THE MANAGEMENT OF PERFORMANCE IN CRIME PREVENTION AT ESIKHAWINI POLICE STATION: A CRITICAL EVALUATION

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Mini-dissertation submitted in partial fulfilment of the requirements for the degree Master of Development and Management at the Potchefstroom Campus of the North-West University

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2010

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DECLARATION

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I, Bethuel Oupa Maseko declare that this mini-dissertation is my own work, that it has not been submitted before for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged as complete references

Signature: Date: 2009/11/ 20

Bethuel Oupa Maseko

ACKNOWLEDGEMENTS

I wish to thank God for carrying and offering me the strength, courage, perseverance and will to succeed. He has through a long, hilly and winding road held me by the hand, walked with me to the destination of the planned journey.

1Samuel 7:12

I wish to express my greatest gratitude to all those who have contributed to the successful completion of this work.

ABSTRACT

The researcher has investigated the performance of Esikhawini police station in crime prevention. The aim of the study was to investigate the root causes of the station's underperformance in the prevention and combating of crime. The objectives of the study were intended to determine the application of sound management principles in the management of the police station. They further aimed at determining the level of application and compliance with departmental policies. The researcher had obtained 101 voluntary participants who completed the questionnaire.

The study found that the commanders at the police station did not possess the expected level of competence to ensure that the police station operated optimally, and provide the quality of service so desperately required by the communities at Esikhawini. The study revealed a serious shortcoming in the comprehension and interpretation of performance and performance management.

The researcher concluded that the inadequate managerial skills and failure to understand the key management tools like performance and the management of performance contributed to the situation of underperformance.

The researcher recommended that specific in-house designed developmental programmes be undertaken at the station to improve the competency levels of managers and members at the station.

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CHAPTER 1
GENERAL ORIENTATION

1.1. INTRODUCTION

The Constitution of the Republic of South Africa Act 108 of 1996 prescribes that the Public Service must conduct its business in a manner that satisfies the objectives of government. Section 195 of the Constitution (1996) outlines the requirements to be adhered to by public institutions. These include:

- ☐ a high standard of professional ethics that must be promoted and maintained;

- ☐ efficient, effective and economic use of resources must be promoted,

- ☐ services must be provided impartially, fairly, equitably and without bias,

- ☐ good human resource management and career development practices, to maximize human potential, must be cultivated , and

- ☐ Public administration must be accountable to the people (Constitution, 1996:107).

Flowing from the constitutional requirements the Public Service responded by developing policies that were aimed at transforming its institutions. Central to the transformation programmes was the management of human resources. The White Paper on Human Resource Management in the Public Service (1997) can be regarded as the bridge to address the transformation of the human resources of the civil servants from being rule driven (personnel administration) to results driven (human resource management).

To concretize the transformation of the public sector the Department of Public Service and Administration (DPSA) introduced a new dimension in the culture of public institutions, which is "putting people first" in rendering a service (Batho Pele Handbook ; A Service Delivery Improvement Guide, 1998:8). In its vision and mission relating to the public service the government spelt its intentions and expectation of the nature, composition and the response of its institutions in rendering a service. It also emphasized the character of its workforce, governed by the principles of equality, quality oriented, just-in-time (JIT) delivery culture and ethical behavior (White Paper on Human Resource Management in the Public Service, 1997:1).

The development of the "people first"-concept brought about the introduction of the Batho Pele Principles which are intended to mould the total behavior and approach to service delivery. These principles include; consultation, service standards, access, courtesy, information, openness and transparency, redress, and value for money (Batho Pele Handbook; A Service Delivery Improvement Guide, 1998:8). The Department of Public Service and Administration (DPSA) introduced the notion of a customer within the public sector. In putting this intended approach to service delivery the authors of the Guide (1998) indicated that without the citizens, there could be no civil service. It therefore makes sense to align citizens to customers who deserve a particular service and public servants to service providers who have to ensure that the institution remains relevant in the eyes of its customers (Batho Pele, 1997:27).

The South African Police Service Act 68 of 1995, Chapter 5, section 11(2) prescribes that the national commissioner will develop an operational plan specifying how crime will be managed during the specific financial year. This approach then is translated to mean that the SAPS is at all levels (national, provincial and station) plan driven. In practice the service is guided by the national commissioner's strategic plan that is submitted to the treasurer to justify the required budget.

The respective provincial commissioner then develops and implements an operational plan, unique to the provincial priorities, but within the parameters of the national strategic framework. In turn the police stations as the first line of service delivery also develop and implement localized operational plans. The requirement is that the station and provincial plans need to complement each other in order to achieve national objectives. At station level the emphasis is placed on the individual and team effectiveness and efficiency, resulting from sound management of all resources.

The introduction of the performance enhancement programme (PEP) in 2000 was intended to inculcate a culture of service oriented policing as opposed to the traditional way of reactivity (National Instruction, 2 of 2000). However, the implementation of the programme seems to neither translate into the desired outcomes/outputs (outcomes and outputs are not synonymous) nor enjoy the same interpretation amongst members and commanders.

Performance is defined as the institution's ability to attain its goals by using resource in an efficient and effective manner (Daft, 1993:14). Performance management on the other hand is defined as the total process of observing an employee's performance in relation to job requirements over a period of time (i.e. clarifying expectations, setting goals, providing on-the-job coaching, storing and recalling information about performance) and then of making an appraisal of it (Casio, 1992:267). Information gained from the process may be fed back via an appraisal interview to determine the relevance of individual and work group performance to institutional purpose, to improve the effectiveness of the unit, and to improve the work performance of employees.

The SAPS is the product of an amalgamation process of eleven police agencies that existed before 1994 in the country as a result of the past dispensation. It therefore becomes obvious that the change from the old order had challenges in relation to techniques or programmes directed at changing the behavior of the work force, the understanding of the institution's existence, and the nature of interpersonal work relationships. These and other challenges necessitate that, the development of an institution is undertaken to prepare it to move away from the current to the desired future situation.

In relation to Esikhawini police station the implementation of performance management, parallel to institutional development would set a sound management foundation and increase the chances of institutionalising the approach. According to Mullins (1996:708) institutional development is a long-term effort, led and supported by top management to improve an institution's vision, empowerment, learning and problem solving processes through ongoing, collaborative management of institution culture. Institution development is further defined as a long term effort to improve an institution's problem solving capability and its ability to cope with change or as a systematic, planned effort to bring about change (Van der Waldt & Du Toit, 1996:288).

The concept of performance management has not been embraced by public institutions in the past; therefore the introduction of performance management in the public service, especially in the police environment had institutional and operational challenges. In order to institutionalise the new approach, some training and development and close monitoring were to be undertaken.

Institutional performance is associated with productivity and effectiveness (Williams, 2005:51). He (Williams) goes on to explain that performance refers to individuals, groups, institutional units, entire institution, industries and nations. It is further aligned to the concepts such as output, efficiency, motivation, individual performance and institutional effectiveness, competitiveness and work quality.

In response to the government's call for institutions to improve service delivery to the citizens, the SAPS developed a service delivery improvement programme (SDIP). The purpose of the SDIP was to improve the functioning of the service consisting of integrated plans at national, provincial area and station level which align the priorities of the respective levels, setting out tasks, responsibilities, service standards and time frames (National Instruction, 1 of 2000:1). The SDIP methodology is intended to improve performance levels of managers in order to meet and exceed customer expectation.

In order to achieve this goal and meet its constitutional mandate and obligations the South African Police Service operates within the strategic framework of the national commissioner that requires each police station to develop and implement an operational plan for the implementation of the SDIP. The South African Police Service is faced with the challenge to meet and exceed public expectation and continuously improve its service to the community. Its legal obligations are enshrined in section 205 (3) of the Constitution (1996). The police service is required to prevent, combat and investigate crime, maintain public order and protect the inhabitants of the Republic of South Africa (Constitution, 1996:112).

The researcher is the Cluster Commander for the Empangeni Cluster which is constituted of five police stations. These stations are Empangeni, Richards Bay, Esikhawini, Mtunzini and Ntambanana. The cluster is a structure that has been designed and introduced through the restructuring process. The cluster has replaced the defunct police area structures that played a connectivity role in the command of the police between provinces and stations. The purpose of the cluster is to ensure excellent service delivery through effective cluster management at provincial level to meet institutional responsibilities as required by the Constitution (1996) (Job Description: Cluster Commander, 2008:1).

The Cluster Commander is responsible for the operational effectiveness of the station in crime prevention, its detectives and the community service centre. It is crucial therefore to continuously evaluate and assess the systems, processes, operational and management approaches applied by each police station within the cluster of Empangeni. The basis of an evaluation is the principles as outlined by Pierce and Robinson (1994:389), wherein the evaluator has to ensure that; specific set standards are adhered to, defined performance is being monitored, actual performance is being measured on a continuous basis, set objectives are met, and deviations are identified and corrective measures are instituted.

The station commissioner is the appointed incumbent to manage the police station and is required in terms of his/ her job description to; manage the provision of proactive policing service and discourage the occurrence of all crime within the police station precinct, manage the rendering of a general policing service to the community through the community service center and ensure the safeguarding and detention of prisoners in custody, manage the provisioning of effective visible policing services to address crime, manage the detection of crime committed within the station area, etc (Job Description: Station Commissioner, 2003:3).

The prevention and investigation of crime are delegated functions to the appointed commanders of such components with the ultimate accountability resting with the station commissioner. The failures to identify factors that precipitate crime ultimately translate into the increase in reported crimes, while failure to investigate and process criminals through the courts is interpreted as allowing criminals unlimited free movement at the expense of law abiding citizens.

In order to achieve its constitutional obligation as referred to above, the SAPS introduced the performance management tool known as the performance enhancement programme (PEP) in an effort to improve service delivery. The researcher presents the objectives of the PEP in order to create a relationship and a link between the institutional performance and an individual performance in the service. The outlined objectives indicate the importance of ensuring that performance management in the police service is a dual responsibility between the supervisor and the supervised employee.

These objectives include:

- ❑ to align every member's performance to the strategic objectives of the SAPS,
- ❑ to include and maintain a performance culture throughout the SAPS,
- ❑ to develop a trust relationship between supervisors and subordinates,
- ❑ to provide management with a useful and effective development tool,
- ❑ to transform the institutional culture from rule bound to result driven,
- ❑ to measure employee's performance regularly and objectively, and
- ❑ To assess employee's competencies regularly and objectively and to improve service delivery (National Instruction, 1 of 2003).

Performance management in its holistic approach requires that every member of the institution understands the core business of such institution, what its priorities are, what they should be doing, what they are aiming for, the level of competence they should achieve and how well this contributes to team, individual and institutional performance. Armstrong (1994:224) defines performance management as a process or set of processes for establishing shared understanding about what is to be achieved, and of managing, and developing people in away that increases the probability that it will be achieved in the short and longer term.

To ensure a shared responsibility in the implementation of performance management in the public sector two sets of tools were developed by the DPSA, namely the performance enhancement programme (PEP) and the integrated performance management and development system for use in the public service (Integrated Performance Management and Development System (IPMDS) for use in the Public Service, 2003:1).

The study will be conducted at Esikhawini police station within the Empangeni Policing Cluster, on the North Coast of the Kwa-Zulu Natal Province. The area covered by Esikhawini police stations has a population estimated at 55967 and the geographical space covered is about 565,731 square kilometers, comprising both semi- urban and tribal communities under the jurisdiction of the amakhosi. The station serves a community comprising all racial groups (Africans, whites, Indians and coloureds) the area is under the jurisdiction of uMhlathuze Municipality (Statistics, 2001).

1.2. PROBLEM STATEMENT

Esikhawini police station was underperforming in crime prevention during the period April to September 2008. Each police station is required to attain the operational objectives as set out in its operational plan for the financial year (2008/2009). During the month of October 2008 the cluster commander conducted the half yearly (April to September 2008) evaluation of the operational components at Esikhawini police station. The evaluation discovered that the station had attained an effectiveness rate of 29 percent in crime prevention as opposed to the target of 45 percent for the period under review. The detective component on the other hand had attained an effectiveness rate of 50 percent during the same period, which then placed the station at an overall effectiveness rate of 39.5 percent cover the period under review (South African Police Service, Performance Chart: October 2008).

The outcomes of the station evaluation conducted in October 2008 indicated a significant gap between the envisaged (50%) and actual performance (29%) of the rime prevention component. What could not be established during the evaluation process were the causes of the situation. The police station has therefore shown underperformance in crime prevention, which is an indication of a failure to render a safe and secure environment for all as espoused by the SAPS vision.

In accordance with the Esikhawini police station operational plan for 2008/2009 the targets for the financial year were set, but were not achieved. According to the SAPS measurement instrument for the period April to September 2008 it was discovered that Esikhawini police station recorded 2190 'A' class cases (serious cases) compared to 1450 cases for the previous corresponding period; cases to court were 720 compared to 620 for the previous corresponding period and 350 cases compared to 334 for the corresponding period were finalized in court with convictions (South African Police Service, National Crime Information Management Centre, October 2008).

According to the Resources Allocation Guide (2007) the police station is adequately resourced with human and physical resources to contend with the current crime challenges of crime within its precinct. The shortages of (5 %) in human resources and (3%) in vehicles do not match the gap in performance.

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The researcher has attributed the underperformance of the police station in crime prevention may to various factors, ranging from the use of resources, leadership, training, management competence, morale etc. Therefore the researcher intended to establish the actual cause of the unprecedented situation at Esikhawini.

1.3. RATIONALE FOR THE STUDY

The rationale for the study was the failure by the crime prevention component to meet its set target resulting in underperformance of the police station. The Cluster Commander desired to improve service delivery at Esikhawini police station.

1.4. AIM OF THE STUDY

The aim of the study was to investigate the causes of the current underperformance in the crime prevention component, with the view to improve service delivery level. Performance in relation to Esikhawini crime prevention entails the attainment of the targets set for the financial year. The identified situation impacts negatively on the general safety of the communities as the levels of crime appeared to be on the increase and the outputs in terms of the arrested persons have shown a decline for the period under review. Logic informs that where the outputs are not meeting the targets set, the outcomes are also not attained and dissatisfaction on the part of the customers will increase.

The study focused on the complete operations of the crime prevention, interrogating the planning of crime prevention operations, the employment of the resources (human, physical and information), the individual targets against the components targets and how the component interacted with the detective unit and the community service centre in dealing with crime. The evaluation covered all levels of the workforce in crime prevention with the view to establish the command and control function effectiveness.

1.5. RESEARCH QUESTIONS

The main research question that this study addressed was to:

- ❏ Establish whether the principles, models and approaches of performance management are applied in crime prevention at Esikhawini police station?

In order to fully answer the main question the following subsidiary questions were asked:

- ❏ What the root causes for the underperformance in crime prevention at Esikhawini police stations are?
- ❏ To what extent sound management principles are applied in crime prevention at Esikhawini police station?
- ❏ Is a performance enhancement programme (PEP) implemented in crime prevention at Esikhawini police station?
- ❏ Are members and officers trained in performance management and the implementation of performance enhancement programme (PEP)?
- ❏ Are performance plans for members and commanders aligned to the station operational plan?

1.6. RESEARCH OBJECTIVES

The objectives of this study were:

- ❏ To explore the theories, principles and models of performance management applied in crime prevention at Esikhawini police station.
- ❏ To determine the root causes for the underperformance in crime prevention at Esikhawini police station.
- ❏ To determine the extent to which sound management principles are applied in crime prevention at Esikhawini police station.
- ❏ To determine whether performance the enhancement programme (PEP) is implemented in crime prevention at Esikhawini police station.
- ❏ To establish whether members and officers are trained in performance and the implementation of the performance enhancement programme (PEP).
- ❏ To determine the extent with which individual performance plans of members and commanders are aligned to the station's operational plan.

1.7. LEADING THEORETICAL ARGUMENTS

The following theoretical arguments underpin the problem statement and were addressed by the study in relation to Esikhawini police station.

- ❑ An institution's success is defined as the extent of the fit between the institution's environment and the internal components of the social system. The more congruence there exists between the internal social system components and the environment, the more the institution is likely to exchange favourably with its environment (Gerber, Nel & Van Dyk, 1996: 23; Mullins, 1996:771).

- ❑ Performance management approach is beneficial to the institution because it; instills a culture of a shared vision, encourages a competitive mood, promotes self discipline, facilitates the determination of training and developmental needs and inculcates a culture of responsibility (Williams, 2002:27; National Instruction, 1 of 2002).

- ❑ The station commissioner has a critical role in the institutionalization of performance based policing at the police station (National Instruction, 1 of 2002; Standing Order (Gen), 1992).

- ❑ Performance-based policing is critical to Esikhawini crime prevention's success (Van der Waldt & Du Toit, 1998: 203-4; Williams 2005:10).

1.8. LITERATURE AND METHODS

1.8.1   Literature review

According to Bless and Higson-Smith (1995: 22-23) a literature review is conducted to assist the researcher to identify gaps in knowledge, discover connections or relationships among research results as well as the weaknesses in the previous research.

The under-listed databases have been consulted to ascertain the availability of study material for purposes of this research:

- ☐ Catalogue of theses and dissertation of South African Universities
- ☐ Catalogue of books; Ferdinand Postma Library NWU
- ☐ Index to South African Periodicals (ISAP).

The literature review was done wherein primary and secondary sources were used to determine how the functioning and responsibilities of crime prevention unit at station level now differ from those before the transformation process. The following statutory and regulatory guidelines and other periodical were consulted:

- ☐ Performance Enhancement Programme (PEP) - National Instruction 1/ 2002
- ☐ The Constitution of the Republic of South Africa, Act 108 of 1996
- ☐ National Crime Information System (SAP6)
- ☐ Station commissioner: Job Description 2002
- ☐ Batho Pele Handbook (1998)
- ☐ Catalogue of books at the Library in Newcastle
- ☐ Computer search in the departmental Intranet

A further literature study was done with specific focus on primary and secondary literature sources, to determine the purposes and value of performance management. The concept of performance management was reviewed to determine the relationship with the objectives of PEP. Literature on management, the White Paper on Safety and Security (1998), National Crime Prevention Strategy (1996) and other related sources were consulted. Computer searches were also conducted in the departmental Intranet for performance management related matters. The analysis conducted as a preliminary review indicated that literature on performance management was available to conduct research on the topic.

The researcher has for purposes of accuracy, consistency and completeness reviewed internal secondary sources. These included; departmental evaluation reports, station operational plan, the SAPS 6 report, station crime combating forum meetings, and the performance chart.

1.8.2. Research Methodology

In every study an appropriate research design has to be selected in order for the researcher to achieve the objectives set. In this section the researcher describes the method used in the study to enable the reader to understand the methodology used. The main purpose of the study was to evaluate the management of performance at Esikhawini police station with the specific focus to crime prevention. The selection of the correct design serves as a guide to the researcher in ensuring that the research was conducted in a systematic, scientifically and provide answers to the objectives of the study.

1.8.2.1. Research Design

Cooper and Emory (1995:114) define research design as the blueprint for the collection, measurement, and analysis of data. It aids the researcher in the allocation of his/ her limited resources by posing crucial choices. Welman (1994:46) on the other hand outlines that research design assists to specify the number of groups that needs to be used; the methodology to draw participants, and what exactly should be done with the participants in the process of research. For purposes of the study the researcher used the quantitative research design to determine the root causes of the underperformance in crime prevention at Esikhawini police station.

Quantitative research design refers to a research method associated with an analytical process, and its purpose is to arrive at a universal statement. It is underpinned by distinctive theory as to what should pass a warrantable knowledge. Qualitative research on the other hand refers to research which produces descriptive data- generally people's own written or spoken words. Usually it does not deal with numbers (Brynard & Hanekom, 1997:29).

1.8.2.2. Sampling

According to Cooper and Emory (1995:204) a sampling frame refers to a list of elements from which the sample is actually drawn. Probability sampling was used in the study because it encompasses convenience in the relevant sampling method of the study, and allows equal chances of being selected. The sampling strategy allowed the researcher to use his or her own judgment as to who would best meet the purposes of the study, and also helped the researcher to use the skills of prior knowledge to choose respondents.

The target population for the research was members attached to crime prevention, community service centre detectives at Esikhawini police station in the Empangeni Cluster, within KwaZulu-Natal Province. The units of analysis for the study comprised 29 members of the detective unit, 24 members of the crime prevention unit and 45 members from the community service centre. The sum total of the units of analysis was 101.

The researcher estimated a total of at least 50 percent (50 members) to participate in the research. Simple random sampling was used so that all respondents would have an equal opportunity of being selected. The researcher approached the station commissioner and explained the purpose of the research and later obtained an audience with all targeted members and officers. On obtaining their consent and willingness to participate in the data collection process, he requested them to complete questionnaires as an instrument to collect data for purposes of establishing the root causes of the station's underperformance in crime prevention.

The questionnaire is structured and has in Part A two sections that addressed the biographical information and the training and development levels of the respondents. Part B comprised nine sections that sought to discover the prevailing situation at Esikhawini police station on; performance and service standards, transformation policies, operational plan, management functions, communication, crime prevention unit, crime investigation unit, community service centre, availability and use of resources and compliance with departmental policies.

1.8.2.3. Methods of Data Collection

In this study the researcher applied questionnaires as the major method to collect data. According to Bless and Higson-Smith (1995:111-112) the advantage of using questionnaires in any research is that more respondents can be reached at very little cost and within a short space of time. The administration of the questionnaires was conducted by the social workers of the department because most employees perceive them as being neutral and trust them.

The researcher decided on this strategy because of the perceived prevailing perception in the police service environment that anything communicated by a senior officer to junior members is easily interpreted as an instruction. The social workers were used in order to ensure voluntarism and allow free thinking in interpreting the questionnaires by members who volunteer to participate.

1.8.2.4. Methods of Data Analysis and Interpretation

All data collected was analysed by the researcher by means of a computer-aided programme called the Statistical Packaging for Analyzing Social Science (SPSS) assisted by a qualified statistician Mr. Ndou from the University of Zululand. The software was selected for its capability and user friendliness in the analysis of social sciences data. The focus of the analysis was based on frequencies and the results presented in tables, pie and bar graphs. During the analysis of the data the researcher looked critically at the implementation of performance management, implementation of the performance enhancement programme, policy application, employment of resources and a communication strategy at Esikhawini police station.

1.9. VALIDITY AND RELIABILITY

Validity refers to the validity of the measuring instrument's scores, namely the extent to which the instrument measures what it is intended to measure. Reliability on the other hand refers to the extent to which test scores are accurate, consistent or stable (Bless & Higson-Smith, 1995: 130-134).

According to Struwig and Stead (2004:130-134) reliability is concerned with giving the same results consistently under the same conditions, while validity is concerned with the assessment or judgment in measuring what is supposed to be measured.

The researcher ensured that the instrument used to collect data was reliable and valid in the sense that it was simple, clear, and easy to understand. The questionnaire was pre-tested at Mtunzini police station with the members and officers in crime prevention, the community service centre and the detectives in order to ensure that it did not give different interpretations on the meaning of concepts, that the words used were not discriminatory, and to determine the time taken to complete. Validity and reliability are concerned with giving the same results consistently under the same conditions for the assessment or judgment in measuring what is supposed to be measured.

1.10. ETHICAL CONSIDERATIONS

Moorhead and Griffin (1998:576) emphasised that the researcher must contend with ethical issues for the duration of the research process, namely to: provide adequate information to the participants regarding the study in order for them to decide on participation, guarantee the protection of every participant's privacy and to ensure that every participant understands the process and the procedure to be followed during data collection. No one would be subjected to any experimental condition that could affect him/her psychologically.

1.11. VALUE OF THE RESEARCH

The research will benefit the prevailing practices in SAPS by improving the performance of the crime prevention component and service delivery to the community of Esikhawini. The research will further benefit Esikhawini police station by continuously improving its processes, systems, and approaches, resulting in the community receiving improved levels of service from the police station.

1.12. CHAPTER LAYOUT

In chapter one the researcher explained and presented the orientation, the rationale, aims, research questions and objectives of the study. The methodology that was followed in the research is explained. Added to this chapter are ethical issues, value of the research and the delimitation of the study.

In chapter two the researcher explores theoretical aspects and concepts relating to performance, performance management and the development of performance aligned operations in institutions and the complete cycle of managing performance to realize institutional goals.

In chapter three the researcher reviews the statutory and regulatory framework that guides performance and crime prevention in the South African Police Service. The review is aimed at establishing the relationship between the prescription and the actual application of existing policies, processes, and procedures relating to crime prevention with regard to Esikhawini police station. The chapter also deals with the data collection process through the use of a questionnaire.

In chapter four the researcher discusses the current situation with regard to the performance management and crime prevention activities at Esikhawini police station and related components. The implementation of the performance and enhancement programme of the South African Police Service at Esikhawini is evaluated.

In chapter five the researcher presents the analysis and interpretation of data collected through the use of a questionnaire at Esikhawini police station. The interpreted data are presented in tables, bar graphs and summaries.

In chapter six the researcher presents the conclusions and recommendations of the study. The conclusions present the critical factors that tend to undermine the concept of performance based policing. The recommendations of the study present the possible courses of action to remedy the situation and to inculcate a culture of continuous improvement and the embracing of performance management principles.

The recommendations will serve as developmental programme to crime prevention units in the Empangeni Cluster. The study is equally viewed as a process to develop and implement a new management model for the cluster in the implementation of the performance enhancement programme.

1.13. SUMMARY

In this chapter the researcher discussed the orientation of the study, the problem statement together with the aims and objectives to be achieved. The methodology to be followed in the research process was discussed, with a clearly spelt out course of action to ensure strict observance to ethical issues. In the next chapter the researcher will focus on the theoretical aspects that underpin performance and performance management in institutions.

CHAPTER 2

THEORETICAL UNDERPINNINGS OF PERFORMANCE AND PERFORMANCE MANAGEMENT

2.1. INTRODUCTION

To operationalise the research objectives, this chapter provides a theoretical orientation of performance, performance management, performance management principles and processes involved. Institutions are ever faced with the challenge to ensure that employees understand what business they are in. According to Haag, Cummings and McCubbrey (2002:5) services and products are required by the customers at the 'customer's moment of value'. They then, define customer's moment of value as to provide the service at the time when the customer wants it, at the location or place where the customer wants it, and in the manner that will guarantee the customer's satisfaction.

According to Bredrup (as quoted by Williams, 2006:4) it is indicated that, 'a clear trend ... is that competition will increase due to more globalization and more demanding customers. As customers are exposed to better products and service their expectations for better quality, service and value will increase. Higher expectations have to be met by improved performance to obtain customer satisfaction.

2.2. THE MANIFESTATIONS OF PERFORMANCE IN INSTITUTIONS

Daft (1994:14) defines performance as the institution's ability to attain its goals by using the resources in an efficient and effective manner. The success of an institution is dependent on the effectiveness of every individual and the optimum utilization of all resources at its disposal. The most valuable resource in any institution is its human resources. Dubois (2005:2) on the other hand defines performance as a deliberate and purposeful action or set of actions that an individual takes in order to achieve the desired result or output of some kind that is of value to the individual or to others. He goes further to distinguish performance into competent and incompetent performance.

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Competent performance refers to a situation wherein the individual or team achieves some results or output at the level of quality established for it within the constraints or opportunities of the performer's internal and external environments. Incompetent performance on the other hand refers to a situation where the individual or team fails to achieve some results or output at the level of quality established for it within the constraints or opportunities of the performer's internal and external environments.

According to Murphy (1990) as quoted by Williams (2006:93) performance domain is defined … 'as the set of behaviors that are relevant to the goals of the institution or unit in which a person works'. This scenario given above indicates the importance of integrating the employee in the institution in order to ensure that the correct behavior is instilled in the employee.

2.2.1. The types of performance

Performance can further be divided into three important parts that complement one another. These are, individual, managerial and institutional performance:

- ☐ Individual performance is related to a situation where an employee has done what was expected of him or her in relation to the needs of the institution;
- ☐ Managerial performance is the measure of how efficient and effective a manager is in achieving set objectives; and
- ☐ Institutional performance on the other hand refers to the measure of how efficient and effective an institution is in attaining set objectives (Stoner, 1995:9).

The descriptions above indicate a relationship between the effectiveness of individuals' teams and management to ensure institutional success. Managerial performance signifies the importance of management in an institution, i.e. without an effective management team to direct, to support and to effectively allocate the available resources, the institution cannot achieve the set objectives. Institutional performance indicates that it is dependent on the performance of individuals (different levels), teams and institutional units.

In addition to the above contributors to performance the superior performance of the institution is also attained through the optimum use of other resources (physical, financial and information) that are at the disposal of the institution. Williams (2002:51) indicates that performance is aligned to concepts such as productivity, output, efficiency, and motivation, an institutional effectiveness, and competitiveness and work quality. Performance does not only refer to the human resources dimensions (individuals, teams and managerial) in an institution but can also refer to a number of other situations, e.g. policy performance, financial performance, sales performance etc.

2.2.2. Institutional effectiveness

According to Gerber, Nel and Van Dyk (1996:23) institutional success (health) is defined as the extent of fit between the institution's environment and all the internal components of the social system. The more congruity that exists between the internal social systems and the environment, the more the organisation is likely to exchange favourably with its environment. Institutional effectiveness is associated with two concepts, namely efficiency and effectiveness. Efficiency refers to organisations doing things right, with the optimum use of their resources for maximum output. Effectiveness on the other hand refers to doing the right things with their intended output related to specific purpose, objectives and tasks.

The effectiveness of an institution is not made up by a single factor or action, hence it is regarded as being complicated because it is dependent and is easily affected by a multiplicity of variables. These include those that fall in the individual category and the environment. The following are cited for purposes of this research:

☐ Individual factors: lack of leadership, ability, motivation, group relations and roles,

☐ Environmental factors: defective systems and structures, economic environment, physical environment, technological environment and political environment (Mullins 1996:771).

Williams (2006:68) and Gerber, Nel and Van Dyk (1996:23-24) agree that institutional effectiveness cannot be considered in isolation from other variables in the equation. It all starts with clearly set goals that are directly linked to the demands of the institution that is rendering a service or producing a product. The achievement of goals is dependent on the availability of adequate resources and the optimal utilisation thereof. Mullins (1996:708) further defines institution development as a long-term effort, led and supported by top management to improve an institution's vision, empowerment, learning and problem solving processes through ongoing, collaborative management of institution culture.

2.3. PERFORMANCE MANAGEMENT

The philosophy of managing performance places an emphasis on the agreement of objectives and developmental needs, as well as the importance of self assessment and self development by employees.

2.3.1. Performance management philosophy

Performance management is forward looking and regards the following factors as crucial in that; development as a joint responsibility of both the manager and the supervised employee, and the necessity of reviewing of performance to measure results (Armstrong, 1991:398). Performance management is designed and aimed at promoting the opportunity for employees to openly discuss specific work related challenges and expectations with their supervisors. The challenge therefore, facing institutions is to fully demonstrate to customers, partners and other stakeholders that performance is managed, measured and improved (Van der Waldt, 2004:2).

2.3.2. Performance management defined

Performance management is an approach to management that harnesses the endeavors of individual managers and workers towards an organization's strategic goals. It defines the goals and the outputs needed to achieve those strategic goals, it gains commitment of individuals or teams to achieve the outputs, and it monitors the outcomes (Van der Waldt, 2004: 39). According to Armstrong (1991:397), performance management is defined as a means of getting better results from the institution, teams, and individuals by understanding and managing it within an agreed framework of planned goals, set objectives and standards. Daft (1994:19) defines performance management as being about "directing and supporting employees to work as effectively and efficiently as possible in line with the needs of the institution".

The authors (Van der Waldt, Armstrong and Daft) agree on the key concepts that signify competent performance. The key concepts identified in the definitions above relate to the harnessing of individual managers and workers, the set goals, attaining better results by focusing on planned goals, set objectives and standards. Put differently, the above actions are aimed at attaining efficiency and effectiveness of an institution. Performance is therefore the outcome of an integrated management system, which recognizes and acknowledges synergy amongst the different subsystems that make out an institution.

2.3.3. Purposes of performance management

According to Cronje, Du Toit and Motlatla (2001:454) performance management is defined as the means by which managers ensure that employees' activities and outputs are in line with the institution's goals. Performance management is dependent on performance planning, monitoring, measurement and appraisal which in practice translate into:

- ❑ Performance planning - ensuring that clear objectives are assigned to the employee in order to understand what will be measured and expected of him or her.

- ❑ Performance monitoring – examining the output of performance measurement to make judgments about the level of performance being delivered, why it is at that level, and what actions might improve it;

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- Performance measurement – the collection and analysis of data and information about performance to inform performance monitoring; and
- Performance appraisal - presents a situation where actual performance is measured against intended performance and determines the performance gap.

The goals of performance management highlight the notion that it links the institution's activities from the vision and mission through to the activities of individuals. These goals include:

- Determining through job analysis the desired performance standards in the institution;
- Measuring the individual performance through performance appraisal; and
- Providing feedback to employees on their performance.

2.3.4. Performance management perspectives

According to Williams (2002:10) there are three commonly used perspectives to manage performance in institutions, namely; performance management as a system for managing institutional performance, performance management as a system for managing employee performance and performance management as a system for integrating the management of institutional and employee performance. The discussion that follows briefly elucidates each perspective of performance management.

2.3.4.1. *Performance management as a system for managing institutional performance*

The process presents the core features of the institution in defining the purpose of its existence, what the institution wants to achieve and how it intends to do that which characterizes this type of system. It is in this activity that concepts are accurately defined, for example, developing the policies, resource aims, guideline plans, budgets, objectives, targets, standards of performance and the systematic review of the performance processes. Performance management neither takes place in isolation nor is it automatic in institutions. It is carried out in a structured environment wherein a detailed plan defining performance, a performance improvement plan and a plan specifying performance review is crafted.

2.3.4.2. *Performance management as a system for managing employee performance*

Employees constitute a critical element of the resources in an institution and the effectiveness of any institution is partly dependent on the performance of its human resources (Van der Waldt, 2004:203). The managing of employees' performance has two critical role-players who are required to have a shared vision about the expectations of the institution. These are the manager/supervisor and the managed employee. the manager is expected to take a leading role in ensuring that the employee's performance plan is in line with the institution's strategic plan, because he/she is required to review the employee's performance.

This activity is carried out in three processes, namely performance planning, assessment of performance and feedback provision, where necessary corrective action and adaptive actions are undertaken. The review of an employee's performance is a joint responsibility of the manager and the managed employee. The review process empowers both parties to be able to track the hindrances to superior performance on an on-going basis, adjust and institute developmental interventions where gaps are identified.

2.3.4.3. *Performance management as a system for integrating the management of institutional and employee performance*

The institution is a system made up of various subsystems, namely; human resources, financial, purchasing, research and development, etc. This system is mainly concerned with the integration of the institution's strategic framework, the business units/divisions and the individual employees' performance plan. This process intends to ensure that the output by various sub systems builds to the unified output that determines the institutional performance. Performance is an all-inclusive concept that operates in a chain reaction across disciplines. The optimal performance by individuals and teams within an institution contributes to the total output realized by the institution. There can be no realizable performance of an individual unless such is interpreted into the institution's aggregate output.

2.3.5. Performance appraisal

Performance appraisal is the ongoing process of evaluating and managing both the behaviour and outcomes in the workplace (Grobler, et al., 206:262). Employee performance is mostly viewed and measured against the quantity, quality and timeliness of outputs, and presence at work and cooperativeness. Performance appraisal is governed by strict criteria to ensure objectivity (Cronje, Du Toit & Motlatla, and 2001:455). These are the validity of the measures and reliability of the measurement; acceptability refers to the acceptance of the system by employees, sensitivity capability to determine high and low scores and practicality, which refers to the measurability.

2.3.5.1. *Benefits of effective appraisal*

Effective appraisal is at the heart of successful management, it empowers the managers and employees alike to understand how the appraisal process works, and recognise how a well managed system benefits employees and the institution. The advantages of continuous feedback to both a manager and employee are cited as:

- ☐ Encouraging the employees to work to his/her full potential for successful results,
- ☐ Praising good performance when one sees it, this motivates employees to do more, and
- ☐ Making sure that employees know how important they are to the institution (Langdon & Osborne, 2001:6-7).

Performance appraisal provides information on the methods used to perform tasks, but it also highlights the level of an individual's performance. The value of performance appraisal is also heralded by Gerber et al. (1992:443) as including; the improvement of performance, identification of training needs, planning of a career, incorrect task design and the impact of external factors.

2.3.6. Service standards and measurements

According to Bailey (2003:3) performance measurement takes place in clearly defined measurement areas identified in a locality. Performance management need to be properly managed to the understanding of every member of the institution. O'Byrne (2001) in Bailey (2003:5) warns that experience in organisations has shown that where performance management techniques are aggressively pursued, without any measurement, evaluation and understanding, as performance management techniques come in the door, ethics tend to go out through the window.

Williams (2002:19) is of the opinion that "performance management is about directing and supporting employees to work as effectively and efficiently as possible in line with the needs of the institution". The measurement of institutional performance is based on the objectives set for the institution within the operational period depending at the level.(?) The role of management in the performance of an institution is crucial, because the direction towards the set standards has to be monitored and evaluated continuously.

It is crucial that the concepts that empower employees are clearly elucidated in the plan to promote superior performance in respect of individual and teams. These include that :

- ☐ Accountabilities must be clear and measurable,
- ☐ Roles and responsibilities must be clearly defined,
- ☐ Objectives and targets must be specific, measurable, action oriented, realistic and time bound (S.M.A.R.T.)
- ☐ Jobs and activities must be outlined,
- ☐ Clear job descriptions must be operationalized, and
- ☐ Competencies must be clearly listed (Williams, 2002:71).

2.3.7. The value of performance management

Performance management is the total process of observing an employee's performance in relation to job requirements over a period of time, clarifying expectations, setting goals, providing on the job coaching, storing and recalling information about performance.

Information gained from the process is fed back via an appraisal interview to determine the value of individual and work group performance to institutional purpose of existence, to improve its effectiveness and to improve the institutional performance (Cascio, 1992:267).

As the old saying goes, "every person cherishes a feeling of appreciation"; performance appraisal or assessment is a multi pronged approach to ensuring an efficient and effective institution. Providing regular feedback to employees helps them to understand their performance and determine the gaps and improve their skills, knowledge and attitudes. Continuous feedback could either be positive or negative but if such is done objectively it could have far reaching impact on motivating an employee.

Superior performance is only possible in an institution where management succeeds in integrating and improving the functioning of an institution. According to Williams (2002:27) the advantages for managing performance that are common to most institutions indicate that it; instils a culture of a shared vision, encourages a competitive mood, promotes self discipline, facilitates the determining of training and development needs and inculcates a culture of responsibility and accountability.

2.4. THE INTERFACE BETWEEN PERFORMANCE MANAGEMENT AND HUMAN RESOURCES MANAGEMENT

Human resources management plays a critical role in integrating the management of people for superior performance in an institution. Within the context of human resources management, managers are expected to focus on three key areas of responsibilities in order to coordinate and integrate human resources policies. These three key areas are: performance definition, performance facilitation and performance encouragement (Casio, 1992:413). These concepts create a Siamese twins relationship between performance management and human resources management.

2.4.1. The philosophy of human resources management

Human resource management is a systematic approach to the management of people that is based on key fundamental principles. These principles include:

- ☐ the acknowledgement of human resources as significant assets for an institution,
- ☐ the acceptance and understanding that institutional success is mostly dependent on the sound personnel policies and procedures,
- ☐ the core values, culture and the institution's climate support performance, and
- ☐ Continuous effort to achieve the integration of the institution in all its facets (Armstrong, 1993:34).

The philosophy of human resource management identifies a relationship between performance management and the management of human resources. The basic elements are that it is all about people and (employees) being effective, knowledgeable, and rewarded for performance.

2.4.2. The activities of human resources

The human resources management process signifies the role it plays in an institution, namely; human resource planning, recruitment, selection, training and development, socialization, performance appraisal and promotions, demotions, separations and transfers (Stoner, et al. 1995:377). The essential resources normally required to attain the institution's goals include; human resources, vehicles, computers, telephones, information and financial resources. Human resources form the core of an institution's resources because every process or system (manual or automated) requires its operation by a human being.

2.4.3. Human Resource Management defined

Gerber et al. (1996:24) define human resources management as "implying the proactive creation, maintenance and development of individual and group in order to improve individual and group performance (output)".

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Human resources management is purpose driven and primarily aimed at assisting line managers to attain the institution's goals through knowledgeable workers. Human resource management translates the strategic plan of the institution with regard to the human resources required, skills and competences.

The performance of the institution is determined by the total output expressed as an average of every employee's performance at all levels of the institution, i.e. the higher the performance by individuals the higher the institutional performance and vice versa. Mullins (1996:778) further emphasizes that performance is related to factors such as improved service delivery, obtaining the best results, profitability and the accurate match between the human resource design and the structure of institutional behaviour.

There is agreement among Mullins (1996) and Gerber et al. (1996) that institutional effectiveness cannot be considered in isolation from other variables in the equation. It all starts with proper planning armed with clearly set goals that are directly linked to the demands of the institution and meeting the purpose of its existence. The achievement of goals is dependent on the availability of adequate resources (human, physical, financial and informational) and the optimal utilization thereof.

Gerber et al. (1996) further place emphasis on the integration that underpins the concept of institutional success as resulting from the interaction between two variables, namely, an effective individual employee and the effective team. Institutions are made up of groups of employees who are drawn from different backgrounds, with a variety of individual objectives but grouped on the basis of joint activities, a shared vision and common objectives.

2.4.4. The value of 5 P's in human resources management

Human resource management is aimed at promoting superior individual performance by applying sound human resources management principles. Cascio (see spelling in References) (1995:44) introduces what he calls the "5-P's" model on the strategic human resources management activities. Cascio's model (1995) links with the strategic business model of Gerber et al. (1996:45) that orientates the employee to the institution and fully identifies with it.

The 5-P's model indicates the route and stages the employee is expected to observe in order to fully identify with the institution, integrate and perform optimally. These include:

- ☐ Human resources philosophy which defines the values and institution culture,
- ☐ Human resources policies which outline the need for shared values,
- ☐ Human resources programs which define human resource management strategies in an institution,
- ☐ Human resources practices which define management, leadership and individual roles and responsibilities, and
- ☐ Human resources processes which define the formulation and implementation of day to day activities of employees (Cascio, 1995:44).

2.5. SUMMARY

The performance of an institution is dependent on the full understanding of the reason for existence and the core business of the institution by all employees. Both the institution and individual performance are built on generic features that make out an institution. Performance management is the foundation of institutional effectiveness. However, it is required of management of the institution to ensure that employees fully understand the vision and mission of the institution and such is translated into action.

This chapter portrayed the essence of performance and performance management in institutions. It further outlined critical issues that managers of the 21st century need to understand in order to develop self managed teams. The effectiveness of the institution requires sound management coupled with effective communication strategies. Without effective communication the institution is heading for failure despite a sound strategy in place.

Literature reviewed on performance revealed that there is general agreement amongst writers that performance management promotes the culture of a shared vision, a competitive mood, responsibility, self-discipline, development and accountability among employees. It has also been found that performance management is a chain that starts with an individual, moves to a team and eventually influences institutional effectiveness.

Performance management has a critical element of assessment where each employee's performance has to be measured. In that context then, reviewed literature revealed that the process of assessment is governed by the principle of specific packaged targets that are built into the employee's performance plan. The assessment or appraisal of an employee is a joint responsibility between the supervisor and the supervised. In the next chapter the researcher discusses the statutory and regulatory frameworks that govern the transformation of policing in the country. These instruments will be reviewed with specific reference to Esikhawini police station. The next chapter will describe the statutory and regulatory frameworks for performance and performance management at Esikhawini police station.

CHAPTER 3

STATUTORY AND REGULATORY FRAMEWORKS FOR PERFORMANCE MANAGEMENT AND CRIME PREVENTION PRACTICES AT ESIKHAWINI POLICE STATION

3.1. INTRODUCTION

Before 1994 policing in South Africa was governed by the South African Police Act 7 of 1958. Later (between 1970 and 1980) police forces of the independent and self governing states were established with the intention to serve their territorial spaces. The development of the Interim Constitution of the Republic of South Africa Act 200 of 1993 and subsequently the final Constitution of the Republic of South Africa Act 108 of 1996 saw the inclusion of the police functions as a constitutional imperative.

According to Burns (1995:10) the Constitution is the supreme law, and any law or conduct (i.e. any legislation, rule of common or customary law or administrative decision or action) which is in conflict with the constitution shall be declared invalid. In accordance with section 205 of the Constitution (1996) the objects of the police are to:

- ☐ prevent, combat and investigate crime,
- ☐ maintain public order and protect the inhabitants of the Republic of South Africa, and their property,
- ☐ Uphold the law.

This assignment places an obligation and responsibility on the South African Police Service to protect the citizens and residents of the country and their property (Constitution, 1996:115). The conclusion that safety or protection are not a luxury or status-based, but a human rights issue is crucial for purposes of evaluating police effectiveness. This view suggests that, in the event the police fail to fulfil their constitutional obligation (section 205) the rights of the citizens are violated.

The deduction from the constitutional prescripts is that in the event the reported increase in crime indicates the degree of threat faced by the community. The increase of complaints against the police on the other hand reinforces the perception that the police are not efficient in dealing with the prevailing situations.

3.2. STATUTORY AND REGULATORY FRAMEWORKS OF PERFORMANCE MANAGEMENT AND CRIME PREVENTION PRACTICES IN RELATION TO ESIKHAWINI POLICE STATION

The introduction of policing and the police as a constitutional requirement laid a foundation for the human rights culture in policing circles, spelt out in broad terms the expectation from the police institution and embraced community involvement in ensuring a safe and secure environment. Critical to be achieved during the transformation process was to ensure that trust between the police and communities were urgently earned, in order to improve service delivery levels. In order to achieve those goals it was crucial therefore to address the behaviour and approaches of members in dealing with communities.

The discussion that follows is aimed at indicating the purpose, the value added and the intended outcomes of each instrument listed, both in performance management and the prevention of crime, with reference to Esikhawini police station. Flowing from the Constitution (1996) various other enabling statutory and regulatory frameworks were enacted to augment it. These instruments include: the South African Police Service Act (1995), Public Finance Management Act (1999), the National Crime Prevention Strategy (1996), White Paper on Transforming the Public Service (1997) and the White Paper on Safety and Security (1998).

3.2.1. The South African Police Service Act 68 of 1995

To operationalise the Constitution (1996) the SAPS Act 68 of 1995 was among others enacted. Sections 216 and 218 of the South African Police Service Act (1995) stipulate that the national commissioner and provincial commissioners will perform their duties and functions necessary to give effect to the provisions of the constitution.

The powers and duties of police members are inherent and assigned to them by the Police Act, Criminal Procedure Act of 1977 and other legislation subject to the Constitution (1996). The measurement of the police service and the expected outcomes are summarized as follows:

- ❑ To enhance the safety and security of South African inhabitants,
- ❑ To ensure peace and stability,
- ❑ To ensure proper investigation of crime and the provision of sound intelligence,
- ❑ To protect prominent persons, and
- ❑ To manage the resources, developmental programmes and operations more efficiently (Smit, Minaar & Schnetler, 2004:19).

3.2.1.1. Vision and mission of the South African Police Service

The vision the South African Police Service undertakes is "... to ensure a safe and secure environment for all the people of South Africa" (South African Police Service, Annual Report, 2003/2004). According to Williams (2002:33) vision is the term used to describe a picture of a relatively remote future in which the institution has developed under the best possible conditions and in accordance with the hopes and dreams of the owner.

The mission of the SAPS on the other hand indicates what should be done in order to achieve what the vision represents. Every member of the service will "prevent anything that might threaten the safety or security of any community, investigate any crimes that threaten the safety or security of any community, ensure that criminals are brought to justice, and participate in efforts to address the root causes of crime" (South African Police Service, Annual Report, 2003/2004). According to Williams (2002:33) a mission on the other hand refers to an institution's character, identity and reason of existence, the strategy to be used, the values and the behaviour standards acceptable to the institution.

The researcher has identified a direct relationship among the vision, mission, code of conduct and the Batho Pele principles. The vision and missions statements of the SAPS are guides to management and the members on where the institution intends to be, and how it intends to reach its destination. The mission, code of conduct and the Batho Pele principles assign obligations, responsibilities and guide the behaviour towards the customers by the entire workforce.

3.2.1.2. The code of conduct of the South African Police Service

The South African Police Service is a labour intensive institution and is required to maintain national norms and standards in relation to its operations. In order to ensure that the service responds adequately to the requirements of sections 195 and 215 of the Constitution (1996) and the White Paper on Transforming the Public Service (1997) the code of conduct was developed to convey a direct message to individual members.

The code of conduct intends to mould the behaviour of members with regard to customer care issues and empower them to be self managed employees. The contents of the code of conduct embody the elements of the objects of the police (section 205 of the Constitution, 1996), the mission, Batho Pele principles and good governance prescripts. It causes every member of the SAPS to "...undertake to create a safe and secure environment for all the people of South Africa, by preventing action which may threaten the safety or security of any community; investigating criminal conduct, which has endangered the safety or security of the community and bring the perpetrators thereof to justice; upholding the Constitution and the law being guided by the needs of the community; utilising all the available resources responsibly, efficiently and cost effectively to maximize their use; and uphold and protect the fundamental rights of every person" (South African Police Service, Annual Report 2003/4: 1).

'The proof of the pudding is in the eating". The researcher is of the view that the impact and effect of the code of conduct will be felt and observed in the behaviour of members in serving the communities. In carrying out its tasks the SAPS cannot operate away from the influences of the environment, but has to respond to the needs of the clients positively and engage them. The contents of the code of conduct will add value to the performance of the police station when its complete internalization has reached the extent of positively influencing the individual behaviours.

3.2.3. Public Finance Management Act 1 of 1999

The SAPS like any other government department receives a budget appropriated by parliament in order for it to be able to fulfil its constitutional requirements in society. In order to promote good governance in the public sector, the Public Finance Management Act 1 of 1999 (PFMA) was enacted. Section 51 of the PFMA, governs the management of appropriated funds, and other assets owned by the public institutions to ensure an effective and efficient service delivery to the community. The PFMA is intended to regulate the financial management of the national and provincial governments to ensure that the finances, revenue, expenditure assets and liabilities of the government are effectively and efficiently managed.

The objectives of the PMFA are:

- ☐ to modernize the system of financial management,
- ☐ to enable public sector managers to manage, and be more accountable, and
- ☐ To ensure the timely provision of quality information (Smit et al, 2004:18).

The achievement of more accountability is dependent on the degree of understanding of ones position and the role that one plays in an institution. Accountability cannot be entrusted to only one level without every level and employee compelled to accord every activity priority. In practice actions or inaction have direct or indirect cost implications and or affect the client either positively or negatively. This then implies that no employee can be a free-rider in the institution without taking the core business of the institution seriously and perform according to set rules and standards in terms of their post.

3.2.4. White Paper on Transforming Public Service Delivery, 1997

The White Paper on Transformation of the Public Service (1997: 9) outlines its purpose as to provide the policy framework and a practical implementation strategy for the transformation of public service delivery. It further stipulates that the public service shall be judged by a department's effectiveness in delivering services, which meet the basic needs of the citizens.

The purpose of the White Paper on the Management of the Human Resources (1997:7) in the public sector is to provide a policy framework that will facilitate the development of human resource management practices, which support an effective and efficient public service, geared for economic and social transformation. It further emphasizes that human resource management is regarded as one of the strategic instruments of the transformation agenda for the public service.

3.2.4.1. Batho Pele principles

The transition that the South African government had to undertake in 1994 necessitated the urgent revamping of the public service. The previous public service was known for its peculiar characteristics. These included; being slow to act, inefficient in its performance and impersonal, which resulted in public institutions regulating processes, controlling inputs and totally ignoring the results and outcomes (Van der Waldt, 2004:18).

In response to this need the Department of Public Service and Administration (DPSA) introduced the principles of Batho Pele (putting people first), which were widely publicized for public knowledge. According to the Batho Pele Handbook, Service Delivery Improvement Guide (2001:8) the concept of putting people first is an initiative that is intended to mobilize and sensitize public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement.

The Batho Pele principles are aimed at transforming the individual employee and the institution's approaches. The government intends conducting its service delivery programme (provider of collective services) in a business like manner, therefore without the communities there will be no customer to serve. The goal is to improve service delivery through the change of behavior, approach, perceptions, attitudes, beliefs and management in general and embrace the culture of efficiency, effectiveness, service orientation and customer centrality (Batho Pele Handbook: Service Delivery Improvement Guide, 2001:8).

The principles of Batho Pele are in the view of the researcher more of a statement of intent, and as such cannot be quantified for purposes of individual assessment. Flowing from the 'people first' concept were the Batho Pele principles that are intended to ensure that the community receives the services in a manner that is client-orientated. The eight Batho Pele principles applicable to the SAPS are: consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money (Smit et al. 2004:20-21).Good governance has become a buzz word both in government and business. It is intended to improve service deliver to the customers (citizens). Van der Waldt (2004:11-12) outlines the key characteristics of good governance as including: participation, rule of law, transparency, responsiveness, consensus-oriented, equity and inclusiveness, effectiveness and efficiency, and accountability.

Good governance in the police service will entail the sound management of the institution and attaining the goals set, inclusive of the quality of management provided. The SAPS is a structured institution with a myriad of policies that facilitate performance and uniformity. Taking the key characteristics of good governance into any situation and implementing them, whether it is government or a private entity, the strong foundation would be in place and service delivery could be realized. The researcher has found a good relationship between the key characteristic of good governance and the Batho Pele principles. A commander of a police station who is able to establish the interrelatedness of the concepts is more likely to succeed in ensuring an institution that is performing.

3.2.5. The White Paper on Safety and Security 1998

The introduction of the White Paper on Safety and Security (1998) brought about community policing as a way to conduct policing in South Africa. The White Paper on Safety and Security (1998:34) introduced new dimensions into the formula, namely: directed structures of community - police interaction through community policing forums, the introduction of local social crime prevention and the mobilization of communities against crime.

The new dimension further engaged the local governments as role players in issues of safety and security, particularly with regard to: prioritisation, monitoring and accountability functions, other than these being the preserve of the Community Police Forum (CPF) structures. The White Paper on Safety and Security (1998:20) defines effective crime prevention "... as strategies that need the involvement of other role players (partnership) between government bodies and other structures in safety to address factors contributing to crime." This type of crime prevention refers to the reduction of the opportunity for crime by making it more difficult to commit crime, and making it more risky or less rewarding.

Social crime prevention, on the other hand refers to advising of the socio-economic and environmental factors that influence people to commit crimes and become persistent offenders. The White Paper on Safety and Security (1998: 14) encourages joint action by various government departments as well as different spheres of governments, to institute projects and programmes that will work towards a safe and secure environment.

3.2.5.1. *Community policing*

According to Stevens and Yach (1995:6) community policing refers to a policing style in which the safety and security of a local area is not left to the police alone, not shrouded in secrecy and left to so-called experts, but one in which local residents are involved too. The White Paper on Safety and Security (1998:21) encourages the involvement of the community in crime prevention interventions in order to take responsibility of crime prevention in their neighbourhood. The legal body that ensures community participation in crime prevention is the community policing forum (CPF).

Section 18 of the Police Act 68 of 1995 prescribes that the CPF must be established in every police station area to facilitate interaction between the police and the community. Community involvement in policing issues is intended to move away from the traditional policing that relies on law enforcement only; instead it is intended to work towards the eradication of the root causes of crime.

The objectives of the community policing forum are cited as including to:

- establish and maintain a partnership between the community and the Service,
- promote communication between the service and the community,
- promote co-operation between the service and the community in fulfilling the needs of the community regarding policing,
- improve the rendering of police services to the community at national, provincial, area and local levels,
- improve transparency in the service and accountability of the service to the community, and
- Promote joint problem identification and problem solving by the service and the community.

Every police station is expected to establish a community policing forum, which is formed by members of the community, community-based institution and businesses. Each CPF is required to develop programmes to fight crime in their area of responsibility. Crime awareness campaigns are a vehicle to sensitize the community about crimes that are rife in their locality and the recommended steps to be taken jointly to minimize or eliminate the factors that generate crime.

Interaction builds trust and promotes confidence between the community and the police. Both community policing and sector policing approaches are intended to mobilize the community against crime and enhance the safety and security of the community by seeking to address the underlying causes and problems, requiring active involvement by community members, and requiring partnerships beyond law enforcement to be effective (Stevens & Yach, 1995:9; Steinberg, 2004:24).

The researcher perused the files relating to community policing forum and sector policing. The police station at Esikhawini has a community policing forum that is constituted of ten executive members and eight sub forums that are constituted of 7 members each. It has been observed in the minutes that meetings area held, though not on a monthly basis as the constitution prescribes. During the period under review (2007/2008 financial year) seven meeting were conducted.

The following observations have been made in the community police forum files:

- ❑ on five occasions the quorum could not be formed resulting in meetings postponed,

- ❑ political posturing and complaints more often dominate the meetings,

- ❑ no crime prevention programme aimed at social crime prevention was conducted by the CPF structure during 2007/2008,

- ❑ The members and some officers at the station regard community policing as a function assigned to the coordinator that does not concern them. With the current state of affairs at Esikhawini, it is concerning that the communities are not fully involved in policing matters. This leaves the police to retain the status quo of relying on traditional policing, attending to complaints and crime scenes and rarely patrol the area.

3.2.5.2. Sector policing

Sector policing is an approach to policing where a police station area is divided into smaller, manageable geographical areas known as sectors. Sector policing is a more practical form of community policing as it is implemented in smaller, more manageable areas. A police official (who can either be the member of the CSC, a detective, a reservist or crime prevention official) is appointed to manage a sector. Sector policing is strongly aligned with concepts including crime prevention, community involvement, community policing, improved service delivery, modernisation and acceptance (Rauch & Dixon, 2004:26).

The researcher discovered that, in relation to sector policing, the station has divided into sectors (geographic spaces), (sentence construction not clear), sector commanders are appointed but it still remains a paper exercise as no activity is currently taking place as prescribed by the sector policy for the SAPS. Partnership policing at Esikhawini is spoken of but in real terms is not achieved. Owing to the dynamic nature of the environment within which policing is taking place it becomes crucial that various sectors in society maintain consistency in dealing with socially disapproved behaviours. The successful implementation of crime prevention programmes depends greatly on the synergistic approach among institutions responsible for the implementation of primary, secondary and tertiary prevention.

Lab and Steven (1997:270) argue that in seeking to discover the causes of crime and to gauge the level of fear about crime one can approach primary prevention institutions and institute actions to eliminate the identified problems. Socially it is argued that without sound policies that prevent the existence of structural inequalities, unemployment, poor education and broken families, primary prevention will still face serious philosophical and political challenges. Secondary crime prevention entertains a greater role of situational prevention where the most affected areas are identified and necessary interventions are instituted. Tertiary prevention, being the last leg in the system, has limited impact because the criminal reaches the justice system only after there has been a casualty.

It is true that as soon as the criminal is arrested, found guilty and sentenced to imprisonment there is a temporary relief on the part of the victim, and such a person will not be active in committing crimes for the duration of incarceration. The risk currently facing society is the rehabilitation part that cannot be confirmed. The trend developing is that the chances of a person released from prison returning within six months are greater than the chances of than no return forever. Tertiary prevention has been an elusive goal of the formal criminal justice system since its inception (Lab et al., 1997:272).

3.2.5.3. The National Crime Prevention Strategy (NCPS)

The National Crime Prevention Strategy (NCPS) (1996) encourages cooperative governance amongst various role-players, such as the South African National Defence Force (SANDF), departments of Social Welfare and Population Development, Education, Home Affairs, Justice, Business Against Crime and Game Parks. The contents of the NCPS were mostly incorporated in the White Paper on Safety and Security in 1998. The cooperative approach was intended to mobilize all available resources to fight crime as well as establishing information networking cells. The aims of the NCPS were to address crime in a manner that is focused and coordinated and to promote a shared understanding and a common vision of how crime can be tackled by the nation, at all spheres of government (National Crime Prevention Strategy, 1996:5).

3.3. SUMMARY

The White Paper on Safety and Security is the blueprint that spells out the government's intentions of the new approach to policing. It promotes the concept of cooperative governance, namely that policing cannot be the sole prerogative of the police but it should be everybody's business. The White Paper on Safety and Security (1998) encourages the involvement of government departments, all three tiers of government, business and the general public in crime fighting.

The current approach to policing is performance-based because it demands proactive programmes that will remove all factors that precipitate crime. The adequate use of resources and full compliance with departmental policies could lead to the stations' superior performance. The stations' performance is dictated by the ability to synergize the functioning of all components at the station. It has been very obvious that the dictates of the reviewed literature and the legal framework on policing do not enjoy adequate attention in practice at the police stations.

The chapter analyzed the statutory and regulatory frameworks that were designed to transform and progressively develop an apolitical police force. The enabling policies that operationalize the constitutional imperatives or policing display a double edged approach, i.e. institutional and individual. The instruments direct the way forward in conducting policing. There is a direct relationship between the set of regulatory frameworks and performance management as a discipline to improve service delivery. The next chapter describes the performance management system applicable in the SAPS and its value to crime prevention practices at Esikhawini police station as an effort to improve service delivery.

CHAPTER 4

PERFORMANCE MANAGEMENT AND CRIME PREVENTION PRACTICES AT ESIKHAWNI POLICE STATION

4.1 INTRODUCTION

This chapter explores the current practices in the managing of performance and the prevention of crime at Esikhawini police station. The literature dealing with crime prevention and management principles formed the core of the literature reviewed. The South African Police Service has an ethical and moral responsibility to render a safety and security service to the community. The underperformance of Esikhawini police station is an indication of unfulfilled ethical and moral responsibility by the police, which necessitated the researcher to undertake the study. The primary aim of the study is to determine the root causes of the underperformance at Esikhawini police station.

4.2. KEY CONCEPTS DEFINED

A number of concepts are defined to clarify their conceptual as well as operational meaning for the purpose of the study. These concepts are: performance, crime prevention, crime investigation, and community service centre.

4.2.1. Crime Prevention

According to Naudé and Stevens (1988:12) crime prevention is the protection of the potential crime target, the reduction of vulnerability, placing of obstacles in the path of potential offenders and the influencing of behaviour patterns so as to prevent the development of criminogenic situations. The White Paper on Safety and Security (1998:14) defines crime prevention as including all activities, which reduce, deter, or prevent the occurrence of specific crimes, by altering the environment in which they occur; by changing the conditions which are thought to cause them; and by providing a strong deterrent in the form of an effective justice system. The definitions given above indicate common features, namely that crime prevention has to do with the identification and disposing of precipitating factors.

4.2.2. Crime investigation

According to Marais and van Rooyen (1993:17) crime investigation is defined as to observe intensely, to question systematically and to gather information which will reveal the truth. They go on to explain that crime investigation represents the medium whereby facts for positive investigation are detected, identified, collected, preserved and prepared for the judicial process.

4.2.3. Community Service Centre

The community service centre (CSC) can be described as the front desk of a police station where complaints are lodged, registered and the attendance thereof is managed. It serves as the heart or nerve centre of the police station. It is responsible for coordinating the operations within the station by various units, initiating investigation of crime at crime scenes and the processing of arrested persons including their welfare.

The researcher has decided to approach the crime prevention function in a broad context of operational components (crime prevention, investigation of crime and the community service centre) at the station as opposed to singling out the crime prevention unit. Operating from a premise that crime prevention is not a totally stand alone phenomenon the detectives have been included in the study in order to determine their role and effectiveness in preventing crime through speedy arrests of active criminals sought in previous cases. The community service centre is responsible to attend to crime scenes and complaints and is thus involved in preventing further crimes and being proactive to some by solving disputes.

4.3. OPERATIONAL PLAN CONCEPT

As from 1996 the South African Police Service started to operate or conduct its business through the use of an operational plan that covered the period of one financial year (April to March). The operational plan aligns the police service to the government operational system of accountability for the budget appropriated. The requirement is that specific focus areas of achievement must be specified by the head of department as measurement criteria for performance.

The performance of Esikhawini police station was evaluated against their standards set as per the station's operational plans for the 2008/2009 financial year in respect to the crime prevention, crime investigation and the community service centre. The station commissioner is responsible to ensure that the station's operational plan is well developed, simple and understood by all workers in order to facilitate performance. There will be deemed to be a gap in the performance of the station if the individual member or police station records negative deviation from the set objectives, and corrective action has to be instituted to cover the lost ground and identify the causes.

4.4. THE ROLE OF THE STATION COMMISSIONER

The station commissioner by appointment is required to perform management functions at the police station. He/she is occupying the post of a supervisor/manager of all employees at the station in order to achieve the core functions of preventing crime, investigating crime and managing the community service centre. The distinct functions of the station commissioner are delegated to the component heads responsible for the prevention of crime and investigation of crime.

The station commissioner is required to establish community police forums at the station to ensure that partnership with the community is attained. The station commissioner delegates the function of establishing the community policing forum to the crime prevention commander who will establish networks and liaison with the community to identify and address the root causes of crime. The detectives have a duty to investigate reported crime, process arrested persons through the courts and simultaneously keep complainants informed of developments in the investigation. The station commissioner's key responsibilities are to manage and maintain operational and support functions to ensure an effective and efficient policing service to the community.

The station commissioner is held strictly responsible for the appearance, good order, control and discipline of all members under his command; the state of all government property both on personal and station account and for the buildings at the station; prevention of crime in the station area and in close co-operation with members of the investigation units for the investigation thereof; and ensuring that standing orders and other instructions are obeyed and strictly complied with by all members (South African Police Service Standing Order (G) 28 1992).

The job description (2002) of the station commissioner sets out the key performance areas with specific tasks expected of him/her as to:

☐ Manage the provisioning of a pro-active policing service and discourage the occurrence of all crimes within the station precinct.

☐ Manage the rendering of a general policing service to the community through the community service centre and ensure the safeguarding and detention of prisoners in custody.

☐ Manage the provision of effective and efficient visible policing services to address crime.

☐ Manage the detection of crime committed within the station precinct.

☐ Manage the provisioning of a crime information analysis service to determine crime patterns/tendencies to direct subsequent crime combating actions/operations.

☐ Manage the provisioning of effective communication and liaison services within the station precinct.

☐ Manage the formulation of the strategic station plan to combat crime (Job Description: Station Commissioner, 2002:3).

In order to achieve the said tasks the incumbent is allocated a number of officers to perform specific tasks under his/her command. The appointment of the commanders in crime prevention, crime investigation and the community service centre (CSC) facilitates delegation by the station commissioner and close supervision of members. There is an interlocking relationship among the job descriptions of the station commissioner and the three main operational components (crime prevention, investigation of crime and the community service centre) that creates a link in terms of functions.

4. 5. EVALUATION CRITERIA

The community members are expecting the police managers and members to provide total satisfaction in fulfilling the principal purposes of policing (prevention, detection and combating of crime). The researcher collected data from Esikhawini through the use of a questionnaire. To determine the causes of the underperformance of Esikhawini the researcher reviewed some of the source documents. These include: operational plan, crime prevention operational plans, station crime combating forum minutes, community police forum minutes, sector forum minutes, community service centre registers, management meeting minutes, communication strategy, inspection file for vehicles. The adherence to departmental policy guidelines was also evaluated.

The SAPS categorized priority crimes for measurement, control and reporting to the treasury on the performance of stations. Each station commissioner is required to develop a plan that will guide his/her operations for the financial year (12 months) and facilitate measurement. In the operational plan the station commissioner is required to outline the objectives to be attained during the financial year both for operational and institutional functions in line with the provincial operational plan and national strategic framework.

All police stations' operational plans are subject to an evaluation and monitoring process in order to ensure that: specific set standards are being adhered to, defined performance is being monitored, actual performance is being measured on a continuous basis, deviations are identified and corrective measures are instituted (Pearce and Robinson, 1994: 389). The SAPS measurement of institutional performance is based on preset standards with regard to operational and institutional priorities. Any negative deviation to set targets is then viewed as underperformance.

4.5.1. Prioritised crimes

Lab and Steven (1997:19) define crime prevention as entailing any action designed to reduce the actual levels of crime and or the perceived fear of crime. They go further to explain that there is a difference between crime prevention and crime control.

Crime prevention is said to denote attempts to eliminate crime either prior to the initial occurrence or before further activity. Crime control on the other hand means the maintenance of a given or existing level of management of that amount of behaviour. Crime prevention approaches can be subdivided into three main categories, namely: primary, secondary and tertiary.

The study focuses on targets and objectives set for Esikhawini police station to determine the root causes of failure to achieve. The SAPS has determined three categories of crimes that are monitored, measured and managed. These are contact crimes, property crimes and economic crimes.

Contact crimes: Murder, attempted murder, rape, indecent assault, assault with intent to do grievous bodily harm, assault common, robbery aggravating, and common robbery. The crimes referred to in this category are not easily preventable through conventional policing methods, hence partnerships play a crucial role to sensitise the community from committing these crimes.

Property crime: Burglary (residential), burglary (business), stock theft, theft of motor vehicle, theft out of motor vehicle, car hi-jacking, arson, malicious damage to property and theft general. The crimes referred to in the list are preventable through visibility of the police and sound partnership with the community. Property crimes are continuous by nature as the property stolen or robbed is mostly destined for sale as opposed to being for personal use. Therefore with sound relationships and subscribing to a no buying of stolen property concept the market could be shrinking and crimes decreased.

The station operational plan forms the basis of the study with the view to compare such plan with the supporting policies that guide the police service in the fields of crime prevention, crime detection and the community service centre. The operational plan of Esikhawini was analysed to determine the causes of the current levels of performance. The operational plan for the police station of Esikhawini for the period of the 2008/2009 financial year outlines the types of crimes which the station had prioritised. From the outset it is clear that the station was specific with the goals, and objectives to be attained during the course of the financial year under review.

Economic crimes: Fraud and shoplifting. These types of crimes are committed at business enterprises or financial institutions and the police have no direct control to prevent them. The only leverage the police could exert is to prioritize investigations.

4.5.1.1. Objectives – Crime Prevention

The crime prevention component is the lead component in partnership with the crime investigation and the community service centre to address objectives 1 (a-d)

(a) To reduce contact crimes by 2009/03/31:

(b) To reduce property crimes by 2009/03/31

(c) To prevent economic crime by 2009/03/31

(d) To increase the cases dependent on police action by 7%

4.5.1.2. Strategies to be applied

The strategies that were deemed appropriate to achieve the set objectives were to: increase operations targeted at drugs [dealing and trafficking], improve informer networking, target illegal shebeens, implementation of the anti drugs programmes, ensure the implementation of the new Firearms Control Act, focus on chop shops and second-hand dealers, implementation of sector policing, enhancement of the CPF structure and crime prevention operations targeting Contact Crimes.

4.5.1.3. Objectives – Investigation of crime

The crime investigation unit is a lead component in partnership with crime prevention, community service centre and the justice department to address objectives 2 (a-d)

Objective 2: To improve the quality of investigation, detection and conviction

(a) Contact crimes by 7-10% by 2009/03/31,

(b) Property crimes by 4% by 2009/03/31

(c) Economic crimes by 4% by 2009/03/31

(d) Crimes dependent on police action by 7 % by 2009/03/31

4.5.1.4. Strategies to be applied

The strategies that were deemed appropriate to achieve the set objectives were to: monitor the processing, collecting and forwarding of physical exhibits, ensure speedy investigation of crimes and enhance the informer network, ensure proper brought forward system (Meaning?) and inspections and regular weekly suspect raids, promote partnerships with the justice department through monthly meetings and train detectives (Station Operational Plan, 2008/2009:7).

4.6. MONITORING MECHANISMS

It is standard practice that the operational plans are subjected to monitoring and evaluation throughout the year at different levels of command and frequencies by:

- ☐ The station commissioner and management team, through the station crime combating forum (SCCF) daily, weekly and monthly,
- ☐ The cluster commander and management team, through the cluster crime-combating forum (CCF) weekly and monthly,
- ☐ The provincial commissioner and management team through the provincial crime combating forum (PCCF) weekly and monthly (Provincial Crime Combating Forum 4/ 2007).

On perusing the SCCF minutes the following observations were made:

- ☐ the commander of crime prevention did not report any successes or future plans,
- ☐ no specific planned operations were initiated, neither did the station commissioner give any tasking to the operational commanders, and
- ☐ no evaluation was made of deployments versus the reported crime during a specific period (e.g. past 24 hour of week or month)

In the context of the study performance would depict the successful prevention and investigation of crime, and the speedy and professional attendance to complaints lodged in the community service centres, which will indicate a safe and secure environment for all the communities of Esikhawini.

In relation to Esikhawini police station it is essential that each member of the service at the police station is efficient and effective in his /her own environment whether it is crime prevention, the detective unit or community service centre. Esikhawini police station has 24 members who are assigned solely for prevention of crime tasks, in cooperation with the detectives (29) and the community service centre (41). The methods to prevent crime and the engagement of other role players are open for implementation.

While the new model is being tried and members are attempting to understand its challenges the police have a constitutional responsibility to ensure a safe and secure environment for all. The success factor to establishing a safe and secure environment for all is the accurate communicating of all actions, situations and new dimensions to the workforce and the community both as clients and role players in the safety and security business.

4.7. MANAGING A POLICE STATION

A manager is defined "as a person responsible to direct the efforts aimed at helping the institution to achieve its goals". For purposes of the study the station commissioner is a manager and performs management functions within the police station. Stoner (1995:6) defines management as the process of planning, organizing, leading and controlling the work of the institution, its members and of using all the institution's available resources to reach stated institutional goals.

4.7.1. Planning of station operations

Planning is the management function concerned with defining goals for future institutional performance and deciding on the tasks and resources needed to attain them. Planning is the first major function of a manager and involves the development of the plan for the institution by way of setting objectives, outlining strategies to be used, procedures and policies to adhere to, and budget allocation (Daft, 1994:9).

The station commissioner is responsible for the strategic plan of the station, which involves developing broad long-term strategies (12 months), goals and objectives to realize the vision of the police station. The crime investigation and crime prevention commanders are involved in short-term planning where they develop operational plans that aid in realizing objectives of the station plan. The main focus of operational planning is the daily/weekly and monthly execution of tasks and allocation of resources to specific people according to projects, schedules or budgets to meet set objectives.

4.7.2. Organising of operational resources

Daft (1994:9) defines organizing as the management function concerned with assigning tasks, grouping tasks into departments, and allocating resources to departments. Organizing is concerned with the coordination of all institutional units to ensure that the station performs in the most efficient manner that guarantees the attainment of institutional goals. It is crucial for the station commissioner to apply modern management principles combined with public administration in order to cope with the demands of the new era in policing and the current administrative policies.

The traditional approach to policing was to respond to calls from the community for service. The police were called to the crime scenes, hostage situations, and family violence and even to attend to mentally ill persons. The reactive approach by the police created hostility between the police and community who had become victims of crime.. The challenge currently facing all levels of management in the police service is to go beyond the traditional purposes of policing towards the critical areas of responsibility, namely, performance, preparedness and progressiveness.

Performance in the institution is embraced in order to provide specific role definitions and to ensure: performance and productivity measurements, daily activities of members and officials, development of the criteria for evaluation and effectiveness of individual and team successes, development of a feedback mechanisms to monitor performance, and the successful measurement of institutional effectiveness.

Preparedness and progressiveness refer to calculating planning stages and achieving them within a short- and long-term basis dependent on: sound relations between the police and other government departments, police plans that incorporate the entire service institutions as opposed to individual entities, adequate training of personnel to handle various situations, sound communication systems with internal and external clients and sound time and resource management for effectiveness (Thibault et al., 1995:56-58).

The key performance areas (KPA) as outlined in the job description of the station commissioner, crime prevention commander, crime investigation commander and community service centre highlight that organizing is integral to their functions as organizers. They determine tasks to be performed, and assign responsibilities, chain of command and decision-making processes.

4.7.3. Provide effective leadership

According to Daft (1994:10) "leading is the management function that involves the use of influence to motivate employees to achieve the institution's goals". Effective communication is the pillar of success in any institution. This analogy is true because without explaining and disseminating information to the members no positive results can be attained.

Effectiveness is largely dependent on the ability of the leader to infuse in the members the desire to perform at a high level. A good strategy turns into a meaningful document if effectively communicated and understood by every employee for the implementation and achievement of the set goals and objectives. The station commissioner is responsible to lead the police station, i.e. to carry out the task of a manager and ensure the station is successful. He/she needs to ensure that there is synergy among the various components for maximum performance.

4.7.4. Control – monitor and evaluate station performance

The process of control is linked to the planning phase where specific objectives are the subject of measurement during evaluation. Every member has to fully understand what is expected of him/her and what will be measured at the end of the evaluation period.

This includes understanding that standards will be used to determine a member's or station's performance. The station commissioner is responsible to institute simple and understood control measures in the plan. According to Daft (1994:12) controlling is defined as the management function concerned with monitoring employees' activities, keeping the institution on track toward its goals, and making corrections as needed."

Dixon (1992:96) goes further to explain control as "the basic control process consisting of three steps, namely, establishing standards, measuring performance against the standards and instituting corrective measures to any deviations from the set targets". Every manager at the station is bound to understand the functioning of the control and feedback systems applied at the station that are crucial for the proper management of the station.

4.8. COMMUNICATION STRATEGY

Communication is a dynamic entity of passage for messages held in equilibrium between the communicator and the recipient. In the communication process three critical and basic components are found, namely the communicator, the message and the recipient (Lowe, 1995:8). As the definition indicates clearly, as the message is sent out a reaction is expected from the recipient.

No matter how good a strategy may be, it is not likely to serve the purpose for which it was developed unless it is understood by those who must implement it. It is crucial for the station commissioners to communicate with members in a clear and unambiguous manner. The equilibrium referred to by Van Schoor (in Lowe, 1995:8), simplifies the fact that where communication takes place in an environment of close and cordial relationship between the sender and the recipient, it becomes easy to transmit, receive and interpret. In the workplace communication is dominated by the reason of existence: how to remain relevant to the client and how to continuously improve institutional performance.

Stoner (1995:560) is of the opinion that the achievement of institutional goals is dependent on properly established communication and control mechanisms. The accurate interpretation and feedback by the recipient play a crucial role in ensuring that communication has served the purpose that was intended. Interpretation leads to understanding and attaching significance to the message sent by the communicator. This means that a police station that does not have a clear communication strategy is likely to have problems regarding service delivery.

Communication between the station commissioners and the members should be about the purpose of existence and the clear understanding of the direction given by the station operational plan. In order for the station commissioner to ensure that the station achieves as a system, an aggressive communication strategy has to be developed and communicated to the entire workforce. Feedback in a practical situation signifies that the communicator and the recipient are on equal footing of understanding and interpreting concepts in play. Ideally the positive response indicates sharing of ideas as opposed to sending a message. The development of an operational plan is intended to improve the effectiveness of an institution and ensure its viability. The station commissioner is the overseer of the implementation of the station strategy.

4.9. COMMUNITY SERVICE CENTRE

A community service centre (CSC) is a specially demarcated place within a police station that is dedicated for the service of the community for 24-hours. According to the South African Police Training Manual CSC (1998:6) "service" refers to all the activities that form relationships between an institution and its customers. According to the job description of the community service centre commander (2002:2) the main functions and key performance area (KPA) of the community service centre commander are to:

- ❏ Manage the community service activities by aligning it with the station's strategic objectives and priorities.
- ❏ Manage and control the administration records and information flow for the community service centre.
- ❏ Manage and control the human and physical resources of the community service centre.

❑ Make the community service centre distinct from other components by promoting and maintaining good public relations, interrelations and the image of the South African Police Service.

The community service centre serves a dual purpose namely, as the central place that is accessible to all clients to report any complaints at any time of the day. In respect of the internal clients, it serves as an operational control centre for all units and sections (crime prevention units and crime investigation units) operating within the station's precinct at any given period. In order that the CSC lives up to the current challenges of service delivery its personnel will have to be subjected to the principles of a learning institution, and each member to accept a change agent responsibility.

The systems, methods and procedures established in the service have to be exploited to the optimum by all members to improve service standards. In its strategic plan the South African Police Service (2005-2010:9) states that members must know who their clients are, what their needs are, what their expectations are and what type of services would satisfy their needs (South African Police Service, Strategic Plan 2005-2010: 9).

4.9.1. Securing the Crime Scene

The investigation of crime starts at the scene by ensuring that the scene is properly secured to preserve all clues. If the scene of crime has been trampled upon, crucial, evidential clues and exhibits may be tampered with and thus will destroy the case for court purposes. The securing of the scene is the responsibility of the first members who arrive at the scene. This responsibility includes the identification of the victim, any possible witnesses and the perpetrator. According to Wilson as quoted by Thibault et al. (1998:60) the concept 'preliminary' is key to the successful investigation of crime because it creates a link between the first member at the scene and the handing over of the crime scene to the investigating officer as well as the experts.

The expanded acronym, preliminary, depicts the following actions:

P: Proceed to the scene with safety and dispatch.

R: Render assistance to the injured.

E: Effect arrest of perpetrators.

L: Locate and identify witnesses.

I: Interrogate suspects.

M: Monitor movements.

I: Invite other experts.

N: Note all conditions, events and remarks.

A: Arrange for collection of evidence.

R: Report incident fully and accurately.

Y: Yield responsibility to detectives.

The first member at the scene is expected to observe and record the state and condition of the scene in order to direct and describe the original scene to the photographer. Nobody should be allowed to wander around at the scene as this may affect the investigation. The crime scene manager is responsible for the cordoning off of the scene and only investigators and specialists can be allowed in to carry out their functions. The researcher's view is that the station commissioner must ensure that the CSC personnel continue to be relevant to the needs of the people by meeting and exceeding their expectations.

The researcher lists the following functions as being essential to be internalized by all members and commanders, but more so for the community service centre personnel. These factors include:

☐ Ongoing communication should be the order of the day (interactive management), consulting with and including the members in decision-making.

☐ Management issues must become standard inclusion into station/shift lectures.

☐ Continuously train all commanders in mentorship and resource management skills. This refers to the human resource management as well as physical resource management skills.

☐ Commanders should empower their subordinates through mentoring.

☐ Training of CSC supervisors and shift commanders in applying disciplinary procedures.

4.10 MANAGING INSTITUTIONAL RESOURCES

Resources in the South African Police Service are an integral component towards the attainment of objectives. According to the National Instruction 1 (2000) the Service Delivery Improvement Programme (SDIP) is the programme that is designed by the SAPS to improve the quality of service rendered to the community. It also improves the functioning of the police station by ensuring that police stations attach value to plans that outline the priorities of the station, setting out tasks, responsibilities, service standards, resources and time frames.

According to Cronje et al. (1994:7) resources are described as those things that society and institutions possess in limited qualities to employ for the satisfaction of their needs, namely' physical resources, human resources, financial resources, and information resources. It follows therefore, that proper control should be concentrated to the management of institutional resources in order to obtain maximum output.

Every institution is made up of people who, irrespective of the nature of the enterprise, either produce products or render services for/to its customers. Without people (most vital resources) an institution cannot exist. Human beings are unique which means that no one person is to the same as another. This uniqueness then dictates that people have different characteristics, which then translates into different behaviours in the institution. Training programmes instituted in the institution are intended to ensure conformity to institutional requirements and building of performance teams.

According to Cascio (1995:5), the differences in people demand attention so that each person can maximize his/her potential in order that the institution can maximize its effectiveness. Human resources management practices can make important, potential difference in relation to the key institutional outputs and outcomes, effectiveness and efficiency. The effectiveness of an institution is dependent on the ability by the manager to balance the mix of all available resources to produce products, and render services that meet and exceed customer expectation. This suggests that an institution can only be successful if the coordination of its resources is done in a systematic fashion directed at the achievement of set objectives.

National Instruction 6 of 2000 provides the processes and methods to facilitate the management of physical and human resources. It outlines the distribution and redistribution of resources within or outside the station. In relation to Esikhawini police station the resources that are essential include:

- ☐ Human resources (members, skills)
- ☐ Physical resources (vehicles, computers)
- ☐ Financial resources (budget)
- ☐ Information resources (crime incidents, trends, threats, suspects).

4.11. APPLICATION AND COMPLIANCE WITH POLICY GUIDELINES

An institution of whatever nature is established for a purpose. In order to ensure success in its operations, it develops guidelines that control the behaviours of employees and methods of equipment utilization. All these instructions put together, irrespective of the focus area are called policies. Policies are broad; precedent setting decisions that guide or substitute for repetitive managerial decision-making processes (Certo, 2003:132). The police service has various policies governing the management of specific resources in order to achieve institutional goals.

In the context of the study the researcher evaluated the application and impact of the listed policies to service delivery: human resources management, crime investigation unit, crime prevention component, vehicles and financial. The generic principles of policies indicate that:

- ☐ Policies give a directive both to management and employees in dealing with different situations in the institution and ensuring the smooth implementation of the institution's strategy,
- ☐ Policies guide the establishment and control of ongoing operations to ensure attainment of strategic objectives,
- ☐ Policies increase management effectiveness by standardizing routine decisions, and controlling discretion in implementing functional strategies,
- ☐ Policies facilitate quicker decisions and promote uniformity (Pearce & Robinson 1994:16).

4.12. PERFORMANCE MANAGEMENT IN THE SOUTH AFRICAN POLICE SERVICE

Performance appraisal is the systematic description of the relevant strengths and weaknesses of an individual or group, while the appraisal period refers to the length of time during which an employee's job performance is observed in order to make a formal report of it (Cascio 1992: 267).

4.12.1. The implementation process

The National Instruction 1/ 2002 prescribes that the implementation of the Performance Enhancement Programme (PEP) is undertaken in five phases, which cover a cycle of one financial year as depicted hereunder:

- ☐ The first phase of implementation deals with planning during April and the development of performance plans with specific key performance areas (KPA's) tasks and outputs as defined in the job description.

- ☐ The second phase relates to the review and verbal feedback during July covering the period April to June. During this phase the supervisor encourages communication, monitors outputs and develops trust, indicates observed shortcomings and institutes corrective action.

- ☐ The third phase is about written assessment (performance appraisal) covering the period April to September. In this instance actual performance is measured, feedback is given and a development plan based on the output of standards agreed upon in phase 1 is drawn up,

- ☐ The fourth phase follows the processes carried out in phase two covering the period October to December. The fifth phase takes the form of phase three covering the period October to March the following year.

This phase encompasses the planning for the coming year, e.g. 2009 / 2010 and takes into account the short comings identified during the cycle and putting measures in place not to repeat.

4.12.2. Key documents for performance enhancement programme

The National Instruction 1/2002 places the responsibility on both the employee and the supervisor to jointly manage the performance enhancement programme (PEP) in the SAPS. The duty to ensure a successful implementation starts from the planning phase and is carried out jointly throughout the phases. The following source documents serve as critical references to the performance management process.

- ☐ The station plan is the blueprint that gives direction of where the station is aiming to be and what needs to be done to achieve the set goals for the financial year.
- ☐ The job description for the incumbent in the post spells out what are the requirements of the post.
- ☐ Out of the job description a performance plan is developed with clearly defined the key performance areas, tasks to be performed by the individual and the expected outputs.
- ☐ Performance Enhancement Programme instrument is used to record what is to be done, achieved and the assessment criteria for salary levels 1-12.

4.12.3. Employee's responsibilities

To cement the joint responsibility in the management of PEP the employee has the under-listed responsibilities during the various phases of the process:

- ☐ to fully understand the dictates of the job description, National Instruction 1/2002 and the station operational plan,
- ☐ develop a detailed performance plan that is aligned to the station plan with S.M.A.R.T. objectives, specific tasks to be done, expected outputs and the time frames within which to achieve set targets,
- ☐ to be able to conduct pre-assessment against the set standards and determine identifiable gaps (if any) and appreciate achievements, and
- ☐ To understand the assessment criteria in order to be able to participate objectively in the assessment/feedback process.

4.12.4. Supervisor's responsibilities

The supervisor has to ensure that the under-listed responsibilities are carried out to ensure a successful implementation of the programme in partnership with the employee. These are:

- ☐ to supervise and guide the employees during the planning phase of the PEP cycle,
- ☐ to objectively review performance of the employee against the set standards,
- ☐ to continuously monitor the performance of the employee, give feedback, and plan to close identifiable gaps in relation to set standards,
- ☐ identify developmental needs where performance is substandard and possible causes are attributed to lack of adequate skills and competencies,
- ☐ to apply the national instruction to address unsatisfactory performance,
- ☐ to continuously advise the employee of his/her performance based on outputs and observation,
- ☐ to ensure that assessment intervals are observed by both parties and ensure finalization of every phase (National Instruction, 1of 2002).

4.12.5. Benefits of performance enhancement programme (PEP)

The National Instruction 1/ 2002 outlines that based on the employee's performance and achievement of outputs in accordance with the PEP; the employee is able to participate in the following monetary rewards: pay progression, promotions, incentives and rewards, accelerated development programmes

4.12.6. Critical analysis of performance management in the South African Police Service

The South African Police Service is a plan driven institution and subscribes to performance management as a tool to continuously improve its service delivery standards. Being a labour intensive institution the commitment of its workforce has been harnessed in various ways. Amongst these are: the code of conduct, Batho Pele principles, the vision, performance enhancement programme (PEP) and other component-specific policies.

To adequately respond to the topic of this study 'the performance of Esikhawini police station in crime prevention: a critical evaluation' the researcher had to determine the degree of awareness, understanding, training and application of the blueprints aimed at transforming the police service and improving service delivery. These include: code of conduct, Batho Pele Principles, the vision, and the performance enhancement programme (PEP).

4.13. SUMMARY

The core business of the SAPS is to prevent, combat and investigate crime. It is crucial to note that crime prevention and investigation cannot be undertaken in isolation, but require joint approaches with other role players in society. The police station is a public institution that has a responsibility to satisfy the needs of its clients.

In order to be able to satisfy and to meet and exceed customer expectations the station commissioner needs to fully understand the urgent needs and plan accordingly. The accurate and consistent application of management functions is central to the station's successes. However, great plans fail to achieve the intended goals because of the failure to effectively communicate the plans to all employees. In the context of the SAPS the use of PEP as an instrument to manage performance is intended to improve service delivery to the people.

The gaps identified in the understanding of the performance management function and implementation process negatively impact on service delivery. With the proper implementation of PEP, the SAPS and in particular the police station under study, could improve service delivery to the communities they are assigned to serve. The chapter that follows presents the empirical findings of performance management at Esikhawini (analysis and interpretation of data).

CHAPTER 5

PERFORMANCE MANAGEMENT AT ESIKHAWINI POLICE STATION: EMPIRICAL FINDINGS

5.1. INTRODUCTION

In this chapter the researcher analyses and interprets the data and presents the outcomes of the analysis of the data that was collected through the administration of questionnaires and interviews. The target group included; the members and officers of crime prevention, the detectives and members of the community service centre at Esikhawini police station. Research was aimed at uncovering hidden and unknown facts on a particular subject. According to Leedy (1989:4), research is essentially a thought process on accumulated facts and an attempt to say what the data means, or research is a method of action by means of which people solve problems in an endeavour to extend the boundaries of knowledge. It therefore encompasses the interpretation of data in order to reach a conclusion.

5.2. RESEARCH QUESTIONS

The main research question that this study addressed is to;

- ☐ Establish what principles, approaches and models of management are applied by crime prevention at Esikhawini police station?

In order to fully answer the main question the following subsidiary questions were asked;

- ☐ What the root causes for the underperformance in crime prevention at Esikhawini police stations are?
- ☐ To what extent sound management principles are applied in crime prevention at Esikhawini police station?
- ☐ Is a performance enhancement programme (PEP) implemented in crime prevention at Esikhawini police station?
- ☐ Are members and officers trained in performance management and the implementation of a performance enhancement programme (PEP)?

☐ Are performance plans for members and commanders aligned to the station's operational plan?

5.3. RESEARCH OBJECTIVES

The objectives of this study were:

☐ to explore the theories, principles and models of performance management,

☐ to determine the root causes of the underperformance in the crime prevention component,

☐ to determine the extent with which sound management principles are applied at the station,

☐ to determine whether performance enhancement programme (PEP) is implemented in crime prevention at Esikhawini,

☐ to establish the degree of training of members and officers in performance management and the implementation of performance enhancement programme (PEP),

☐ To determine the extent with which performance plans of members and commanders are aligned to the station plan.

The discussion that follows reflects the responses and interpretation of the data. The interpretation is intended to provide answers for the main and subsidiary research questions and the research objectives.

5.4. THE PERFORMANCE CHART MODEL

The performance chart is the measurement tool used in the South African Police Service to evaluate the performance of a police station in crime prevention and detective services as well as support components. The different colours used in the performance chart represent the following classifications with regard to the performance of stations for each crime or category of functions.

Red – Poor	=	0-34%
Orange – Satisfactory	=	35-49%
Green – Good	=	50- 69%

Yellow – Very Good   =   70 - 84 %

Blue   - Excellent   =   85 - 100%

The performance of Esikhawini police station for the period under review in crime prevention was poor at 29%, while in crime investigation the performance was satisfactory at 48% and the overall performance was also satisfactory at 38.5%. However the imbalance was obvious in the performance of the two components with a gap of 19%.

5.5. PROFILE OF THE RESPONDENTS

In providing a profile of the respondents the researcher focuses on the biographical data. This includes gender and home language. The respondents who participated in the data collection were employed in crime prevention, crime investigation and the community service centres at Esikhawini police station.

5.6. ANALYSIS OF THE DATA

The total number of members attached to crime prevention units, detective units and the community service centres at Esikhawini police station is 101. The questionnaires were administered to a total of 79 constituting 79% of the target group. The procedure followed in the presentation was such that the data was categorized according to a systematic order to depict a clear picture of the responses. The data obtained from the sample was arranged and presented in tables and converted to percentages for some items being analysed.

$$\% = \frac{a \times 100}{N} \text{ (Descriptive statistics)}$$

The number of respondents was one hundred and nine; therefore "N" value is equal to one hundred and one. The researcher has used the departmental measurement instrument called the performance chart to evaluate the effectiveness of the police station. The categories have been categorized in colours and accorded standard percentages for purposes of consistency. In the context of the study the researcher used the percentage used as standard measuring instrument in the police service to represent the measurement scales as applied in the questionnaire. Refer to the table below.

Greater Extent	Good	75-100%
Less Extent	Fair	50-74%
No Extent	Poor	0-49%

The interpretation of the above measurement scale will mean that if the police station was performing:

☐ Between 75 and 100% - indicates good performance or achievement to a greater extent in a particular activity or function need to improve where there are gaps.

☐ Between 50 and 74% - indicates fair performance or achievements to a lesser extent in particular activities or functions that need improvement to close the gaps identified,

☐ Between 0 and 49% - indicates poor performance or no performance on most or all activities or functions. This level requires a total re-engineering of the component or station identified activities as a matter of urgency to revive the police station and ensure relevance to its clients.

In analyzing data, the researcher focused on specific areas that have a direct impact on the operations of the station. In this regard priority was accorded to the following aspects:

☐ the essentials of the operational plan

☐ the application of management functions at the station

☐ the application of leadership and control functions in crime prevention and detectives

☐ the management of performance

☐ the management of the performance management enhancement programme(PEP)

☐ the internalizing and institutionalizing of transformation polices

☐ Total adherence to departmental polices.

The researcher has despite the magnitude of the data collected provided full detail towards the answering of the main research question as well as subsidiary research questions and has presented findings in a manageable format. The results are presented in the following formats:

- ☐ Graphs –bar diagrams and pie charts
- ☐ Tables
- ☐ In some instances written statements were made from the responses.

The critical questions asked by the researcher during the interpretation of data were:
- ☐ What is the likelihood that the situation may deteriorate further or automatically improve if not attended to or controlled?
- ☐ What is the potential impact that could result from the situation depicted if not attended to or controlled?

The interpretation of data is based on frequencies of the respondents to determine how many members responded to a particular activity being questioned, in other words the more respondents that are recorded in a particular measurement scale indicate that they believe a particular performance or activity affects or influences the station performance either positively or negatively.

Figure 5.1: Distribution of respondents towards the essentials of an operational plan
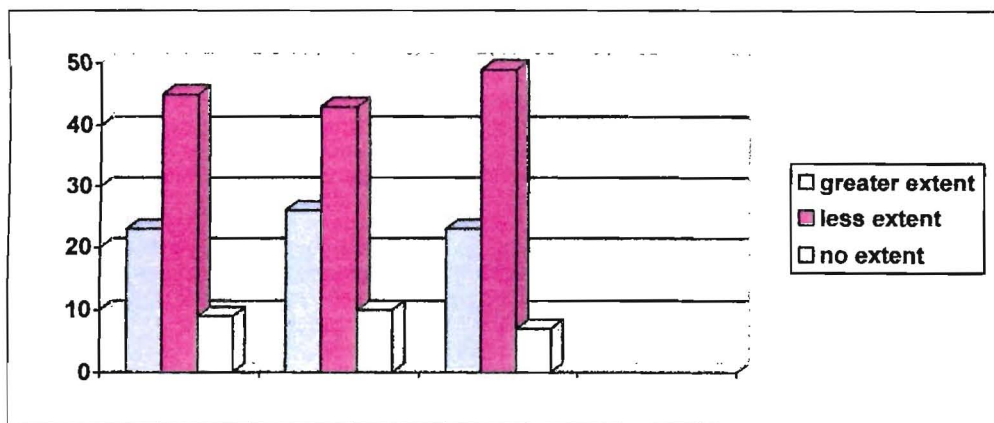
Figure 5.1 indicates that 25 (31.6%) of the respondents rated the smartness of the objectives as adhering to the requirements to a greater extent. Forty five (56.9%) of respondents rated the objectives as adhering to the requirements to a lesser extent and 9 (11.3%) indicated that objectives as put in the operational plan are poorly formulated.

The graph also indicates that the awareness of the strategies is rated by 26 (32.9%) respondents as adhering to a greater extent and performance standards are rated by 43(54.4%) members at less extent and 10 (12.6%) of the respondents indicated a no extent with regard to the knowledge of strategies.

With regard to the interpretation of performance indicators to determine if the station was performing according to expectation the following have transpired. At least 23 (29.1%) of the respondents indicated that the understanding and interpretation of performance indicators occurs to a greater extent, while 49 (62%) indicated that it occurs to a less extent and 7(8.8%) rated it at no extent.

The responses are interpreted to mean that, respondents were either not aware or do not understand the indicators. Involvement of members in the planning process is essential for the buying in of members in the final product. All members work towards the achievement of set goals because they regard the plan as their own. This in practice could be interpreted to mean that members are not involved in the planning phase and therefore fail to interpret and assimilate the goals and objectives to their individual performance plans.

The researcher asked the questions regarding the formulation of SMART (implement able) objectives during the planning phase, the degree of awareness of such objectives, the corresponding strategies and the interpretation of performance indicators by all members at the stations. Every member has to be well versed with the objectives and strategies contained in the station operational plan. If it is found that members are not well aware of such critical issues the implementation of the plan is bound to have challenges. The objectives in a plan indicate what the institution intends to achieve over a period. The analysis indicates that there is less understanding of the objectives, strategies and performance indictors by the majority of members at the station.

Figure 5.2: Distribution of respondents according to the application of management principles at the station
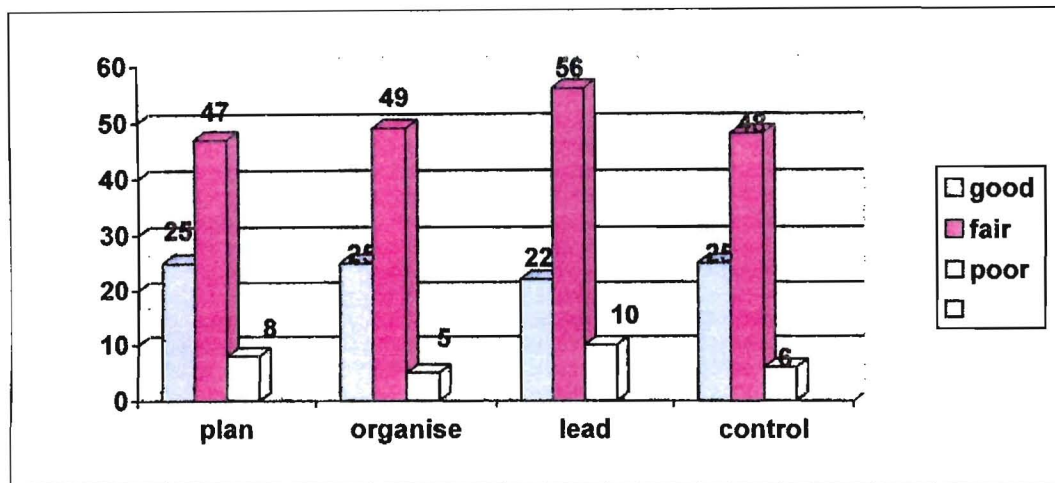
Figure 5.2 represents the responses with regard to the application of management functions (planning, organizing, leading and controlling) by managers within the police station. The graph depicts the fair category in the performance of managers as dominating in the responses with the average of 50% in all functions. It is noted that a 'good' performance is below the average of 25% (24.25) while 'poor' performance has an average of 7%. The graph indicates that management at the station was not adequately conducted, which adversely affects service delivery. The 'fair' category indicates that there are gaps in the performance of officers and interventions are required. The researcher asked the question in order to determine the level of competence of managers at the station.

Figure 5.3: Distribution of respondents' assessment of leadership and control functions in crime prevention environment
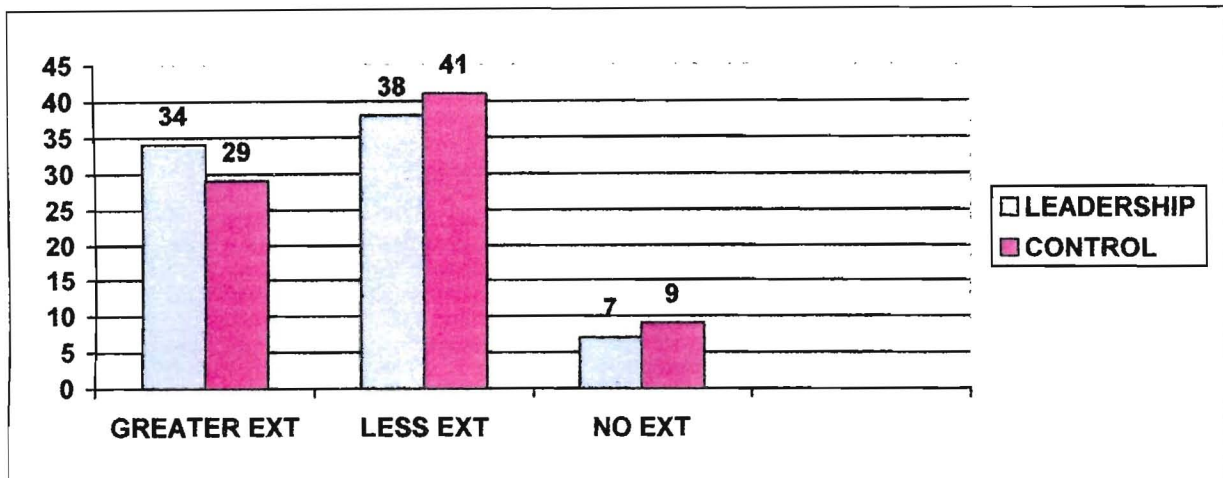
Figure 5.3 indicates the perception of the level of management competence in the crime prevention component. It is indicated that the leadership function is rated at 34 (43%) to a greater extent with the control function at 29 (36.7%). it is noted that the less extent category is higher than the former rated at 38 (48%) and 41 (51.8%) respectively. The picture portrayed indicates much more needs to be done to ensure an improved management of the crime prevention component in applying management functions in an effective manner. Without an adequate command knowledge there is bound to be underperformance in terms of interpreting the station plan.

With sound management competencies the commanders will be able to package the jobs into manageable projects, develop daily, weekly and monthly operational plans, monitor and evaluate such plans and projects. The researcher asked the question on the management competency within the crime prevention environment in order to determine the envisaged synergy with other components and the alignment with the station plan. A crime prevention component is a crucial sub-system that represents the core purpose of the SAPS, hence sound management practices must be in place in order to ensure proper interpretation of the station plan and coordinate the section within the component to achieve set objectives.

Figure 5.4: Distribution of respondents' perceptions of the application of leadership and control functions in the detective environment
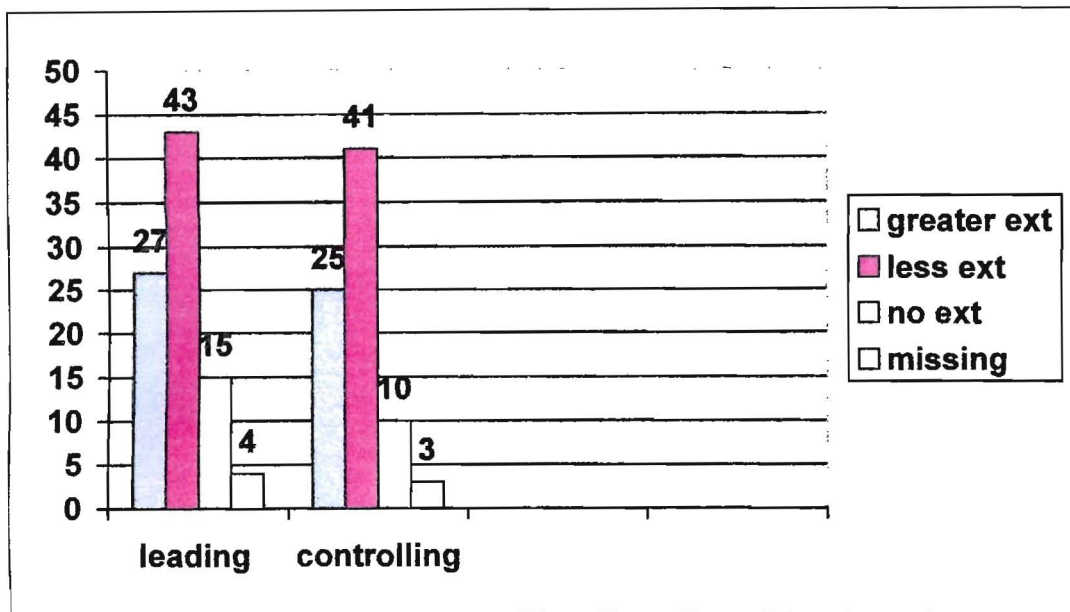
Figure 5.4 indicates the perceived level of management competence in the detective component. It indicates that leading is rated by 27 (34%) at the greater extent, while 43 (54.4%) respondents feel that leadership is at lesser extent and 15 (18.9%) have rated it at no extent. There is a consecutive relationship between the leadership and control functions within the police station. In this case 25 (31.6%) respondents rated the control function at greater extent, while 41 (51.8 %) felt that it is at less extent and 10 (12.6%) have rated the control function within the detective environment at no extent.

A detective component is a sub system that requires sound management practices in order to ensure continuous improvement and manage of day-to-day activities in respect of investigation of crime. The researcher had asked the question on the management competence in the detective environment in order to gauge the effectiveness of the detective components within the station. The picture portrayed indicates that while the management concept is embraced at varying degrees it is perceived to be worse with control. Without control being adequate the station performance is hampered as both members and commanders ignore the daily and routine activities. The control function will enhance the institution of corrective action where deviations are identified. Where control is viewed as being secondary it is not easy to track underperformance and deviations from the set objectives.

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Table 5.1: Distribution of respondents on the perception of the extent of understanding of performance management

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Greater extent	19	23.9	24.3	24.3
	Lesser extent	45	56.9	57.9	82.2
	No extent	13	17.4	17.8	100.0
	Total	77	98.2	100.0	
	Missing	02	1.8		
Total		79	100.0		

Table 5.1 represents the number of respondents according to their understanding of performance management as a management principle. The majority of 45 (45.9 %) respondents rated their understanding at lesser extent, while 19 (23.9%) indicated that they understand performance management to a greater extent and 13 (17.4%) have indicated their understanding at no real extent. If the two groups (lesser extent and no extent) are combined the picture looks much bleaker because the figure of the workforce that needs attention stands at 58 (73.4%).

The researcher asked the question to establish if members and officers understand the concept of performance management and can relate it to the performance enhancement programme (PEP). The level of understanding of performance management at the station poses a challenge in terms of the expected approach that would enhance the performance.

Figure 5.5: Distribution of respondents according to the degree of PEP awareness and implementation at Esikhawini

The interpretation of this graph (figure 5.5) reveals the extent of the problem that emanated from table 4.1 relating to performance management. Figure 4.5 presents that PEP awareness and implementation rests at 24 (30.3%) with good understanding and implementation. while 39 (49.3%) respondents rated their awareness and implementation as being fair and 14 (17.7%) rated it as not understood and being poorly implemented.

The researcher asked the question on PEP implementation in order to establish the degree of implementation. This was intended to measure the impact of the genuine awareness, internalization and application of the system. In order to achieve quality service delivery, the attribute or requirement needed in the SAPS is skilled, knowledgeable employees whose performance is managed on an ongoing basis.

The audit conducted by Career Management in KwaZulu Natal Province in the 2005/2006 financial year revealed that only 60% of SAPS employees at levels 1-12, were assessed in terms of the Performance Enhancement Programme. It was discovered that during the 2008/2009 financial year the PEP process was undertaken with very little interest or understanding, both on the part of the commanders and the supervised employees.

According to the audit conducted by Career Management at Empangeni Cluster in July 2008, on PEP implementation at Esikhawini the different phases of PEP implementation indicated that of 180 members only 106 (59%) participated in phase1 which entails the assessment for the end of the financial year and plan for the starting cycle. In practice 74 (41%) did not sign the job descriptions and develop performance plans. During the first assessment (phase 2) in June 2008 only 77 (72.6%) members were assessed during the verbal review.

The scenario presented above indicates the level at which station commissioner and other commanders perceive PEP and its relevance to the performance of the station. The level of understanding of the concept is very low and there is very little linkage to the broad concept of performance management. There is currently a relationship between the low level of PEP application and the underperformance of the stations. The fact that during the financial year at no stage had the station commissioner ensured that the members were all assessed and new plans developed, is a clear indication of a low understanding of the purpose, importance and advantages of performance management.

Figure 5.6: Distribution of respondents according to familiarity with the concept of performance enhancement programme (PEP)
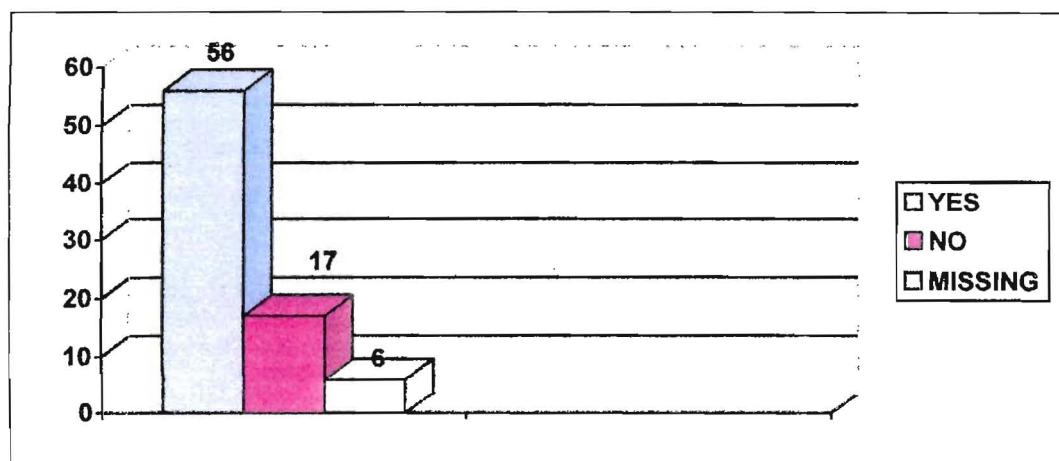
Figure 5.6 represents the high percentage of members who responded positively to a question that asked if the people were conversant with the PEP concepts. The respondents indicated that they were conversant with the performance enhancement programme. A total of 70.8% indicated that they were conversant with the concept but 21.5% were not conversant with the programme. The researcher asked the question in order to establish the level of understanding of the concept at the police station. The clear understanding of the concept of PEP is important because that will facilitate the implementation of the programme and equally align individual actions to the broad performance management principles.

The aim of this instrument is to manage individual performance and to address instances of poor performance. Individual performance has a direct relationship to the station's performance. With the proper implementation of PEP the objectives set for the police station will be attained. If individual performance is not managed properly, the performance of the station will indicate as such. The contrast indicated by the three scenarios is that there is no relationship among the respondents who are conversant with the concept of PEP, understanding of performance management and the implementation of PEP.

Figure 5.7 (a): Distribution of respondents according to the degree of awareness of transformation policies
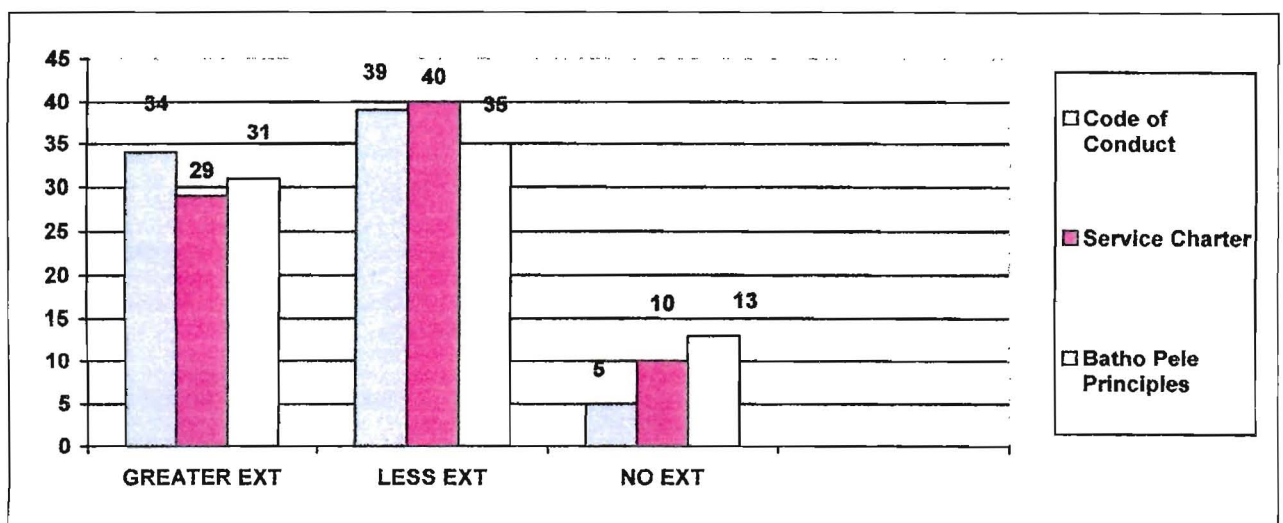
Figure 5.7(b): Distribution of respondents according to the degree of internalization of transformation policies
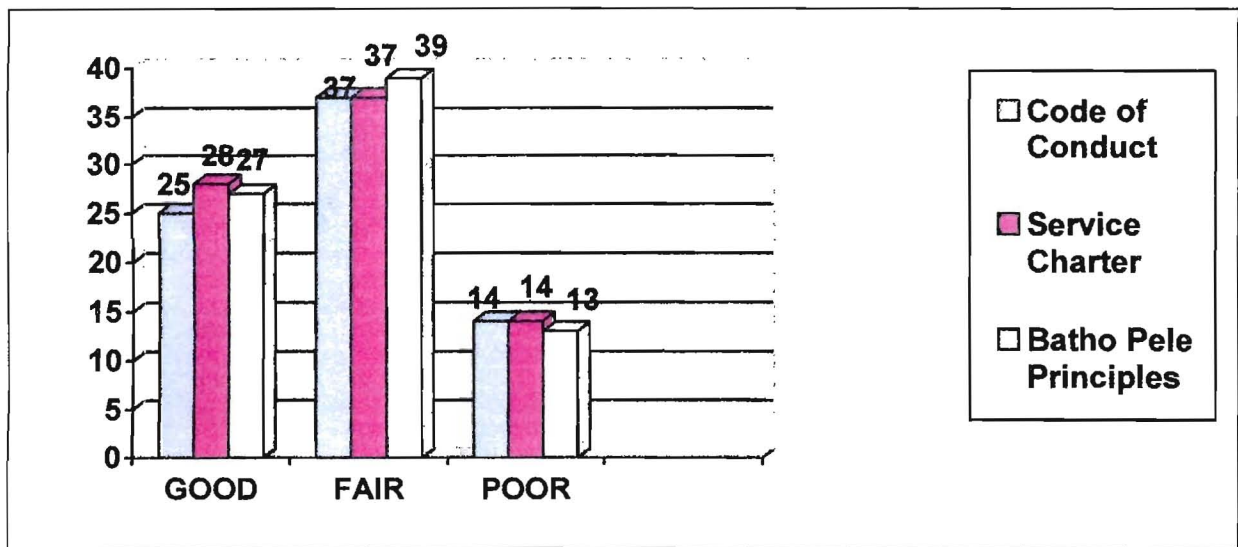
Figures 5.7 (a) and (b) indicate the number of respondents and responses in respect of the degree of awareness and adherence to policies that are intended to mould individual behaviour and attitudes to attain a client centred approach. These include the code of conduct, the service charter and the Batho Pele principles. Figure 5.3(a) indicates that the respondents rate the awareness of the code of conduct at 34 (43%) at greater extent, while 39 (49%) respondents indicated it to be at a lesser extent and only 5(6.3%) indicated a no extent rating.

Awareness of the service charter was rated by 29 (36%) respondents at greater extent, while 40 (50.6%) indicated a lesser extent rating and 10 (12.6%) rated the awareness of the service charter at no extent. Awareness of the Batho Pele principles was rated by 31 (39.2%) respondents at greater extent, while 35 (44.3%) indicated a lesser extent rating and 13(16.4%) has rated the awareness of the principles at no extent.

Figure 5.7 (b) represents perception of the degree of internalization of the transformation polices at Esikhawini police station. The code of conduct was rated by 25 (31.6%) as well accepted and implemented (good), while 40 (50.6%) respondents rated it as being fairly internalized and 14 (17.7%) indicated a poor rating of internalization. The service charter is rated by 28 (35.4%) respondents as being well internalized, while 37 (46.8%) rated it fairly internalized and 14 (17.7%) have indicated a poor internalization.

The Batho Pele responses on the other hand indicate that 27 (34%) rated it as being well internalized, while 39 (49.3%) have viewed its internalization as fair and 13 (16.4%) registered a poor rating of internalizing the charter. The extent of awareness determines the extent of compliance and or application, based on the degree of understanding and internalisation of the contents. There is an expected relationship between the degree of awareness and that of compliance with transformation policies. However, figure 5.3 (a) and (b) indicate a gap between the degree if awareness (which is mostly higher than internalization) and the extent of application, or the degree of internalizing and implementing the contents in the day to day operations.

The researcher asked the question in order to determine the level of awareness and compliance with the blueprints that are intended to guide government employees' behaviour to conduct their business in a customer orientated manner. While members are aware of the existence of such policies, the question that remains unanswered is whether the contents, tone and spirit of the policies are comprehended and can effectively be translated into daily operational activities? There is a gap identified between the degree of awareness and the level of compliance in respect of the code of conduct, the service charter and the Batho Pele principles. The identified shortcomings have a direct negative impact on service delivery.

Table 5.2: Distribution of responses of respondents according to the degree of awareness and understanding of departmental policies

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Good	21	26.5%	26%	26%
	Fair	41	52.2%	52.2%	74%
	Poor	16	20.1%	20.1	100%
	Total	78	99%	100.0%	
	Missing	1	1%		
Total		79	100.0		

Table 5.2, indicates the distribution of respondents in response to the question of awareness of departmental policies as management tools. Twenty one respondents (26.5%) rated the awareness and understanding of departmental policies as at a good level. However 41 (51.8%) rated the variables as being fairly known and understood and 16 (20.2%) rated the awareness and understanding as being poor.

The researcher asked the question to determine the extent to which the policies of the department are known and understood for purposes of application. The data displayed in the table above indicates that most respondents do not believe there is adequate awareness and understanding of departmental policies by both commanders and members. What this could translate into, is that the employees who are expected to apply such policies do not know the policies, and the total compliance thereto could not be expected. The non-compliance with policies results in various undesirable results, i.e under performance because inconsistencies in dealing with situations develop, incorrect actions leading to civil claims, grievances owing to ignorance

5.7. SUMMARY

Data interpretation has been undertaken and various themes have depicted different situations, which present new challenges to the station management at Esikhawini and the cluster commander. Generally the performance of the station has been rated as below average, which ultimately necessitated the study. The observation made during the interpretation was that the performance of the station was being affected by a number of factors.

The hard fact to contend with that poses a major challenge is the performance by various components on almost all functions, systems and processes with an average rating of below 45%. As the findings and recommendations are made, the route to improvement will be thrashed out, as very specific actions will be recommended. Some of the shortcomings will only be addressed completely with a much broader plan by the cluster commander, categorized in short, medium and long term objectives. In the next chapter the researcher presents the conclusions and recommendations to the study.

CHAPTER 6

RECOMMENDATIONS AND CONCLUDING REMARKS

6.1. INTRODUCTION

In this chapter the summary of the conclusions and recommendations is presented. Every organisation has a purpose of existence. In this instance the performance of the Esikhawini station is summarised to understand the impact it has on the clientele. The data collected in a random sampling through the administration of the questionnaire to 79 members of the service attached to crime prevention, detective services and community service centre at Esikhawini, was analysed and interpreted to test the theoretical propositions based on the current performance management approaches, and the performance enhancement programme with the view to answer the main and subsidiary questions.

6.2. RESEARCH QUESTIONS

The main research question that this study addressed was to establish what principles, approaches and models of management were applied by crime prevention at Esikhawini police station. In order to fully answer the main question the following subsidiary questions were asked;

- ❑ What the root causes for the underperformance in crime prevention at Esikhawini police stations are?
- ❑ To what extent sound management principles are applied in crime prevention at Esikhawini police station?
- ❑ Is a performance enhancement programme (PEP) implemented in crime prevention at Esikhawini police station?
- ❑ Are members and officers trained in performance management and the implementation of performance enhancement programme (PEP)?
- ❑ Are performance plans for members and commanders aligned to the station operational plan?

6.3. RESTATEMENT OF THE AIM

The aim of the study was to investigate the causes of the current underperformance in the crime prevention component at Esikhawini police station, with the view to improve levels of service delivery. In achieving this aim the main research question, which this study addressed was to establish what principles, approaches and models of management were applied by crime prevention at Esikhawini police station? The researcher administered questionnaires to members to establish the root causes of the underperformance. Through the interpreted data the main and subsidiary research questions have been answered and the objectives achieved.

6.4. FINDINGS ARRIVED AT BASED ON THE STATISTICAL ANALYSIS OF THE RESPONSES TO THE EMPIRICAL SURVEY

The researcher discovered that the various themes that were used to evaluate the effectiveness of the police station presented unique challenges that directly or indirectly contributed to the underperformance of the station. The main findings of the study were that despite the fact that the SAPS is plan driven members at the station were not fully aware of expectations in terms of the institutional outputs and outcomes. The transformation policies were viewed as paper exercises and remained as such. It was also found management competence was still a great challenge. The concept management is not understood in its proper context, hence application is skewed. The departmental management system (PEP) was viewed as a stand alone exercise that was either seasonal or quarterly.

6.4.1. Findings arrived at in relation to management competence at the station

Every institution is intended to render a service to its clients. The success of the police station is greatly dependent on the efficiency of its commanders. Management competence at the station guarantees success as the direction is ever within sight. The application of sound management principles indicates the understanding of the purpose to exist. In the case of Esikhawini there are identifiable gaps in the management of the station which impact on various components.

It is therefore concluded that without sound managerial skills by a person entrusted with the management of the police station of whatever size, no police station can function and perform optimally. An effective management team exerts a positive influence on individual members and teams which results in them doubling or tripling their efforts. However the lack of managerial competence is diluting the purpose and importance of skills offered.

6.4.2. Findings arrived at in relation to the operational courses

The station operational plan is the key document that guides the functioning of the police station. Its development needs to be an all inclusive process to enhance the level of understanding of its essential features. In relation to Esikhawini there were shortcomings that had been identified wherein members indicated lack of understanding of critical concepts. It is therefore concluded that the operational plan is either not explained sufficiently to members or it is a function of a selected few experts. If this is in essence the approach, the cascading of the plan and expectations are compromised.

6.4.3. Findings arrived at in relation to performance management and performance management enhancement programme (PEP)

The first challenge that affects the implementation of PEP in the SAPS at Esikhawini is the lack of understanding of performance management as an overarching discipline that supports all management principles. Managing performance instils specific characteristics in an employee that ensure self management and understanding of what is required of him/her. Although it appears that an adequate number of members are well conversant with the PEP concept, the study revealed that the implementation of this function is far from the expected standard. It has been further found that some members did not have performance plans and were not assessed quarterly as required by the PEP prescripts. The study revealed that a significant number of members and officers do not understand the requirements of PEP and its relationship to performance management as a discipline.

This finding suggests that the situation is likely to deteriorate further unless an intervention is engaged. The awareness of PEP was never translated into practice and properly implemented by the station commissioner and members. It is concluded therefore that the failure to adhere to performance enhancement programme prescripts has a direct relationship with the underperformance of the station.

The under listed represent some of the factors that contributed to underperformance, and require a systematic interventions, included:

- That performance management is not understood in its proper context.
- The failure by commanders to ensure that members have performance plans that will guide their performance and facilitate assessment processes.
- That both commanders and members of the service do not take performance management seriously.
- The PEP process is viewed by commanders as a stand alone, additional document to be filled quarterly and is not related to the day-to-day performance of members.
- that during the appraisal period there were no records of the employee's strong and weak point to discuss during the review
- The assessment of members in absentia and the ratings given could not be justified.
- The training offered to commanders and members is too elementary in PEP implementation.

The normal situation would be that, if members were conversant with PEP and its objectives the performance of the police station should have improved. The researcher has concluded that though respondents indicated that 70% were aware of PEP, there is a clear contrast with the understanding of performance management as a discipline. The study revealed that some members did not have performance plans and were not assessed in some review periods. It is logical to conclude that commanders do not regard PEP instrument as a management tool to promote effectiveness in the police service.

6.4.4. Findings arrived at in relation to transformation policies:

The introduction of the transformation policies (code of conduct, service charter and the Batho Pele principles) were intended to change to approach and behaviour of public sector employees in conducting their business. The policies were designed to guide the employees in dealing with customers in a business like manner in order to transform the service delivery standards.

The awareness of the blueprints' existence was never translated adequately into practice and internalized as a way of life. The code of conduct service charter, and Batho Pele principles all have a customer focus and the lack of knowledge of the contents of these customer related policies, negatively impacts on service delivery. The transformational policies speak to an individual member, thus failure to recognize the significance of the message results in members/officers not to aspire to meet and exceed customer expectation.

6.4.5. Findings arrived at in relation to departmental polices

There is a 26.5% general understanding of departmental policies. Therefore it is concluded that compliance will not deviate from the level of understanding. With the level of performance by the police stations, it is concluded that policies developed to manage human resources and other physical resources are not adhered to, which results in a shrinking of human resources as a result of absenteeism, and vehicles being damaged without any one being held liable for the damage caused. The researcher concluded that the danger of such ignorance has serious cost implications and is in contravention of the prescripts of the Public Finance Management Act, Act 1 of 1999.

The researcher further concluded that the non compliance with departmental policies has a direct bearing on the level of performance of Esikhawini because not only operational requirements are ignored but, administratively, serious omissions are evident. No policy is applied in solo; every policy developed is augmenting another to complete the service delivery puzzle. The researcher noted with concern that the application of, and compliance with specific approaches, principles, processes, systems and policies are mainly ranging between good and fair These categories still pose challenges.

6.4.6. Findings arrived at in relation to the Community Service Centre and Crime Prevention

Traditionally the community service centre (CSC) and crime prevention units were operating as two distinct and independent units. It is observed that the practice has created a gap in terms of preventing of crime as, only a segment of visible policing were deemed to be responsible for the prevention of crime in the station area. The community service centre personnel are dealing with clients who are at times victims of crime. It is therefore concluded that the CSC and crime prevention can best perform if combined into a single unit that is aimed at serving clients and also dispose of opportunities that precipitate crime.

6.4.7. Findings arrived at in relation to monitoring and evaluating crime prevention operations at Esikhawini police station

Esikhawini police station was underperforming in crime prevention during the period April – September 2008/2009 (first six months of the financial year). Almost in all management tools, functions and systems it has been found that the station lacked in terms of required skill levels. This situation poses a risk in the sense that the critical element of sound management which is monitoring and evaluation is omitted in the management equation. Monitoring and evaluating police activities places management of the station in a better position to determine if all components at the station are working towards achieving the set objectives, reflected as standards of performance. Should a deviation be detected active processes of monitoring and evaluating facilitates the institution of corrective actions to keep the component or section on track in terms of its mandate.

6.5. RECOMMENDATIONS

In view of the fact that findings have indicated that the performance of the police station was affected by a number of factors, it is logical that the solutions to the challenges would be multi dimensional. The researcher generally concluded that there was no single cause of such dysfunctions but there was a combination of practices, behaviour and management processes that hampered performance.

The continued survival and relevance of the police station depends on its service delivery standards that meet and exceed customer expectations. The success of an institution relies on management performance.

6.5.1. Recommendation 1: In relation to management competence

Management competence has been found to be low and therefore viewed as the main contributor of the dysfunctions that led to the underperformance of the station in crime prevention. In order to address the current performance at Esikhawini police station with the view to improve service delivery in crime prevention and other spheres of management, the researcher recommends multi layered developmental programmes to be instituted. In view of the conclusions made in 5.1 to 5.3.5, the researcher has recommended that:

□ **Management Development Programme**

The introduction of management development programme in partnership with the University of Zululand. The programme shall be presented in a block system so as to allow application on the job by the incumbents. Such development will enhance the following areas of performance:

□ The understanding and application of management functions,
□ Ability to create a link and relationship amongst management functions and other management disciplines(i.e. project management, performance management, human resources management, financial management),
□ The roles and responsibilities of leaders or managers in an institution,
□ The value of leadership in a police station.

6.5.2. Recommendation 2: In relation to operational courses

In order to promote the level of operational management competence at the police station, introduce specific work related in-house on the job training programmes at Esikhawini to capacitate commanders and members at all levels.

The main feature of the work sessions should focus on the inclusiveness of the process to enhance understanding and implementation. The target group for operational courses should be members and officers in different components, (i.e. crime prevention, investigation of crime and the community service centre). The operational courses required for Esikhawini police station to improve performance in the crime prevention section and the community service centre includes:

- Crime prevention commanders' course level 1
- Operational commanders' course,
- Community policing and sector policing approaches,
- Customer care course,
- Crime Administration System course and all Circulation courses.

The outcomes of such courses should empower the officials to perform optimally including:

- the understanding and application of management functions,
- the development and execution of an Operational plan at the station,
- the mastering of results driven approach,
- the value of sound command and control of an operation,

6.5.3. Recommendation 3: In relation to performance management and Performance Enhancement Programme (PEP)

It was found and concluded that the lack of adequate understanding of performance management at Esikhawini police station has resulted in the purpose and value of the Performance Enhancement Programme, which is the department's performance system also not understood. In order to ensure that performance management principles are inculcated in the members and officers at the police station, the researcher recommends that:

☐ performance oriented development interventions have to be instituted to empower members and officers, which will clarify: what performance management was, and how it linked up with other management disciplines, the nature and import of a performance enhancement programme, what it needs to achieve and its benefits to managers and members as well as creating clearly identifiable link between performance management system and the measurement instrument.

6.5.4. Recommendation 4: In relation to transformation policies

Transformation polices (also known as the drivers of performance) were made to mould the behaviour and approach by public service employees in dealing with community members. They (transformation policies) further address the manner in which public services have to be rendered and how resources have to be utilised in order to improve service delivery standards. it was concluded that while the members and officers were aware of such policies, the internalisation thereof still left much to be desired. In order to ensure that the transformation policies achieve the intended purposes the researcher recommends that:

☐ Station commissioner and management team be developed in order ensure that there is adequate understanding, degree of internalization and full comprehension of the purpose of such policies,

☐ The understanding at that level of command will ensure that the policies are further elucidated, and cascaded to the lowest levels at the station and infused in all police operations.

6.5.5. Recommendation 5: In relation to departmental policies

Departmental polices serve a greater role in reinforcing the effectiveness of an institution. Policies further enhance decision making and uniformity in the institution. Any gap created identified in the implementation of policies shall directly impact on service delivery because polices affect performance by people and physical resources.

In order to ensure optimum policy performance it is critical that every member of the institution understands the nature and import of policies. As it has been indicated that the understanding and implementation of policies at Esikhawini was in both instances below average, the researcher recommends that:

- Specific developmental programme, i.e. on lecture format, on the job training and modular system is introduced to empower members and officers on the existing policies.

- in house designed development shall assist in ensuring that policies are elucidated, simplified, their nature and import are explained to the workforce

6.5.6. Recommendation 6: In relation to the Community Service Centre and Crime Prevention Units

Prevention of crime function is not solely the responsibility of crime prevention units only. The community service centre could play a significant role in crime prevention if properly managed, because the complaints attendance teams spend about 80% of their shift work outside the CSC interacting with society. The functioning of the crime prevention and community service centre as separate entities creates gaps in terms of speedy finalization of complaints and arrests of suspects. In order to close this gap the researcher recommends that:

- The two components be combined and resort under the command of the Visible Policing Commander who is currently the Crime Prevention Commander. The merger will broaden the scope of functioning and shared goals and objectives but will also enhance service delivery as the same plan will be used, i.e. the enforcement plan and the social crime prevention programmes,

- The command and control function shall be enhanced and the utilisation of physical resources shall also be improved and improve service delivery standards.

6.5.7. Recommendation 7: In relation to monitoring and evaluating crime prevention operations at Esikhawini police station

The purpose of inspection and evaluation in an institution include the determination if; policies are implemented as envisaged, policies support the departmental objectives and whether policies promote effectiveness. Monitoring the activities of an institution aim at ensuring that the set standards are attained, actual performance is measured against the standards on an ongoing basis and where gaps exist corrective actins are instituted. A clear gap existed between the actual performance and standards at Esikhawini crime prevention during the review period. In order to inculcate a culture of monitoring and evaluating performance the researcher recommends that:

- ❑ The Cluster Commander establishes an Evaluation Team that will be responsible for the to monitoring and evaluating the performance of individuals in terms of their performance plans, the teams in terms of project prescripts and the station in terms of its operational plan.

- ❑ The cluster evaluation team should operate throughout the cluster (within the five stations) and also be tasked with the responsibility to determine the developmental needs of stations. These could take the form of on the job training or formal training.

6.6. CONCLUSION

The study aimed at investigating the root causes of the station's underperformance in crime prevention at Esikhawini police station. Various research questions were asked with accompanying objectives set to determine how internal processes were conducted as opposed to how they were supposed to be conducted. In order to acquire knowledge of how business was conducted at Esikhawini members of the same station were used as a sample for the study.

The researcher observed all ethical considerations during the study. The researcher consulted a number of sources relating to policing(crime prevention, investigation of crime and the community service centre),human resources management, and performance management. The literature study enabled the researcher to fully understanding the latest models, systems, approaches and processes in the filed of crime prevention and human resource management in order to compare with what is done at Esikhawini.

The manner in which the departmental performance management system (Performance Enhancement Programme – PEP) perceived and implemented by members and officers was analysed with a view to determine its impact to service delivery. Besides the literature referred to above, the researcher further scrutinised the statutory and regulatory frameworks developed after 1994 to regulate crime prevention and the safety and security matters in general. Amongst the statutory and regulatory frameworks reviewed included the transformation policies which are also called the drivers of performance, namely the Batho Pele principle and the Code of Conduct of the SAPS.

The study also highlighted the importance of clarifying the roles and responsibilities in station to avoid operating with assumptions in as far as work is concerned .the analysis of data collected by means of a questionnaire (quantitative method) indicated the dysfunctions in the policy implementation and management competence at the station. The findings and the recommendations made in relation to specific subtopics have highlighted the root causes to the underperformance of Esikhawini police station in crime prevention and also presented the solutions to the identified problems.

The researcher has drawn conclusions and recommendations on the performance of Esikhawini police station, which is caused by the lack of managerial capability on the part of commanders. This situation has resulted in the non compliance with departmental policies, which has also impacted negatively on service delivery. The members at Esikhawini are not performing because the management structure is not conversant with their responsibilities and to implement plans as have been developed.

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APPENDIX: A

QUESTIONNAIRE

INSTRUCTIONS

- ❑ Please read the questions carefully
- ❑ Answer the questions as honestly as you possibly can
- ❑ Do not consult any person on the possible answer
- ❑ Indicate your choices with an X

PART A:

SECTION 1: BIBLIOGRAPHICAL INFORMANTION (PERSONAL INFORMATION)

1. What is your gender?

Male	Female

2. What is your home language?

English	Afrikaans	isiZulu	Xhosa	Swazi	Other

3. What is your ethnic group?

African	White	Indian	Coloured

4. What is your marital status?

Married	Single	Divorced

1

5. What is your age?

18-25	26-35	36-45	45-55	55 and over

6. Where do you reside?

Town	Township	Reserve	Barracks	Other

7. What is your present academic qualification?

Below grade10	Grade 10	Grade 12	Diploma	Degree	Post graduate-diploma / degree	Other - specify

8. What is the rank you are presently holding?

Data typist	
Constable	
Sergeant	
Inspector	
Captain	
Superintendent	
Senior Superintendent	

SECTION 2: TRAINING AND DEVELOPMENT:

1. What courses have you attended?

Course attended	Yes	No
Crime Administration System (CAS)		
CAS Commanders course		
Business Intelligence System (BI)		
▓▓▓▓▓▓▓▓▓▓▓		
-Vehicles		
-People		
-Stock		
Firearms enquiry		
Forensic course		
Basic detective course		
Customer care course		
Crime prevention level 1		
SAP 13 Course		
Driving skills		
Victim empowerment		
Telephone etiquette		
Radio communication procedures		
Performance enhancement programme (PEP)		

2. Do you regard yourself as an important link in the criminal justice system?

Yes	No

3

PART B:

NB: Kindly indicate your views in responding to the under-listed questions/ statements by using the measurement scales provided. Mark with an X.

SECTION 1: PERFORMANCE STANDARDS:

1.1	Are you conversant with the concept of PEP?	Yes	No	-
1.2	How often should members assessed?	monthly	quarterly	Yearly

Scale:

1	Greater Extent
2	Less Extent
3	No Extent

-	To what extent would you rate	1	2	3
1.3	The awareness of members of what is expected of them			
1.4	The awareness of members of the service charter contents			
1.5	The awareness of members of the contents of the code of conduct			
1.6	The awareness of members of the requirements of the Batho Pele principles			
1.7	The awareness of members of the objectives and strategies contained in station plans			
1.8	The awareness of members of performance indicators embodied in the station plans			
1.9	The understanding of performance standards by members			
1.10	The understanding of Job Description contents by all members			
1.11	The possession of performance plans by members			

1.12	The involvement of members in the development of the station operational plan				

1	Good
2	Fair
3	Poor

	How would you rate the degree of compliance with the:	1	2	3
1.13	The prescripts of the service charter			
1.14	The prescripts of the Batho Pele principles			
1.15	The prescripts of the code of conduct			
1.16	Prescripts of the station plan			

SECTION 2: OPERATIONAL PLANS

2.1	Does your station have an operational plan?	Yes	No	-
2.2	How often is the station operational plan evaluated?	monthly	quarterly	yearly

1	Greater Extent
2	Less Extent
3	No Extent

	To what extent would you rate the degree of the following concepts/ statements	1	2	3
2.3	The communication of station crime combating forum instructions to members			
2.4	The availability of state vehicles for work			
2.5	The briefing and debriefing of members during operations			
2.6	The officers taking full command of operations			

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2.7	The institutionalization of performance management at the station			
2.8	The involvement of members in the development of station plan			
2.9	The evaluation of station operational plans on an ongoing basis			
2.10	That operations at stations are informed by crime threat and pattern analysis			
2.11	That the objectives and of the station are specific, measurable, accurate realistic and time bound (S.MA.R.T).			

SECTION 3: MANAGEMENT FUNCTIONS

1	Good
2	Fair
3	Poor

	How would you rate the degree of application of the under-listed functions	1	2	3
3.1	Planning			
3.2	Organizing			
3.3	Leading			
3.4	Controlling			

1	Greater Extent
2	Less Extent
3	No Extent

	How would you rate the extent of training of members in the under-listed fields	1	2	3
3.5	Crime prevention level 1			

3.6	Basic detective course			
3.7	Circulation (all types)			
3.8	Crime administration system			
3.9	Community service centre functions			
3.10	Customer care			
3.11	Victim empowerment			
3.12	Telephone etiquette			
3.13	Radio communication procedures			
3.14	Driving skills			
3.15	Performance enhancement programme (PEP)			

SECTION 4: COMMUNICATION

1	Greater Extent
2	Less Extent
3	No Extent

	To what extent would you rate the under-listed activities with regard to communication at your station	1	2	3
4.1	The communication of station plans internally			
4.2	Your role in promoting two-way communication at the station			
4.3	The role of managers as communicators			
4.4	The use of upward communication as a sole method			
4.5	The use of downward communication as a sole method			
4.6	The use of horizontal communication			
4.7	The promotion of synergy among components / teams			

SECTION 5: CRIME PREVENTION UNIT FUNCTIONING

1	Greater Extent
2	Less Extent
3	No Extent

	To what extent would you rate the following concepts crime prevention	1	2	3
5.1	**The availability of physical resources**			
5.2	**The availability of human resources**			
5.3	**The optimal utilization of resources (all types)**			
5.4	**The effectiveness of sector policing**			
5.5	**The effectiveness of community policing**			
5.6	**The effectiveness of social crime prevention**			
5.7	**The planning and execution of station plan**			
5.8	**The use of crime threats and pattern analysis reports for deployment purposes**			
▓▓	▓▓▓▓▓▓▓▓▓▓▓▓▓▓▓▓▓▓▓▓▓▓▓	▓		
	Planning			
	Organizing			
	Leading			
	Controlling			

SECTION 6: CRIME INVESTIGATION UNIT FUNCTIONING

1	Greater Extent
2	Less Extent
3	No Extent

	To what extent would you rate the implementation of the following processes by the detective commander at your station	1	2	3
6.1	**The conducting of 24 hours inspection on case dockets**			

6.2	The carrying out of monthly inspections			
6.3	The certification of case dockets for court readiness			
6.4	The use of investigative aids by investigators			
6.5	The reopening of brought forward cases			
6.6	The application of management functions by the station commander (use in safeguarding)	1	2	3
	Planning			
	Organizing			
	Leading			
	Controlling			

SECTION 7: COMMUNITY SERVICE CENTRE FUNCTIONING

1	Good
2	Fair
3	Poor

	To what extent would you rate the community service centre in the following concepts	1	2	3
7.1	Members adherence to the dress code			
7.2	The degree of training of personnel			
7.3	The fulfillment of the role of being a control centre for the station and information centre for the community			
7.4	The accuracy of members in registering case dockets on geographical blocks			
7.5	The response times to complaints lodged by the community (5-30 minutes baseline)			
7.6	Effective command and control			
7.7	User friendliness (cleanliness, language usage, privacy, accessibility by disabled clients)			
7.8	Application of management functions by the community service centre commander			

	Planning			
	Organizing			
	Leading			
	Controlling			

SECTION 8: RESOURCES AVAILABILITY AND MANAGEMENT

1	Greater Extent
2	Less Extent
3	No Extent

	To what extent would you rate the under-listed statements in relation to resources at your station	1	2	3
8.1	The resourcing of the station (human and physical)			
8.2	The allocation of suitable vehicles			
8.3	Even distribution of resources per component within the station			
8.4	Proper management and control of vehicles			
8.5	The shortage of physical resources			
8.6	The shortage of human resources			
8.7	The issuing of personal equipment (SAP108) to members			
8.8	The balance between the current performance and current resources			
8.9	The sound management of human resources			

SECTION 9: POLICY INTERPRETATION AND APPLICATION

1	Greater Extent
2	Less Extent
3	No Extent

	To what extent would you rate the understanding and compliance with departmental policies relating to	1	2	3
9.1	Human resources management			

	Management of absenteeism				
	Management of Grievances				
	Performance enhancement programme (PEP)				
	Promotions and incentives				
9.2	Management of vehicles				
	Special Force Order (G) 3/ 1987				
	National Instruction 1/ 2000				
9.3	Management of the detective unit (investigation duties and management of the unit)				
9.4	Crime prevention (operational planning and monitoring)				
9.5	Community service centre (cell management, record keeping, treatment of arrested persons, data integrity and treatment of clients				
9.6	To what extent would you rate the general degree of compliance with policies				

THANK YOU FOR YOUR PARTICIPATION IN THIS DATA COLLECTION PROCESS....

ESIKHAWINI SAPS AREA

P569

P343

Felixton

Umhlatuze P

MADLANKALA

Ichubo

P106

D2261

WABHODWEN

D1662

KWADLANGEZWA

KwaMulindlela P

Khanjisa Clinic

YULINDLELA

D885

D886

MANGEZI

MPEMBENI

D887

P537

GUBHETHIKA

20km

MPEMBEN

Nkonjane

P535

D265

60km

Thokozani Clinic

AFRICAN

P525

20km 30km

35km

KWANOKHESHENI

D1597

Esikhawini

15km P537

NCOMBE

Phaphamani Clinic

10km

MACUTSHENI

ESIKHAWINI

MPHUNU

P537

ESIKHAWINI

P537

P537

5km

ESIKHAWINI

D1598

D1598

50km

MAHLANGU

KRAALHILL

LEGEND

		Provincial Road Network
○	5km markers	National Road (Concrete)
★	SAPS Station location	National Road (Blacktop)
▫	Settlements	National Road (Gravel)
⊙	Towns	Main Road (Concrete)
		Main Road (Blacktop)
Schools		Main Road (Gravel)
●	Combined	District Road (Blacktop)
○	Primary	District Road (Gravel)
○	Secondary	
●	No response	

Health

Clinic

Hospital

N
W E
S

SCALE: 1: 60000