

POLICE INVESTIGATIVE STRUCTURE AND THE ADOPTION OF STRATEGIC POLICING: THE CASE OF SOUTH AFRICA

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Abstract: Given the importance of the strategic management and the implementation thereof in the public sector and the empirical evidence of its application in such organizations such as the police, local municipalities, and government departments, the author proposes to analyze the predisposition for its application within the South African Police Service (SAPS) Detective Service. To achieve the set objective, the review of the literature on strategic policing and its implications is briefly analyzed. Due to the competing priorities, inconsistency and ambiguity characterizing the police environment, a survey was also conducted to solicit the views of a group of serving general detectives or investigating officers within the SAPS, with an attempt to identify factors that might negatively impact on the overall performance of general detectives at station level in South Africa. It was envisaged that the findings will provide with new information that will to a certain extent, improved information system within SAPS Detective Service that supports the decision making process so as to allow for better resource management and more quality in service delivery.

In support of a bigger research, it was envisaged that the manifestation of respondents' perceptions of poor performance of detectives with regard to how they respond to fraud- related cases would not always be clear, and subsequently questionnaire that form the core of this paper were developed to gather sufficient information in order to inform the strategic management and policy of SAPS Detective Service.

A quantitative approach was followed using data triangulation through the use of a variety of sources as outlined hereafter. The research related to a relatively wide population as the sample of respondents was drawn from the members of the Detective Service from nine Provinces, as well as from Head Office. The research population for this study consisted of 20 005 Police Act Personnel (detectives) and a sample of 1 920 members was identified to respond to, inter alia, their training regarding fraud investigation strategies. This sample was chosen utilizing a random stratified sampling technique. The sample realisation was 1 198, or 62,4% of the original sample. This study and the findings thereof, represents an opportunity for SAPS managers as well as police practitioners elsewhere to embrace a new management process intended to improve performance and accountability. The author viewed the sample to be representative of those SAPS and other members stationed at police stations in the nine Provinces where the research was conducted.

Keywords: Accountability, Detective Commander, Performance, Policing, Strategy

INTRODUCTION

There is ample literature examining the effects of strategic approach as an alternative tool influencing the performance of public sector, to a certain extent law enforcement agencies (Alpert & Moore, 1993; Brudney, O'Toole, & Rainey 2000; Alpert, Flynn, & Piquero, 2001; Rainey 2003;

Sheptycki & Ratcliffe, 2004; Coleman, 2006; Chappell, 2008; Shane, 2008 & 2010; Kadir & Jusoff, 2009; Downie & Cooke, 2011; Ozdemir, 2011; Charrier, 2012). However, there is little consensus about what constitutes police performance, multi-dimensional nature of police performance and because measuring it is complex and takes many forms (Kelling, 1992, Alpert & Moore, 1997; Alpert and Dunham, 2001; Moore & Braga, 2003; Maguire, 2004, Collier, Edwards & Shaw, 2004; Faull, 2010, Davis, 2012). As Shane points out, “*Agencies must assess performance from a multidimensional approach. No single best expression of police performance exists; multiple dimensions better depict what police departments do because they include factors beyond crime*”, 2008, p. 12). To ensure maximum utilization of resources and as well as enforcing accountability from the law enforcement agencies, Davis asserts that “... *local officials are likely to demand measurable evidence of quality improvement to justify budget requests*”, 2012, p. 1). Thus, given the importance of the strategic management and the implementation thereof in the public sector and the empirical evidence of its application in such organizations as law enforcement agencies, municipalities, and government agencies, this paper proposes to analyze the predisposition for its application within the SAPS Detective Service.

According to the SAPS as cited by Montesh (2007, p. 119), the Detective Service consists of four components, namely General Investigation, Serious and Violent Crime, Organised Crime, and Commercial Branch. This means that there are four investigative components, and within the components there are various investigative units, including the stock theft unit and others. Montesh (2007, p. 119) points out the functions of the Detective Service are: to ensure effective investigation of general crime including crime that is not investigated by any other investigation unit; to ensure effective investigation of commercial related crimes; to ensure an effective operational information service, which is dactyloscopically based; and also to collect physical evidence at crime scenes as well as the reconstruction of scenes by means of scientific techniques.

New South Wales Audit Office (1998, pp. 1-59) points out the Police Service has a pivotal role in fraud investigation as it is the agency to which most frauds are reported and through which they are prosecuted. The effectiveness and efficiency of the police efforts therefore have major influence on fraud related and other general crimes detection and prosecution. Bayley as cited by Ozdemir (2011, p. 14) asserts effectiveness, efficiency, and rectitude are the main factors to define how does a police department perform? Although effectiveness and efficiency seem to have similar meaning, there is a

difference between them. While effectiveness is doing the right thing like catching criminals, efficiency is doing things right like catching criminal with less cost. Rectitude is treating people in the right manner.

There is a consensus from a literature review that the key to fraud prevention on the part of law enforcement agencies, whether of the public or the private sector, is the development and refinement of an effective fraud control system (Camerer 1996; Altbeker, 1998; New South Wales Audit Office, 1998; Graycar, 2000). This means the foundation for such a system is the investigation and detection skills which are harnessed by, amongst others, empowered managers who are able to motivate personnel to have possession of duty as their personal thing by enforcing accountability and sense of duty. Capacity of detective commanders or managers is significant in instilling accountability upon the investigating officers to influence improvement of statement taking and detection skills resulting in positive convictions. Ozdemir (2011, p. 14) points out police administrations need managers who are able to guide personnel through well-implemented policies toward organizational goals. Hence, they should make elaborate plans to carry out duties successfully.

LITERATURE REVIEW

Strategic Policing

From the era of Sir Robert Peel to date, researchers and scholars have attempted to provide with a preview regarding the future of policing (Cope, Leishman & Starie, 1997, Etter, 1999; Stephens, 2005). It is argued that administrators and managers must recognize that policing is a component of a broader, constantly changing social system. There is an agreement amongst researchers and academia regarding the need to think more strategically when addressing issues within policing (Mathieu & Zajak, 1990; Wheelen & Hunger, 1991; Hunt, 1995; Beck & Wilson, 1997, 2000; Walsh, 2000; Etter, 2002; Burger, 2007a).

Such consensus drove attempts to identify common ground or consensus, especially for senior managers who were thought to be most able to influence strategy and performance (Michael, 1993; Bayley, 1994; Starie, Cope & Leishman, 1995; Hussey, 1996; Leishman, Loveday & Savage, 1996; Hochwater, Mathys & Nicholas, 1997; Cope *et al.*, 1997; Boshyk, 2000; James, 2001). As Harrison and St John put it, “*It is critical that functional managers understand the linkages and interdependencies among the value adding activities in the different functional areas...since each area is part of a larger system and co-ordination among the sub-systems is essential*, 1998, pp. 208-209).

Ozdemir (2011:12) states complex police affairs make police management a tough duty. Managers command their subordinates according to organizational mandate in a smooth and speedy way in accordance with public administration principles. Hoover as cited by Ozdemir (2011, p. 12) states managers coordinate organizations as a symphonic orchestra by one best way through the principles of public administration (Hoover as cited by Ozdemir, 2011, p. 12). However, managerial branches should be supported by administration to alleviate burdensome tasks. Administration should implement a suitable management model to facilitate decision-making to identify problems, solutions, success, and failures. Thus, the demands of the 21st century compel the SAPS Detective Service to be well-managed so as to respond effectively with the social, political and legal dynamics of its environment as well as the technological environment.

Ozdemir (2011, p. 12) is of the view institutionalized decision-making, as a result, will support managers systematically and strategically. Knowledge is power and it is a necessity of organizations while striving toward their commitments. Therefore, law enforcement agencies collect huge amounts of information concerning crime and criminals and provide access to units. However, reactive information support for practitioners may not address problems effectively. Hence, proactive crime analyses, defining threats, offenders, targets, and time, is more likely to enhance law enforcement agencies' performance. To drive the point home, Wheelen and Hunger (1991, p. 6) point out the distinguishing characteristic of strategic policing, or strategic management, is its emphasis on strategic decision-making. It therefore typically focuses on analysing the problems and opportunities faced by people in top management. Strategic decisions deal with the long-run future of the entire organisation and are said to have three characteristics, namely: (a) Rare: strategic decisions are unusual and typically have no precedent to follow; (b) Consequential: decisions commit substantial resources and demand a great deal of commitment; (c) Precursive: strategic decisions set precedents for lesser decisions and future actions throughout the organisation.

Etter (2002, p. 4) states that the other factors which characterise strategic policing include: (a) A long-term and holistic perspective; (b) Rigorous and comprehensive analysis; (c) Realistic goals; (d) Effective change management; (e) Sustainable outcomes; (f) Keeping in touch with both internal and external stakeholders; and (g) Monitoring and evaluation.

To address the issue of strategic policing, Hunt (1995, pp. 45-47) has identified 3 main elements

relating to strategic management: (a) Strategic analysis; (b) Strategic choice; and (c) Strategic implementation.

According to Kotler (1979), Lovelock and Weinberg (1990) and Hunt (1995), strategic analysis is concerned with gathering and using information to determine the strategic position of the organisation. Butler and Collins (1996, pp. 25-36) argue although such organisations may employ different terminology in describing their mission, objectives and direction, their considerations are taken to reflect strategic and marketing matters.

Hunt (1995, pp. 45-47) states the aim is to identify key influences and issues which will impact on the future of the organisation. Strategic choice involves the generation, evaluation and choice of strategic options. Strategic implementation is concerned with the development of the necessary support mechanisms, plans and change processes which are required to translate selected strategies into action. It should be noted that, rather than being a linear process, with separate stages moving from strategic analysis to choice to implementation in a neat and orderly fashion, the three components can often overlap and in many instances complement each other.

Strategic Management

A plethora of literature review on policing suggests that in spite of a generally stated philosophical shift to community policing, police organisations have often failed to embrace congruent business practices. One such business practice is that of strategic management and, thus, the strategic performance measurements necessary to generate knowledge with which to make strategic decisions (Coleman, 2008, pp. 307-322). Poister, Pitts and Edwards (2010, pp. 1-24) concur although there is considerable literature on strategic planning and management in the public sector, there has been little effort to synthesise what has been learned concerning the extent to which these tools are used in government, how they are implemented, and the results they generate.

Poister *et al.*, (2010, pp. 1-24) further argue considerable research has been conducted on the use and conduct of strategic planning and management in the public sector, but this literature is fairly fragmented in terms of the specific research questions addressed. To date there has been little effort to look at the bigger picture of what has been learned about the extent to which public organisations explicitly engage in strategic planning and management efforts, how they conduct these processes, and what comes out of such efforts in terms of immediate results and broader impacts on overall performance.

Van der Waldt and Du Toit as cited by Schute and Meyer (2004, pp. 1-15) state strategic management entails the implementation of strategies developed to give new direction to an organisation in the midst of a change or transitional process. It enables the organisation to fulfil its responsibilities in a rapidly changing environment. Strategic management according to Wheelen and Hunger as cited by Schute and Meyer (2004, pp. 1-15) and Kroon as cited by Schute and Meyer (2004, pp. 1-15) refers to the overall process, which includes not only strategic planning, but also organising, leading and controlling strategy-related decisions and actions in the organisation.

Thompson, Strickland and Gamble (2007, p. 19) state the managerial process of crafting and executing a company's strategy consists of five *interrelated and integrated* phases: (a) *Developing a strategic vision* of where the company needs to head and what its future product/market/customer technology focus should be. (b) *Setting objectives* and using them as yardsticks for measuring the company's performance and progress. (c) *Crafting a strategy to achieve the objectives* and move the company along the strategic course that management has charted. (d) *Implementing and executing the chosen strategy efficiently and effectively*. (e) *Evaluating performance and initiating corrective adjustments* in the company's long-term direction, objectives, strategy, or execution in light of actual experience, changing conditions, new ideas, and new opportunities.

Together, these five managerial tasks define what the term strategic management means (Schutte & Meyer, 2004, pp. 1-15).

Strategic management process

Schutte and Meyer (2004, pp. 1-15) point out that an analysis of strategic management literature reveals that the strategic management process consists of three phases namely: (a) strategy formulation; (b) strategy implementation; and (c) strategy evaluation and control.

According to Walsh (2000, pp. 347-362), emerging out of this process is a new organisational management paradigm for policing that involves changes in: vision, mission, values, goals, engagement, empowerment, accountability, outcomes and evaluation. This new organisational paradigm provides policing with a leadership style grounded in the traditions of the past while at the same time incorporating the organisational strategies of the present. Executives as strategic leaders centrally direct their departments while proactively developing and implementing an organisational direction that allows their department to initiate and reshape its

activities to meet the demands of its operational environment.

Allocation of Resources

Stelfox (2009, pp. 1-15) asserts the supervision of criminal investigations is often thought of simply in terms of the relationship between investigators and their immediate supervisors or managers. There is no doubt that this relationship is extremely important but the quality of criminal investigations is influenced by a far wider range of considerations. These include: the governance and accountability arrangements of the police services; the way in which strategic priorities are set; the policy framework within which criminal investigations are carried out; how crimes are allocated; and the business processes that are available to manage them.

Davis (2012, pp. 11-12) points out in South Africa, the new constitution put a strong emphasis on police oversight. The complex police oversight mechanisms in the country are bolstered by stringent requirements to report on the force's performance. The South African Police Service (SAPS) is developing performance management charts to monitor individual police stations. The composite Eupolsa Index combines 32 measures in four domains of police services: (a) *operational* (investigating complaints, emergency calls, offenses or alleged offenses, and bringing perpetrators to justice) (b) *information* (the use of crime information extracted from computer databases) (c) *resource* (allocation of personnel and vehicles, professional conduct, absenteeism) (d) *customer orientation* (ability to satisfy customer needs or community expectations).

Faull as cited by Davis points out that "*the evidence indicates that there has been improvement in the prosecution rates of priority crimes. Not surprisingly, there has been cross-pollination between the UK and South African performance system* (2012, p. 11). Nonetheless, South Africa's system has been criticized for being too heavily weighted in favor of the operational dimension. Eighty-five percent of a station's overall score is derived from reported crimes, detection rates, cases filed in court, response times, and other operational indicators. The system has also been accused of encouraging abuse—or even the torture of suspects to extract confessions that lead to successful prosecutions—as a way to enhance performance numbers. Although community satisfaction is nominally a part of the Eupolsa Index, it does not affect the overall performance score and is largely unmeasured at most police stations (Faull as cited by Davis, 2012, p. 11).

Equally important are the performance management regimes put into place by police forces to ensure that the resources allocated to criminal investigation are

achieving the policy aims and objectives set for them. There is then a far wider range of issues involved than simply the relationship between investigators and their immediate supervisors. The policies, processes and procedures put into place at the government, force and business unit levels influence the outcomes of criminal investigations as much as, if not more than, the decisions of those directly supervising practitioners (Stelfox, 2009, pp. 1-15).

Literature review points out that claims from both sides of politics, and from police themselves, that law enforcement resources are insufficient to cope with the demand for police services, have become a familiar refrain (Grabosky, 1988; Palmary, 2000; van Huyssteen & Orange, 2003; du Plessis & Louw, 2005, Burger, 2007b). This level of discourse neglects the question of how improvements in administration and management may in themselves lead to increases in effectiveness, thus obviating the need for additional resources. The public, and their elected representatives, remain generally incapable of asking hard questions about efficiencies and priorities in law enforcement (Grabosky, 1988, pp. 1-7).

Grabosky further asks the following questions on the issue of additional resources in policing: (a) Just what contribution would an incremental increase in police resources achieve? (b) Can better deployment of existing resources obviate the need for increased resources? (c) Can a modification in police operations reduce crime without increasing costs?

Economists use the term 'production function' to describe the relationship of resources to objectives. Conventional wisdom assumes the relationship between police manpower and the crime rate to be negative; that is, an increase in police resources will produce a decrease in the incidence of crime, and decrease in police manpower will result in increased crime rates. Whether this proposition is true or not, it is accepted as an act of faith by members of the public and publicly embraced by police themselves. Less attention, though, has been given to the contours of this assumed production function. A perfectly linear relationship would mean that crime will decrease in direct proportion to the increase in police manpower; that is, a twenty five per cent (25%) increase in police manpower would produce a 25 per cent (25%) decrease in crime. Alternatively, the relationship could reflect diminishing returns, where the impact of each additional police officer is less and less, or economies of scale, where the impact is greater and greater (Grabosky, 1988, pp. 1-7).

Grabosky asserts that improvements in efficiency, effectiveness, and productivity of policing do not occur spontaneously, but rather through systematic analysis and the application of modern management principles. These include strategic planning, the

setting of priorities, and systematic monitoring of operations. This chapter reviews some of the approaches which have been heralded as contributing to police performance. There are a number of research questions which have the potential of contributing to productivity. Again, it is useful to distinguish between the two stages specified above resource utilisation and ultimate impact. The potential of research for improving police performance is great, but only if that research is designed and conducted properly. A great deal of discourse on policing has an evangelistic quality about it. Police research should be undertaken not to justify strategic choices and resource commitments which have already been made, but rather to inform the process of decision making (Grabosky, 1988, pp. 1-7).

Police operations should be subject to rigorous and repeated evaluation in order to assess their efficiency and effectiveness. Police should conduct carefully controlled experiments in order to assess the relative efficiency and effectiveness of alternative deployment strategies. One type of research which might usefully inform resource allocation decisions is marginal utility analysis. This enables executives to identify the effects of incremental changes to resource levels of existing units. It poses the basic questions: What would occur if a given unit were reduced in strength by a specified number of officers? Can staffing levels in function X be reduced without any sacrifice in efficiency or effectiveness? An extensive programme of marginal utility analysis would provide managers with a set of optimum allocation levels across an entire department (Grabosky, 1988, pp. 1-7).

According Grabosky (1988, pp. 1-7), the keys to efficiency in policing are improved management training, access to more timely cost and expenditure information, continuing decentralisation of police administration, and the requirement that any request for additional powers or resources be accompanied by detailed evaluation and through justification. Throwing new money at old problems may be politically expedient, but it is unlikely to result in a cost effective contribution to public safety. Simple increases in resources are no guarantee of improved performance. The indiscriminate investment of additional resources in traditional strategies, themselves never subject to critical scrutiny, can only be a recipe for waste.

Grabosky (1988, pp. 1-7) further points out that more imaginative use of existing resources, based on systematic operations analysis, and experimentation with new organisational arrangements and new operating procedures may be a more effective alternative to increased investment in conventional

practices. It is essential for police executives to determine how resources are transformed into police activities, and how these activities impact on their targets. The basic questions are (1) what strategies do work? and (2) at what price? Research and experimentation with new approaches to manpower allocation, new models of organisation, and new technologies can provide at least some answers. Police should be no less accountable than any other public sector agency. Law enforcement executives, public officials and members of the public in general should learn to ask the right questions regarding police resources and their allocation. The expenditure of hundreds of millions of dollars on law enforcement should be grounded in systematic analysis, not in habit or reflex (Grabosky, 1988, pp. 1-7).

METHODS

A quantitative approach was followed using a mixed methods research. *“Mixed method research is research in which the researcher uses the qualitative research paradigm for one phase of a research study and the quantitative research paradigm for another in order to understand a research problem more completely”* (Creswell as cited by Migiro & Magangi, 2010). When used in combination in one study, quantitative and qualitative methods complement each other and allow for a more complete analysis of the research problem (Greene, Caracelli & Graham, 1989; Tashakhori & Teddlie, 1998). The research related to a relatively wide population as the sample of respondents was drawn from the members of the Detective Service from nine Provinces, as well as from Head Office. The research population for this study consisted of 20 005 Police Act Personnel (detectives) and a sample of 1 920 members was identified to respond to, inter alia, their training regarding fraud investigation strategies. This sample was chosen utilizing a random stratified sampling technique (Patton, 1990; Miles & Huberman, 1994). The sample realisation was 1 198, or 62.4% of the original sample. The respondents were deployed at community service centres (police stations) in the nine Provinces of South Africa, including Head Office in Gauteng Province. The stratified random sampling technique was used and the population at the stations was divided into male/female and non-commissioned officers (NCOs) and commissioned officers (COs), as the strata. NCOs are those members with the rank of Constable up to Inspector. COs are those members with the rank of Captain up to Senior Superintendent. Directors were excluded from the study because their limited numbers would compromise their anonymity.

The author viewed the sample to be representative of those SAPS and other members stationed at police stations in the nine Provinces where the research was

conducted. Their perceptions would represent a fair reflection of factors affecting performance of general detectives at station level. Based on the research population, the researcher viewed the sample to be representative of those SAPS and other members stationed at police stations in the nine Provinces where the research was conducted. Their perceptions would articulate a set of interlinked research propositions about strategic, human resource as well as knowledge management processes as enablers in relation to police investigations and in particular the possibilities of capturing whether there is linkage or evidence between short term actions and long term behavioural change within Detective Service and how experienced investigating officers experienced working environment at police station level. About eighteen fieldworkers were trained and distributed the questionnaire in the provinces. Since this was not a causal study attempted by natural scientists to try to “prove finally” what is wrong in the detective environment, the following two hypotheses on operational issues (resources and motivation) were formulated to indicate the possibility that detective training might not be the only problem in the detective environment and that, if the findings pertaining to these two hypotheses gave an indication to that effect, further research would obviously be required. The six hypotheses were also formulated to guide the interpretation of the results in terms of strategic perspective, which is discussed in the bigger study (See Mofokeng, 2010).

Hypothesis 1

The perceived lack of resources for detectives at police station level can be related to the likelihood and extent of detectives’ performance behaviour.

Hypothesis 2

The perceived lack of detectives’ job satisfaction can be related to the likelihood and extent of their performance behaviour.

RESULTS

On the issue of the strategic policing as well as perceived level of detectives job satisfaction, the respondents’ views as obtained from the questionnaires were, inter alia, as follows.

Statement 1: Lack of resources contributes to detectives’ poor performance

It was greatly disturbing to observe to what extent the overwhelming majority of the respondents (92.9%) agreed to strongly agreed that the lack of resources contributed to detectives’ poor performance. A very small proportion (3.2%) of the respondents disagreed to strongly disagreed with the statement that the lack of resources contributed to detectives’ poor performance. Two percent (2.4%) of the respondents

neither agreed nor disagreed with the statement. One percent (1.4%) of the respondents provided no answer to the question.

Statement 2: Huge workloads result in withdrawal of cases from courts

An overwhelming majority of the respondents (89.2%) agreed to strongly agreed that huge workloads resulted in withdrawal of cases from courts. Only six percent (6.1%) of the respondents disagreed to strongly disagreed with the statement. Four percent (4.0%) of the respondents neither agreed nor disagreed with the statement. Less than one percent (0.7%) of the respondents provided no answer to the question.

Comments offered by respondents in the open-ended section of the questionnaire included the following: *“Workload of detectives cause [sic] delays in prosecutions, as cases aren't investigated properly and because there is a lack of resources”*.

Statement 3: Lack of career path possibilities for detectives discourages me from performing better

An overwhelming majority of the respondents (72.9%) agreed to strongly agreed that the lack of career path possibilities for detectives discouraged them from performing better. Nineteen percent (19.3%) of the respondents disagreed to strongly disagreed with the statement. Seven percent (6.7%) of the respondents neither agreed nor disagreed with the statement. One percent (1.1%) of the respondents provided no answer to the question.

Comments offered by respondents in the open-ended section of the questionnaire included the following: *“Detectives don't get allowance or promotion; ... promote ranks; ... investigation is interesting, only problem is the ranks are limited; ... promotion for detectives is poor; ... promotion in the detective service is not easy to achieve”*.

Statement 4: More fraud-related cases are withdrawn from courts due to inexperienced detectives

An overwhelming majority of the respondents (78.4%) agreed to strongly agreed that more fraud-related cases were withdrawn from courts due to inexperienced detectives. Ten percent (9.9%) of the respondents disagreed to strongly disagreed with the statement. Nearly eleven percent (10.8%) of the respondents neither agreed nor disagreed with the statement. Less than one percent (0.9%) of the respondents provided no answer to the question.

Comments offered by respondents in the open-ended section of the questionnaire included the following: *“Training should start after basic training. Specialist training for properly screened candidates; ... training of detectives should not be a onetime thing; detectives should be equipped; ... the recruitment of detective component must encourage educational qualification, namely degree or a diploma”*.

Statement 5: More experienced detectives resign due to inadequate rewards

An overwhelming majority of the respondents (86.5%) agreed to strongly agreed that the more experienced detectives resigned due to inadequate rewards. Less than ten percent (6.4%) of the respondents disagreed to strongly disagreed with the statement. Six percent (6.3%) of the respondents neither agreed nor disagreed with the statement. Less than one percent (0.8%) of the respondents provided no answer to the question.

Comments offered by respondents in the open-ended section of the questionnaire included the following: *“I suggest that members that have undergone the detective training be rewarded or accredited; ... detectives should be supplied with proper resources. Detectives are given less [sic] opportunities; ... detectives who received training's salary should be increased encourage detectives to be a learning organisation to improve their skills; ... motivate them; ... more resources, more rewards for detectives as they are overworked and under paid; ... the promotion in the detective service is not easy to get; ... allowance should be considered for detectives”*.

Statement 6: All fraud-related cases should be referred to Commercial Branch

Regarding this statement, an overwhelming majority of the respondents (76.8%) agreed to strongly agreed that all fraud-related cases should be referred to Commercial Branch. Sixteen percent (15.5%) of the respondents disagreed and strongly disagreed with the statement. Six percent (6.3%) of the respondents neither agreed nor disagreed with the statement. One percent (1.4%) of the respondents provided no answer to the question.

Statement 7: Low level of training contributes to a large number of cases being withdrawn by prosecutors

Regarding this statement, an overwhelming majority of the respondents (88.3%) agreed to strongly agreed that low level of training contributed to a large number of cases being withdrawn by prosecutors. Six percent (5.9%) of the respondents disagreed and strongly disagreed with the statement. Five percent (4.9%) of the respondents neither agreed nor

disagreed with the statement. One percent (0.9%) of the respondents provided no answer to the question.

Statement 8: Maximum of 18 case dockets is an ideal workload per detective

An overwhelming majority of the respondents (73.2%) agreed and strongly agreed that a maximum of 18 case dockets was an ideal workload per detective. Seventeen percent (16.9%) of the respondents disagreed and strongly disagreed with the statement. Nine percent (8.9%) of the respondents neither agreed nor disagreed with the statement. One percent (1.0%) of the respondents provided no answer to the question.

Statement 9: I find it difficult to write down the views of the deponent who does not speaking my home language

Regarding this statement, thirty two (32.9%) agreed to strongly agreed that they found it difficult to write down the views of deponents who did not speak their home language. More than half (56.6%) of the respondents disagreed to strongly disagreed with the statement. Nearly ten percent (9.7%) of the respondents neither agreed nor disagreed with the statement. Less than one percent (0.8%) of the respondents provided no answer to the question.

DISCUSSION AND FINDINGS

The findings obtained with regard to operational strategies were as follows: (a) Lack of resources contributes to detectives' poor performance. (b) Low level of training, inexperienced detectives and huge workload contribute to a large number of cases being withdrawn by prosecutors. (c) More experienced detectives resign due to inadequate rewards. (d) All fraud-related cases should be referred to Commercial Branch. (e) The detectives are discouraged by lack of career path opportunities to perform better and they feel that a maximum of 18 dockets is an ideal workload per detective. (f) Detectives do not find it difficult to write down statements by deponents who do not speak their home language.

It is imperative, therefore, that to ensure a more holistic perspective of general detectives, strategic approaches be derived in order to mitigate challenges faced by the Detective Service. This can be achieved by considering in balance with other factors such inadequate budget allocation, re-skilling of every general detective in areas of fraud related crimes, by entrenching principles of good governance as a strategic perspective within the Detective Service.

These strategic approaches should reflect the decisions made at various station levels that involve trade-offs between traditional performance measures, knowledge management and risk management. As with any organisation either within public or private

sector, SAPS is beset by overarching general governance structure that should not only gather dust in the class doors cabinets at detectives' commanders' offices but rather be reflected on the day-to-day activities of general detectives. Findings relating to the hypotheses were as follows:

Hypothesis 1

The perceived lack of resources for detectives at station level is related to the likelihood and extent of detectives' performance behaviour. In the light of the findings, this hypothesis is accepted (Statements 1 and 4).

Hypothesis 2

The perceived lack of detectives' job satisfaction is related to the likelihood and extent of their performance behaviour. In the light of the findings, this hypothesis is accepted (Statements 3 and 5).

RECOMMENDATIONS

Recommendations on strategic approach to recruitment, retention and operational items

(a) The SAPS should develop standards of competence as additional criteria for those who want to enlist in the detective service. It is essential that that these competencies should specify the underpinning knowledge, understanding and skills that are essential for competent performance. Criteria to assess whether an individual detective is performing competently should also be formulated and applied. (b) Developing standards of competence for general detectives will partly depend on ensuring the right kind of environment for potential detectives to work within, selecting the right individuals to undertake the role, maintaining a close eye on appropriate career progression and upward mobility, and anticipating changes within the context in which they work. Such factors should be acknowledged within future training programmes, and in recruitment and retention policies.

Possible strategic approaches for recruitment and retention of general detectives

(a) Offering part-time employment for retired detectives. SAPS can offer the option of part-time work as a key strategy to attract and retain experienced detectives, especially top performers. (b) Classify the work of general detectives under "scarce skills" as outlined in the in the SAPS Scarce Skills Policy 2003 read with the Public Service Coordinating Bargaining Council Resolution 2/2004. (c) Development of more structured career paths for general detectives so as to increase the attractiveness of the general detective role to that of supervising or mentoring detectives. (d) SAPS should monitor its staff turnover rate and develop an exit interview

process for general detectives leaving the organisation. This process should be consistently applied across South Africa and the feedback be utilised as a qualitative data that inform senior management, Division Career Management as well as SAPS Strategic Management Component. Based on the information at the disposal of these strategic components of SAPS highlighting the factors causing general detectives to resign, they should then able the organisation to develop strategies to address these issues. (e) Ensure that political will is secured to improve the working conditions of general detectives. During parliamentary briefings regarding policing related issues, SAPS senior management should seek the commitment of politicians especially the Treasury, Minister of Finance and President of South Africa to revisit the allocation of budget on policing.

CONCLUSION

This study proved that the strategic policing often occupies a problematic position within the SAPS Detective Service. An analysis from the findings also portrayed that strategic implementation was often seen as a separate and low level activity, not as an integrated approach in the formulation-implementation interface. Despite the low levels of effective implementation and knowledge of the strategic policing within the Detective Service, there is a high sensibility concerning its role in the improvement of performance measurement and its added value to the victims of crime in the form of effective service delivery. Prior knowledge of the strategic policing is the main determinant of the willingness from detective commanders to embrace it. This suggests that the adoption of the strategic policing should begin with the diffusion of information on training in this management tool.

At the station level where decisions are translated into action plans, the implementation of strategic policing may disguise nothing more than a commitment by the middle-managers or Detective Commanders to the realization of particular policing strategies which derive from, and serve the interests of, both the community and the SAPS interests. This study is not necessarily a criticism of police motivations in relation to strategic management within policing per se, but rather a realistic assessment that policing is itself part of the business, political and societal processes which involve the exercise of decision-making in the interests of all the stakeholders who have vested interests for the functioning of the police to function like a well-oiled machine. The implications for the SAPS are that, if the organization wants to ensure that Detective Commanders are able to contribute their expertise in implementing organizational goals, they need to be

capable of planning their work in alignment with SAPS holistic strategy.

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