low morale ? Give me five (5) prominent images / examples of low morale in the SAPS.
8. How would you measure SAPS in terms of morale ? (Is it good, bad or very bad)
9. Does affirmative action contribute to low morale ?
10. What effect do you think transformation has on the morale?
11. What relationship do you see between low morale and racism ?
12. Do you think that the high crime rate contribute to low morale ?
13. Do you think that the personnel policy (H R policy) contribute to low morale ?
14. Do you think that the promotion policy contribute to low morale ?
15. Do you see the brain drain experienced by SAPS as an indication of low morale ?
16. Do you think that the transfer policy contribute to low morale ?
17. Do you think that the process of change and transformation in the SAPS since 1994 has impacted negatively on the morale of members ?
18. Do you think that communication in SAPS contribute to low morale ?
19. What effect do you think the equity component has on morale ?

INTERVIEW SCHEDULE

1. How long are you in the SAPS ?
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 19. What effect do you think the equity component has on morale ?
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SUID-AFRIKAANSE POLISIEDIENS

SOUTH AFRICAN POLICE SERVICE

INFORMATION NOTE

REF: 0489118-0/1

DATE: 2000-03-02

TEL NO: (018) 2997837

FAX NO: (018) 2997847/50

AAN/TO: THE PROVINCIAL COMMISSIONER
S A POLICE SERVICE
NORTH WEST PROVINCE

VAN/FROM: CAPT G S MAKAUDI
CRIME INTELLIGENCE
POTCHEFSTROOM
TEL: (018 2997837)

ONDERWERP/ SUBJECT: APPLICATION FOR PERMISSION TO CONDUCT A RESEARCH WITHIN THE SOUTH AFRICAN POLICE SERVICE (SAPS) IN NORTH WEST: FOR MASTERS DEGREE IN PUBLIC MANAGEMENT AND GOVERNANCE (MPG): NO 0489118-0 CAPT G.S. MAKAUDI: CRIME INTELLIGENCE POTCHEFSTROOM.

1. I hereby wish to tender an application for a permission to conduct a research within SAPS in the North West Province, pursuant to the requirements of the abovementioned qualification.
2. I have already successfully completed all the coursework for MPG degree at PU for CHE of which part thereof must culminate in a mini-dissertation conducted and submitted for examination purpose on any terrain of my own choice.
3. I intend making accessible the results of the research project immediately on completion to the provincial Commissioner of which I hope would serve as the basis for creating a motivating climate for SAPS members in North West.

4. The execution of this research project won't in any way impede me from efficiently and effectively executing my official obligations as a member of Crime Intelligence. Although it is clear from the title of the research project that I would have to travel to as far as Mafikeng. I intend financing myself, even though any other assistance that the Commissioner might think of in terms of successful completion of this project would be highly appreciated.
5. Attached herewith, a testimonial from the University as well as copy of a research project proposal for convenience sake.

COMPILED BY:: CAPT
G S MAKAUDI

COMMENTS

Approved, provided the research does not interfere with the applicant's official duties.

.....: PROVINCIAL COMMISSIONER
L.E. BEETHA



Potchefstroomse Universiteit

vir Christelike Hoër Onderwys

Privaatsak X6001 Potchefstroom 2520
Tel (018) 299 1111 Faks (018) 299 2799
<http://www.puk.ac.za>

SKOOL VIR SOSIALE STUDIES
Tel (018) 299-1626

E-Pos PWSJMC@puknet.puk.ac.za

28 Februarie 2000

WIE DIT MAG AANGAAN

Hiermee sertifiseer ons dat mnr. G.S. Makaudi (studentenr. 12017922) by ons ingeskryf is en dat hy tans met navorsing besig is. Ons sal dit hoog op prys stel indien u hom toegang gee tot u data of bronne en hom toelaat om met u in onderhoud te voer. Hierdie navorsing is vir die kandidaat baie belangrik ten einde sy MPG verhandeling te voltooi. Ons verseker u ook dat die navorsing vir akademiese doeleindes is.

Die uwe

PROF. W.J. VAN WYK
DIREKTEUR: SKOOL VIR SOSIALE STUDIES

PWSJMC c:\mv documents\m a 1999\theo.doc

Hiermee GEE EK DIE ONDERGETEKENDE TOESTEMMING
DAT KAPT. MAKAUDI ONDERHOUDE KAN VOER MET WED.
VAN MISDARDINTELLIGENSIE: NOORDWES PROVINSIE. DIE
ONDERHOUDE IS GEBASEER OP 'N VRAELYS WAT DEUR KAPT.
MAKAUDI NOUTOOI SAL WORD. DIE NAVORSING SAL
KAPT. MAKAUDI IN STAAT STEL OM SY MPG VERHANDLING
TE NOUTOOI.

P.A. van Zweel
SP. SUPT
SNR. SUPT

PROV. HOOF: MISDARDINTELLIGENSIE

2000-02-29.