

**An Evaluation of Participative Management in Police Organisations at
Station Level.**

Thesis presented in partial fulfilment of the requirements for the degree of Masters in
Public and Development Management at the University of Stellenbosch



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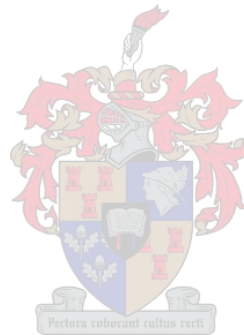
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Date : April 2006

Declaration

Hereby I, Carl Christiaan Stassen, declare that this thesis is my own work and that all sources have been accurately reported and acknowledged, and that this document has not previously in its entirety or in part been submitted at any university in order to obtain an academic qualification.

C.C. Stassen

April 2006



ABSTRACT

In any organisation it is of the utmost importance that employees form part of the decisions made by management that influence them personally as well as those decisions that have an influence on their daily responsibilities. A sound principle that could be practised by managers to address this aspect is that of participative management. Although it will depend on the type of manager there is legislation in South Africa that forces managers to ensure that their personnel are managed in a participative manner.

There are formal and informal methods to practice participative management in an organisation and certain factors that will have an influence on the successful implementation of this type of management style.

In this research the focus will be on participative management at the police stations in the Eastern Metropole, Western Cape as well as a benchmarking with the police departments in Wyoming, United States of America.

The methods that will be used to gather information to evaluate participative management will entail a questionnaire that has to be completed by the employees at the identified police stations and personal interviews with the individual Station Commissioners and Chiefs at the police departments in Wyoming.

The analysis in relation to the questionnaires, interviews and literature review has been used by the researcher to formulate the findings and recommendations.

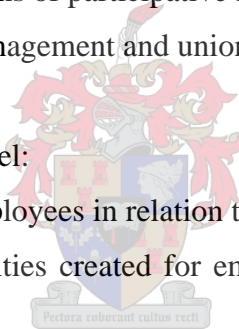
The employees who work at the police stations in the Eastern Metropole are satisfied with the amount of responsibility and accountability that is delegated to them by the management. The employees are therefore adequately empowered to render a professional service to their respective clients.

There is a need for the management at the police stations in the Eastern Metropole to improve on the following:

- to make use of the ideas, talents and suggestions of employees;
- to obtain commitment from employees before embarking on a course of action;
- to utilize the ideas on how to solve problems and improve service delivery by employees;
- the identifying of critical outputs and goals by the employees for their work, although the Performance Enhancement Process has ensured the opportunity it seems that the negotiation of the outputs in the individual performance plans of employees still need improvement;
- to create a working environment where employees are treated as stakeholders and democracy is enhanced by means of participative management; and the
- dispute settlement between management and unions.

That the management at station level:

- do not always consult with employees in relation to decisions that affect them; and
- there are not always opportunities created for employees to participate in decision-making.

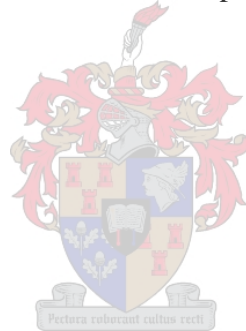


The legislation and collective agreements that relate to participative management in the SAPS are not always adhered to by the management at the police stations in the Eastern Metropole, Western Cape. Shop stewards should get more involved at station level in the representation of their respective employees. Participative management is being practised at the police stations in the Eastern Metropole, but there is a need for the improvement thereof.

The police departments in Wyoming do not have legislative prescriptions to formal participative management as the Police Service of South Africa. The organisational structure of the police departments is less bureaucratic than the SAPS.

The informal methods used in Wyoming to practice participative management are very similar to that of South Africa, despite the fact that there is no legislation or prescriptions to the adherence thereof.

The researcher is of the humble opinion that a clear policy in relation to the practice of participative management in police organisations at station level should be compiled that will incorporate existing legislation and collective agreements in the SAPS as well as the methods to practice participative management. The shop stewards that represent their employees at the police stations in the Eastern Metropole, Western Cape should be sensitised on their role and responsibilities. Managers at the police stations in the Eastern Metropole, Western Cape should again be sensitised on the legislation and collective agreements that relate to participative management and that a suggestion box, quality circles and a participative management forum be implemented at station level.



OPSOMMING

In enige organisasie is dit van kardinale belang dat werknemers deel vorm van die besluitneming deur die bestuur wat hulle persoonlik raak en wat hul daaglikse verantwoordelikhede en take beïnvloed. 'n Gesonde beginsel wat deur bestuurders toegepas kan word om hierdie aspek aan te spreek is deur middel van deelnemende bestuur. Aloewel dit grootliks sal afhang van die soort bestuurder is daar wetgewing in Suid Afrika wat hierdie bestuurders verplig om egter sy of haar personeel op 'n deelnemende wyse te bestuur.

Daar is egter formele en informele wyses hoe deelnemende bestuur beoefen kan word in 'n organisasie en ook sekere faktore wat 'n invloed sal hê op die suksesvolle implementering van hierdie soort bestuursstyl.

In hierdie navorsing sal daar spesifiek gefokus word op deelnemende bestuur by die polisie stasies van die Oos-Metropool in die Wes-Kaap, asook 'n vergelykende maatstaf met die polisie departemente in Wyoming, Verenigde State van Amerika.

Die metodes wat gebruik was om inligting te bekom om deelnemende bestuur te evalueer was by wyse van 'n vraelys wat voltooi was deur die werknemers op die geïdentifiseerde polisie stasies en persoonlike onderhoude met die individuele Stasiekommissaris van die polisie stasies. Persoonlike onderhoude was ook gehou met die hoofde van die polisie departemente in Wyoming.

Die analise ten opsigte van die vraelyste, onderhoude en literatuur is deur die navorser gebruik om die bevindinge en aanbevelings te formuleer.

Die werknemers wat by die polisie stasies in die Oos-Metropool werk is tevrede met die hoeveelheid verantwoordelikheid en aanspreeklikheid wat aan hulle gedelegeer word deur die bestuur. Die werknemers is gevolglik genoegsaam bemaagtig om 'n professionele diens aan hul onderskeie kliente te kan lewer.

Daar is ruimte vir die bestuur van die polisie stasies in die Oos-Metropool om te verbeter met betrekking tot die volgende aspekte:

- om gebruik te maak van die idees, talente en voorstelle van werknemers;
- om verbintenis van werknemers te verkry voordat 'n bepaalde rigting van aksie onderneem word;
- om gebruik te maak van die idees van werknemers om probleme op te los en dienslewering te verbeter;
- die identifisering van die kritiese uitsette en doelwitte van werknemers se werkprestasie, alowel die Prestasie Verbeteringsproses die geleentheid skep, wil dit voorkom asof die onderhandeling van uitsette in die prestasie planne van die individuele werknemers kan verbeter;
- om 'n werksomgewing te skep waar werknemers soos aandeelhouders hanteer word en demokrasie bevorder word deur deelnemende bestuur; en
- geskilbeslegting tussen bestuur en vakbonde.

Dat die bestuur op stasievlak:

- nie altyd met werknemers konsulteer met betrekking tot besluite wat hul affekteer nie; en
- daar word nie altyd geleenthede geskep vir werknemers om in besluitneming deel te neem nie.

Die wetgewing en kollektiewe ooreenkomste wat verband hou met deelnemende bestuur in die SAPD word nie altyd streng nagekom deur die bestuur van die polisie stasies in die Oos-Metropool, Wes-Kaap nie. Vakbondverteenwoordigers moet meer betrokke raak op stasievlak by die verteenwoordiging van hul lede. Deelnemende bestuur word beoefen by die polisiestasies in die Oos-Metropool, maar daar is ruimte vir verbetering.

Die polisie departemente in Wyoming het nie wetlike voorskrifte tot formele deelnemende bestuur soos in die geval van die SAPD nie. Die organisatoriese struktuur van die polisie departemente is ook minder burokraties as in die geval van die SAPD.

Die informele maniere om deelnemende bestuur te beoefen in Wyoming is soortgelyk aan Suid-Afrika ten spyte daarvan dat daar geen wetlike voorskrifte bestaan om dit te beoefen nie.

Dit is die beskeie mening van die navorser dat daar 'n duidelike beleid met betrekking tot die beoefening van deelnemende bestuur in polisie organisasies op stasievlak opgestel word, wat die bestaande wetgewing en kollektiewe ooreenkomste in die SAPD, asook die metodes om deelnemende bestuur te beoefen sal inkorporeer. Vakbondverteenwoordigers wat hul onderskeie lede verteenwoordig by die polisie stasies in die Oos-Metropool, Wes- Kaap moet gesensiteer word met betrekking tot hul rol en verantwoordelikhede. Bestuurders by die polisie stasies in die Oos-Metropool, Wes-Kaap moet weereens gesensiteer word met betrekking tot die wetgewing en kollektiewe ooreenkomste wat verband hou met deelnemende bestuur en dat daar 'n voorstelle kassie, kwaliteit sirkels en 'n deelnemende bestuursforum geïmplementeer word op stasievlak.



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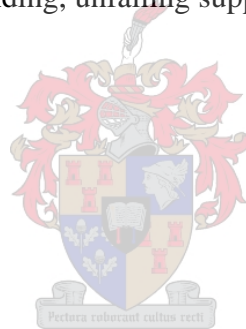


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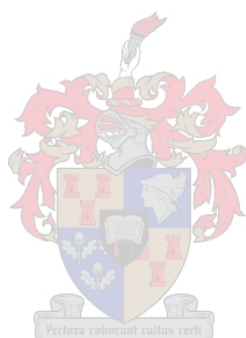
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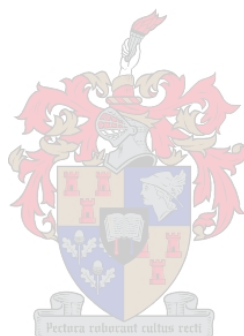
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Chapter 1: Introduction

1.1 Background

In 1994 the Reconstruction and Development Programme of South Africa stipulated that legislation must facilitate worker participation and decision-making in the world of work (African National Congress, 1994:114). The aforesaid statement was adhered to by means of the Labour Relations Act, Act 66 of 1995 (LRA) that was promulgated on 13 December 1995 in South Africa. Section 1(d) (iii) of the LRA specifies that one of its purposes is to promote employee participation in decision –making at the workplace.

Legislation is enforceable at organisations that function in the private and public sector of South Africa. The South African Police Service (SAPS) that is a public sector organisation will be used for the purposes of this research to evaluate participative management at station level.

In Chapter 5 of the LRA the importance to the establishment and functioning of a workplace forum as a method of participative management is discussed. Although there are legislative prescripts to participative management by means of a workplace forum, it is the opinion of the researcher that some of the police stations in the Eastern Metropole of the Western Cape do not know or understand the crucial importance of this process, since it is reflected in the lack of formal and informal procedures that are implemented to advance participative management.

It is of great importance to stipulate that the aforementioned opinion by the researcher is not just applicable to the SAPS, given that there are only 10 workplace forums registered at the Commission for Conciliation Mediation and Arbitration in South Africa as published by Backer on 2 May 2004. Over the past 10 years there have been 142 applications to establish a workplace forum, while only 42 were established of which 10 are functioning properly (Backer, 2004: 2). These 10 workplace forums are managed by four Technikons, one security company, one hospital, two catering companies, a diamond manufacturer and a shipping company (Backer, 2004: 2).

Prior to the implementation of the LRA the SAPS had a mechanistic bureaucratic organisational structure. It appeared that there were no opportunities created for personnel at ground level to participate in decision-making processes. It also appears that the management made authoritarian decisions, without consultation with personnel at ground level who were influenced directly by the decision that was made. It is thus apparent that these bureaucratic decisions by management made it virtually impossible for employees to have any influence on those matters that affected their daily functioning at a police station.

It is clear with reference to the legislative prescripts and advantages of participative management that bureaucracy has reached its limits. The simplicity and power of top-down, rule-based administration created competitive advantage in the past, but it blocks the responsiveness and continuous innovation that are the keys to the improvement of service delivery to the community of South Africa. This is why participative management must be seen as the road to success (Heckscher, 1995:16-21).

The highly competitive and ever changing environment in which the SAPS operates necessitates greater flexibility and quicker response of the SAPS to the ever-changing customer needs that can be established by means of participative management at station level. The LRA is a clear reference to the necessity of participative management in the workplace of any organisation that comprises out of labour and management.

1.2 Research Problem and Objectives

Is participative management being implemented by management in the police organisations at station level and if so to what degree?

At present there are various factors that might influence the implementation of participative management in police organisations at station level:

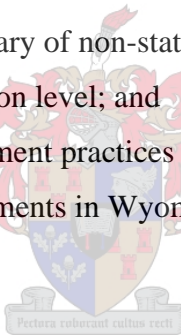
- the attitude of management and employees at ground level;
- worker participation in decision making; and
- formal and informal procedures to practice participative management in the workplace.

A consequence of the apparent lack of participative management at station level is that it has a negative impact on the morale and work performance of employees at ground level. The implementation of successful participative management at police station level will depend on the attitude of personnel and the availability of methods and non-statutory procedures to practice participative management.

The objectives of the study are to:

- determine what the attitude of the employees and management are towards participative management at station level;
- determine if participative management is being practised by management at station level;
- determine what formal and informal procedures are presently utilised to implement participative management;
- make recommendations if necessary of non-statutory procedures that will enhance participative management at station level; and
- benchmark participative management practices at the police stations in the Eastern Metropole with the police departments in Wyoming, United States of America.

1.3 Unit of Analysis



The population on which will be focussed in this investigation are the management and employees working at the different police stations in the Eastern Metropole, Western Cape as well as the management of the police departments in Wyoming, United States of America.

The Eastern Metropole, comprising of 22 police stations is one of the four policing areas in the Western Cape and is geographically located in the following figure, infra:

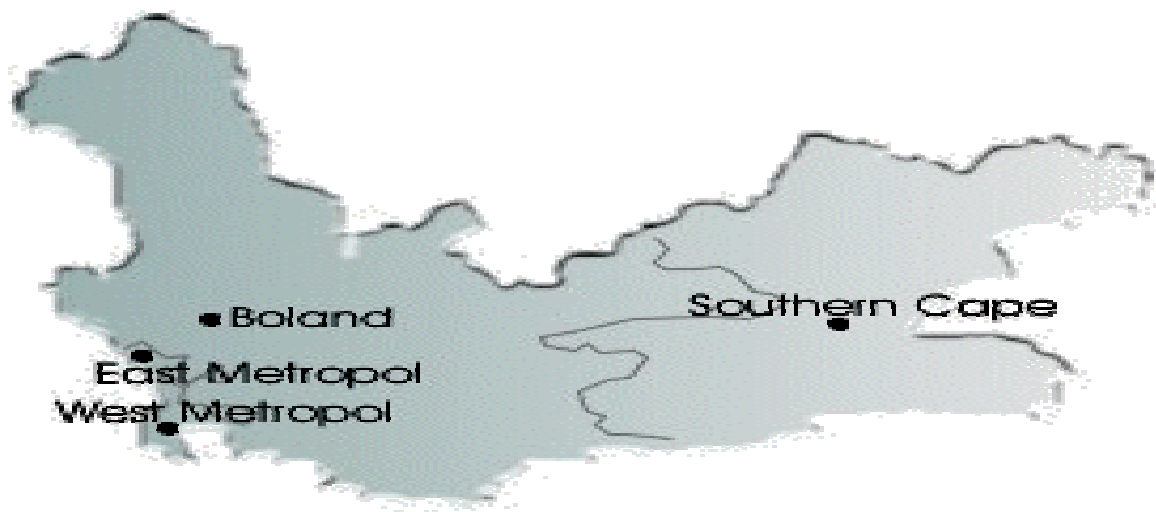
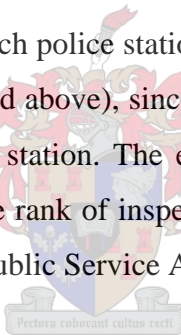


Figure 1.1: Geographical location of the Eastern Metropole in the Western Cape, South Africa.

Take note that the management of each police station is represented by the commissioned officers (from the rank of Captain and above), since they are exposed to and form part of the daily management at the police station. The employees will be represented by the non-commissioned officers (from the rank of inspector and below that include personnel that are appointed according to the Public Service Act, Act 103 of 1994).



1.3.1 The identified population in the Eastern Metropole, Western Cape.

The population of the Eastern Metropole comprises of 246 commissioned officers and 2962 non-commissioned officers. See attached Annexure A, letter 4/1/2 dated 14 May 2004 that confirm the aforementioned population statistics.

The following five police stations in the Eastern Metropole were identified by means of a probability random sampling technique:

- (i) Bellville;
- (ii) Bishop Lavis;
- (iii) Elsiesrivier;
- (iv) Milnerton; and
- (v) Ravensmead.

This technique ensures that the 22 police stations have an equal opportunity to be identified for the research analysis (Welman & Kruger 2002:53). Only a sample of five was used since the 22 police stations have the same organisational culture, rules, procedures, legislative framework and basic management principles.

An evaluation, by means of a case study, will be used to benchmark the results of this survey with the police departments in Wyoming, United States of America with relation to present practices implemented to enhance participative management. This evaluation by means of the case study will ensure an in-depth insight into the research topic (Mouton 2003: 150).

1.3.2 The identified population in Wyoming, United States of America

The following police departments in Wyoming were identified by means of the purposively non-probability sampling technique due to the geographical positioning that has an influence on the cost and time constraints of the case study (Welman & Kruger 2002:62):

- (i) Cheyenne;
- (ii) Laramie;
- (iii) Rawlins;
- (iv) Cody; and the
- (v) Police at the University of Wyoming, Laramie.

The identified police departments of Wyoming in the United States of America are geographically located as set out in the map hereunder:

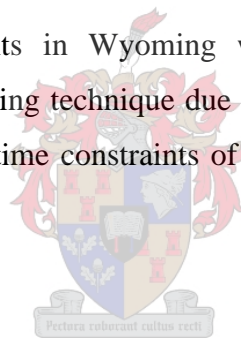




Figure 1.2: Geographical location of the identified police departments in Wyoming, United States of America

1.4 Research Design

The research design that will be used to address the research problem and objectives will entail a case study, survey and evaluation research.

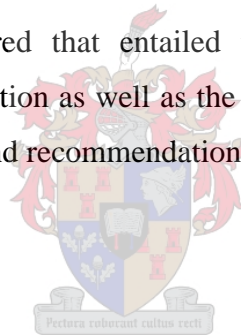
The term case study pertains to the fact that a limited number of units of analysis, such as an individual, a group or an institution are studied intensively. The objective of the case study is to investigate the dynamics of some single bounded system, typically of a social nature, for example an organisation, a practice or an institution (Welman & Kruger : 2002:189-190).

The aforementioned design is therefore appropriate to this research given that the practice of participative management at station level will be studied intensively and compared by means of a case study with the police departments in Wyoming.

In survey research the proportions of a population falling into particular categories of some variable are estimated on the basis of a sample drawn from the population. Typically this variable relates to individuals' opinions regarding some topic (Welman & Kruger: 2002:93). To therefore address the research problem and objectives, an opinion survey was used by means of a questionnaire and face-to-face interviews to determine the opinion of the identified population as mentioned in paragraph 1.3.1 and 1.3.2, supra in relation to the practice of participative management at station level.

An evaluation design was also used to address the research problem and objectives given that the analysis of data captured that entailed the completed questionnaires and interviews of the identified population as well as the literature review, were evaluated to provide comprehensive findings and recommendations to the research.

1.5 Research Methodology



To address the research problem an empirical study will be conducted which relates to phenomena in every day life (Mouton 2003:53). An empirical research design will be used due to the fact that participative management will be evaluated at station level. Primary - (questionnaires and interviews) and secondary data (literature review) collection will be used in the study.

1.5.1 Quantitative Methods

Structured questionnaires to be completed by the employees at the police stations in the Eastern Metropole. The random probability sampling technique will be used to identify the specific ground level employees that will have to complete the questionnaires.

There will be 150 questionnaires (a $\pm 21\%$ sample of the population) distributed to the identified employees at the five police stations in the Eastern Metropole. These questionnaires will be distributed to the employees at the five different police stations proportionate to size (Total of employees per station $\div 722 \times 150 = n$).

The amount of questionnaires to be completed are:

- (i) Bellville - 43
- (ii) Bishop Lavis - 33
- (iii) Elsiesrivier - 28
- (iv) Milnerton - 23
- (v) Ravensmead - 23.

According to Welman & Kruger (2002: 53), "...it ensures that each employee of the population has the same chance of being included in the sample and each sample of a particular size has the same probability of being chosen."

The researcher and the Heads of Human Resource Management at the five identified police stations as mentioned in paragraph 1.5.1 supra will do the distribution and collection of questionnaires.

The researcher is presently working as the Head of Human Resource Management at the Atlantis police station and thus has a direct contact with the other identified role players to administer the questionnaires.

1.5.2 Qualitative Methods

Basic individual interviews with the management of the five identified police stations in the Eastern Metropole and the identified police departments in Wyoming. The purposively non-probability sampling technique will be used to identify the specific personnel that form part of the management of the police stations and departments.

The Station Commissioner of each identified police station in the Eastern Metropole and the Chief of each identified police department in Wyoming will be interviewed on a face-to-face basis.

Literature survey by means of articles, newspapers, internet, books, management journals, and directives in the SAPS and approved Masters' theses on related research topics will be examined.

1.6 Conclusion

This chapter introduced the reader to the general background of the research topic, the problem statement and the general objectives of the research. The unit of analysis to the research will involve the personnel that represent the management and employees at five police stations in the Eastern Metropole, Western Cape as well as the management of five police departments in Wyoming, United States of America. The research design that will be used to address the research problem and objectives will entail a case study, survey and evaluation. A qualitative and quantitative research methodology will be followed to ensure that an indepth research is conducted to provide an objective and scientific evaluation of participative management in police organisations at station level. In the next chapter the general theory that relate to participative management will be discussed.

Chapter 2: Participative Management

2.1 Introduction

In any organisation that functions in the private or public sector, it is of the utmost importance that its employees form part of the decision-making process. To ensure the aforementioned, participative management can be practised. The purpose of this chapter is to introduce the reader to the key literature that relates to participative management.

The objective will therefore be a discussion on participative management, which will cover the following components:

- the meaning of participative management;
- the context of participative management;
- the formal and informal methods to practice participative management;
- the factors that influence participative management; and
- the advantages and disadvantages of participative management.

2.2 The Meaning of Participative Management

To understand what participative management means in the context of this research, it is imperative to explain to the reader what the individual concept of participation and management entails.

Hyman and Mason (1995:21) classify participation as state initiatives, which promote the collective rights of employees to be represented in organisational decision-making, or to the consequence of the efforts of employees themselves to establish collective representation in corporate decisions, possibly in the face of employer resistance.

According to Dubrin & Ireland, (1993:4) management is defined as the process of effectively and efficiently using an organisation's resources to achieve objectives through the functions of planning, organising, leading and controlling.

Effectiveness and efficiency are especially crucial aspects of management. Effectiveness means that the right things are done to provide a product of value or service, whereas efficiency indicates that resources are used wisely and are not wasted.

If the two concepts are used as one term, namely that of participative management, it entails a process of involving those employees who are influenced by decisions of the employer in making decisions (Author unknown, 2002: 1).

According to Bendix, (1996:551) participative management is the involvement of employees in the organisation and planning of work processes in the work place. The process of participative management involves two key concepts that are of increasing importance in the work place, namely consultation and joint decision-making. Consultation implicates an attempt by one party to influence another party's decision-making, whereas joint decision-making is when the employee and the employer jointly decide on an outcome for a problem that exists.

Marshall, (1982:16-17) states participative management can be divided into four different types of participation:

- (i) Participation in goal setting: employees, as individuals, with supervisors, or in groups, are involved in determining the goals that they will attempt to reach with respect to work performance and output.
- (ii) Participation in decision-making: is the participation of employees/subordinates in decision-making that may range from consultation, through having some influence on the outcome and the responsibility for the decision selected.
- (iii) Participation in problem-solving: requires the subordinates to analyse information and develop new ideas on the basis of that information.
- (iv) Participation in change: requires managers and employees to participate in generating, analysing and interpreting organisational data in order to develop specific innovative change solutions to organisational problems.

There are also three different approaches how participative management can be applied:

- (i) with respect to individual subordinates;
- (ii) in the context of the superior-subordinate relationship; or
- (iii) in a group context (Marshall, 1982:16-17).

Although the superior-subordinate participation is probably the most common, each of the three approaches seems feasible in different circumstances. In some organisational conditions it would be appropriate for individuals to set their own goals, make their own decisions, solve their own problems, or develop and carry out changes relevant to their own work. This type of approach will not be appropriate when several workers depend a great deal on one another in the normal conduct of their work activities (Marshall, 1982: 18).

Cangemi, Kowalski & Claypool (1985:7-8) and Plunkett & Fournier (1991: 48) describe participative management as:

- empowering teams and individuals to make decisions that relate to their own work.
- tapping the potential of employees.
- teams and individuals participating collaboratively.
- about developing organisations into “learning systems”
- making effective decisions.
- where the employees are involved in the decision-making process, although the manager has the responsibility for making the decisions. The key point is that the manager is very interested in the thinking and input of his employees, especially in decisions that will affect them.
- where managers will take time to obtain feedback from employees before they make the final decision that will affect them.
- a vehicle for combating resistance to change, since the employees are involved in the change process.
- a tool to obtain the commitment and trust from employees.
- a tool that develops- and actualises the potential of employees.

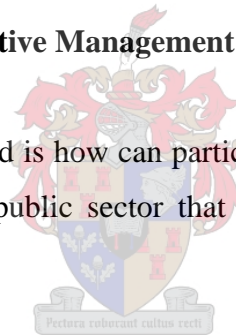
It is thus therefore important to note that the key concepts that are most commonly identified with participative management are those of delegation, influence, consultation and joint decision-making.

2.3 The Context of Participative Management

In the context of this study there will only be a focus on the internal role-players of an organisation with relation to participative management. The internal role-players are the employees and management of an organisation and do not include the external role players that are the cliental of the organisation.

2.4 The Methods of Participative Management

The question that needs to be asked is how can participative management be practiced in organisations in the private and public sector that comprises out of management and labour?



There are two different methods of practicing participative management in the private or public sector, firstly the formal or statutory method that refers to legally mandated opportunities for employees to participate in the decision-making processes in the workplace, and secondly, the informal or non-statutory that is based on a management-initiated participation (Author unknown, 2003: 144). The formal and informal methods to practice participative management can also be accomplished in a direct manner, when the employee participates directly with management in decision-making and an indirect manner, when a representative of the employees participates with management in decision-making (Finnemore, 2002: 143).

2.4.1 Formal Methods

Formal participation is legally mandated by means of the LRA and the Constitution of the Republic of South Africa, Act 108 of 1996.

This aforementioned legislation was instrumental in the establishment of industrial democracy in South Africa.

2.4.1.1 Workplace Forums

Workplace forums constitute a welcome addition to South African labour law. Their primary objective is to establish participative management at the work place. By involving employees in the running of the organisation it is hoped that commitment, productivity and efficiency will improve (Venter: 2002:449). Chapter 5 of the LRA, sections 78 to 94 describes the establishment and functioning of a workplace forum, which includes the following key features (Godfrey & Du Toit: 2000:12-14):

- A workplace forum can only be established :
 - in a workplace with more than 100 employees; and
 - if a majority registered trade union (or two or more registered unions that together have majority membership) applies for its establishment.
- A workplace forum is elected by all employees in the workplace (excluding senior management) and is charged with representing the entire workforce whether or not they are union members. If certain conditions are met, a union-based workplace forum can be established, which will entitle the union to appoint its shop-steward as the forum representative.
- The employer and the trade unions have a completely free rein to negotiate the design of the forum if they reach an agreement.
- The employer must :
 - hold regular meetings with the workplace forum at which it must present reports on the organisation's financial and employment situation, its performance since the last report and its anticipated performance in the short- and long- term.
 - consult the forum on any matters arising from the report that may affect employees in

the workplace.

- consult and reach consensus with a workplace forum before implementing any proposal concerning operational matters, changes in the organisation of work, operational requirements and the criteria for merit increases or the payment of discretionary bonuses. Other matters also include affirmative action and disciplinary codes and procedures.
- disclose to the forum all relevant information that will allow the forum to engage effectively in consultation and joint decision-making.

Given the aforementioned imperatives it is surprising to know that the establishment of a workplace forum is non-compulsory given the fact that in Germany and the Netherlands, work councils which served as reference points for the drafters of the LRA, are compulsory. The government however took heed of labour's perception of workplace forums as a threat to union organisation and left the power to establish forums in the hands of unions (Godfrey & Du Toit: 2000: 14).



Events have proven that the statutory worker participation by means of the workplace forums is ineffective given that there are according to Backer (2004:2), only 10 workplace forums registered at the Commission for Conciliation Mediation and Arbitration in South Africa. Over the past 10 years there were 142 applications to establish a workplace forum, only 42 were established of which 10 are functioning properly (Backer, 2004: 2).

Godfrey & Du Toit (2000:16) suggest that the following proposed amendments be made to the establishment of workplace forums in the following workplace situations:

- where there are fewer than 100 employees, i.e. forums can be established in organisations of any size.
- in which there is no registered trade union, the majority of employees can

apply to establish a workplace forum.

These proposed changes to the Act will therefore increase the possibility of workplace forums being established in workplaces of all sizes if there is majority support for a forum.

According to the research that was done by Kirsten & Nel (2000: 28-54) in relation to the role of workplace forums in the promotion of democracy and participation in the manufacturing sector of Gauteng, the researchers also suggested that the aforementioned amendments should be implemented.

2.4.1.2 Union Representatives

Shop stewards are elected by the union members, from amongst themselves to liaise with both management and the trade union body. Section 14 of the LRA governs the election of union representatives (shop stewards). It is thus a legal requirement that management allows the election and regards them as legitimate representatives of the union members employed by such management.

According to Venter, (2002: 74) the key responsibilities of union representatives entail the following:

- liaising between members and management;
- keeping union officials informed of management plans and decisions;
- assisting union members involved in grievances or disciplinary procedures;
- arranging union meetings; and
- ensuring that collective agreements between management and labour are implemented and monitored.

The representation of employees by the elected union representative is a legitimate method to ensure the participation of employees, indirectly to participate in decision-making by management.

2.4.1.3 Bargaining and Statutory Councils

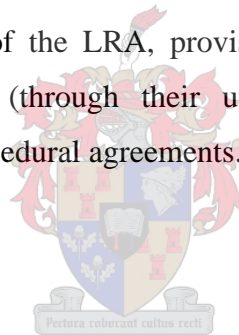
To promote centralised bargaining, the LRA makes provision for Bargaining and Statutory Councils. Bargaining councils are established when one or more registered trade unions and one or more registered employer's organisation request them (Author unknown, 2003: 158).

A bargaining council has two basic functions- collective bargaining and dispute settlement (Bendix 1996:285). The councils are therefore (through their union representatives) positioned to participate in:

- the prevention and settlement of workplace disputes; and
- conducting Conciliation and Arbitration in terms of the LRA.

A collective agreement concluded by a bargaining council binds all the parties that belong to the bargaining council.

According to Section 39 to 48 of the LRA, provisioning is also made for Statutory Councils where the employees (through their union representatives) are able to participate in the formation of procedural agreements.



2.4.2 Informal Methods

Informal participation is not envisaged in legislation and is based on the initiative of management to enhance participation by employees (Author unknown, 2003: 144). In the public sector, participation by employees will relate to the improvement of service delivery, whereas in the private sector it will focus on the participation of employees to enhance profitability.

2.4.2.1 Attitude Survey

This is a questionnaire survey of employees on a once-off or regular basis, which is designed to discover their views about a variety of factors, connected with their working environment.

This survey is generally only distributed to a sample of the employees that work for the

organisation (Hollinshead, Nicholls & Tailby, 1999: 385).

2.4.2.2 Quality Circle

A quality circle is defined as a small group of employees who meet voluntarily on a regular basis to identify, analyse and solve operational problems relevant to the organisation (Hollinshead et al., 1999: 385).

Quality circles also known as work improvement teams have been termed “the most popular form of participative management in American history.” These quality circles identify a problem, study it and present their recommendations for change and improvement to a committee of higher management that decides on the feasibility of implementation (Fisher, Schoenfeldt & Shaw, 1993: 438).

According to Finnemore, (2002:150) the typical characteristics of quality circles are that the members:

- are voluntary;
- are trained in team building and project management;
- are usually drawn from a single department;
- are doing similar work and all members are of equal status; and
- proposed solutions are evaluated and implemented where applicable.

2.4.2.3 Suggestion Scheme

This is a procedure which enables employees to put forward ideas to management for improvements at work and which provides for a system to reward for acceptable suggestions that improve productivity or service delivery and saves money for the organisation (Hollinshead et al., 1999: 385). The most common reasons for the failure of

the suggestion system is the difficulty and time – consuming procedure for submitting suggestions and the lack of a participative ethic in a organisation (Fisher et al., 1993: 444).

2.4.2.4 Information Sharing

Communication failures between management and employees are frequently considered by employers to be the cause of labour relations problems at ground level. Hence the new human resource management initiatives to give special attention to the effective sharing of information that is paramount in motivating employees and achieving a committed workforce.

Information sharing from the employer to the employee is often done through the use of notice boards, direct written communication, electronic communication through e-mail and Briefing Groups. This form is seen as pseudo- participation as the control of the media rests entirely in the hands of the employer (Finnemore, 2002: 148).

General criticism to this form of participation is the dissemination of information and the fact that every employee is not always informed of the latest “news” that is applicable to his or her working environment (Finnemore, 2002:148). It should be noted that information sharing does not allow full employee participation in organisational decision-making. In practice the employees are merely persuaded to accept decisions that have already been taken by management.

2.4.2.5 Financial participation

Financial participation is a method whereby employees are given an opportunity to secure a financial stake in the prosperity of the organisation. This method of participation is an

attempt to link the organisational goals more directly to the employee's goals by identifying a mechanism whereby financial rewards are related to an employee or group of employee's work performance. The various forms are employee's share ownership schemes (ESOPs), profit sharing, incentive schemes and co-operatives (Finnemore, 2002:152).

2.4.2.6 Scanlon Plan

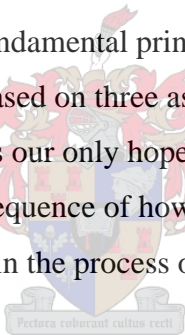
The Scanlon Plan was developed from the innovative work of Joseph Scanlon during the 1940s and 1950s. Joseph Scanlon is worldwide known as "the father of participative management" (Author unknown: 2002: 1).

The Scanlon Plan is based on four fundamental principles and processes:

Identity is the first principle that is based on three assumptions:

- (a) Change is a universal given and is our only hope.
- (b) A person's performance is a consequence of how they have been treated.
- (c) Every person and organisation is in the process of becoming better or worse.

(Author unknown: 2002: 4).



Participation is the second Principle.

Participation is defined as the opportunity which only management can give and the responsibility, which only employees can accept to influence decisions in their areas of competence. Practices that support participation are employee involvement, participative management, teams, flat organisations and suggestion systems.

Equity is the Third Principle

Equity is defined as a genuine commitment to account for the needs of all constituents including customers, investors and employees. Scanlon leaders regularly report the organisation's performance relative to customers, investors and employees needs. Practices that support equity are gain sharing, goal sharing, profit-sharing, balanced

scorecards, tracking and reporting of performance results (Author unknown: 2002: 5).

Competence is the Fourth Principle

Competence is defined as the ability to respond to the constant demand for improvement and change. It requires a commitment to be in a state of becoming something that you never were before.

Practices that support competence are training, development, job enlargement and Learning Organisations (Author unknown: 2002: 5).

The aforementioned principles and processes are not just a management tool to practice informal participation at the workplace, but also to enhance the effectiveness of the employees and the organisation as a whole.

2.4.2.7 Self-Managed Work Teams

A self-managed work team is an autonomous group whose members decide how to handle their tasks. The groups may be permanent work teams or temporary teams brought together to solve a problem or develop a new product. Often teams are composed of people from different parts of the organisation with different skills and backgrounds. Authority has been vested in the teams by upper management to manage their group processes, including production and personnel matters in order to accomplish their objectives (Harvey & Brown, 2001: 369).

Increased responsibility is placed on team members. Work teams are assigned a wide range of tasks including setting work schedules, budgeting, making job assignments, developing performance goals, selecting team members, and assessing job performance of fellow members, purchasing equipment and the controlling of quality (Harvey & Brown: 2001: 369).

2.5 Factors that influence Participative Management

2.5.1 Organisational Structure

The potential success of participative management is affected by the nature of the structure of an organisation. An organisational structure is mostly based on a value and belief system that differs from that of participative management (Plunkett & Fournier, 1991: 66).

To overcome this paradigm and to develop a strategy that will still enhance participative management in a bureaucratic organisational structure will entail a changed set of operational principles. The following figure explains the aforementioned statement:

Traditional Organisational Structure	Participative Management: Changed Principles
<ul style="list-style-type: none"> • Top-down direction is required for control 	<ul style="list-style-type: none"> • Top of organisation provides leadership (for example vision, goals & support) • Control is shared with those who influence results
<ul style="list-style-type: none"> • Clear signing authorities and decision-making levels 	<ul style="list-style-type: none"> • Shared decision-making on some issues • Signing authorities meet legal requirements, not operating requirements
<ul style="list-style-type: none"> • Information is restricted to key people 	<ul style="list-style-type: none"> • Information is necessary for operating people to do the job and make decisions
<ul style="list-style-type: none"> • Specialisation is key for job/work design 	<ul style="list-style-type: none"> • Generalisation (having multiple skills) is useful as well as specialization
<ul style="list-style-type: none"> • Relationships between units need to be managed by appropriate levels 	<ul style="list-style-type: none"> • Relationships between units need to be managed by those who needs to interact
<ul style="list-style-type: none"> • Bottom of the organisation exists to support the top 	<ul style="list-style-type: none"> • Top of the organisation exists to support the bottom

Figure 2.1: Strategy to enhance participative management in organisational structures (Plunkett & Fournier, 1991:67).

2.5.2 Worker participation and empowerment

The most important ingredient for the success of participative management in the workplace is the empowerment of employees. Empowerment is the process of giving employees the power to make decisions about their work (Harvey & Brown: 2001:239).

The concept of empowerment is based upon the belief that employees need the organisation as much as the organisation needs them and that leaders understand that employees are the most valuable asset in the firm (Harvey & Brown: 2001:239). Participative management requires responsibility and trust of employees.

It is important that management recognises the potential of employees to identify and to derive corrective actions to quality. If management refuses to act upon employee recommendations, the faith in the quality program will be destroyed (Stevens: 1993:20).

In an empowered organisation, employees should not expect to be told what to do, but they should know what to do. It is of the utmost importance that the employees in the organisation are empowered to take part in the decision-making and problem solving of the organisation. Without the empowerment of employees the success of participative management will be affected.

2.5.3 Attitudes of Management and Labour

Subordinates' resistance to participative management generally stems from their fear and distrust of the process itself as well as a general lack of knowledge and skills to engage effectively in participation (Venter:2002:465).

According to Venter, (2002: 465) the employees may resist involvement in participative structures due to:

- fear of possible repercussions from management who might view employee involvement as an interference and a threat; and
- fear of failure to adequately perform in participative structures – a sense of letting the team down.

Consultation is generally regarded as a weak form of participation in the work place due to the fact that the employer or managers see it as an unnecessary burden to doing

business. Trade unions on the other hand regard it with suspicion believing that it enables managers to bypass the existing negotiating mechanisms in the organisation (Van der Walt, 2003: 20).

The disadvantages to participative management as identified by Lawler (1990:38-40), that will be discussed in paragraph 2.6 infra are also a general reflection of the attitude that management has towards participative management.

2.5.4 **Legislation**

Legislation that relates to participative management, and that has a profound impact on the practicing thereof in South Africa includes the:

(i) Constitution of the Republic of South Africa, Act 108 of 1996.

The specific sections in the Act that have a positive influence on the compliance to participative management in the workplaces of organisations in the private or public sector of South Africa are those set out in Chapter 2 (Bill of Rights):

- Section 9: Equality: everyone is equal before the law and has the right to equal protection and benefit of the law.
- Section 10: Human dignity: everyone has inherent dignity and the right to have their dignity respected and protected.
- Section 15: Freedom of religion, belief and opinion: everyone has the right to freedom of conscience, thought, belief and opinion.
- Section 16: Freedom of expression: everyone has the right to freedom of expression, which includes freedom to receive or impart information or ideas.
- Section 23: Labour relations: everyone has the right to fair labour practice.
- Section 32: Access to information: everyone has the right of access to any information held by the state or by another person that is required for the exercise or protection of any rights.
- Section 33: Just administrative action: everyone has the right to administrative action

that is lawful, reasonable and procedurally fair.

(ii) Labour Relations Act, Act 66 of 1995.

The general chapters that mandate the practice of participative management are:

- Chapter 3: Collective bargaining that relates to the formal methods of practicing participative management for example by means of union representatives, collective agreements, bargaining and statutory councils as previously discussed *infra*.
- Chapter 5: Workplace forums as discussed previously in paragraph 2.4.1.1, *infra*.
- Chapter 7: Dispute resolution of decisions that effect an employee or employees, by means of the Commission for Conciliation, Mediation and Arbitration, the Labour Court and the Labour Appeal Court.

(iii) Promotion of Administrative Justice Act, Act 3 of 2000.

The purpose of this act is to ensure that administrative action is lawful, reasonable and procedurally fair as contemplated by Section 33 of the Constitution of the Republic of South Africa, 1996.

According to section 1 of the Act, an administrative action means any decision taken or any failure to take a decision by-

(a) an organ of state, when-

- exercising a power in terms of the Constitution or a provincial constitution; or
- exercising a public power or performing a public function in terms of any legislation

(b) a natural or juristic person, other than a organ of state, when exercising a public power or performing a public function in terms of an empowering provision.

Therefore any decision made by an administrator that represents an organ of the state for example the South African Police Service or any natural or juristic person must comply with requirements as stipulated in Sections 3 (2)-(4) of the Act.

According to Section 3(2) the administrator or manager must give the person who will be affected by a decision:

- adequate notice of the nature and purpose of the proposed administrative action;
- a reasonable opportunity to make representations;
- a clear statement of the administrative action;
- adequate notice of any right or internal appeal, where applicable; and
- adequate notice of the right to request reasons for the administrative action.

Section 3(3) stipulates that the administrator or manager may in his or her discretion give the person who will be affected by a decision an opportunity to:

- obtain assistance and, in serious or complex cases, legal representation;
- present and dispute information and arguments; and
- appear in person.

The discretion to the aforementioned rights as stipulated in Section 3(2) of the person or employee who will be affected will depend, according to Section 4(b) on:

- the objects of the empowering provision;
- the nature and purpose of, and the need to take the administrative action;
- the likely effect of the administrative action;
- the urgency of taking the administrative action or the urgency of the matter; and
- the need to promote an efficient administration and good governance.

A person whose rights have been materially and adversely affected by an administrative action may request the manager who made the decision to give the reasons in writing for his decision within 90 days.

(iv) Promotion of Access to Information Act, Act 2 of 2000.

The purpose of this Act is to give effect to the constitutional right of access to any

information held by the State and any information that is held by another person and that is required for the exercise or protection of any rights.

(v) Employment Equity Act, Act 55 of 1998.

With reference to participative management, the purpose of this Act is to promote the constitutional right of equality and to eliminate unfair discrimination in employment.

2.6 Advantages and Disadvantages of Participative Management

It is important to stipulate the advantages of participative management so as to emphasise why it is necessary to practice and implement it in an organisation.

The advantages of participative management if practiced soundly in an organisation are:

- According to Bendix, (1996:551-552):
 - Enhanced involvement of the employee in the organising and planning of work procedures;
 - Increased commitment and involvement by employees; and
 - Increased motivation and higher productivity of employees.
- According to Finnemore, (1998: 165):
 - Provides employees with an institutionalized voice in managerial decision making;
 - Benefits employers by raising productivity and profitability; and
 - Facilitates a shift from adversarial bargaining at the workplace to joint problem solving by employees and employers.
- According to Anstey, (1997: 15) employee participation by means of a workplace forum offers opportunities for:
 - Greater competitiveness through improved quality and productivity;
 - Improved organisational communication and coordination;

- More effective organisational design;
- Greater legitimation of decision making through consultation and sharing of powers;
- Individual employee development; and
- Improved conflict handling.

The expected advantages according to Lawler, (1990:38-40) are:

- Improved, more innovative and efficient work methods and procedures;
- Better communication between management and workers and across work units;
- Attraction and retention of employees (improvement results from increased satisfaction and involvement);
- Greater staffing flexibility (increased flexibility results from cross-training and teamwork);
- Reduced tardiness, turnover, and absenteeism;
- Increased service and product quality (higher motivation and better methods increase quality);
- Higher productivity and output;
- Reduced staff support and supervision requirements (more “self-management” and broader skills reduce the needs for staff support and supervision);
- Expansion of staff skills (problem-solving as well as technical skills are developed);
- Improved morale and job satisfaction; and
- Better decisions (better input and decision-making processes improve the quality of decisions).

The abovementioned advantages are also identified by Kirsten & Nel, (2000: 46), if participative management is practised through a workplace forum.

In general participative management will ensure that the employees at ground level will have the opportunity to have a say in the management of the organisation and will feel that they are empowered to influence the service delivery to their respective clients.

Although there are numerous advantages identified by the abovementioned authors, there are also disadvantages to participative management:

- Salary and training costs (developing new skills and responsibilities for lower-level participants results in increased salaries and additional training);
- Support personnel (if the new program creates a new structure that needs support and management, support personnel must increase);
- Expectations for organisational change and personal growth and development opportunities (any programme that talks about participation increases expectations of organisational change and personal growth, which, if it is limited or fails, results in dissatisfaction and cynicism);
- Resistance by middle management and/or by staff support groups (if they are not positively affected by the program, they may resist it); and
- Lost time, due to the fact that participation takes time and can slow decision-making because a number of people have to understand and accept the decision (Lawler 1990:38-40).

In 1993, Lawler (1993:174-177) emphasised the strategic benefits of participative management, arguing that decisions could be made more rapidly and flexibly when power is moved to the lowest possible level and when workers, especially knowledge

workers, were empowered and motivated by these changes. Overhead costs can be greatly reduced, increasing the organisation's competitive advantage, and better use can be made of capital-intensive technologies by improved problem solving and adaptive behaviour.

Bolle de Bal (1992: 603-610) points out that those at different positions in the organisation have different interests and hence different perspectives on the benefits and costs of providing direct participation mechanisms for employees. His summary of the advantages and disadvantages of direct participation from the perspective of employers, workers, and union representative is shown in Table 2.1, infra:

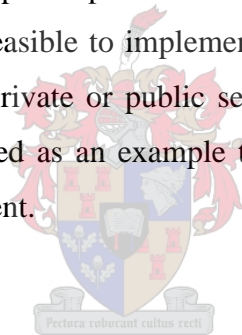
Function	Employer Advantages	Employer Disadvantages	Worker Advantages	Worker Disadvantages	Union Advantages	Union Disadvantages
Ideological	Work humanisation & integration	Criticism of managerial authority	Recognition	Manipulation	Exercise counter power	Paternalism & manipulation
Economic	Improvement of work force and management efficiency	Cost	Profit sharing & the use of skills	Cost, time & energy	Exercise counter power	Paternalism & manipulation
Psychological	Motivation & stress reduction	Tension & frustration	Job enrichment & stress reduction	Additional responsibilities	Exercise counter power	Paternalism & manipulation
Organisational	De-bureaucratisation	Bureaucracy-slowness	Decentralisation		Exercise counter power	Paternalism & manipulation
Sociological	Social regulation & control	Middle management frustration & union opposition	Integration	Alienation	Exercise counter power	Paternalism & manipulation

Table 2.1: Advantages and disadvantages of direct participation from the perspective of employers, workers and union representatives. Bolle de Bal (1992: 603-610)

2.7 Conclusion

In this chapter the reader was informed of the general literature that relate to participative management which entailed the general meaning of participative management that is defined according to Bendix, (1996:551) as “...the involvement of employees in the organisation and planning of work processes in the work place...” and that this management style also involves two key concepts that are of increasing importance in the work place, namely consultation and joint decision-making. There are four different types of participation and three approaches to practice this type of management style. Participative management can be practised by means of formal and informal methods. General factors that have an influence on the successful implementation of participative are the organisational structure, attitudes of management and labour, legislation and the empowerment of employees.

The advantages and the legislative prescriptions that relate to participative management is a clear indication that it will be feasible to implement this type of management style in any organisation whether in the private or public sector. In the next chapter the South African Police Service will be used as an example to evaluate the implementation and practice of participative management.



Chapter 3: Participative Management in the South African Police Service

3.1 Introduction

The South African Police Service is a public sector organisation of the Republic of South Africa and has executive authority to the provisioning of safety and security for the citizens of South Africa. Although the SAPS has a post militaristic culture, there is legislation in South Africa as previously mentioned in chapter two that regulate the enforcement of participative management.

The purpose of this chapter is to determine if participative management is generally being practised in the SAPS and more specifically at station level? The objective of this chapter is therefore a discussion on the following topics that relate to the purpose of this chapter:

- background on police stations;
- history of participative management in the SAPS;
- policy on participative management; and
- methods used to practice participative management.

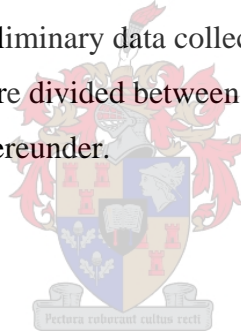
3.2 Background on Police Stations

South Africa has a population of $\pm 46\,856\,607$. Its land surface comprise of $1\,219\,090$ square kilometres. The land surface is divided into nine provinces that consist out of 43 policing areas that accommodate 1132 police stations (Profile: SAPS National, 2005).

The Western Cape that is one of the nine provinces in South Africa, has an estimated population of $\pm 4\,782\,237$ with a land surface of $124\,706$ square kilometres. The Eastern Metropole is one of the four policing areas in the Western Cape. This Metropole has a land surface of $1\,382$ square kilometres, an estimated population of $\pm 1\,621\,243$ and accommodates 26 police stations (Profile: SAPS Western Cape, 2005).

To prevent confusion the reader must take note that there were only 22 police stations in the Eastern Metropole with the preliminary data collection for the research in May 2004.

A police station's responsibilities are divided between different work units and are explained by means of the figure hereunder.



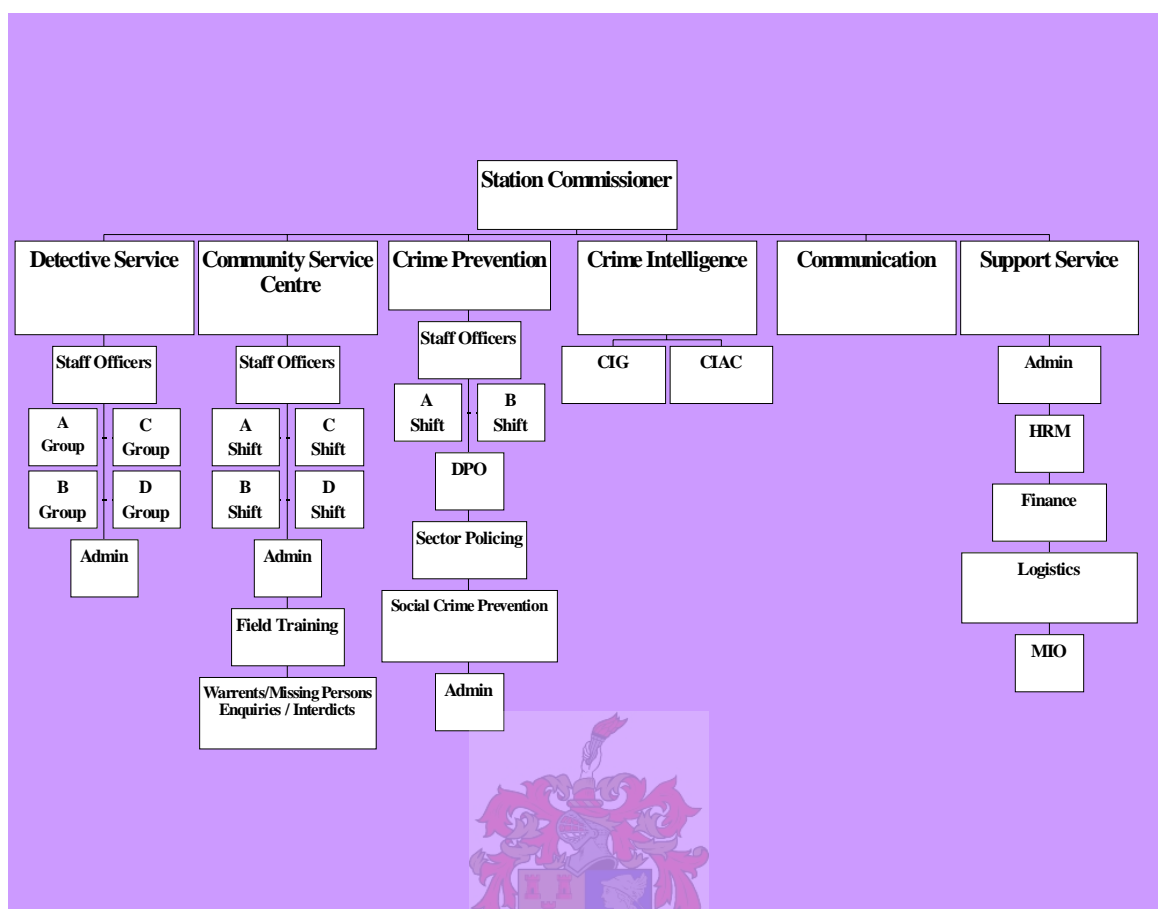


Figure 3.1: Organisational structure of a typical police station in South Africa (Rossouw, 2005).

The personnel at any police station in South Africa are usually divided between operational- and support services. The operational service is represented by the detectives, community service centre, crime prevention and crime intelligence. The support services however include administration, human resource management, finances, logistics, communication and the management information office.

The chain of command at station level in the Western Cape requires that the Station Commissioner must report to the Zone Director, Area-, Provincial- and National Commissioner (Mostert, 2005).

3.3 History of Participative Management in the South African Police Service.

Prior to 1994, during apartheid the police of South Africa were used as a political

instrument to enforce a discriminatory and undemocratic system. Public accountability was limited and the role of the police as protectors of citizens' rights to safety and security was absent. White males dominated internal structures and the organisation had a strong paramilitary character (Simeka, undated: 82).

In the old police force members were excluded from the old Public Service Labour Relations Act. On the 5 November 1989, junior ranks started organising and formed POPCRU (Police, Prisons and Civil Rights Union) that was subjected to negative publicity and resistance from the government. In 1990 the South African Police Union (SAPU) was set up, partly as a counter to the POPCRU initiative (Simeka, undated: 82).

South Africa became an internationally accepted democracy in 1994 when President Nelson Mandela was elected as the first President of the new South Africa, bringing the era of "apartheid" to an end. This new democratic order brought about many changes in the country and also had a substantial impact on policing (SA Police Service History, 2005). Prior to 1995, South Africa was divided into the so-called TBVC States (Transkei, Bophuthatswana, Venda and Ciskei) Self-Governing Territories and Development Regions (old South Africa).

The TBVC States had independent status but were not widely recognised by the international community.

The TBVC States and Self-Governing Territories were also referred to as Homelands. These so-called Homelands were the following:

- TBVC States: Transkei, Bophuthatswana, Venda and Ciskei
- Self-Governing Territories: Gazankulu, Kangwane, Kwandebele, Kwazulu, Lebowa and Qwaqwa

Every homeland had its own policing agency, bringing the total number of policing agencies in the country to eleven (10 homelands + the old South African Police). All eleven policing agencies had different uniforms, rank structures and conditions of service and were established under different pieces of legislation (SA Police Service History,

2005).

With the adoption of the interim Constitution in 1993, the Homelands and old development regions were abolished and integrated into a united South Africa with nine provinces that is geographically illustrated in the figure, infra:

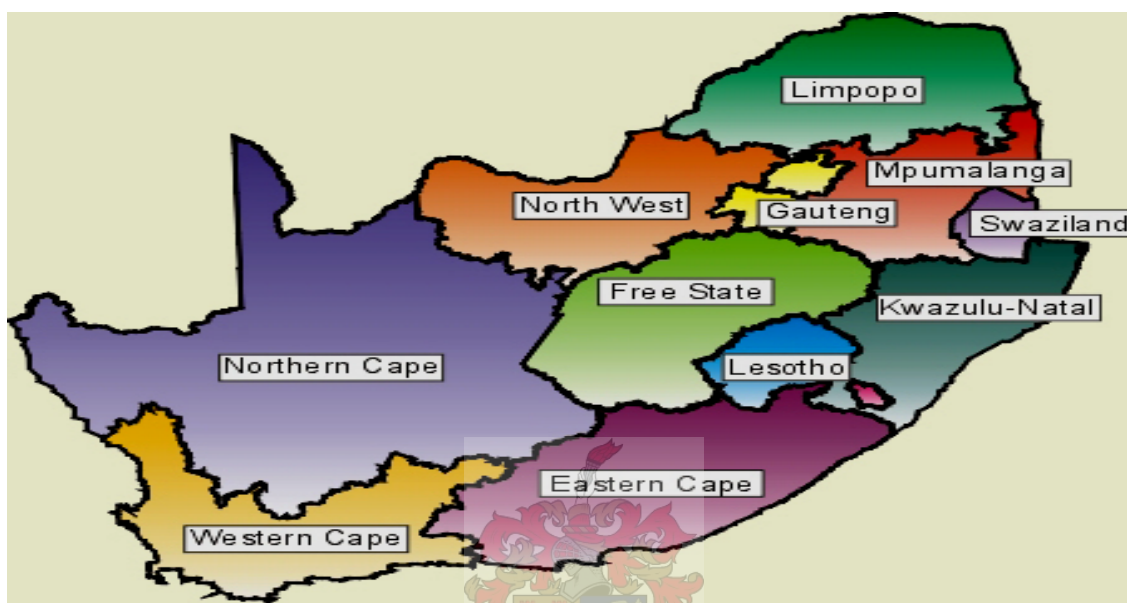


Figure 3.2: Geographical location of the nine provinces in South Africa.

Note: Swaziland and Lesotho are countries and not part of the nine provinces in South Africa.

The new Constitution of 1996 established a single National Police Service for South Africa under the executive command and control of a National Commissioner who is appointed by the President.

On 29 January 1995, General George Fivaz was appointed by President Nelson Mandela as the first National Commissioner of the new South African Police Service. George Fivaz had the responsibility to first and foremost amalgamate the 11 policing agencies into a single united South African Police Service and secondly to align the new Police Service to new legislation and the process of transformation in South Africa (SA Police Service History, 2005).

After the appointment of the National Commissioner of the “new” SAPS the police was subjected to intense pressure for transformation in terms of internal systems and service

delivery.

Both the Constitution of the Republic of South Africa (Act 108 of 1996) and the Labour Relations Act (Act 66 of 1995) impacted on the nature of this transformation process where the latter legislation enshrined basic labour rights for SAPS members and established collective bargaining, dispute resolution mechanisms and grievance and disciplinary procedures (SA Police Service History, 2005).

Despite the aforementioned legislation the following are also relevant in the SAPS:

- Basic Conditions of Employment Act, Act 75 of 1997;
- Employment Equity Act, Act 55 of 1998;
- Employment Equity Act, Act 55 of 1998;
- Skills Development Act, Act 97 of 1998;
- Skills Development Levies Act, Act 9 of 1999;
- Promotion of Access to Information Act, Act 2 of 2000; and
- Promotion of Administrative Justice Act, Act 3 of 2000.

3.4 Policy on Participative Management

It was established after thorough research by the researcher that there is presently no official policy document on “participative management” in the South African Police Service. There are however other initiatives by the employer that relate to participative management:

- training that include the officers’ course, strategic management and improved labour relations workshops (Project 6);
- collective bargaining where the agreements that are reached at the Public Service Coordinating Bargaining Council and the Safety and Security Sectoral Bargaining Council are implemented. Examples of these agreements that relate to participative management are discussed in paragraph 3.4, hereunder;
- it is also recommended by the management at National, Provincial and Area level that a station forum should be established at station level to enhance service delivery; and the
- representation by union representatives at recruitment interviews, employment equity

forums and general management meetings.

3.5 Methods used to practice Participative Management.

The first formal method to practice participative management in the SAPS is by means of collective bargaining that is enshrined in Chapter 3 of the LRA. The process of collective bargaining in the SAPS is explained in the following table:

Functions - Regulates matters, rules, norms and standards across the public sector. - Negotiates terms and conditions applicable to two or more sectors.	Public Service Commission	Public Service Coordinating Bargaining Council (PSCBC)	All public service trade unions
Seeks to promote labour peace, sound employee relations, collective bargaining and effective dispute resolution.	SAPS National Management Team	Safety and Security Sectoral Bargaining Council (SSSBC)	Trade Union Reps. at Nat. Level (SAPU & POPCRU)
Functions : Negotiate collective agreements over mutual interest, prevent and resolve labour disputes, implement and monitor SSSBC & PSCBC agreements.	Secretariat		
	Executive Committee		
Issues and Functions: - Deals with matters of mutual interest - Deals with matters referred from the PSCBC. - Deals with matters within the competence of the Provincial Commissioner. - Refers national issues to SSSBC.	SAPS Provincial Management Team	Safety and Security Provincial Bargaining Chamber	Trade Union Reps. at Provincial level (SAPU & POPCRU)
Issues and Functions: - Deals with matters of mutual interest - Deals with matters referred from the SSSBC. - Deals with matters within the competence of the Area Commissioner. - Refers provincial issues to SSSBC.	SAPS Area Management Team	Safety and Security Area Bargaining Chamber	Trade Union Reps. at Area level (SAPU & POPCRU)
Issues and Functions: - Representative of collective and individual grievances of employees. - Discipline. - Daily workplace relations. - Station performance issues.	Station Management Team	Station level relations	Trade Union Reps. at station level (SAPU & POPCRU)

Figure 3.3: A visual illustration of collective bargaining in the South African Police Service (Simeka, undated: 99).

The aforementioned collective bargaining in the South African Police Service ensures

that the mutual agreements that are negotiated in the PSCBC and SSSBC between the employer and the employees that are represented by POPCRU and SAPU are implemented and strictly complied with.

Examples of some of the agreements that have been enforced in the SAPS since 1995 and that relate to participative management:

- Agreement 5/1996: Process of Rationalisation, Reorganisation and Consolidation of the SAPS.
- Agreement 2/1999: Guidelines for consultation/negotiation between SAPS management and organised labour.
- Agreement 5/1999: Transfer policy and procedures.
- Agreement 12/1999: Roles and responsibilities of Shop Stewards.
- Agreement 2/2000: Implementation of Chapter two of the Basic Conditions of Employment Act, 75 of 1997.
- Agreement 3/2001: Full time Shop Steward Guidelines.
- Agreement 10/2001: Promotion of Employment Equity and Elimination of unfair Discrimination.
- Agreement 8/2001: Grievance procedure: Transitional Arrangements.
- Agreement 1/2001: Joint training framework: Labour Relations.
- Agreement 5/2002: Working hours in the SAPS.

The second formal method to practice participative management is by means of shop stewards at station, area, provincial or national level. The responsibilities of shop stewards that are elected by employees are:

- consultation with management on matters affecting the interest of employees within its constituency.
- the discussion of grievances by members with management.
- to negotiate on all issues which concern members.
- to report back to members after each meeting with management.
- to ensure that management abide to and implement agreements reached and decisions that were made.

- to act as a “watch dog” over members rights in the workplace.

Thirdly, the statutory implementation of a Workplace Forum according to Section 80 of the LRA has not yet been finalised by the SAPS, since the worker organisations will first have to negotiate the establishment at National level according to the principles of the LRA.

The aforementioned statement was communicated to the Station Commissioners in the Eastern Metropole by means of a directive with reference 45/13/2 dated 1998-05-13.

There are however police stations that have established a non–statutory station forum by means of a mutual agreement between the management and employees at the police station to give structure and effect to a participatory system.

This agreement and the participatory system will fall outside the scope of Chapter 5 of the Act. However, the agreement if properly formulated will be enforceable in the same manner as any contractual agreement (Israelstam & Marais, 1996:93).

In certain circumstances the parties to the collective agreement could utilise the provisions of sections 23 and 24 of the Labour Relations Act. The latter deals with the legal effect of collective agreements and related disputes (Israelstam & Marais, 1996:93).

Informal methods that were identified to practice participative management by means of the personal interviews that was held entail the following:

- the sharing of information from the employer to the employee that is done through the use of notice boards, direct written communication, briefing groups, official magazines and face to face communication.
- management by walking around to get new ideas and suggestions from employees.
- meetings with supervisors.
- the enhancement of team performance by means of awards.

(Personal Interviews: Elbrink, Kiewitt, Oktober, Swart & Van Der Westhuizen, 2004).

Another informal method is that of sector policing that entails an approach to policing whereby the service area of a police station is divided into smaller, manageable areas known as sectors.

For each sector, the management of the police station appoints a police official who is known as the sector commander. This commander has a extremely significant role in the decisions that are made by the management to prevent and investigate crime in this sector.

3.5 Conclusion

To ensure that the purpose of this chapter was achieved the researcher had to evaluate and inform the reader of the general background of policing at station level, the history of participative management in the SAPS and to determine the methods that are used to practice participative management and to establish whether there is a existing policy in the SAPS to implement and practice participative management. The analysis indicated that there are formal methods used to practice participative management at area, provincial and national level. Informal methods are available at station level and that there is a need for the compilation of a clear policy on participative management. The next chapter will entail a comparison to the practice of participative management by means of a benchmarking with the police departments in Wyoming.



Chapter 4: Participative Management at the Police Departments in Wyoming, United States of America

4.1 Introduction

Participative management is a well known leadership attribute and is known to be practised in most countries of the world. The practice of this management style was evaluated and benchmarked with the police departments in Wyoming to ensure an in-depth insight into the research topic. Although the context of policing in South Africa is different to that of Wyoming, this management practice is applicable to any manager or management of any organisation in the world.

The purpose of this chapter is to determine if participative management is generally being practised in the police departments of Wyoming and to whether there are any good practices that could be implemented in South Africa? The objective of this chapter is therefore a discussion on the following topics that relate to the purpose of this chapter:

- background on police departments;
- policy on participative management; and
- methods used to practice participative management.

4.2 Background on Police Departments

Wyoming has a population of $\pm 493\ 782$. Its land surface comprise of $\pm 253\ 512$ square kilometres that accommodate 263 cities and towns (Wyoming Department of Transportation, 2004). The citizens that live in Wyoming are protected and served by different federal and state policing agencies.

The Federal Bureau of Investigations (FBI) and the Criminal Intelligence Agency (CIA)

are appointed under federal law and has jurisdiction to provide a policing service in any of the 50 states in America (Fecht, 2004).

The state of Wyoming is divided into 23 counties. Each county has a sheriff's department that has jurisdiction over the county that include every city and town in the designated county. Any city in one of the 23 counties has the authority by means of state law to establish a police department and to appoint a chief that is responsible for the safety and security of the citizens in his or her city (Fecht, 2004).

In Wyoming there are 41 police departments established to provide safety and security to its citizens. These police departments are under the authority of the Civil Service Commission of each city and therefore implicate that the chief of each police department must report to the mayor of the city in relation to the civil service provided by his or her department (Fecht, 2004).

A police department's responsibilities are divided between different work units and are explained by means of figure 4.1.



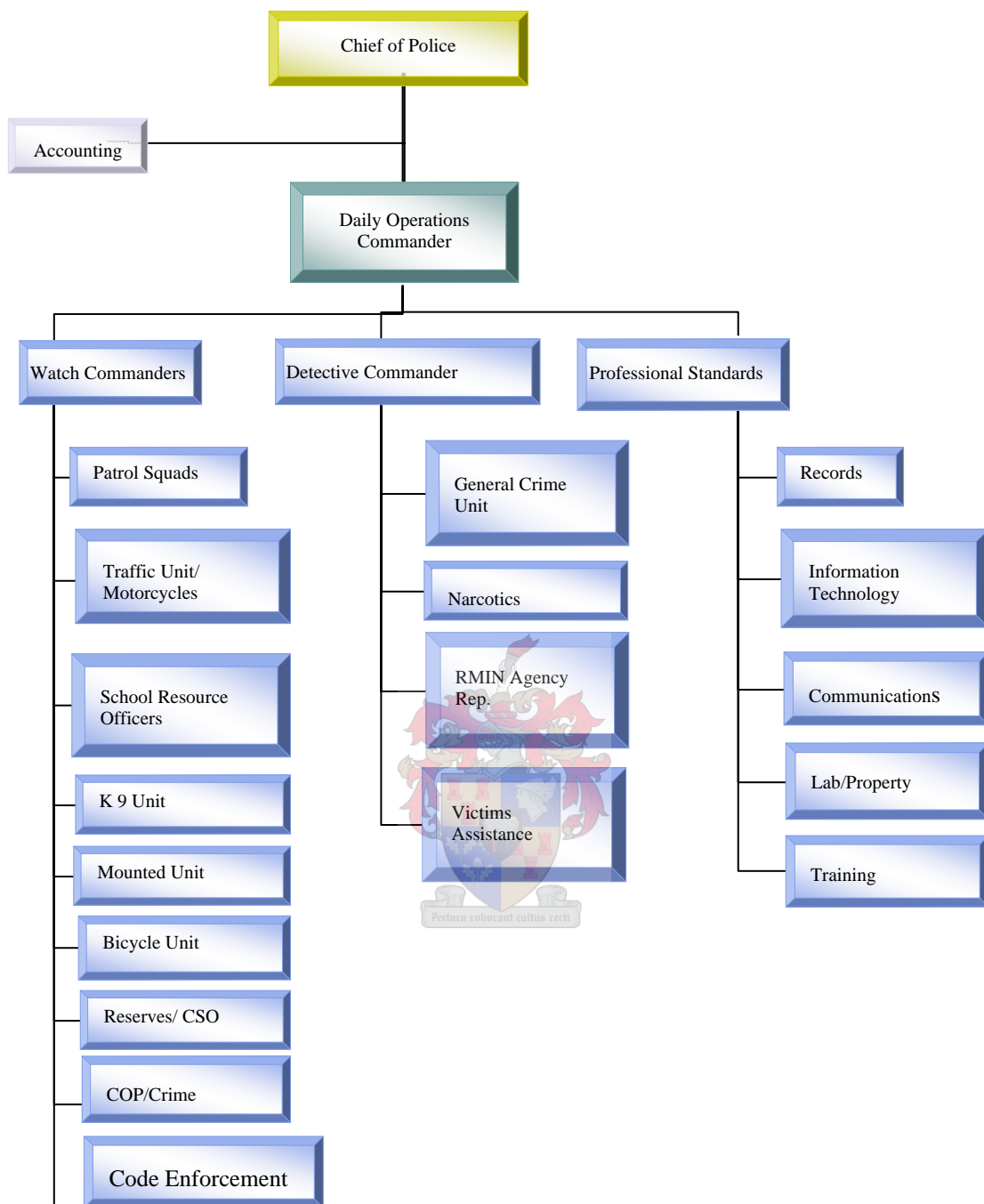


Figure 4.1: Organisational structure of the police department of Cheyenne (Fecht, 2004).

According to Banks, Fecht, Kyritsis, Reed & Rockvam, (2004) the following organisational work methods are mostly practised at the police departments in Wyoming that vary from the police stations in South Africa:

- the jurisdiction and responsibility of policing in a county, that entail the investigation and prevention of crime is divided between the following policing agencies:
 - Police Department of a City;
 - Sheriff's Department;
 - Highway Patrol;
 - FBI;
 - CIA; and
 - Police Department of a University.

The police department of a city has only authority to provide a policing service to the citizens in the precinct or designated area of the city. The Highway Patrol is responsible for the policing of highways between the different cities and towns in a county and the Sheriff's Department has jurisdiction in all the cities and towns of a county, whereas the police department of a University, only has jurisdiction in the designated area of the university itself. The FBI and the CIA have jurisdiction to investigate crime in any of the counties in the 50 states of America.

- A mutual agreement exists between the police and sheriff's department that the latter will not interfere with the policing activities of the city by the police department.
- The police departments do not have a community service centre that is physically manned by employees to assist the citizens to lay a complaint or to open a case docket. This service is provided by means of a call centre that is manned on a 24 hour basis by civilians, where the patrol officers personally attend to the complainant.
- The general support services (Logistics, Finances and Human Resource Management) to the operational employees of the police department are usually provided by the City Council.
- Crime intelligence is not an established work unit at the police department and it's the responsibility of the detectives.
- The service conditions and compensation of employees vary at the different police departments.

- The organisational structure of each police department is mostly different from one another.
- Traffic violations are the responsibility of the police department.
- Specialised units for example the K 9 and narcotics are mostly available at department level.

4.3 Policy on Participative Management

It was established after the personal face-to-face interviews with the Chiefs of the five identified police departments in Wyoming and related literature surveys (qualitative research methods) that there are presently no official policy documents on “participative management” at the police departments in Wyoming. The researcher also established that there is no legislation that is applicable to the police departments in Wyoming that requires collective bargaining, appointment of shop stewards and general legitimate participation between the employer and employees to enhance participative management.

4.4 Methods used to practice Participative Management

At present there are no formal methods to practice participative management at the police departments in Wyoming, due to the lack of legislation that ensures the necessary compliance and implementation thereof. According to Banks, Fecht, Kyritsis, Reed & Rockvam, (2004) the informal methods that are practiced by some of the police departments to enhance participative management entail the following:

- a monthly management meeting that the different supervisors also attend;
- meetings on a monthly basis within the different units (detectives, patrol officers, support services etc.);
- a supervisors meeting twice a month;
- a compulsory meeting once a month which the whole police department attends;
- a Employee Committee Meeting once a month – three representatives not supervisors from the detectives, patrols and community services complaints = quality circle;

- weekly meetings with the Police Protective Association representative;
- electronic mail; and a
- open door policy.

The managers at the police departments in Wyoming are also exposed to formal training that relate to participative management which include courses in “total quality management” and a general middle management course for police officials that are utilised as supervisors (Reed, 2004).

4.5 Conclusion

This chapter entailed a general discussion on the context of policing and the organisational work methods at the police departments in Wyoming. The methods that are used to practice participative management is of an informal nature due to the fact that there are no legislation that permit joint consultation and decision-making between the management and employees at the police departments. There are more different informal methods available at the police departments in Wyoming than the police stations in the Eastern Metropole of the Western Cape. The distribution of information and providing of suggestions by means of electronic mail to and by each individual employee who work at the police department are not accessible and available for the employees who work at the police stations in South Africa. As in the case of the SAPS, the police departments in Wyoming also do not have a policy on participative management.

The purpose of this chapter was achieved given that the analysis indicated that participative management is being practised at the police departments and that there are other informal methods used in Wyoming to practice participative management that include electronic mail and quality circles.

The next chapter will involve a survey by means of a questionnaire and face-to-face interview with the unit of analysis as previously discussed in paragraph 1.3 supra to

ensure that the research is more scientific.

Chapter 5: Data Gathering and Analysis

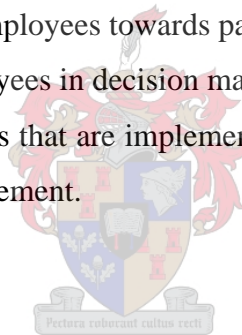
5.1 Introduction

This chapter will comprise of the gathering of data and the subsequent analysis thereof. The aforementioned incorporated a quantitative method by means of a questionnaire that was completed by the employees at the identified police stations in the Eastern Metropole, Western Cape as well as a qualitative method that included a basic individual interview with the management of the five identified police stations in the Eastern Metropole and the identified police departments in Wyoming.

The purpose of this chapter is to determine by means of the analysis the:

- attitude of management and employees towards participative management;
- level of participation by employees in decision making; and
- formal and informal procedures that are implemented by management at station level to practice participative management.

5.2 Data Gathering



The gathering of data entailed the completion of questionnaires and face-to-face interviews with the unit of analysis as previously mentioned.

5.2.1 Questionnaire

An individual structured questionnaire was randomly distributed to each of the following Police Stations in the Eastern Metropole:

- | | | | |
|-------|--------------|---|-------------------|
| (i) | Bellville | - | 43 questionnaires |
| (ii) | Bishop Lavis | - | 33 questionnaires |
| (iii) | Elsiesrivier | - | 28 questionnaires |
| (iv) | Milnerton | - | 23 questionnaires |

(v) Ravensmead - 23 questionnaires

The purpose of the questionnaire was to determine the following:

- the attitude of employees at ground level towards participative management;
- the level of participation by employees in decision making; and
- to determine what formal and informal procedures are implemented at station level to practice participative management.

General information and instructions were given to the participants that entailed the following:

- participation in the survey is completely confidential;
- participants should try to answer all questions;
- the researcher will process the results of the questionnaire. Only the combined analysis and results will be communicated to management;
- the questionnaire is divided into different sections;
- participants should think about the participative policies and practices and how the question relates to their experience;
- that there is no right or wrong answer, it is how they feel about a matter that is important and that their opinion is valued;
- that for the purpose of this questionnaire the term “management” as used in the different statements is the commissioned officers and/or the Heads of the different Components at their respective police station for example the Community Service Centre, Crime Prevention and Crime Investigation of the police station; and
- that for the purpose of this questionnaire the term employees as used in the different statements are the non-commissioned officers/or personnel that do not represent the management of their respective Police Station.

Biographical information (of the participants) was also requested to ensure that the different work units, rank and the years of service of personnel at the police stations are captured to ensure consistency in the completion of the questionnaire and that the reader can see the background of the different participants.

The biographical information entailed the following three questions to each individual participant:

1. the amount of years of service in the South African Police Service.
2. the rank they hold in the South African Police Service.
3. at which Component/Section they are utilised at the police station.

The questionnaire was divided into three different sections that comprised of different statements applicable to each section that the participants had to decide to what degree the statement accurately described their own situation and feelings by means of the following:

- Completely disagree (CD);
- Mostly disagree (MD);
- Slightly disagree (SD);
- Undecided (U);
- Slightly agree (SA);
- Mostly agree (MA); and
- Completely agree (CA).



Annexure B sets out the three different sections of the questionnaire and its respective statements (Denton, 2003).

5.2.2 Interviews

Basic individual interviews were held with the Station Commissioners and Chiefs of the five identified police stations in the Eastern Metropole and the five identified police departments in Wyoming.

The purpose of the interview was to determine the following:

- the attitude of management towards participative management;
- the level of participation by employees in decision making; and
- to determine what formal and informal procedures are implemented by management

at station level to practice participative management.

General information and instructions that were given to the Station Commissioners and Chief's entailed the following:

- participation in the interview is completely confidential;
- the researcher will process the results of the interview. Only the combined analysis and results will be communicated to management;
- that the interview is divided into different sections and to answer each question;
- that for the purpose of this interview the term "management" as used in the different statements is the commissioned officers and/or the Heads of the different Components at their respective Police Station or -Department for example the Community Service Centre, Crime Prevention and Crime Investigation of the Police Station or Department; and
- that for the purpose of this interview the term employees as used in the different statements are the non-commissioned officers or personnel that do not represent the management of their respective police station or department.

Annexure C set out the three different sections of the interview and its respective questions that were asked to the identified role players by the researcher (Denton, 2003)

5.3 Analysis and interpretation of Questionnaires

5.3.1 Completed questionnaires

A number of 150 questionnaires (a \pm 21% sample of the population) were distributed proportionate to size (total of employees per station \div 722 \times 150 = n) to the identified employees at the five police stations in the Eastern Metropole.

The following table reflects the sum of questionnaires that were distributed to the different police stations and the sum of answered questionnaires by the participants:

Police Station	Distributed Questionnaires	Answered Questionnaires
Bellville	43	40
Bishop Lavis	33	24
Elsiesrivier	28	19
Milnerton	23	17
Ravensmead	23	23
Total	150	123

Table 5.1: Distributed and answered questionnaires by the participants.

5.3.2 Biographical information

A visual analysis in relation to the biographical information requested by the participants entailed three questions:

Question 1. How many years of service do you have in the South African Police Service?

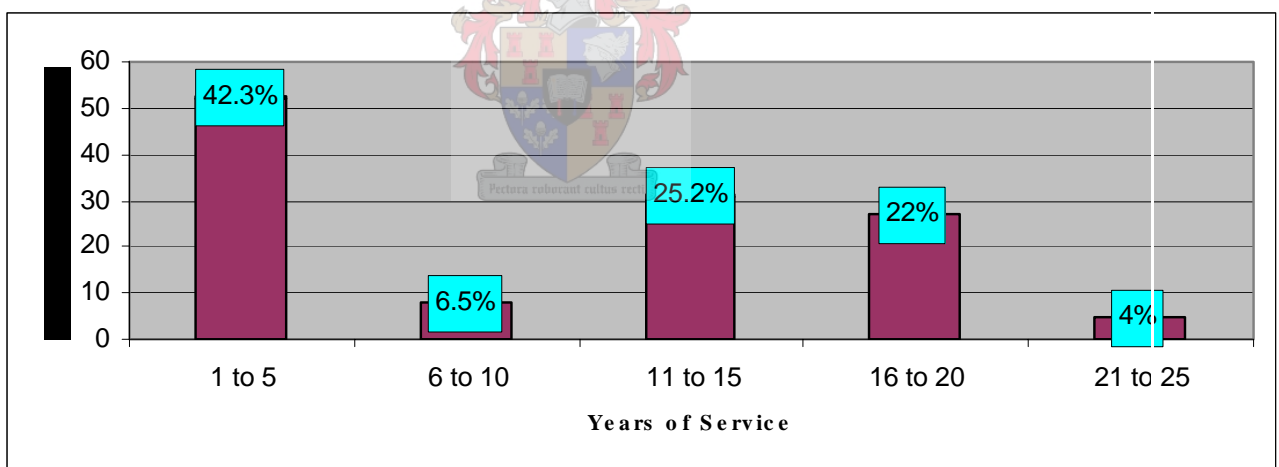


Table 5.2: Years experience of the participants to the questionnaire.

Of the 123 participants to the questionnaire 60 employees (48.8 %) had one to 10 years of experience in the SAPS and 63 employees (49.2 %) had more than 10 years experience.

This data verifies that the employees are adequately exposed to the SAPS and understand and have practical experience in relation to the different statements that were made in the

questionnaire.

Question 2. What rank do you hold in the South African Police Service?

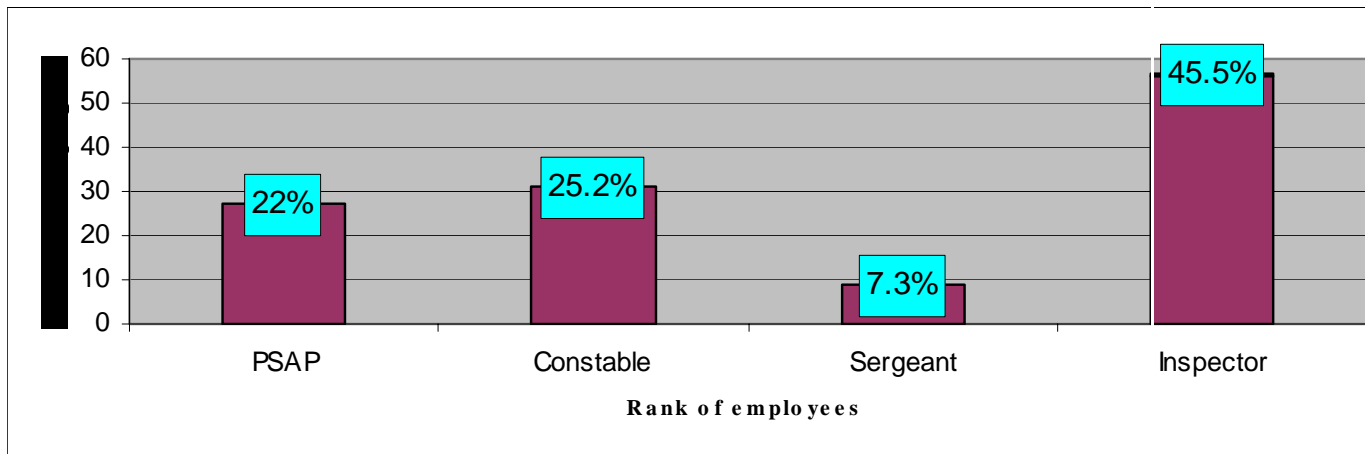


Table 5.3: Rank of the employees who participated in the questionnaire.

Of the 123 participants to the questionnaire, 96 employees (75%) were functional members that hold the rank of Constable to Inspector, whereas 27 employees (22%) were non-functional members that render a support service to the individual Police Stations.

Question 3: In which Component/Section are you utilised at the Police Station?

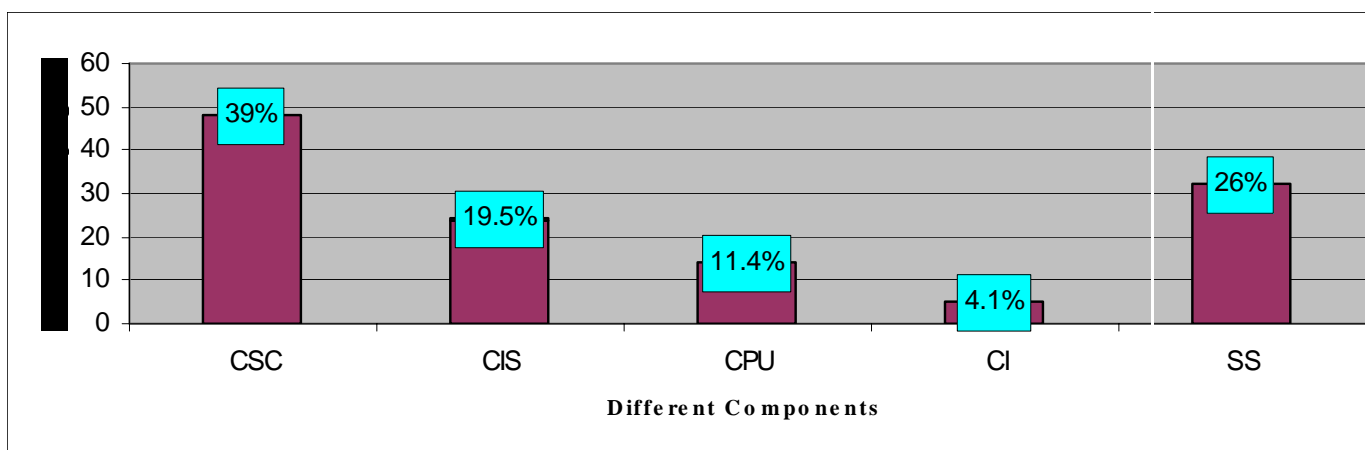


Table 5.4: Utilisation of participants to the questionnaire.

The Operational Components at the Police Stations that included the Community Service Centre, Crime Investigation Service, Crime Prevention Unit and Crime Intelligence represented 74 % (91 employees) and the Support Services that included Human Resource Management, Logistics, Finances and Administration represented 26 % (32 employees) of the sample.

5.3.3 Section 1: Attitude

The response by the sample of employees in relation to the 12 statements in Section 1 of the questionnaire are visually illustrated and analysed, infra.

Question 1: I am satisfied with the amount of responsibility that is given to me by Management.

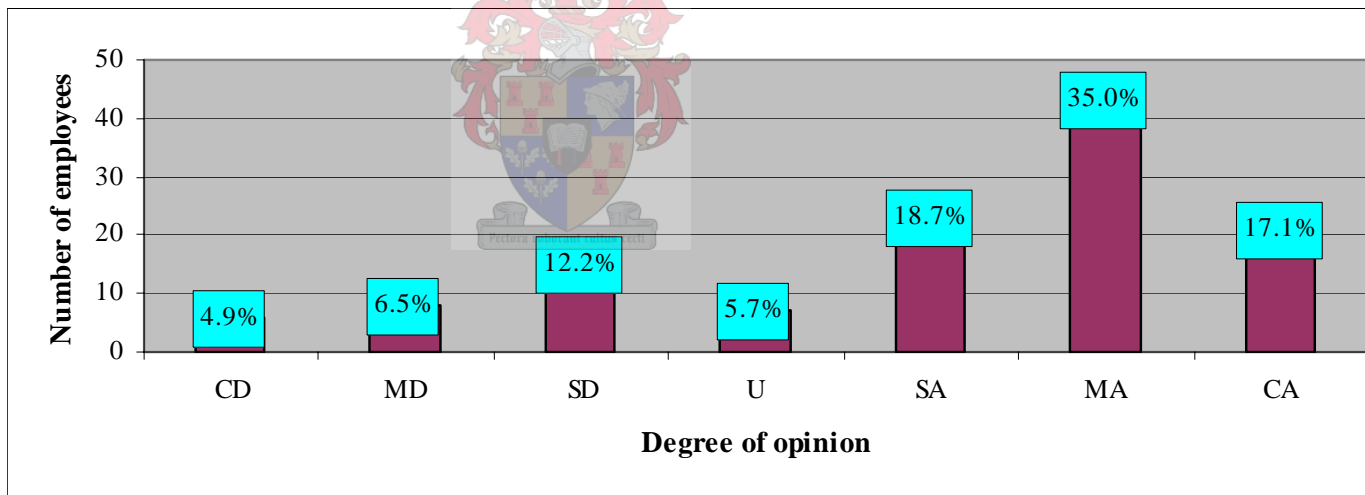


Table 5.5: The seven degrees of opinion to Question 1, Section 1 by the employees.

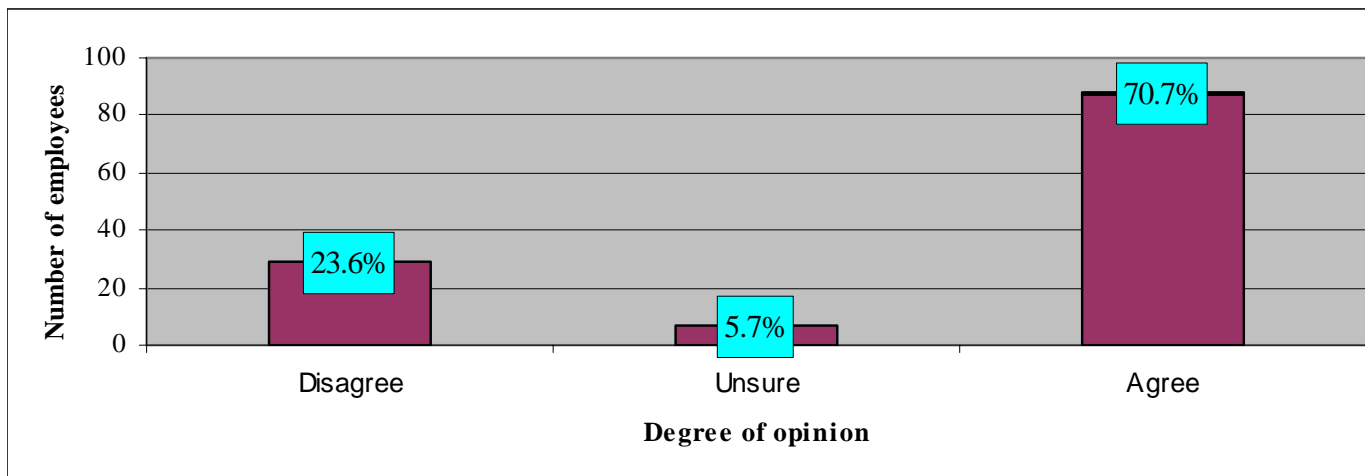
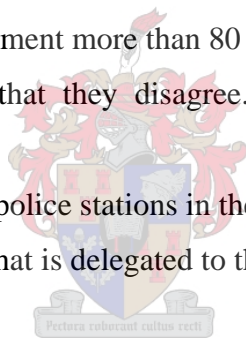


Table 5.6: The general three degrees of opinion to Question 1, Section 1 by the employees.

Of the 123 participants to this statement more than 80 (70.7%) indicated that they agree whereas only 29.3 % indicated that they disagree. It is therefore assumed that the majority of the employees who work at the police stations in the Eastern Metropole are satisfied with the amount of responsibility that is delegated to them by the management of the individual police stations.



Question 2: I am satisfied with the amount of accountability that is given to me by Management.

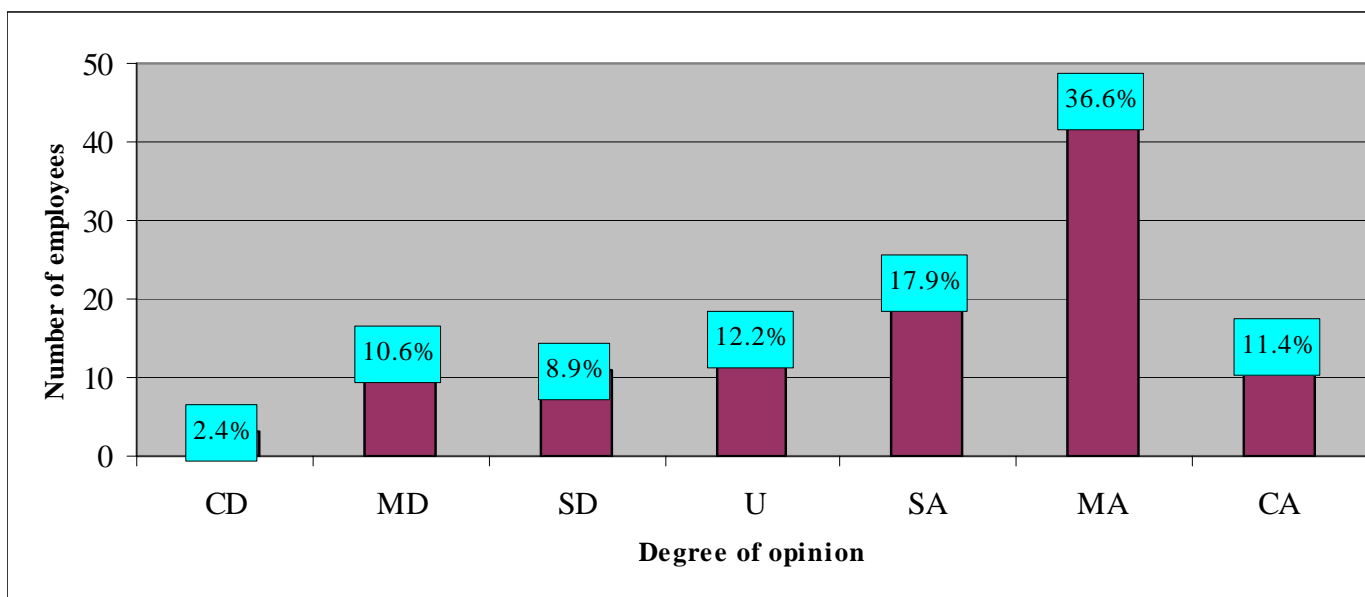


Table 5.7: The seven degrees of opinion to Question 2, Section 1 by the employees.

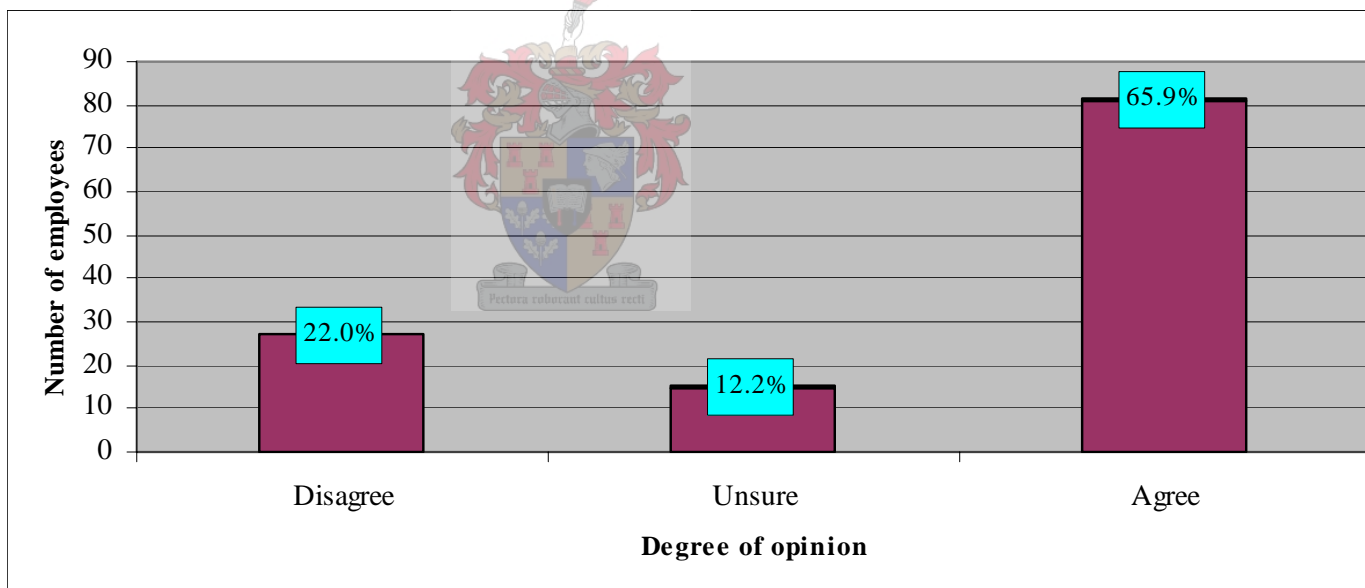


Table 5.8: The general three degrees of opinion to Question 2, Section 1 by the employees.

Of the 123 participants to this statement more than 80 (65.9%) indicated that they agree, whereas 34.2 % indicated that they disagree. It is therefore assumed that the majority of the employees who work at the police stations in the Eastern Metropole are satisfied with

the amount of accountability that is delegated to them by the management of the individual

police stations. The aforementioned analysis also indicates that the majority of employees at the police stations in the Eastern Metropole are adequately empowered to render a professional service to their respective clients.

Question 3: Management listens to the ideas and suggestions of employees.

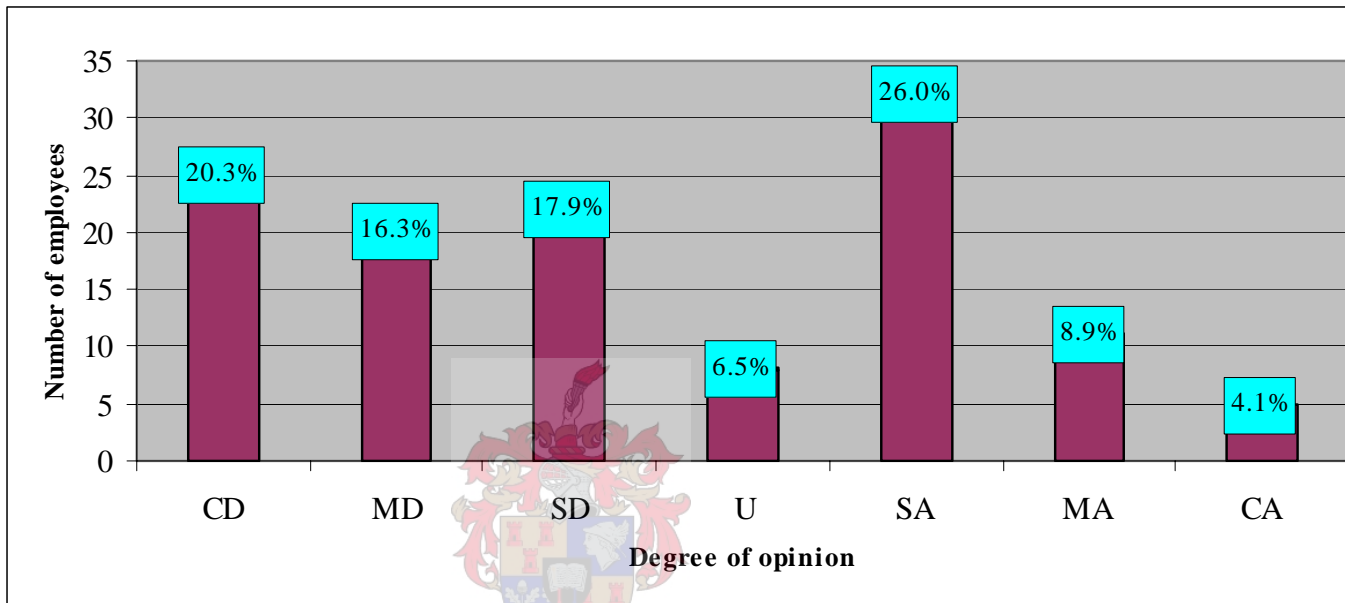


Table 5.9: The seven degrees of opinion to Question 3, Section 1 by the employees.

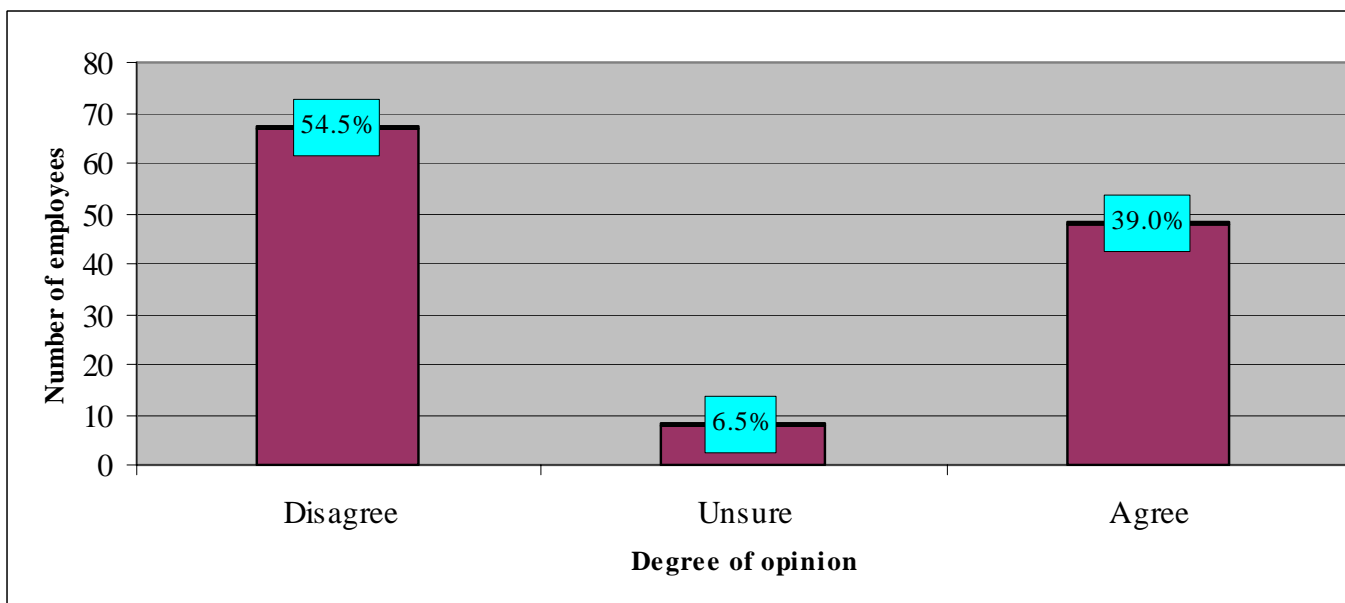


Table 5.10: The general three degrees of opinion to Question 3, Section 1 by the employees.

The majority of the participants (54.5%) indicated that the management do not listen to their ideas and suggestions, while 6.5% are unsure, and only 39% agreed with the statement. Although the employees are adequately empowered to render a professional service, the aforementioned analysis indicate that the management do not always listen to the ideas and suggestions of employees that are a crucial element for the empowerment of a workforce.

Question 4: Management obtains commitment from employees concerned before embarking on a course of action.

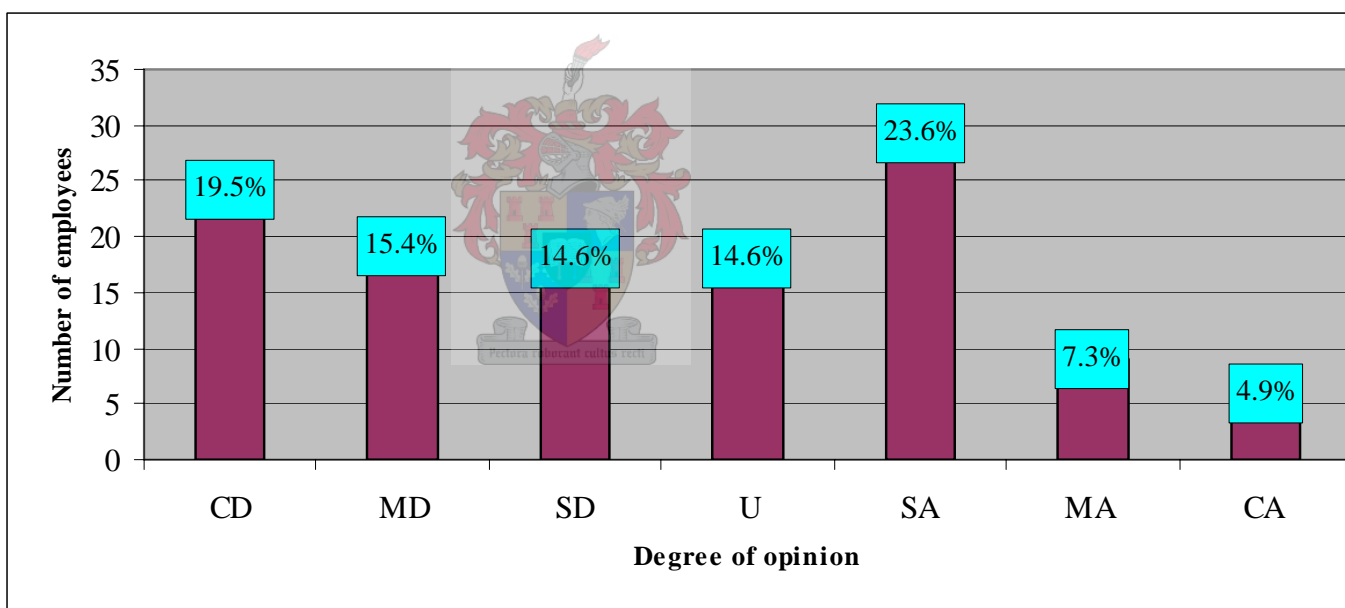


Table 5.11: The seven degrees of opinion to Question 4, Section 1 by the employees.

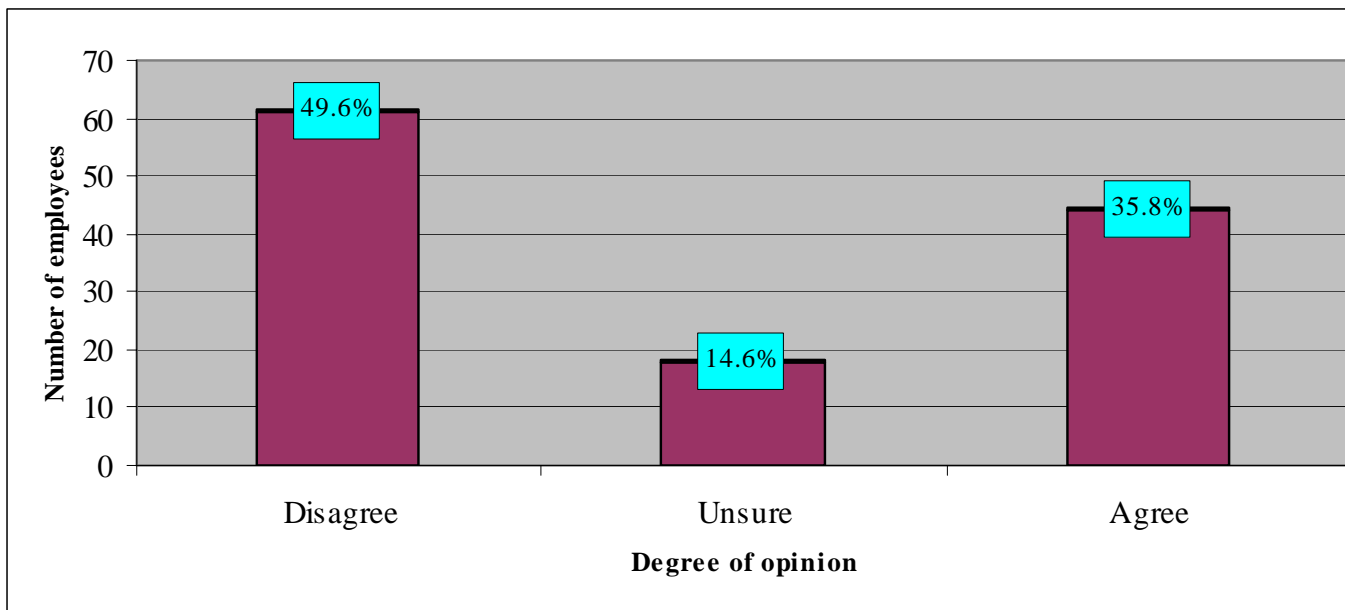


Table 5.12: The general three degrees of opinion to Question 4, Section 1 by the employees.

It is not unexpected that nearly the half of the participants (49.6%) disagreed with the statement and 14.6% were unsure, due to the post mechanistic bureaucratic organisational structure of the SAPS. This culture created the perception that management will set the standard and the employees must follow. However for any organisation to be successful it is of the utmost importance that its employees must be committed to “buy in” to any objective that is determined by the management.

Question 5: Management asks for our ideas on how to solve problems and improve service

delivery.

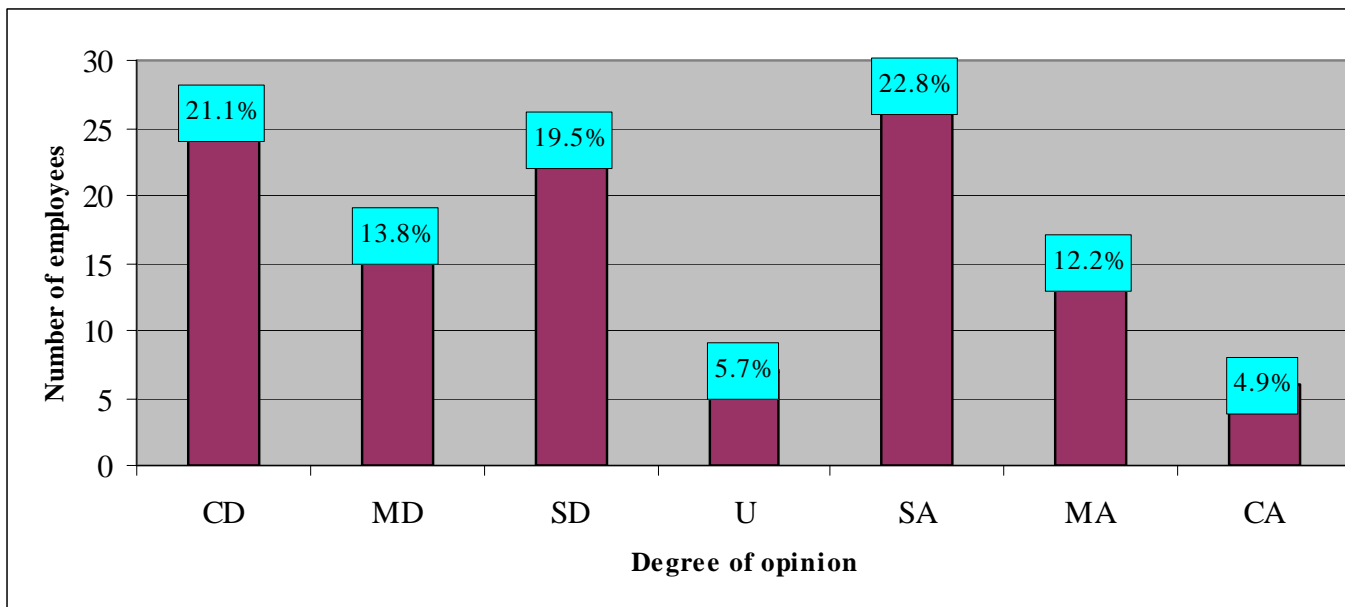


Table 5.13: The seven degrees of opinion to Question 5, Section 1 by the employees.

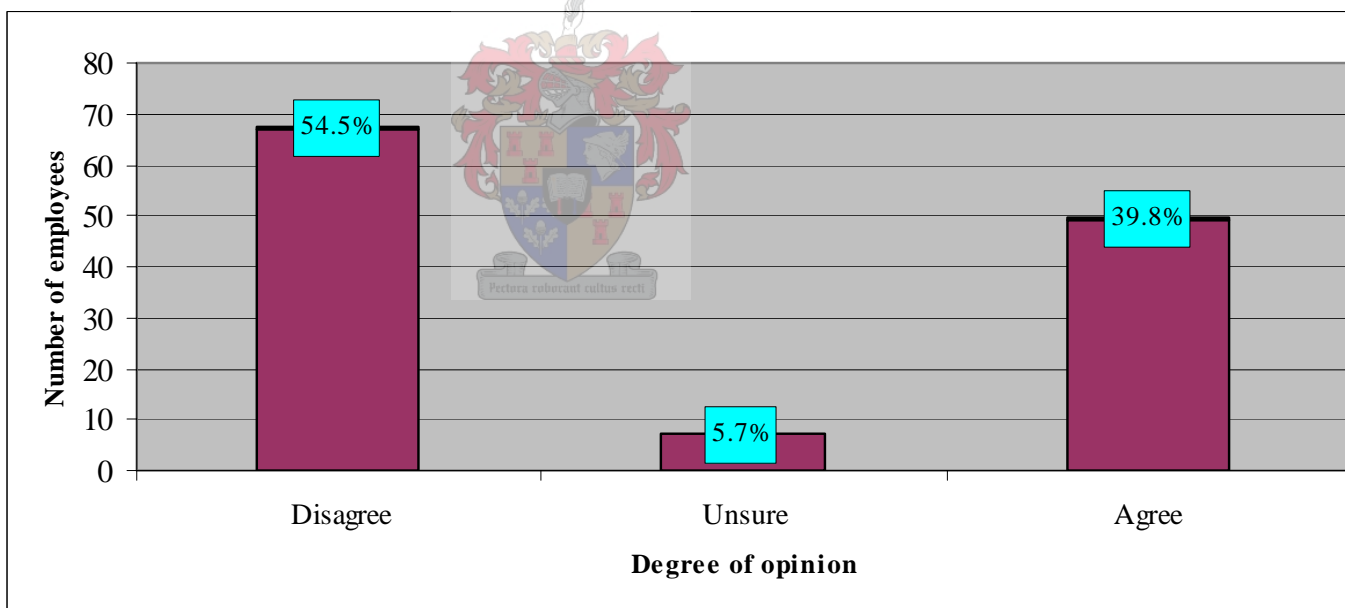


Table 5.14: The general three degrees of opinion to Question 5, Section 1 by the employees.

The majority of the participants (54.5%) indicated that the management does not ask for their ideas on how to solve problems and improve service delivery, 5.7% are unsure, whereas only 39.8% agreed with the statement. This analysis indicates that the employees

are not always included or empowered to give an input in the general functioning of their respective police station. The mayor concern for the aforementioned statement is that it has

a negative influence on team work and the creativity of employees.

Question 6: We participate in identifying the critical outputs and goals for our work.

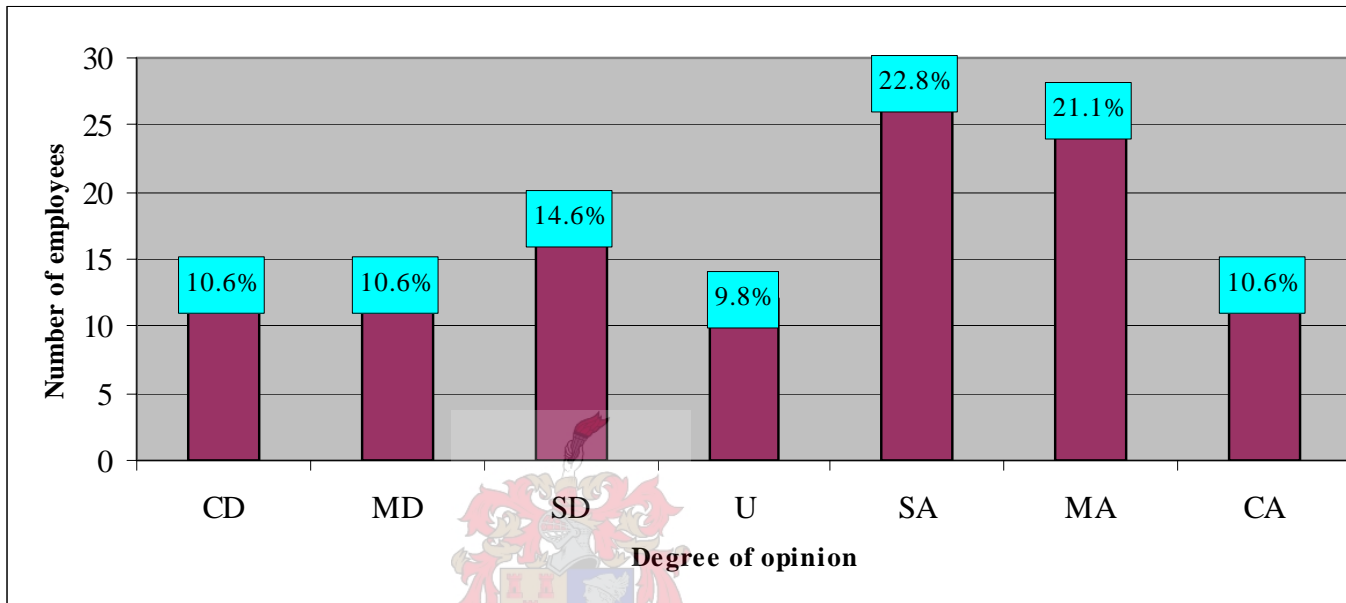


Table 5.15: The seven degrees of opinion to Question 6, Section 1 by the employees.

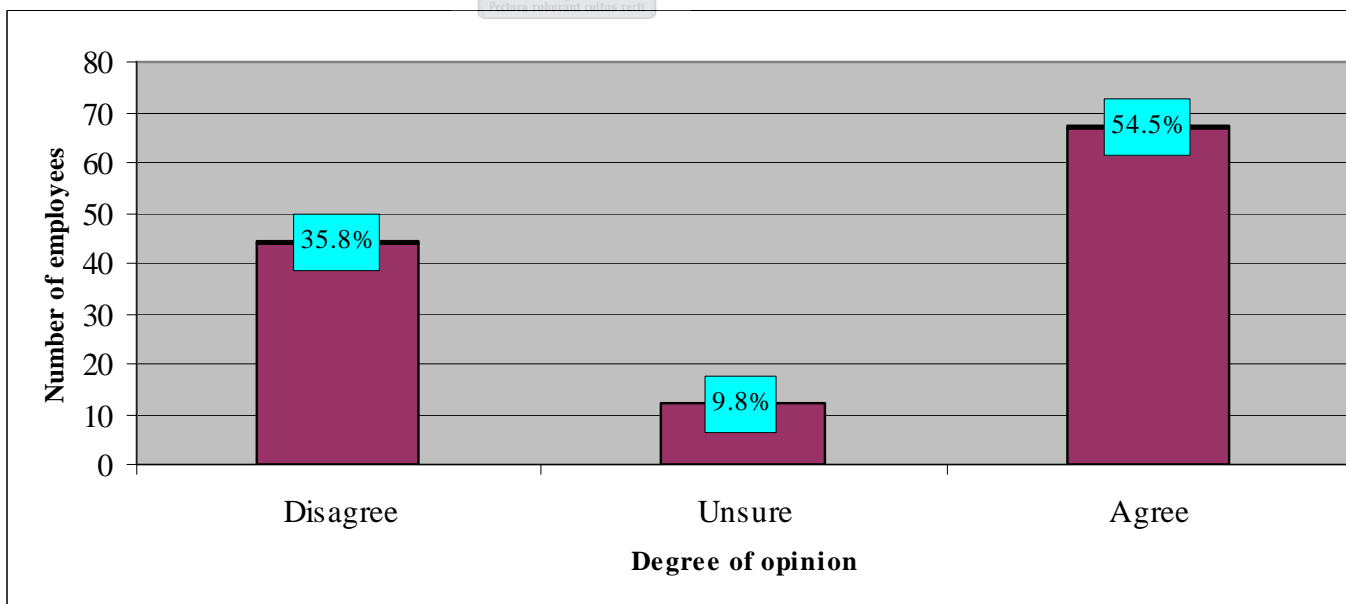


Table 5.16: The general three degrees of opinion to Question 6, Section 1 by the employees.

Of the 123 participants to this statement more than 60 (54.5 %) indicated that they agree whereas only 35.8 % indicated that they disagree. The researcher is of the opinion that this positive analysis is due to the Performance Enhancement Process that has been implemented in the SAPS since March 2001. This process entails that each individual employee's work performance is assessed and that opportunities are created where he/she has a personal input in the goals and outputs that need to be achieved according to quantity, quality, time and cost efficiency.

Question 7: Management encourages us to ask questions.

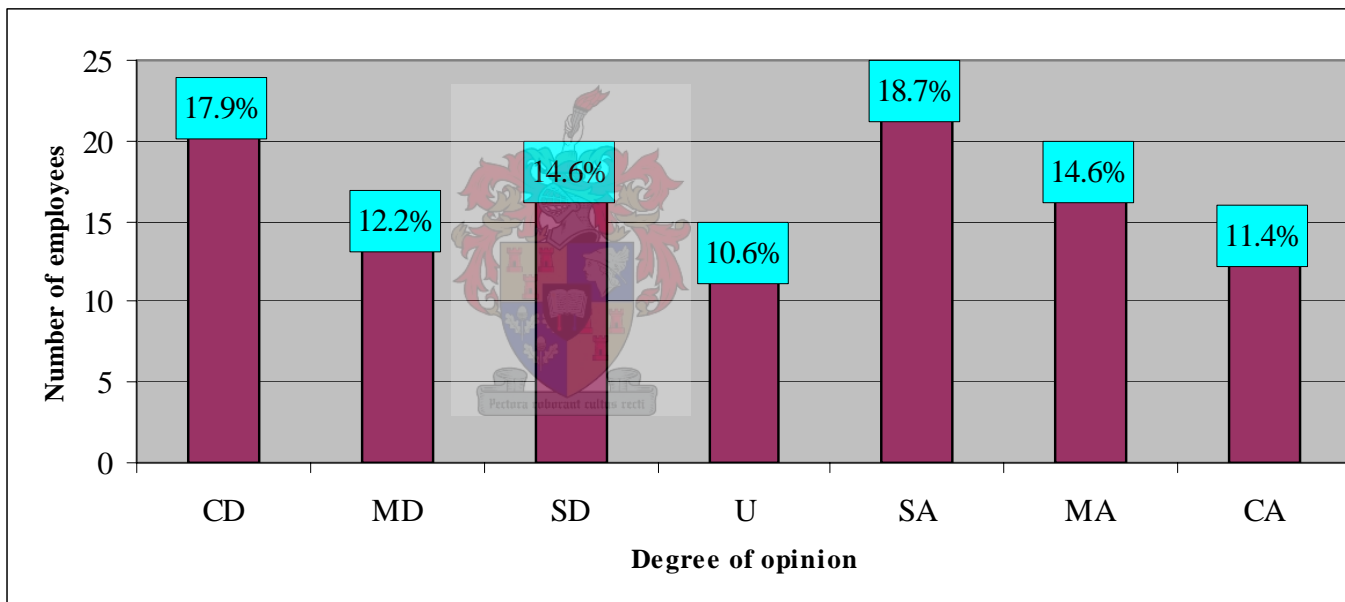


Table 5.17: The seven degrees of opinion to Question 7, Section 1 by the employees.

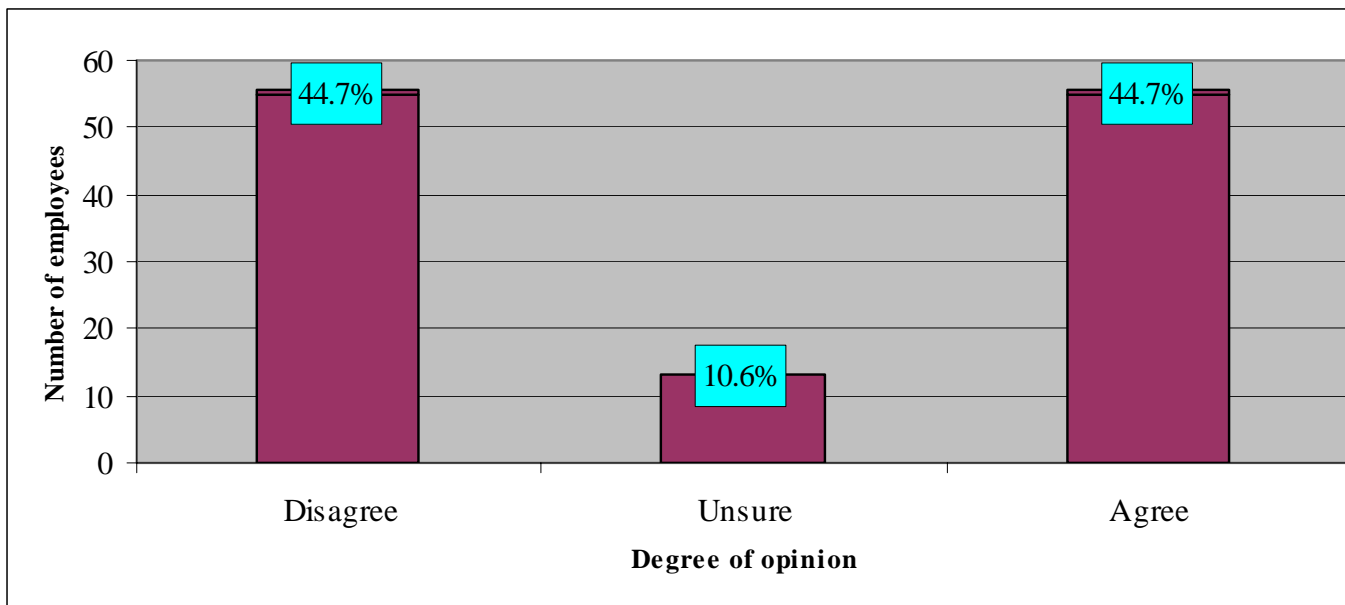


Table 5.18: The general three degrees of opinion to Question 7, Section 1 by the employees.

44.7 % of the participants are of the opinion that the management at the police stations does not encourage them to ask questions, whereas 44.7 % pointed out the opposite. In an organisation as the SAPS with a strict hierarchy of control and command it is not surprising that the management do not always encourage employees to ask questions. The type of work performed by the SAPS, namely the establishment of safety and security do not always create the opportunity for employees to ask questions in certain circumstances.

Question 8: We have a participative working environment at this Police Station.

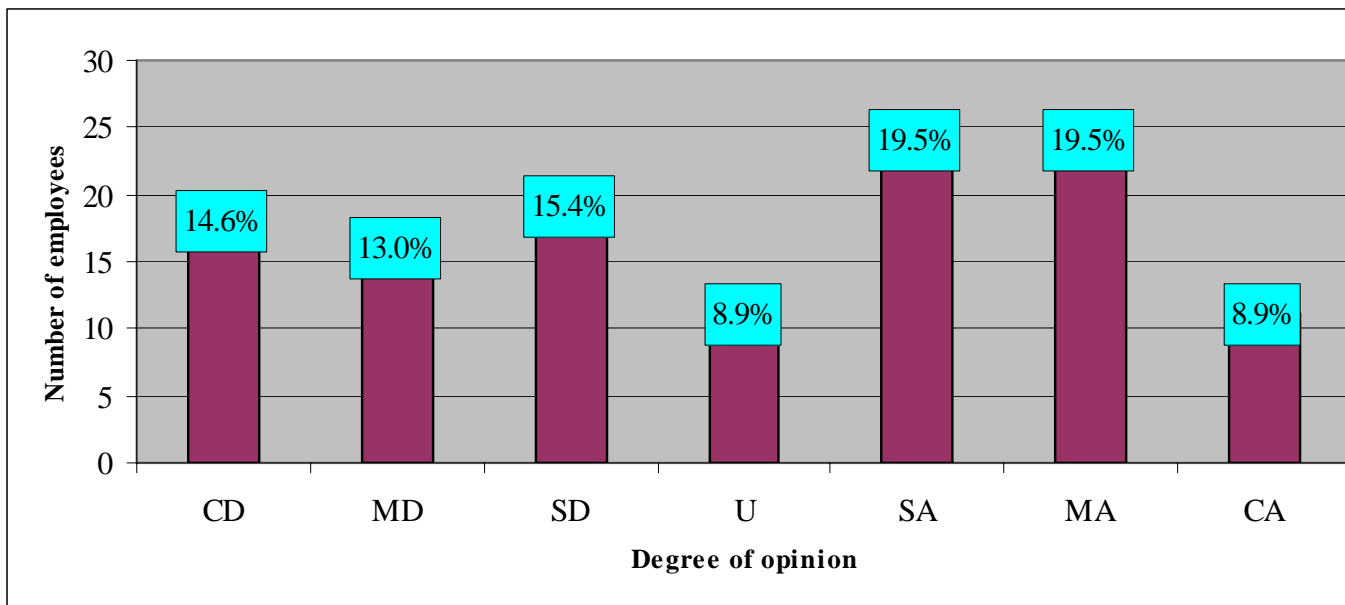


Table 5.19: The seven degrees of opinion to Question 8, Section 1 by the employees.

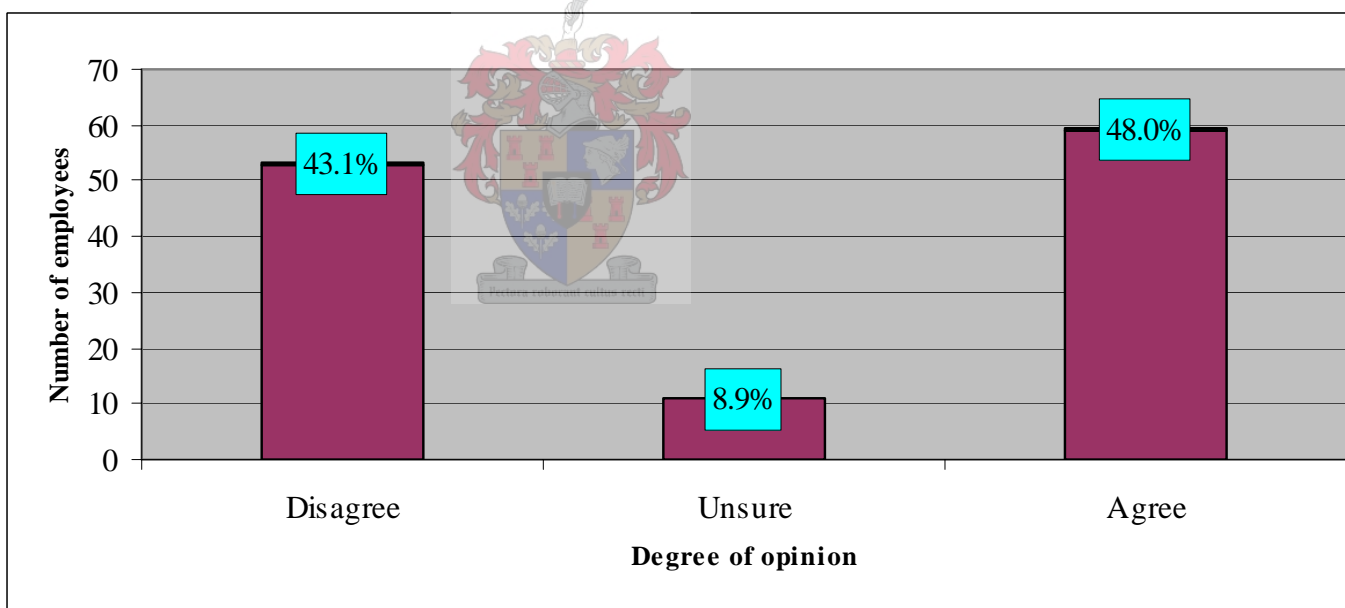


Table 5.20: The general three degrees of opinion to Question 8, Section 1 by the employees.

48 % indicated that there is a participative working environment, 8.9 % were unsure and 43.1 % pointed out the opposite. It is evident that there is room for improvement.

However this participative environment will depend on the type of manager and the availability of methods to practice participative management at the police stations.

Question 9: In this organisation employees are treated as stakeholders.

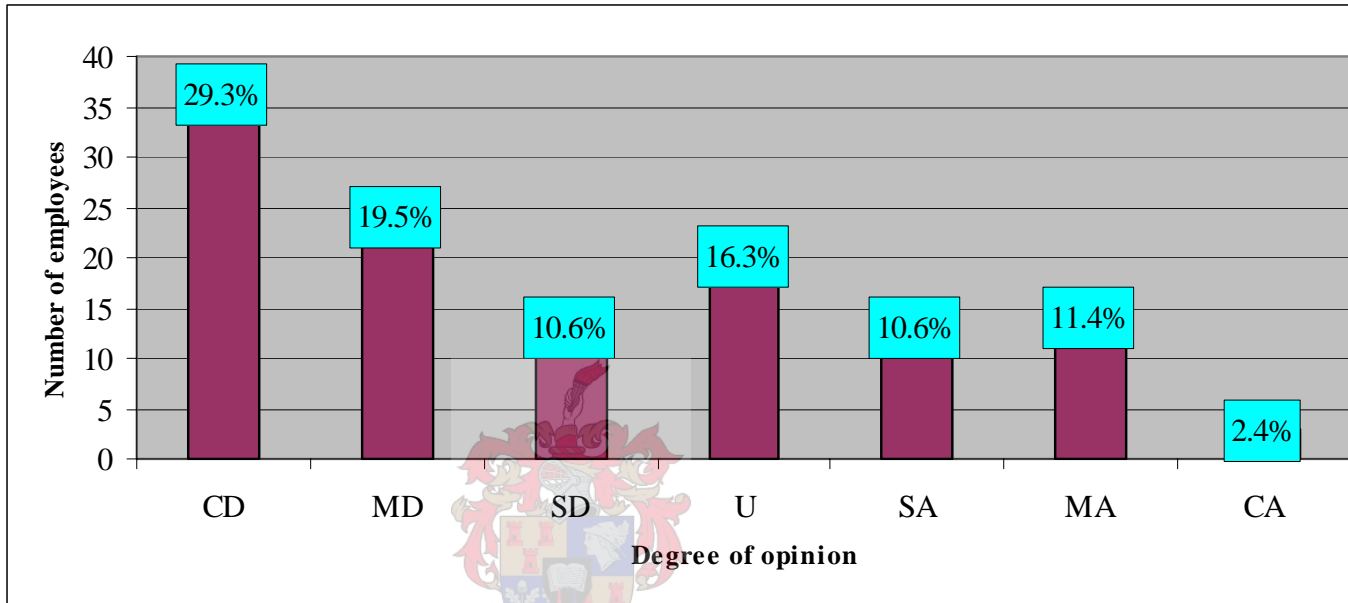


Table 5.21: The seven degrees of opinion to Question 9, Section 1 by the employees.

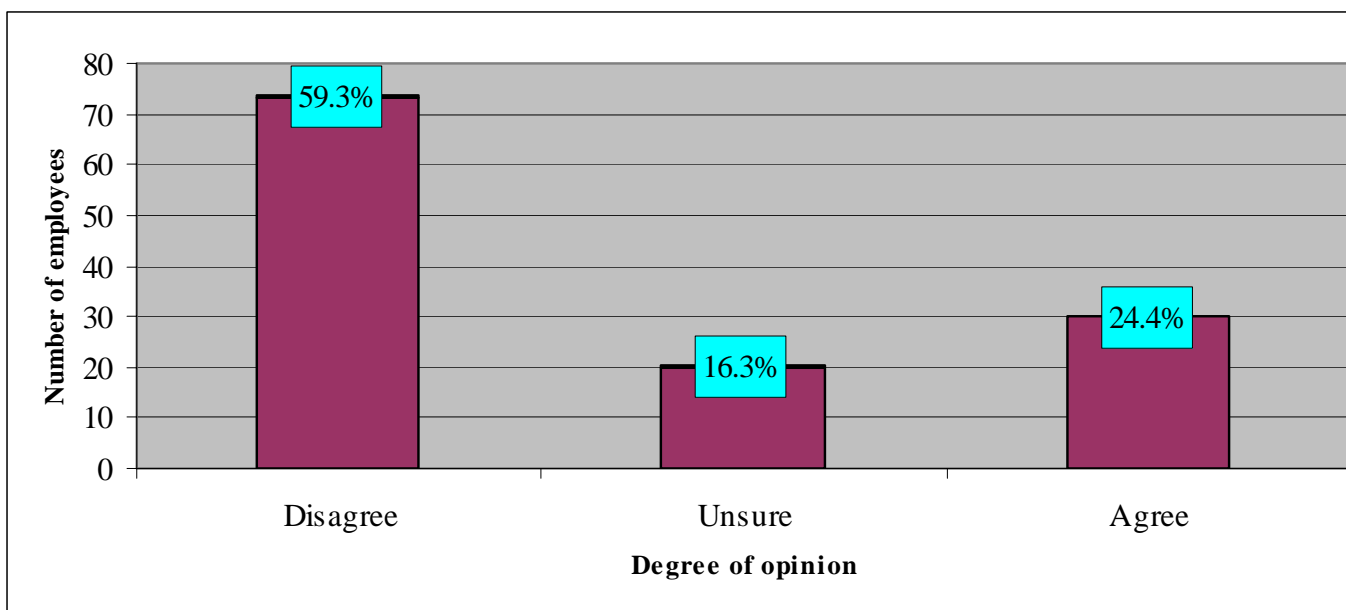


Table 5.22: The general three degrees of opinion to Question 9, Section 1 by the employees.

Of the 123 participants to this statement more than 70 (59.3 %) feel that they are not treated as stakeholders in the SAPS, while only 24.4 % indicated the opposite. It is also quite evident that 29.3% of the employees completely disagree with the statement. It appears that the majority of the employees in the Eastern Metropole who work for the SAPS are of the opinion that they are not treated as stakeholders by their organisation.

Question 10: The Management of the Police Station is doing everything possible to promote employee participation.

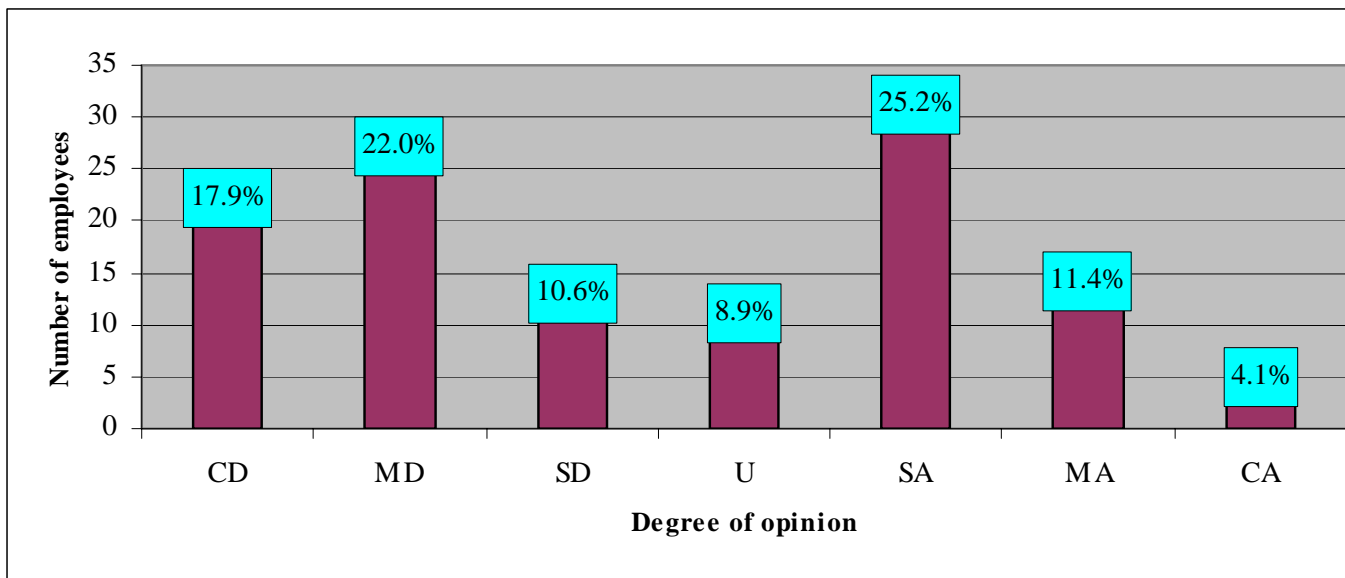


Table 5.23: The seven degrees of opinion to Question 10, Section 1 by the employees.

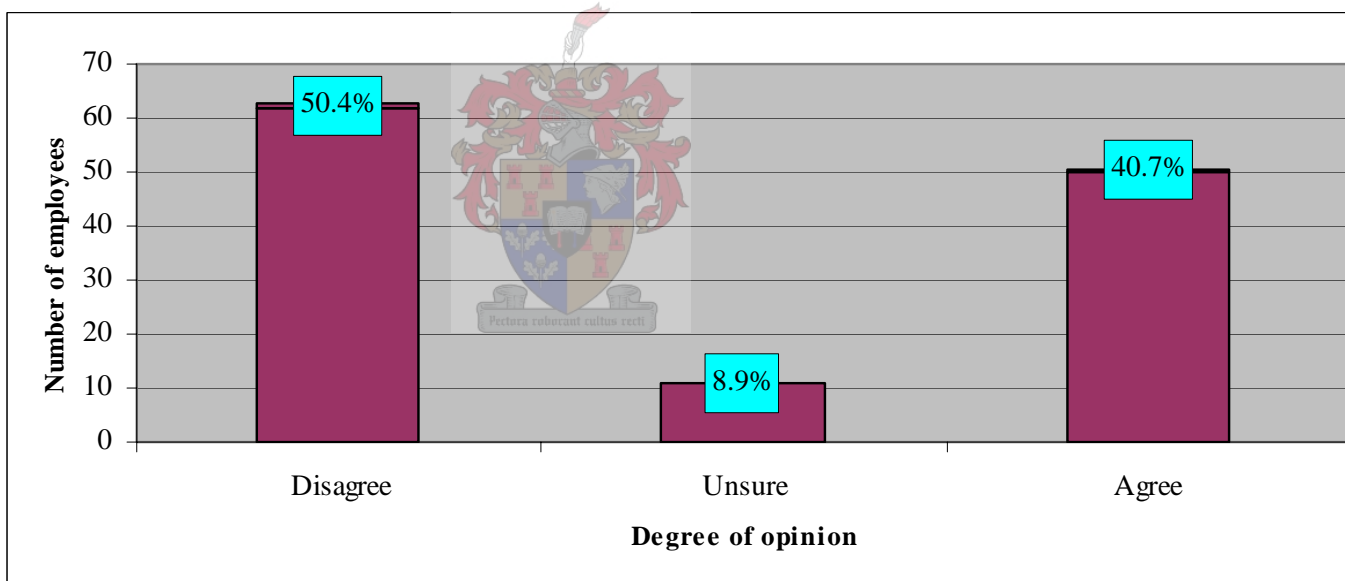


Table 5.24: The general three degrees of opinion to Question 10, Section 1 by the employees.

The feedback by the participants points out that there is a need for the improvement of employee participation, although it was quite evident that the majority of the employees indicated that they are satisfied with their personal input in the goals and outputs of their individual responsibilities. It is therefore the opinion of the researcher that employee

participation must not, for the purposes of this research, be that of the individual's work performance but rather participation in all aspects of the daily functioning of the SAPS.

Question 11: There is a definite need for more democracy in our workplace.

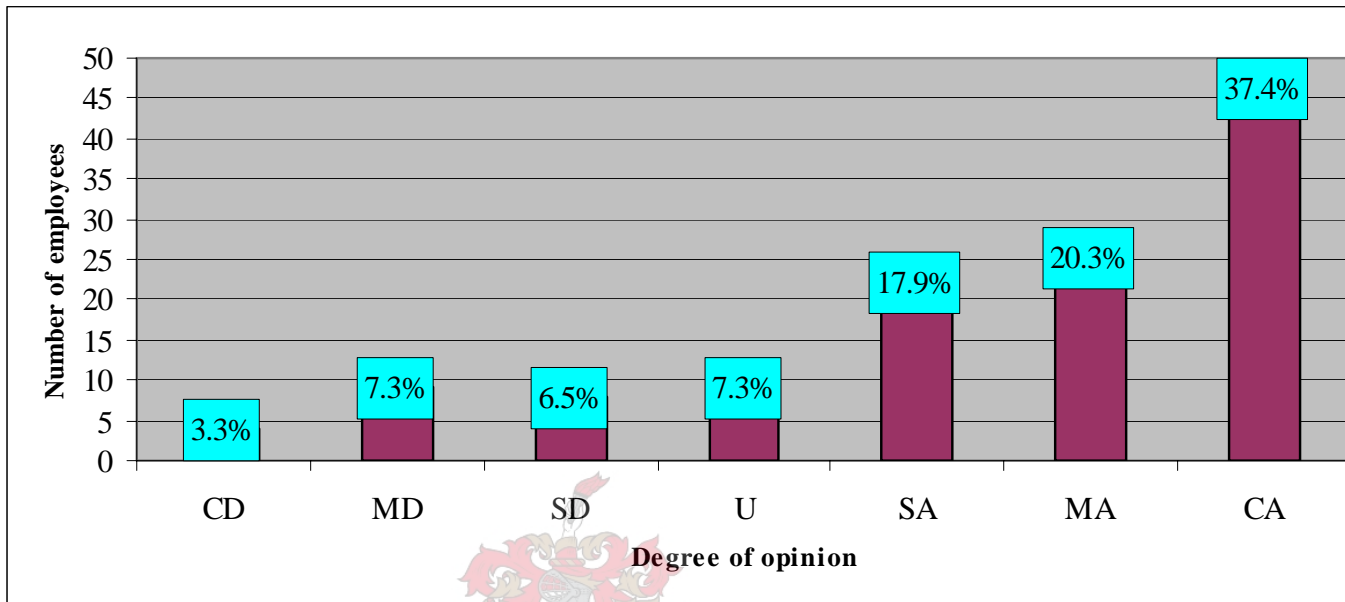


Table 5.25: The seven degrees of opinion to Question 11, Section 1 by the employees.

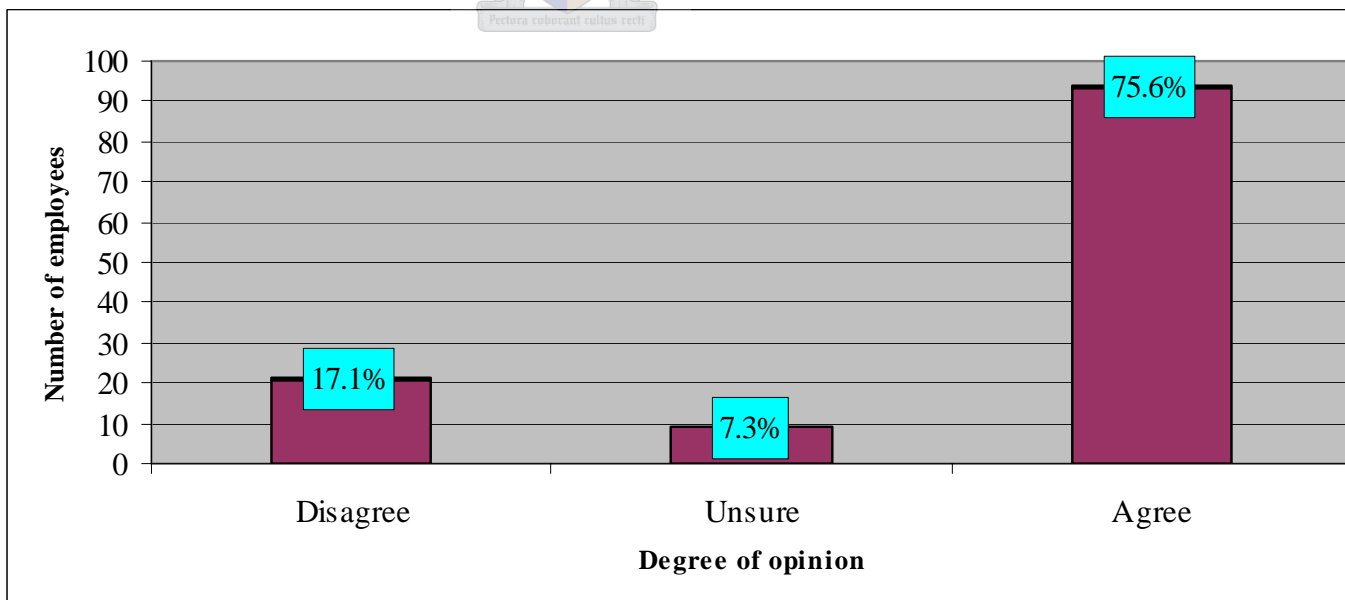


Table 5.26: The general three degrees of opinion to Question 11, Section 1 by the employees.

Of the 123 participants to this statement more than 90 (75.6 %) feel that there is a definite need for more democracy in the workplace, while only 20 employees (17.1%) indicated the opposite. It is also quite evident that 37.4% of the employees completely agreed with the statement and only 3.3% completely disagreed.

Question 12: Our Management does not make the best use of our ideas, suggestions and talents.

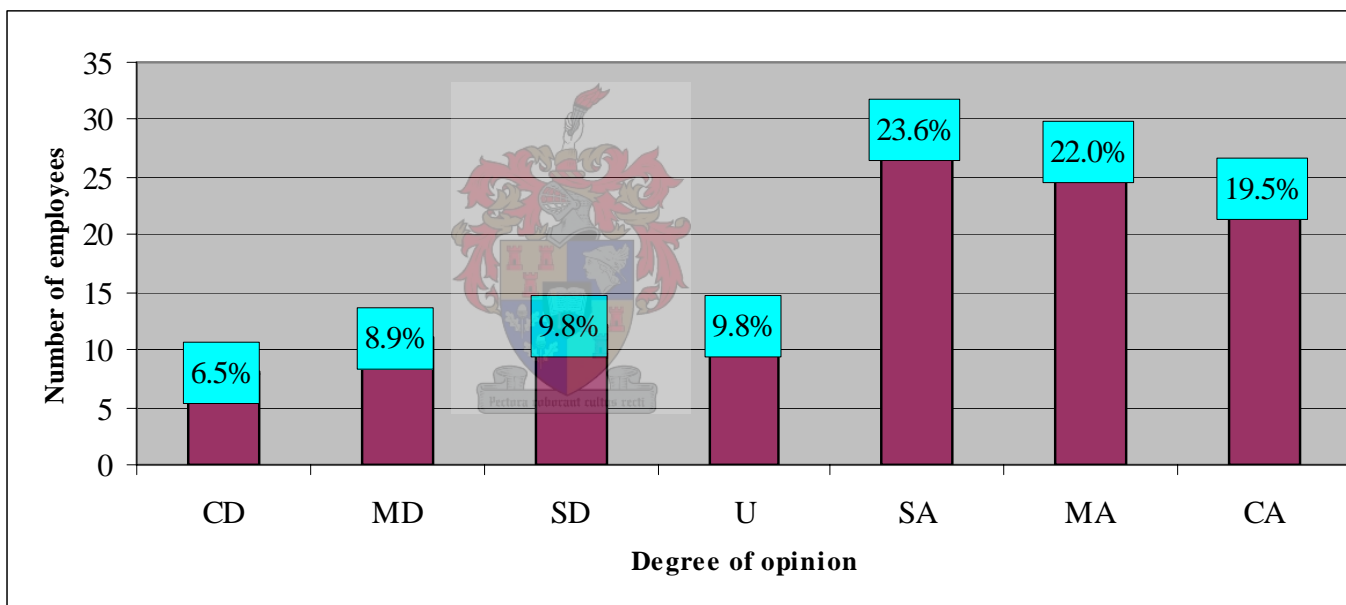


Table 5.27: The seven degrees of opinion to Question 12, Section 1 by the employees.

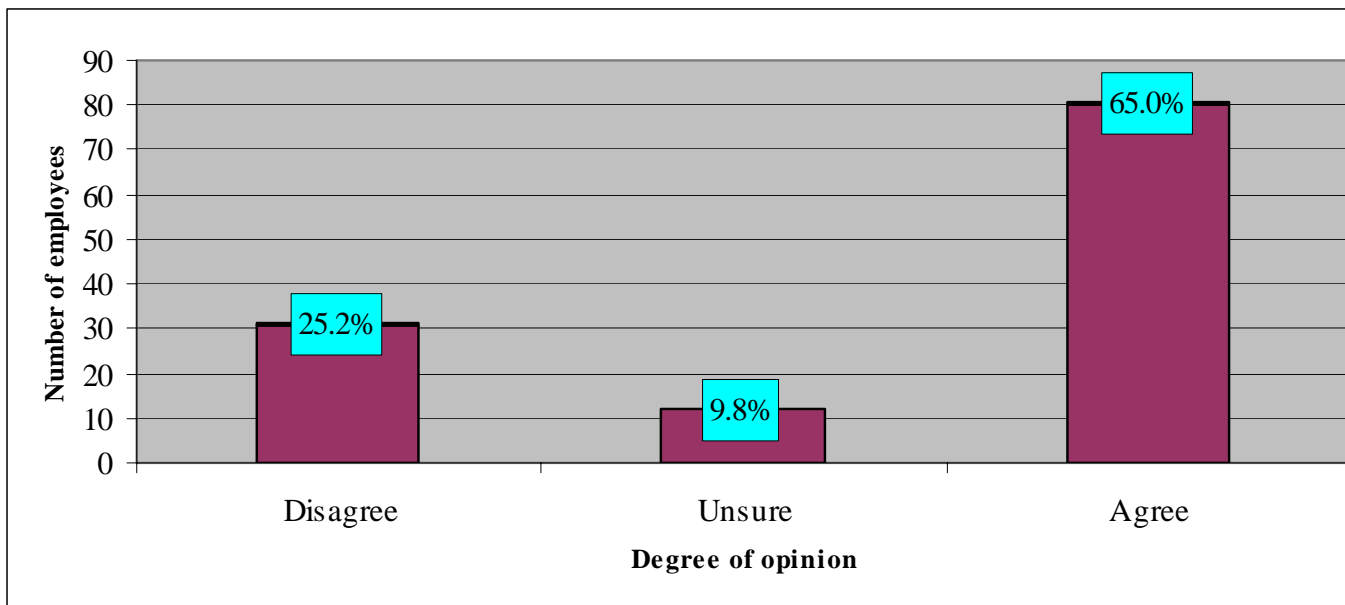


Table 5.28: The general three degrees of opinion to Question 12, Section 1 by the employees.

The majority of the participants (65%) agreed with the aforementioned statement, whereas only 25.2% disagreed. The feedback from the participants indicates that the employees are not always utilised according to their talents and that the creativity of employees are not utilised to the best advantage for the SAPS.

5.3.4 Section 2: Decision-making

The response by the sample of employees in relation to the seven statements in Section 2 of the questionnaire are visually illustrated and analysed, infra.

Question 1: Employees are involved in decisions affecting them.

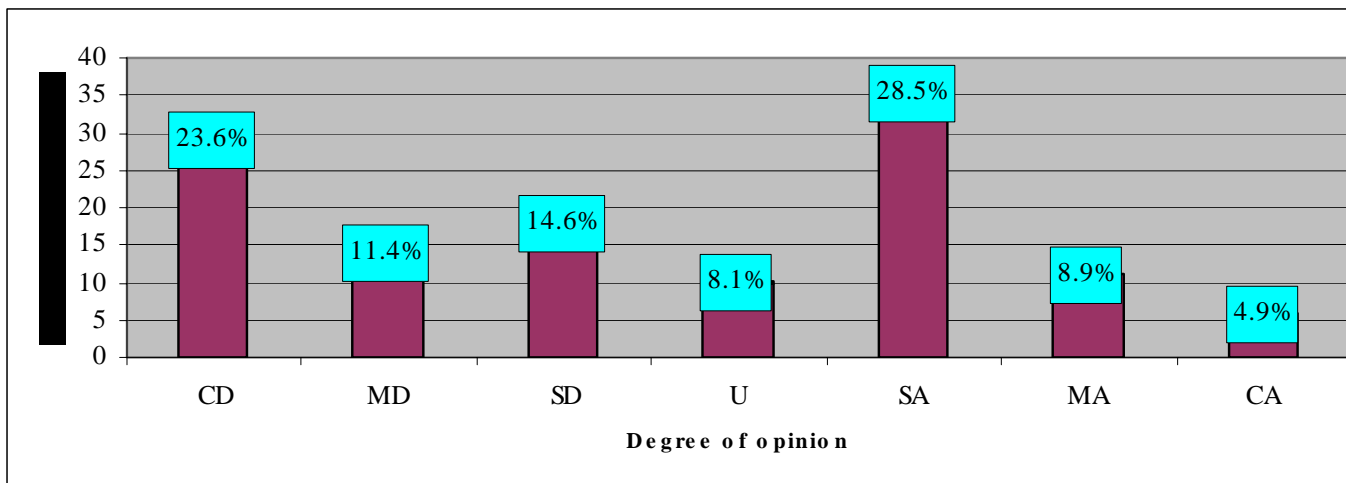


Table 5.29: The seven degrees of opinion to Question 1, Section 2 by the employees.

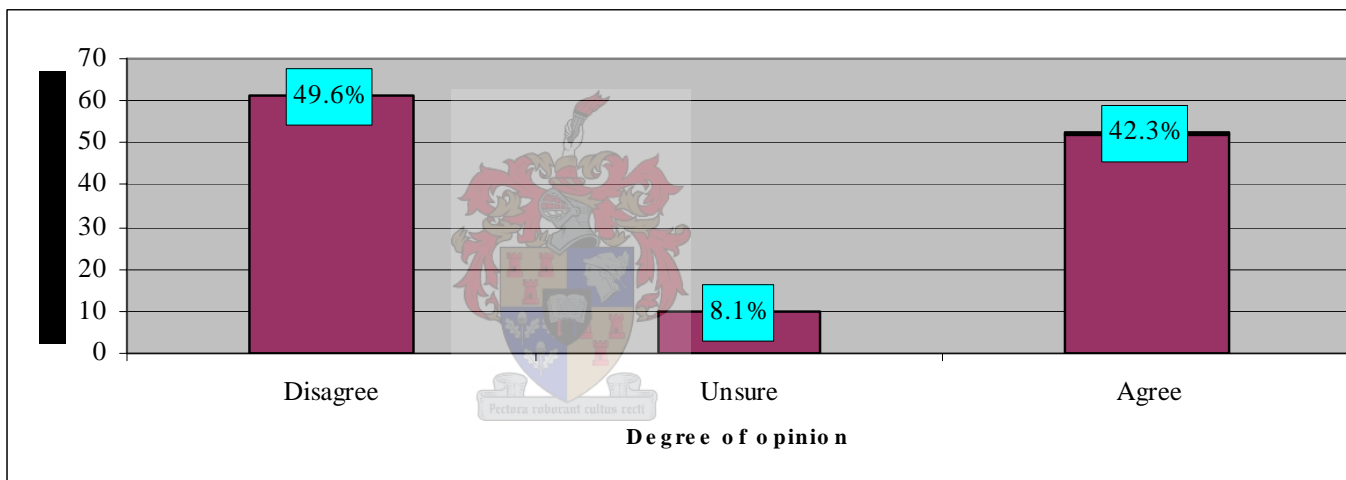


Table 5.30: The general three degrees of opinion to Question 1, Section 2 by the employees.

Only 4.9% of the participants completely agree that they are involved in decisions that affect them whereas 23.6% of the participants completely disagree with the statement. A percentage of 8.1% of the participants are unsure that they are involved in decisions that affect them. This analysis is a clear indication that there is a need for the improvement of methods by management to ensure that employees are consulted in relation to decisions that affect them.

Question 2: When decisions are made by Management, those affected most by these

decisions are consulted.

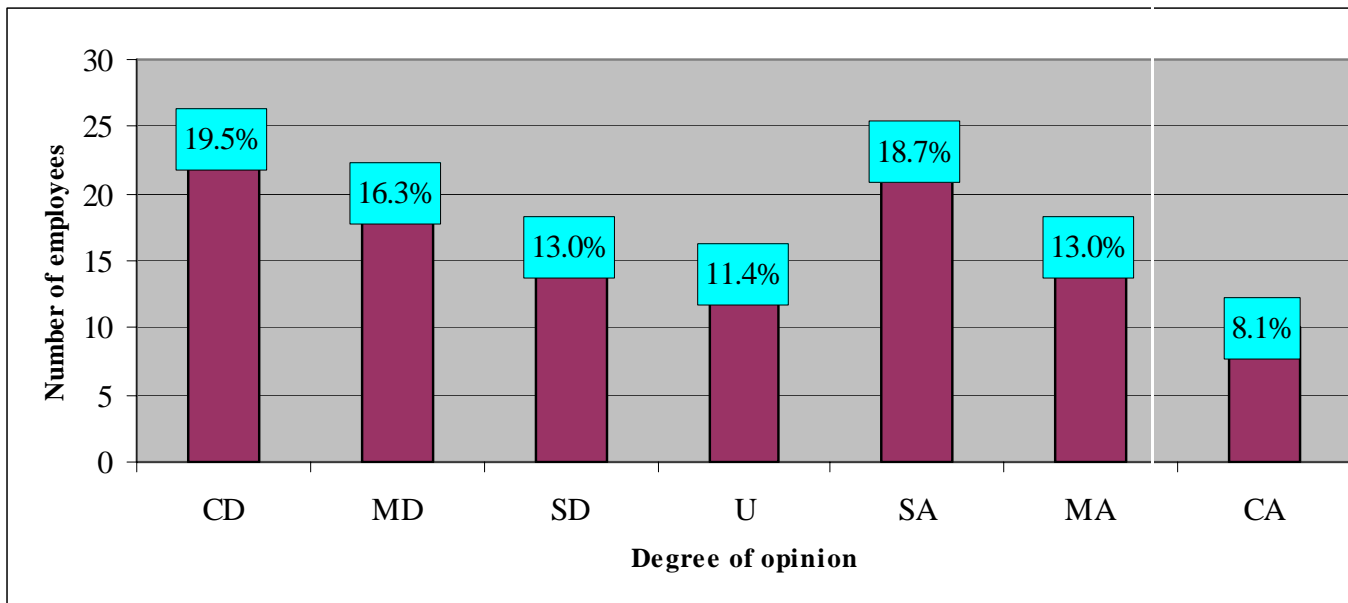


Table 5.31: The seven degrees of opinion to Question 2, Section 2 by the employees.

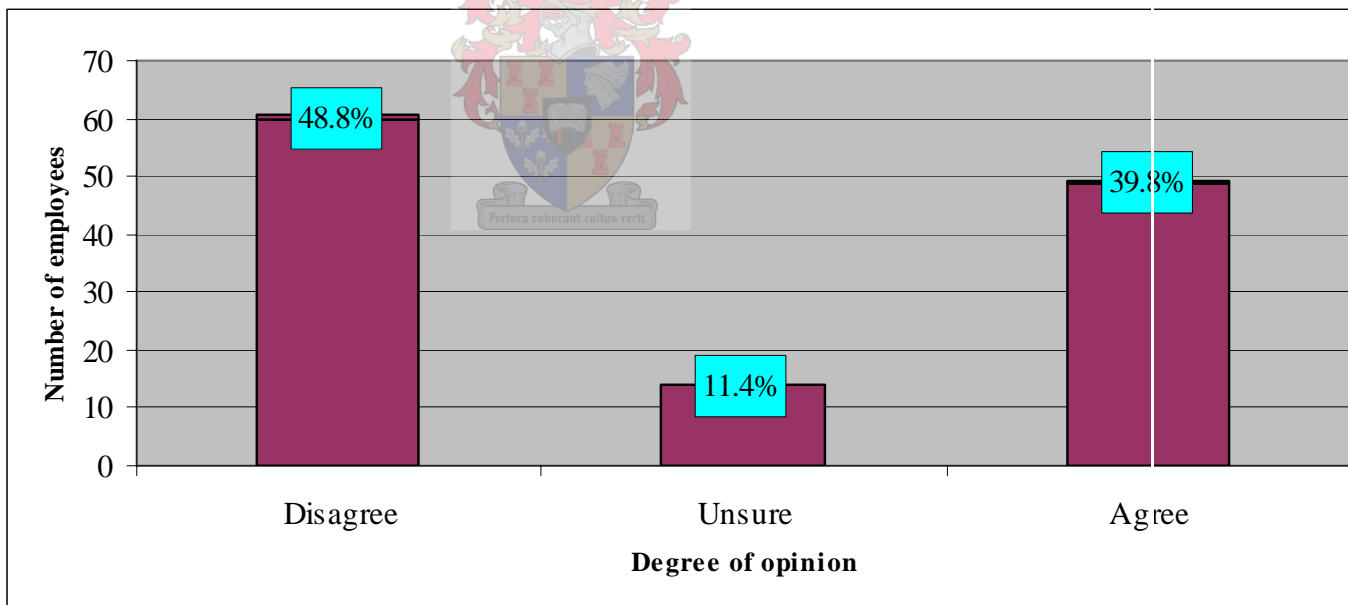


Table 5.32: The general three degrees of opinion to Question 2, Section 2 by the employees.

Only 8.1% of the participants completely agree that they are consulted by management when decisions are made that affect them, whereas 19.5% of the participants completely disagree with the statement. The majority of the participants, 48.8% indicated that they mostly disagree with the statement. It is evident that there are decisions made by the management at the police stations in the Eastern Metropole where the employees are not always consulted.

Question 3: Management takes decisions on matters affecting us, without asking us for our opinion.

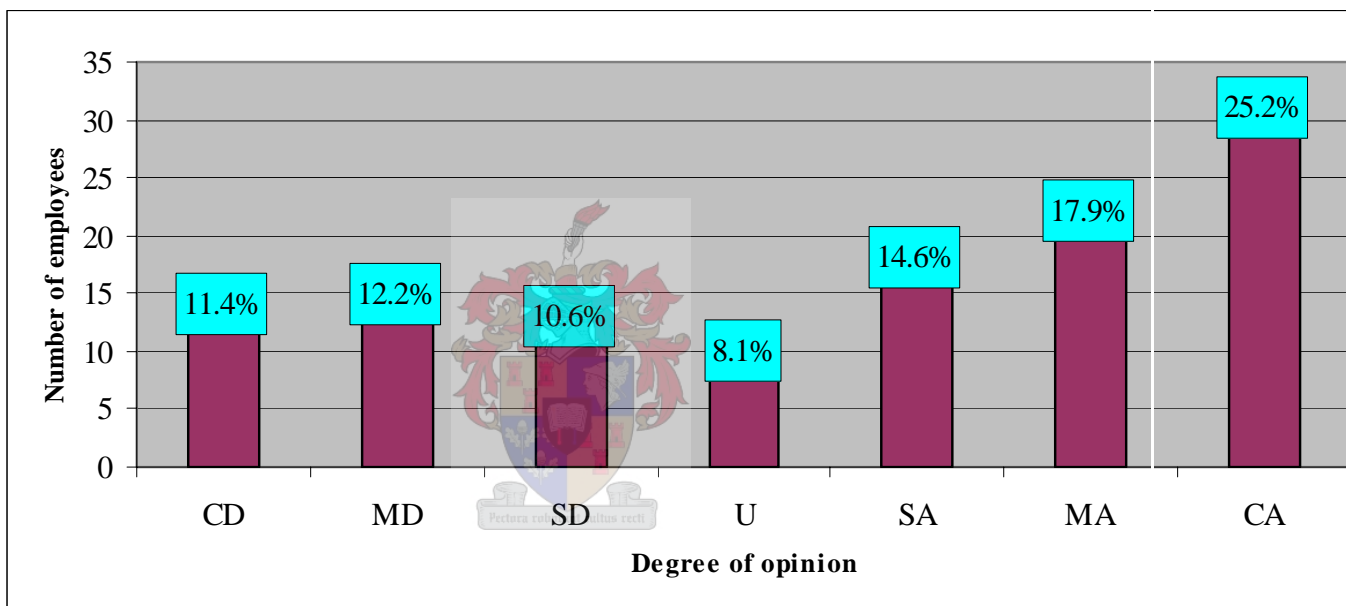


Table 5.33: The seven degrees of opinion to Question 3, Section 2 by the employees.

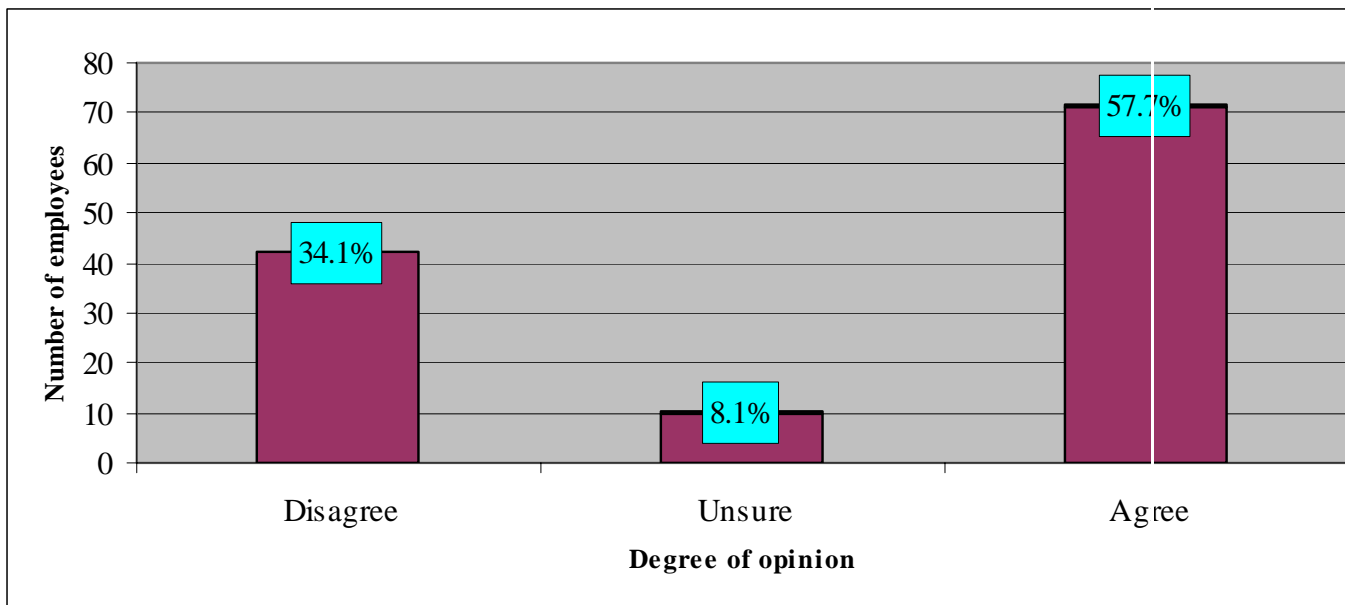


Table 5.34: The general three degrees of opinion to Question 3, Section 2 by the employees.

Of the 123 participants to this statement more than 70 (57.7 %) agreed, whereas only 34.1% disagreed. It is evident that there are decisions made by the management at the police stations in the Eastern Metropole where the employees are not given the opportunity to voice their opinion in the decision that affected them personally. Examples of decisions made by management include the utilisation of leave, transfers and working hours.

Question 4: Employees are involved in all-important decisions affecting our Police Station.

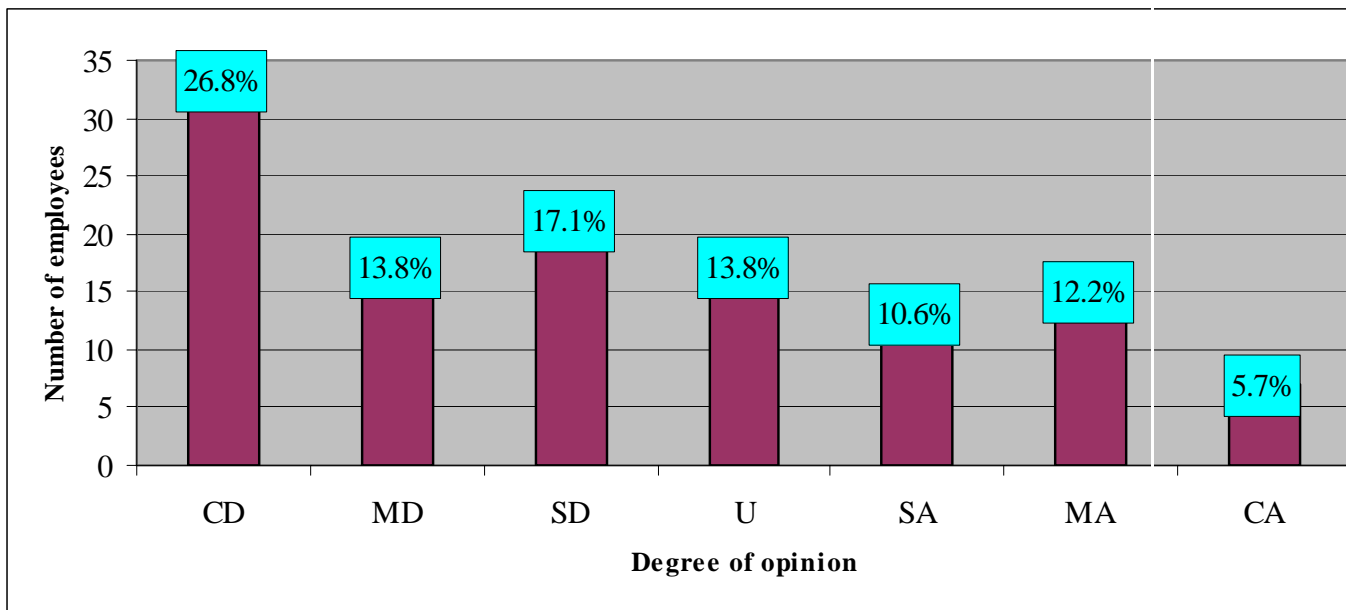


Table 5.35: The seven degrees of opinion to Question 4, Section 2 by the employees.

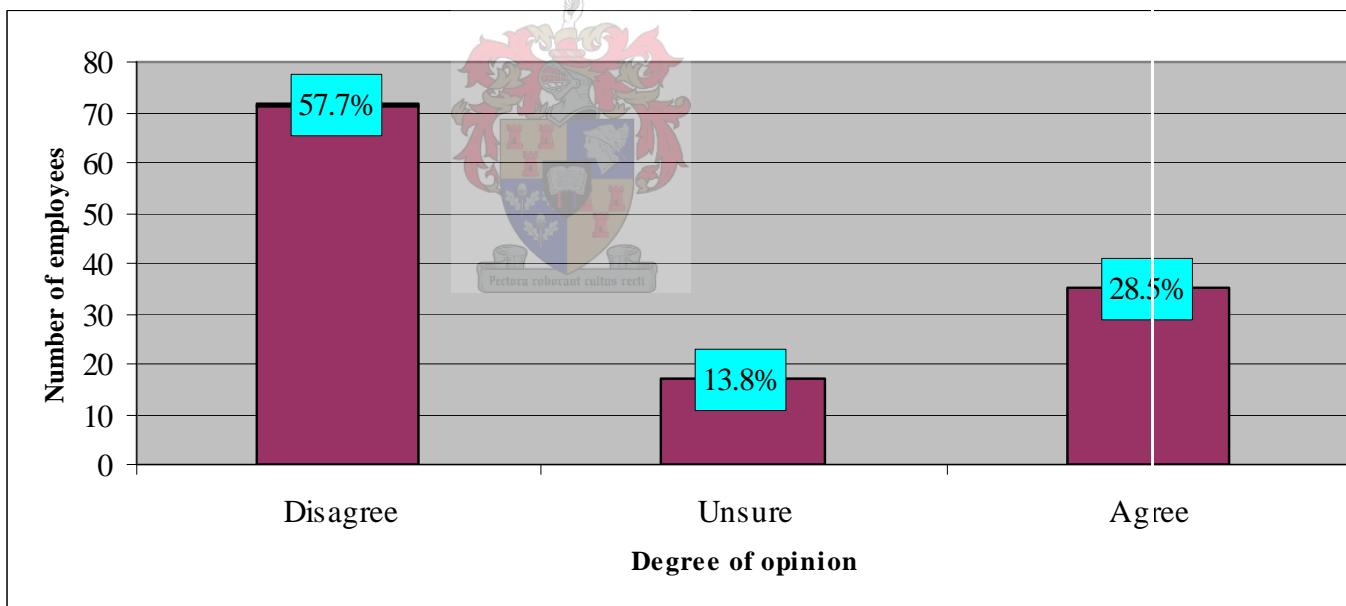


Table 5.36: The general three degrees of opinion to Question 4, Section 2 by the employees.

If the amount of participants that are unsure to whether they are involved in all important decisions affecting their respective police stations are analysed with those employees that in general disagree, 75.5% of the sample do not concur with the aforementioned

statement. It is the opinion of the researcher that this analysed information does have a negative impact on the morale of employees in the Eastern Metropole.

Question 5: Management does not force decisions upon us.

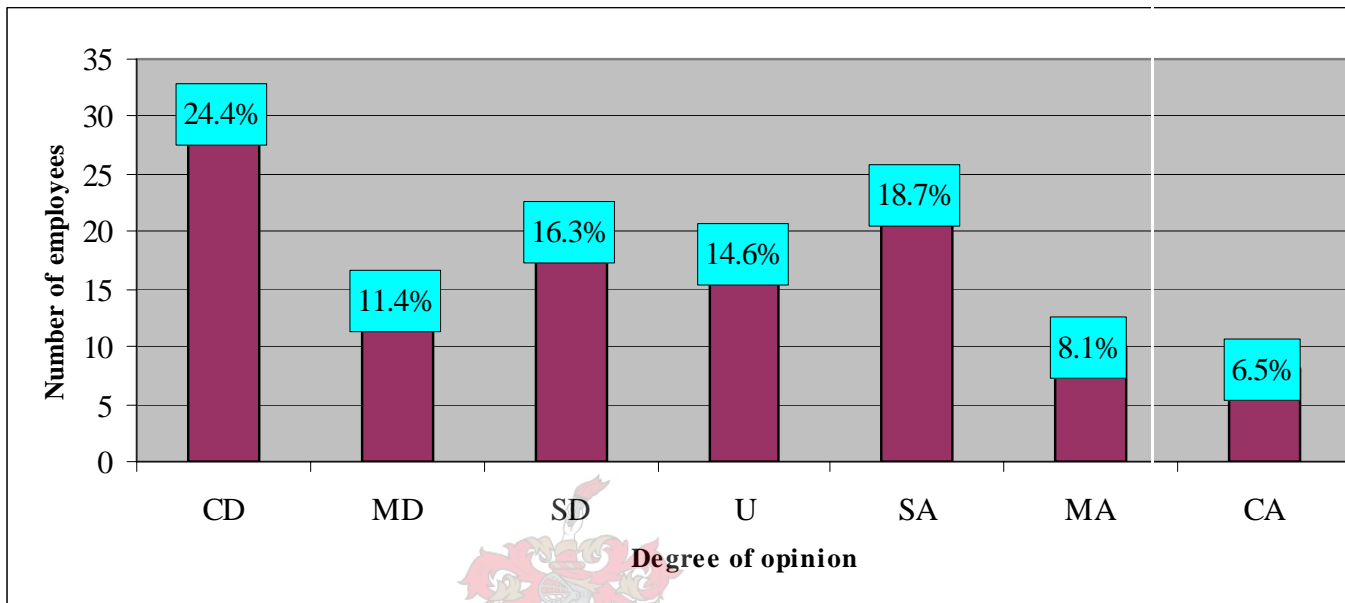


Table 5.37: The seven degrees of opinion to Question 5, Section 2 by the employees.

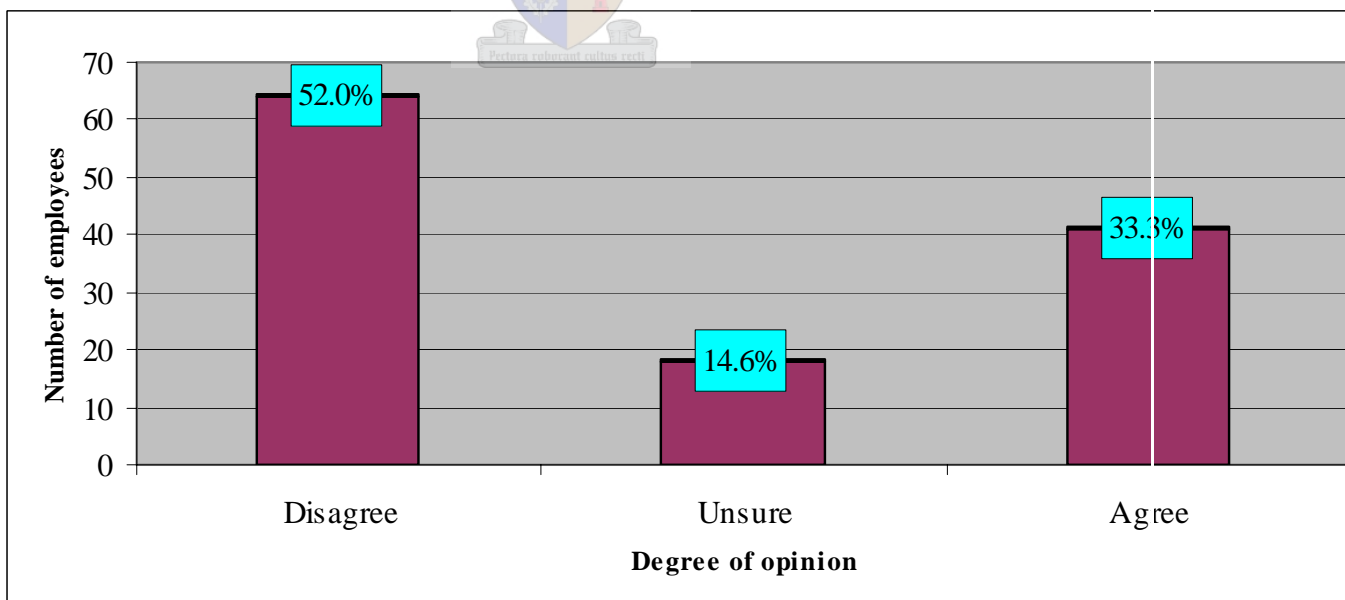


Table 5.38: The general three degrees of opinion to Question 5, Section 2 by the employees.

It is quite unexpected that nearly more than half of the participants (52%) disagreed, 14.6% were unsure and only 33.3% agreed with the statement. This information gives a slight indication that although the Police Service is a paramilitary organisation there are still decisions forced upon employees due to the organisational culture and hierarchy.

Question 6: People are not involved sufficiently in decision-making.

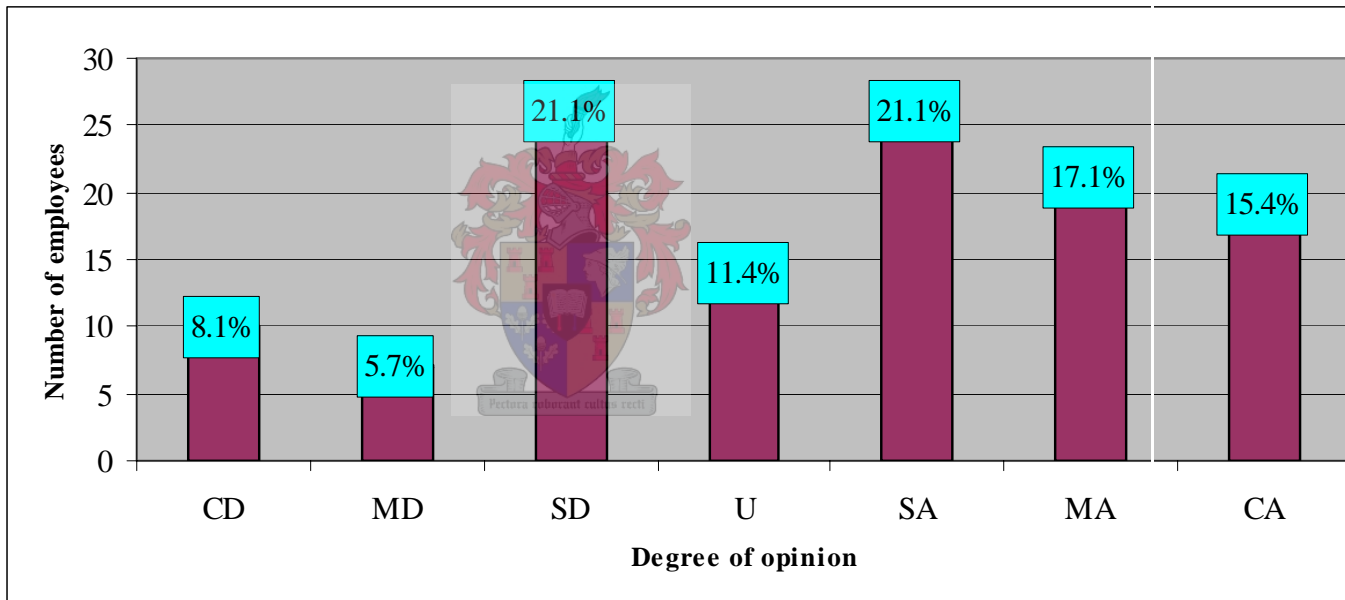


Table 5.39: The seven degrees of opinion to Question 6, Section 2 by the employees.

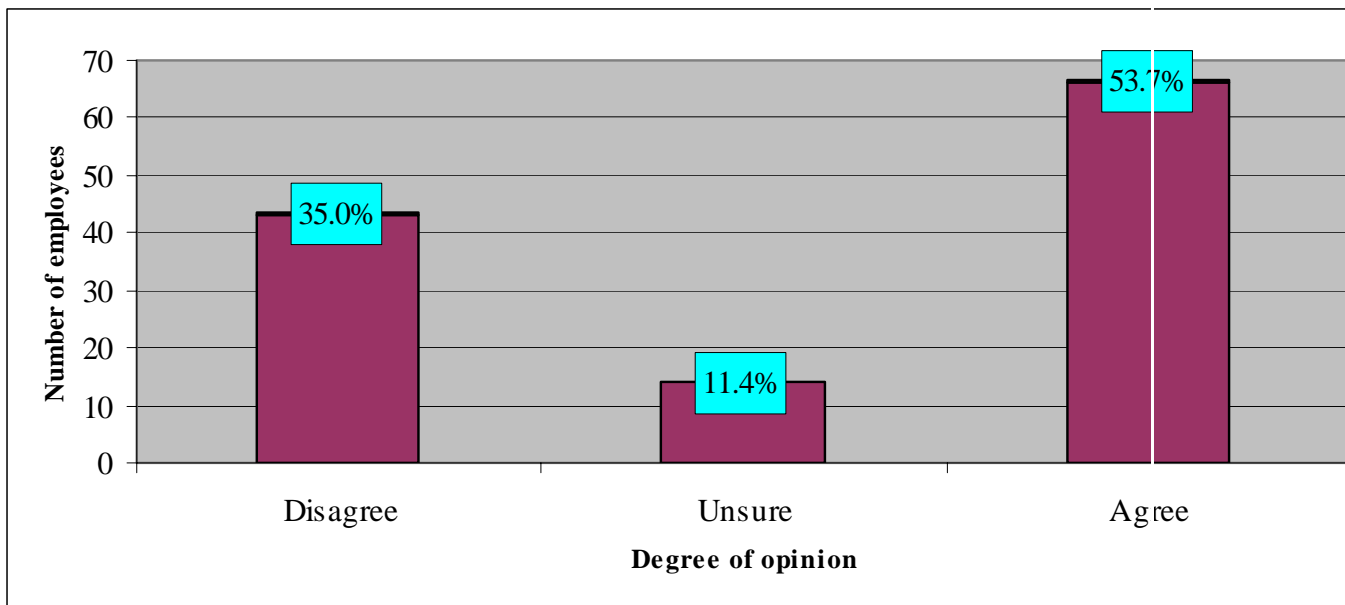


Table 5.40: The general three degrees of opinion to Question 6, Section 2 by the employees.

The feedback by the participants points to the need for the improvement of employee participation in decision-making. It is not always possible for employees to participate in decisions that are made by the management on a daily basis, due to time constraints and the necessity for the implementation thereof as instructed by a higher authority. However it is possible to include employees by means of their union representatives and respective supervisors.

Question 7: We as employees participate fully in decision-making.

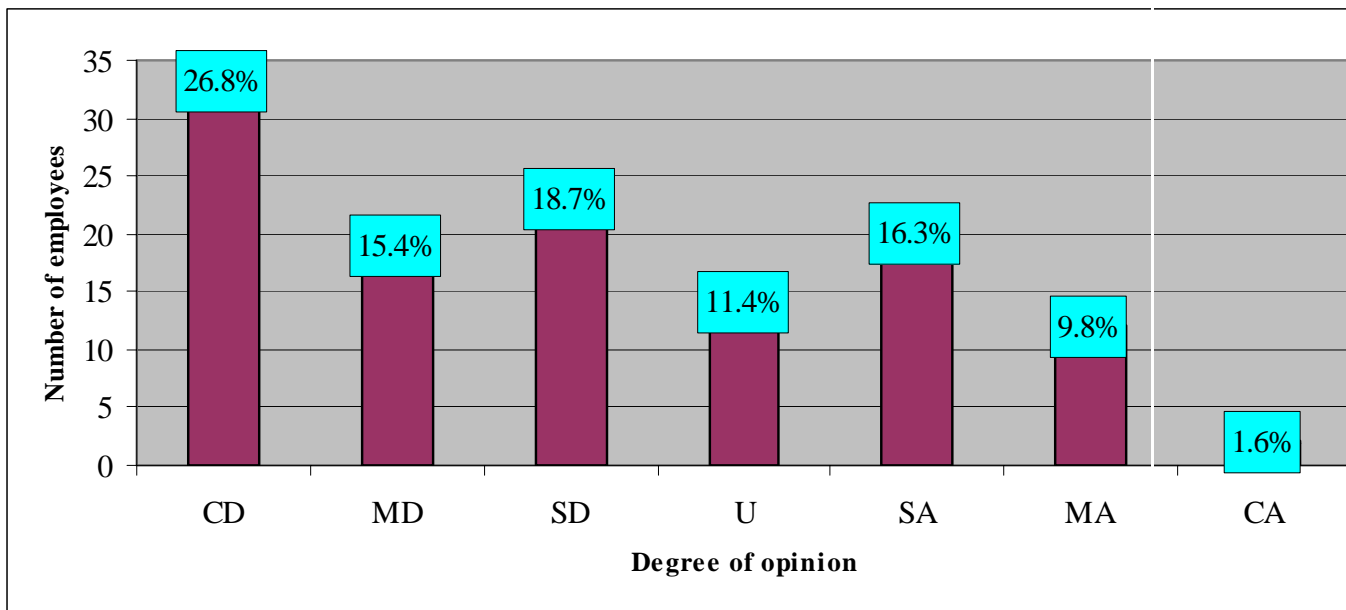


Table 5.41: The seven degrees of opinion to Question 7, Section 2 by the employees.

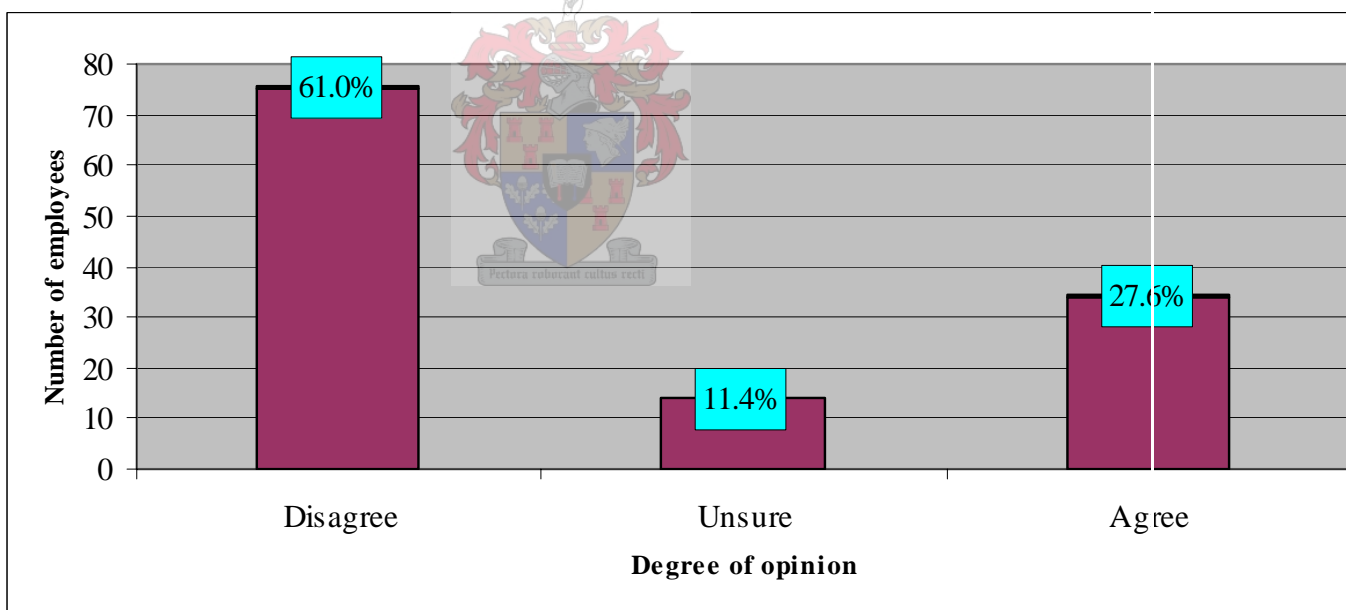


Table 5.42: The general three degrees of opinion to Question 7, Section 2 by the employees.

The feedback by the participants clearly indicates that 61 % of the sample disagreed that they fully participate in decision making, whereas only 27.6 % pointed out the opposite.

The improvement of the participation of employees in decisions will depend on the availability of formal and informal methods to practice participative management, the attitude of management and the competency and availability of union representatives.

5.3.5 Section 3: Methods to practice Participative Management

The response by the sample of employees in relation to the 12 questions or statements in Section 3 of the questionnaire are visually illustrated and analysed, infra.

Question 1: I am satisfied with the opportunities provided to us to participate in decision-making.

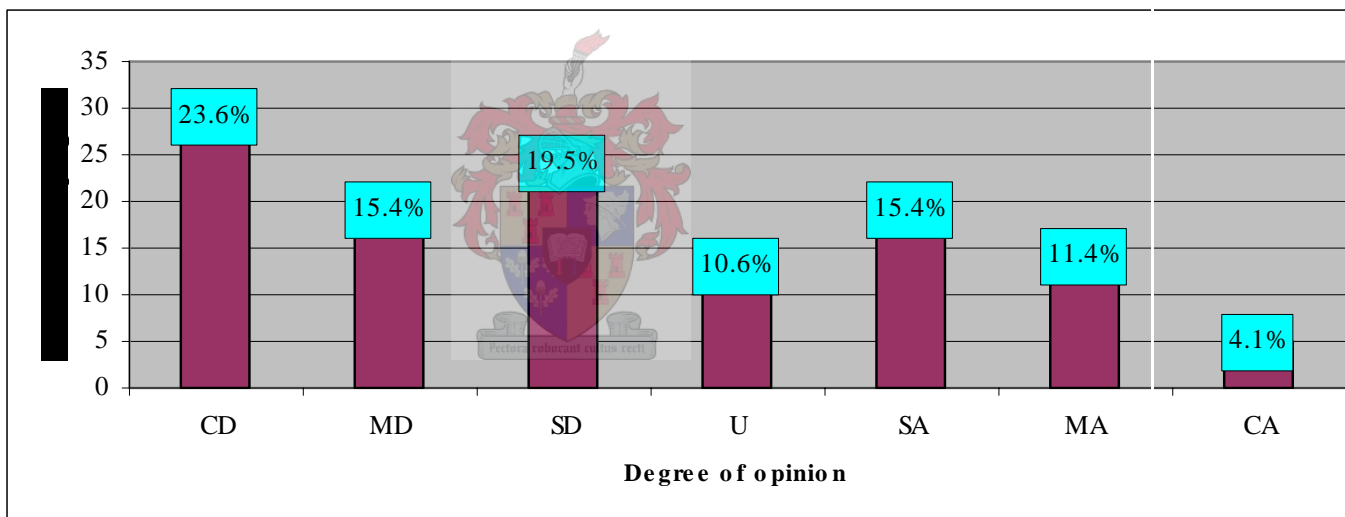


Table 5.43: The seven degrees of opinion to Question 1, Section 3 by the employees.

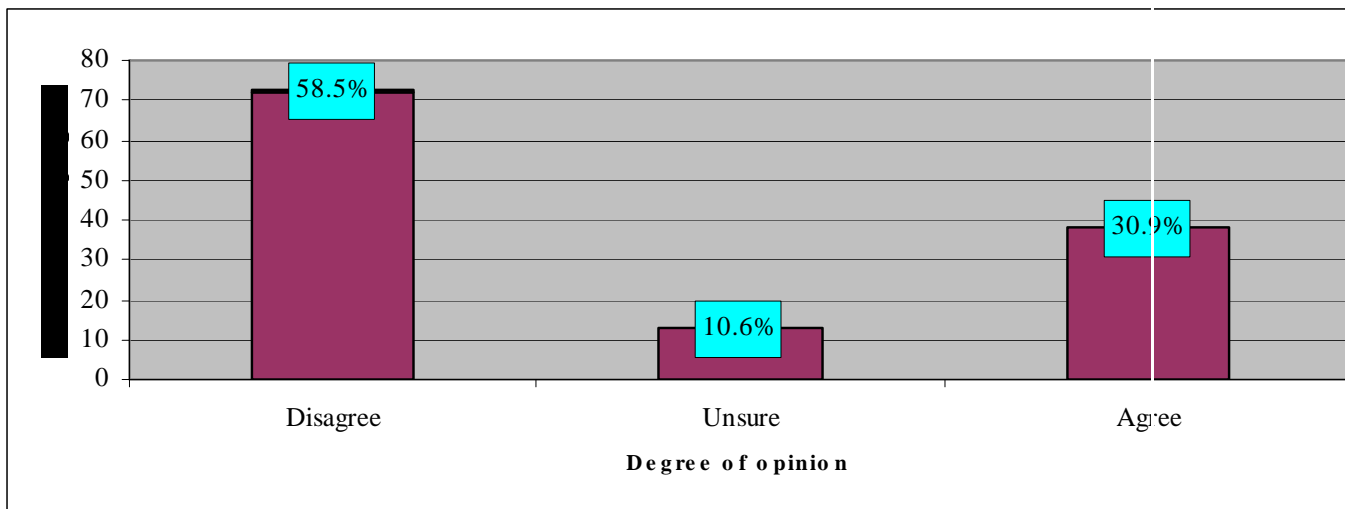


Table 5.44: The general three degrees of opinion to Question 1, Section 3 by the employees.

The majority of the participants (58.5 %) disagreed with the aforementioned statement, whereas only 30.9 % agreed. The fact that 10.6 % of the participants indicated that they are unsure is evidence of the fact that they are not exposed to or know about opportunities that presently exist to participate in decision-making.

Question 2: I am given the opportunity to say how I can improve my work to achieve better

results.

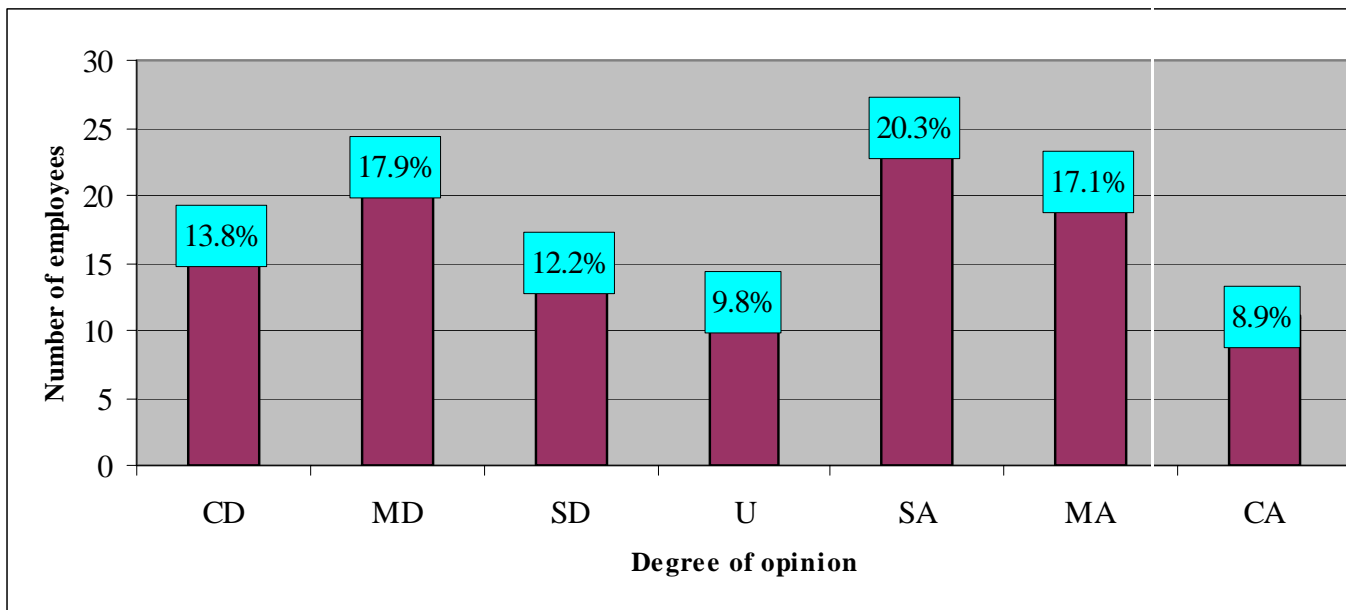


Table 5.45: The seven degrees of opinion to Question 2, Section 3 by the employees.

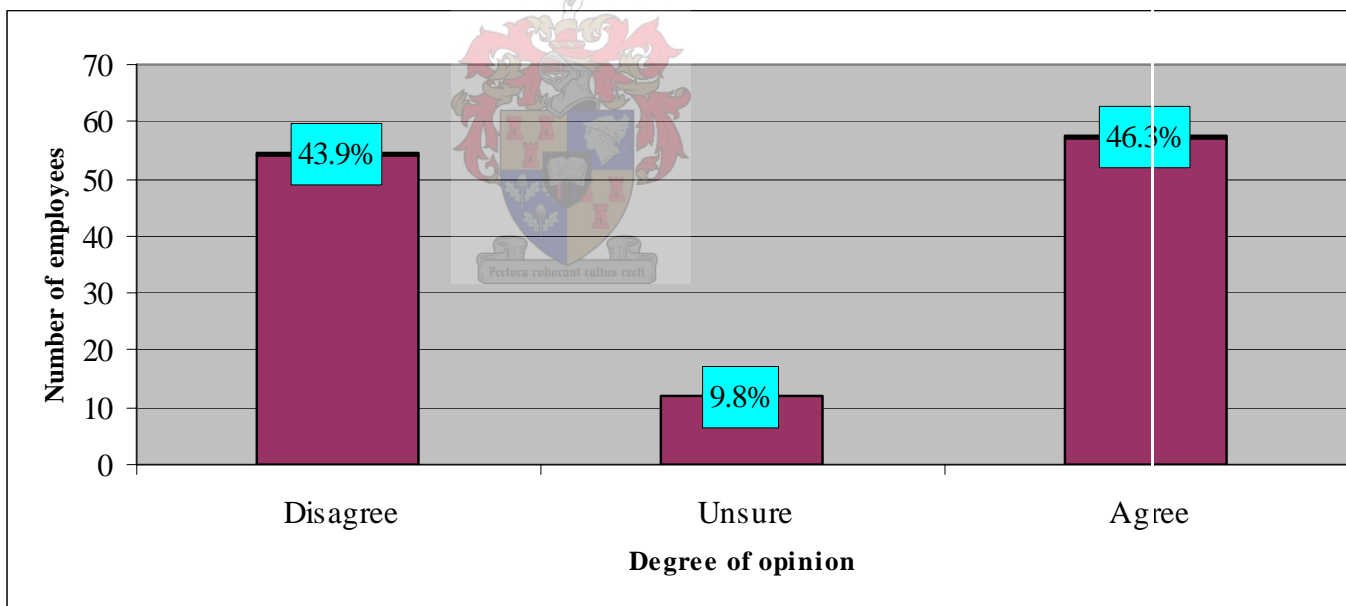


Table 5.46: The general three degrees of opinion to Question 2, Section 3 by the employees.

It is quite unexpected that 43.9 % of the participants disagreed, 9.8 % were unsure and only 46.3 % agreed in general with the statement. This information gives a slight

indication that although the Police Service implemented the Performance Enhancement Process as discussed in the analysis of question 6 of Section 1(supra); there is still room for improvement of the practical implementation of the aforementioned process.

Question 3: Employees are satisfied with the influence that union representative (shop stewards) have on the decisions made by management.

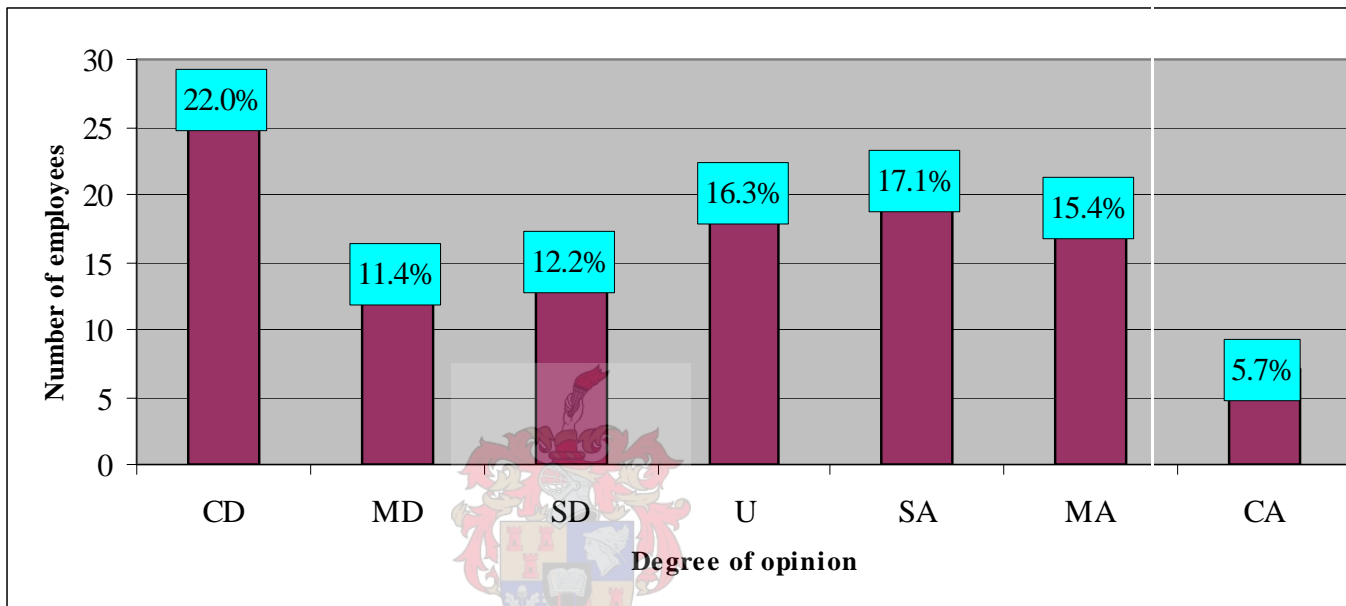


Table 5.47: The seven degrees of opinion to Question 3, Section 3 by the employees.

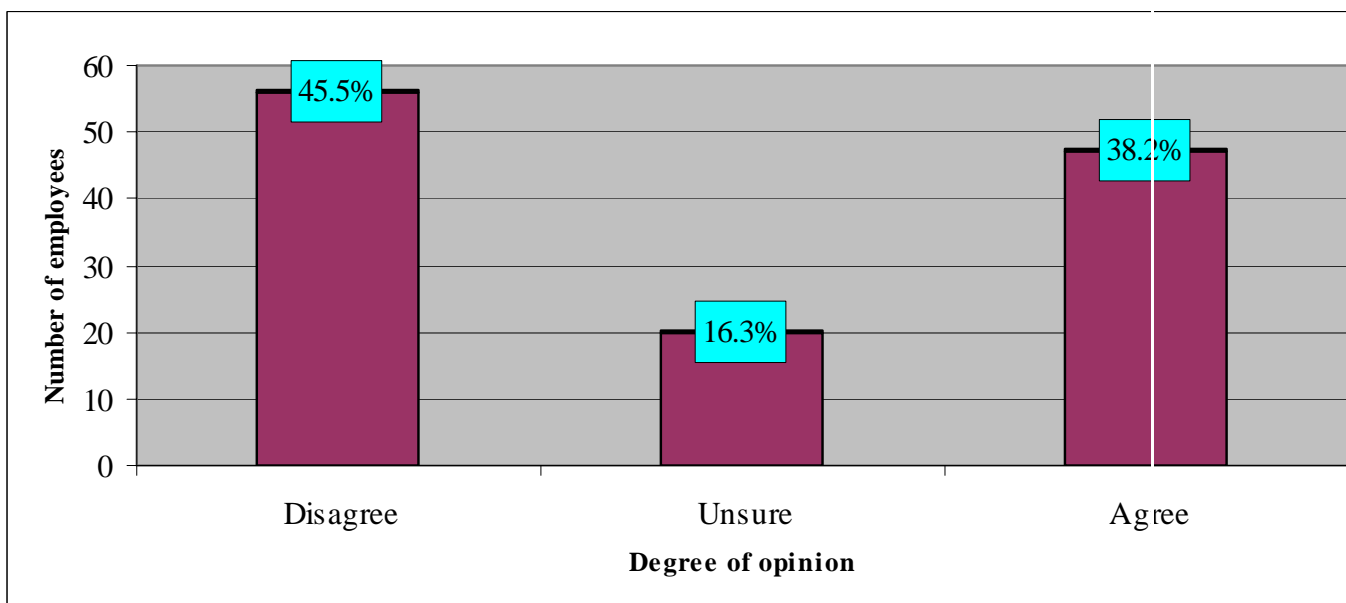


Table 5.48: The general three degrees of opinion to Question 3, Section 3 by the employees.

Of the 123 participants only 5.7 % (7) were of the opinion that they completely agree with this statement, whereas 22 % (27) completely disagreed. 16.3 % were unsure, which indicates that the influence on decisions by the union representatives at the police stations is not effectively communicated to employees on ground level or that there are no decisions influenced by the union representatives.

Question 4: I am satisfied that the personal interests of employees are represented by the union representative (shop stewards).

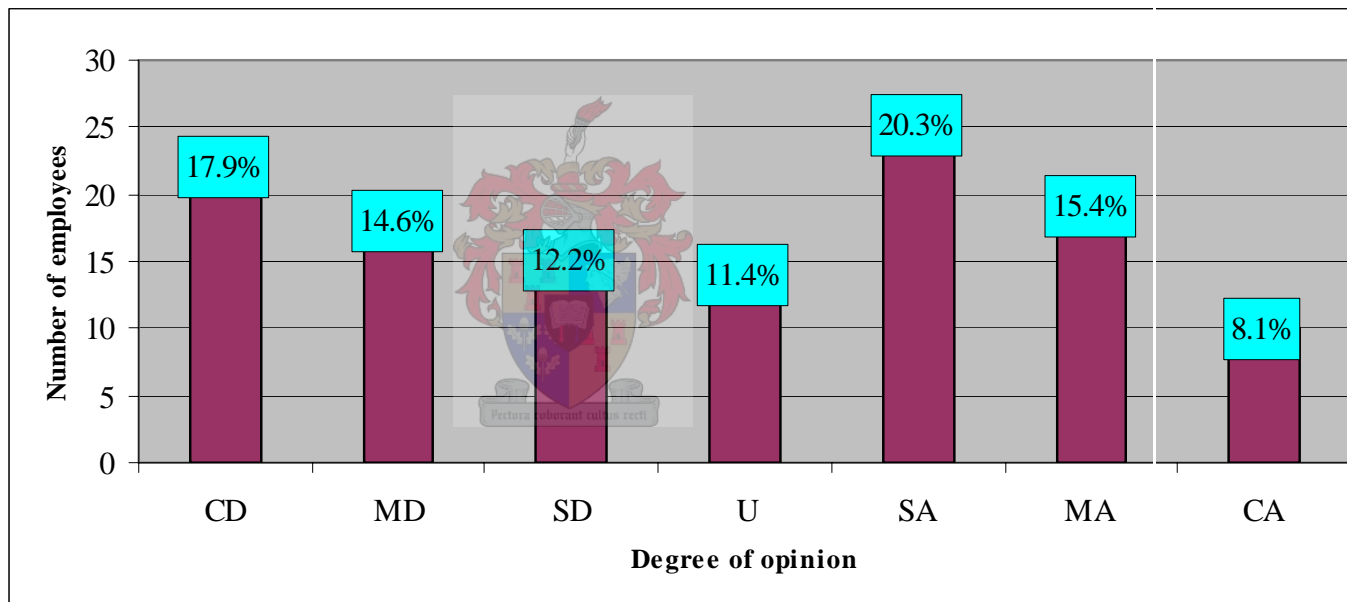


Table 5.49: The seven degrees of opinion to Question 4, Section 3 by the employees.

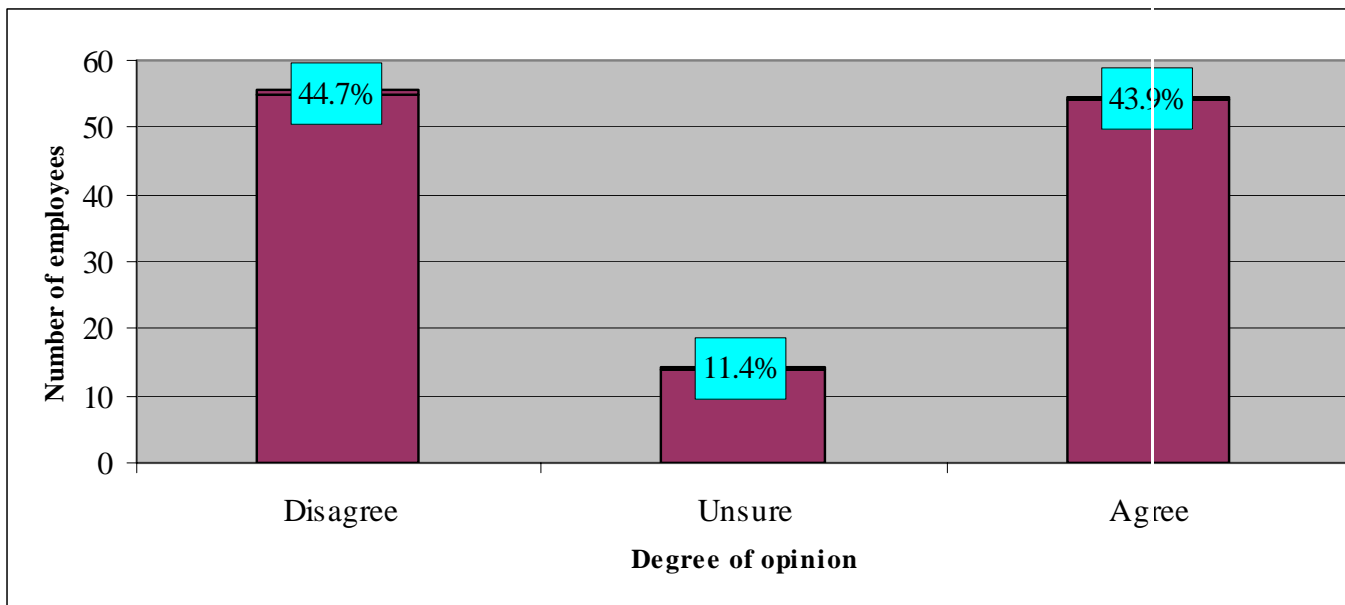


Table 5.50: The general three degrees of opinion to Question 4, Section 3 by the employees.

Of the 123 participants only 8.1 % were of the opinion that they completely agree with this statement, whereas 17, 9 % completely disagreed. In general 44.7 % of the employees disagreed, 11.4 % were unsure and 43.9 % agreed. It is evident from the aforementioned statistics that there is a need for the union representatives to improve on the general representation of employees on a more personalised basis.

Question 5: Employees at the Police Station are satisfied with the dispute settlement meetings between Management and the Unions.

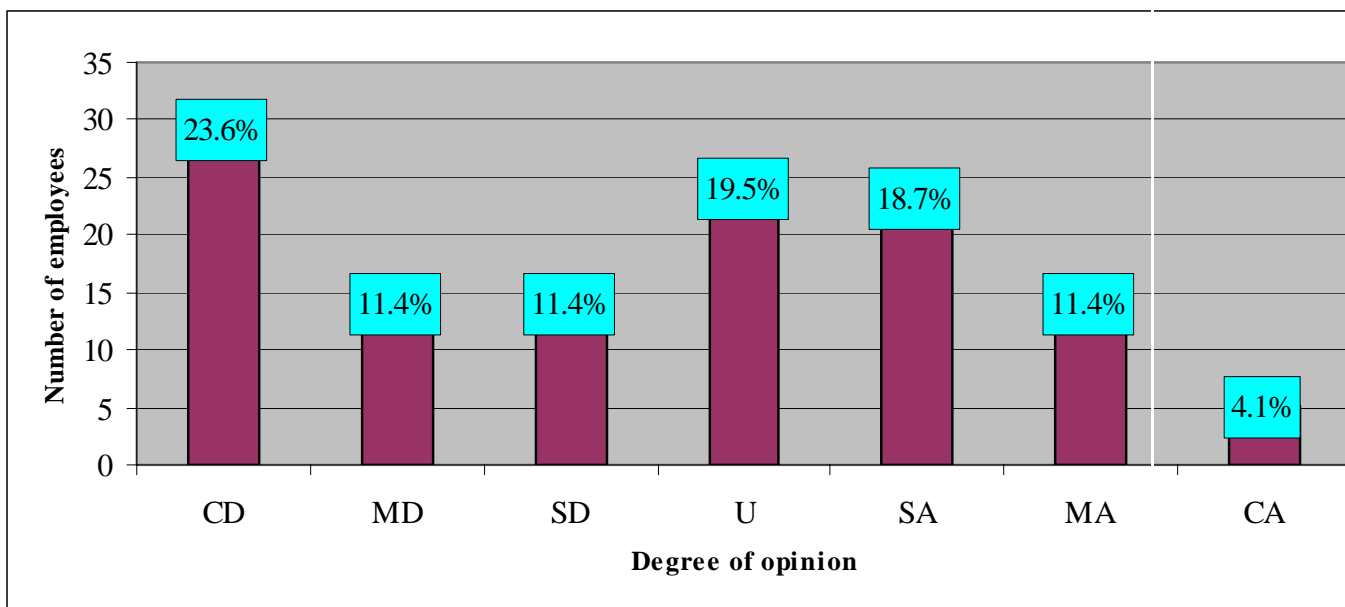


Table 5.51: The seven degrees of opinion to Question 5, Section 3 by the employees.

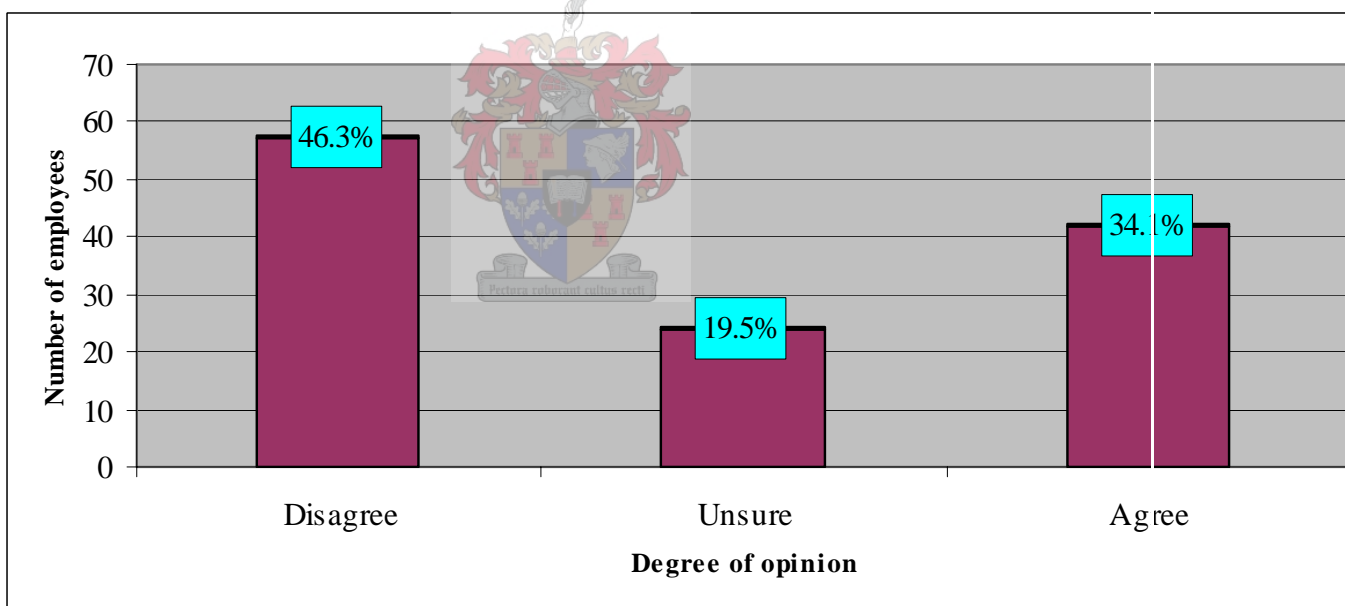


Table 5.52: The general three degrees of opinion to Question 5, Section 3 by the employees.

The majority of the participants (46.3 %) disagreed with the aforementioned statement, whereas only 34.1 % agreed. The fact that 19.5 % of the participants indicated that they are unsure is evident that they do not know of any dispute settlement meetings.

The employees are not satisfied with this present method to practice participative management and the improvement thereof will depend on the attitude, competency, skills and availability of management and union representatives.

Question 6: Management and the Unions have meetings on a monthly basis.

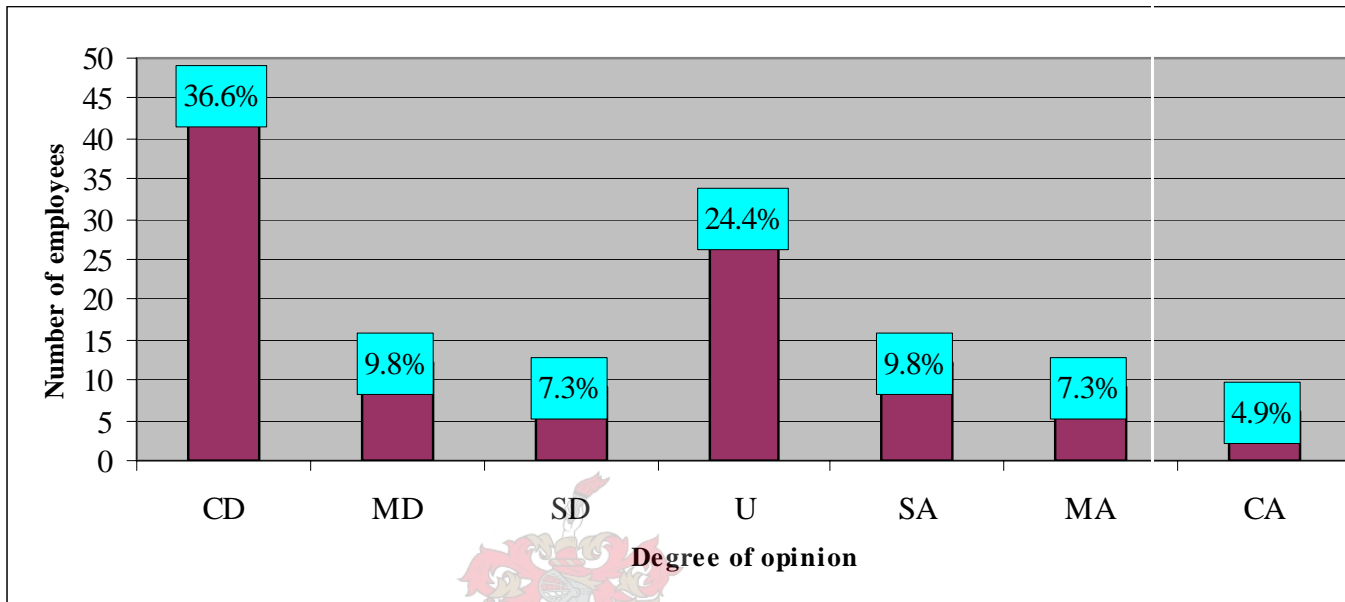


Table 5.53: The seven degrees of opinion to Question 6, Section 3 by the employees.

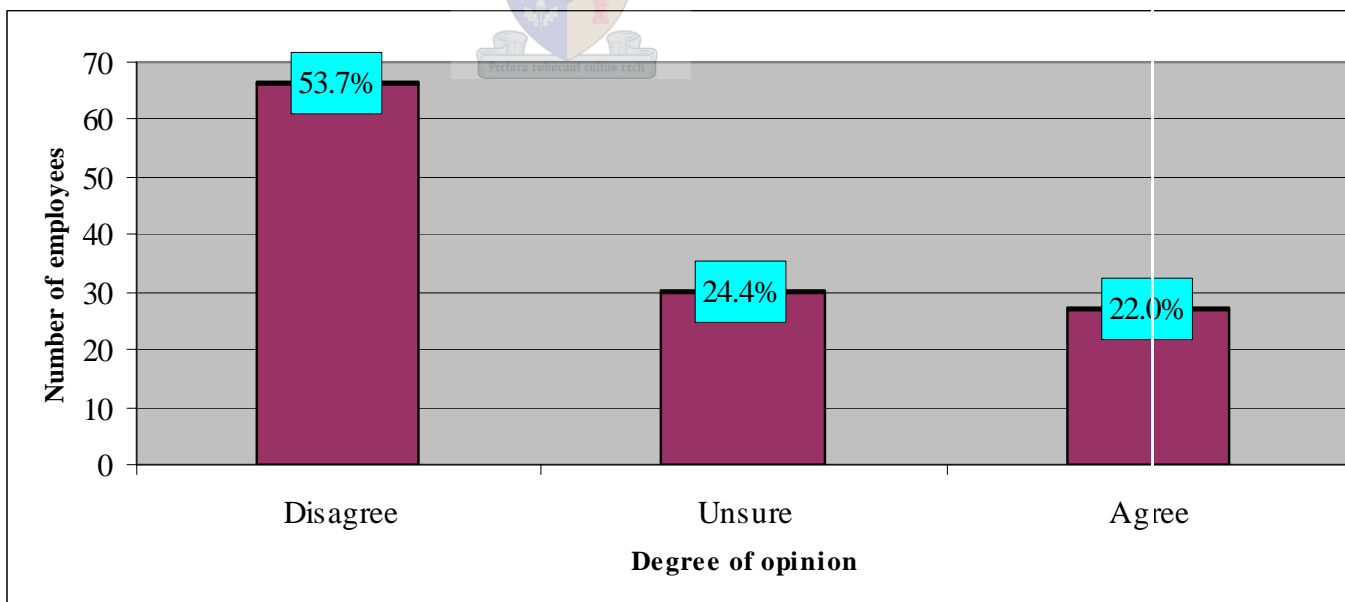


Table 5.54: The general three degrees of opinion to Question 6, Section 3 by the employees.

It is evident that the aforementioned statistics indicate that there is a need for the union representatives to improve on the representation of employees on a more formal basis with the management of the police stations in the Eastern Metropole.

Question 7: Union representatives form part of the monthly Management Meeting.

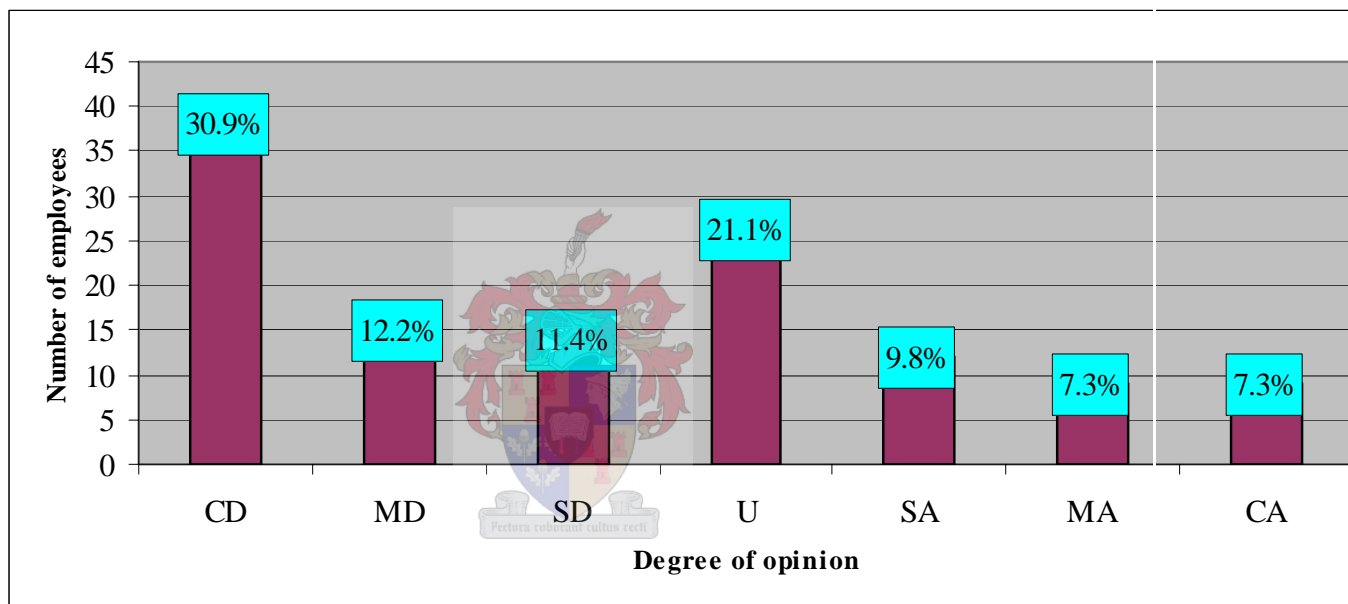


Table 5.55: The seven degrees of opinion to Question 7, Section 3 by the employees.

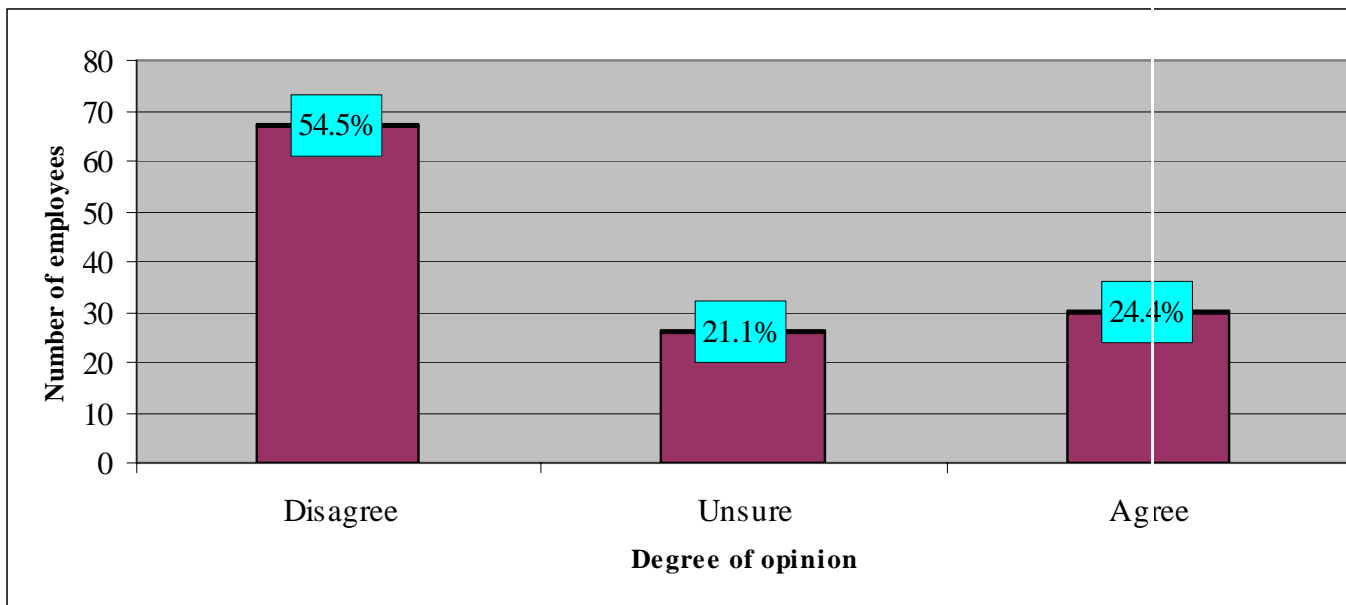


Table 5.56: The general three degrees of opinion to Question 7, Section 3 by the employees.

The majority of the participants (54.5 %) disagreed with the aforementioned statement, whereas only 24.4 % agreed. The fact that 21.1 % of the participants indicated that they are unsure is evident that they do not know if the union representatives form part of the monthly management meeting at station level.

Question 8: There is a Station Forum established at the Police Station.

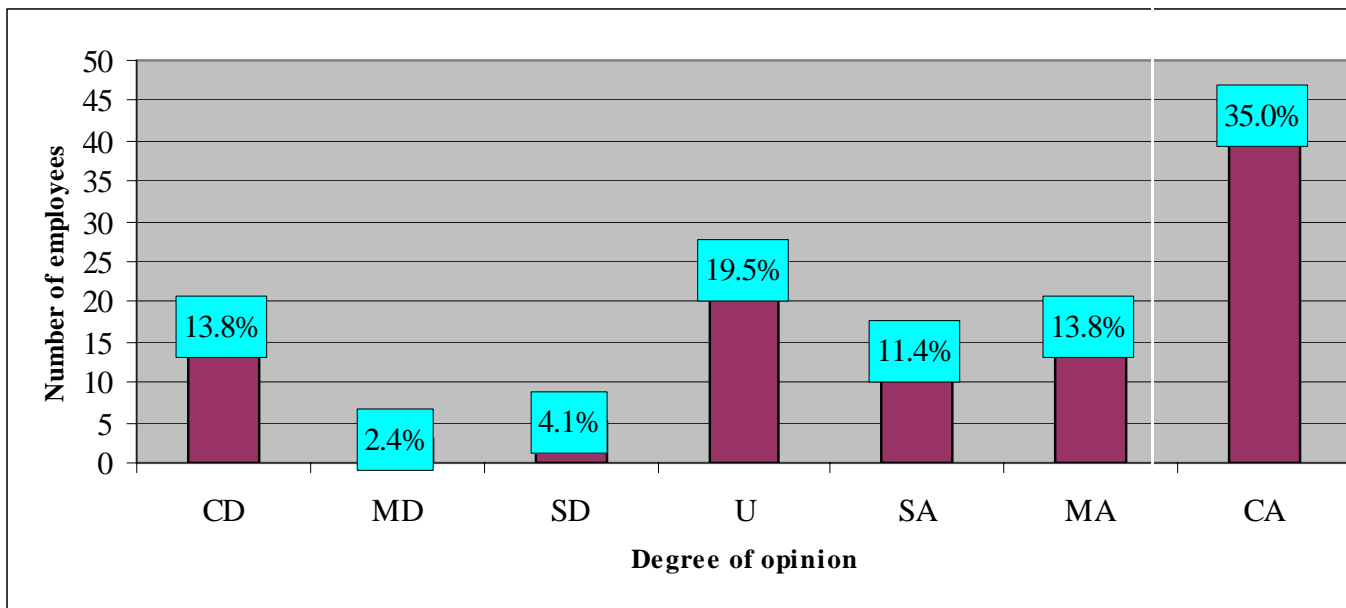


Table 5.57: The seven degrees of opinion to Question 8, Section 3 by the employees.

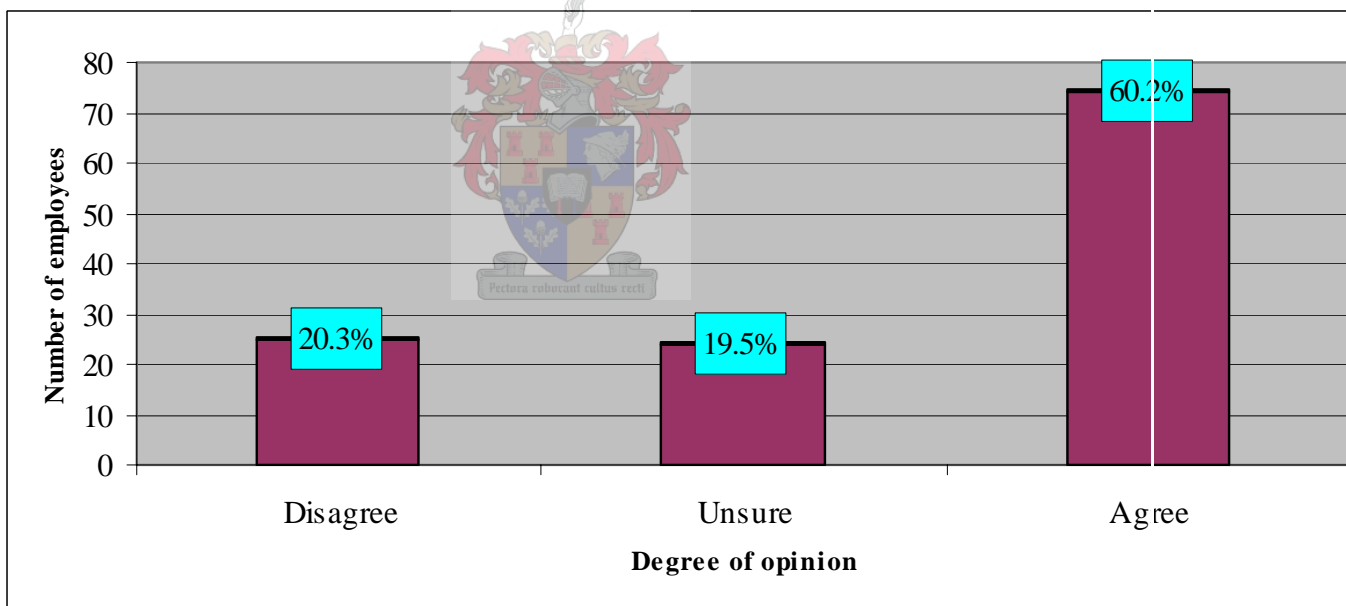


Table 5.58: The general three degrees of opinion to Question 8, Section 3 by the employees.

The greater number of the participants to the questionnaire indicates that there is a Station Forum established at their respective police stations. The question however is to whether this forum is only utilised as a tool to communicate important information by means of

the latest directives or instructions and if this forum is actually a mechanism to practice participative management?

Question 9: The ideas and suggestions of the employees at the Station Forum are discussed

with the Management and are mostly implemented.

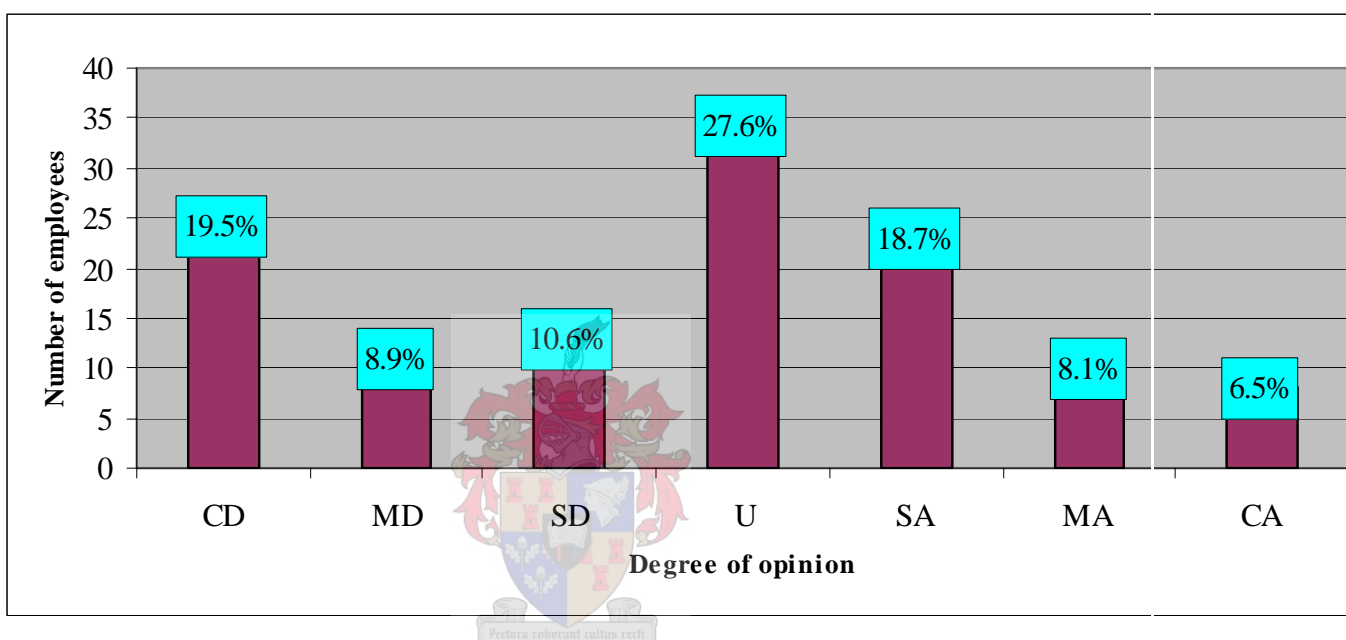


Table 5.59: The seven degrees of opinion to Question 9, Section 3 by the employees.

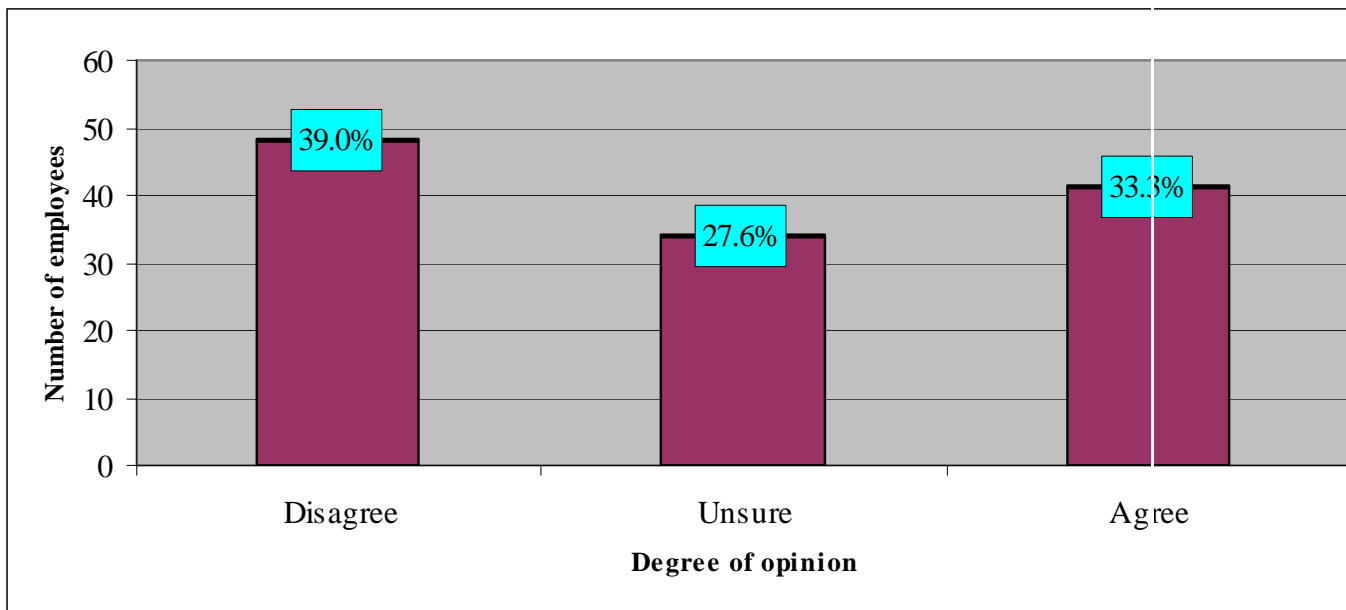
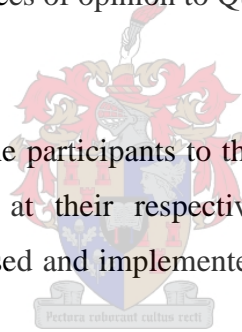


Table 5.60: The general three degrees of opinion to Question 9, Section 3 by the employees.

Although the greater number of the participants to the questionnaire indicated that there is a Station Forum established at their respective police stations, the ideas and suggestions are not always discussed and implemented by the management of the police stations.



Question 10: A suggestion box is available at the Police Station for employees to give suggestions on methods to improve service delivery.

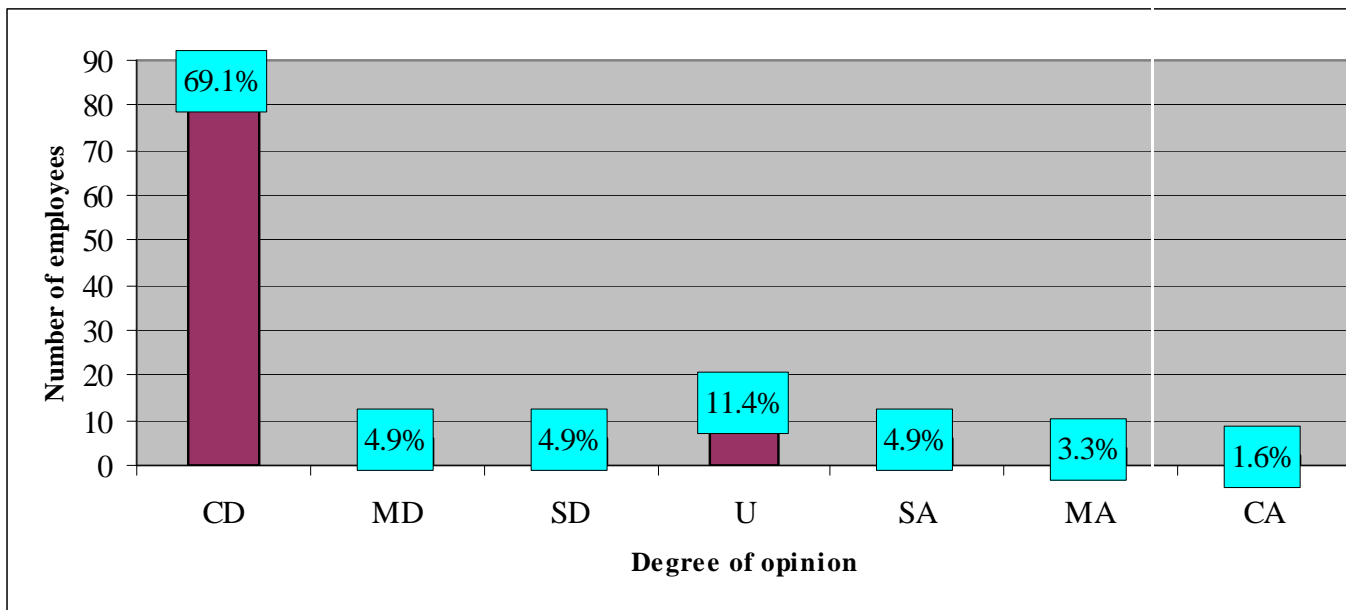


Table 5.61: The seven degrees of opinion to Question 10, Section 3 by the employees.

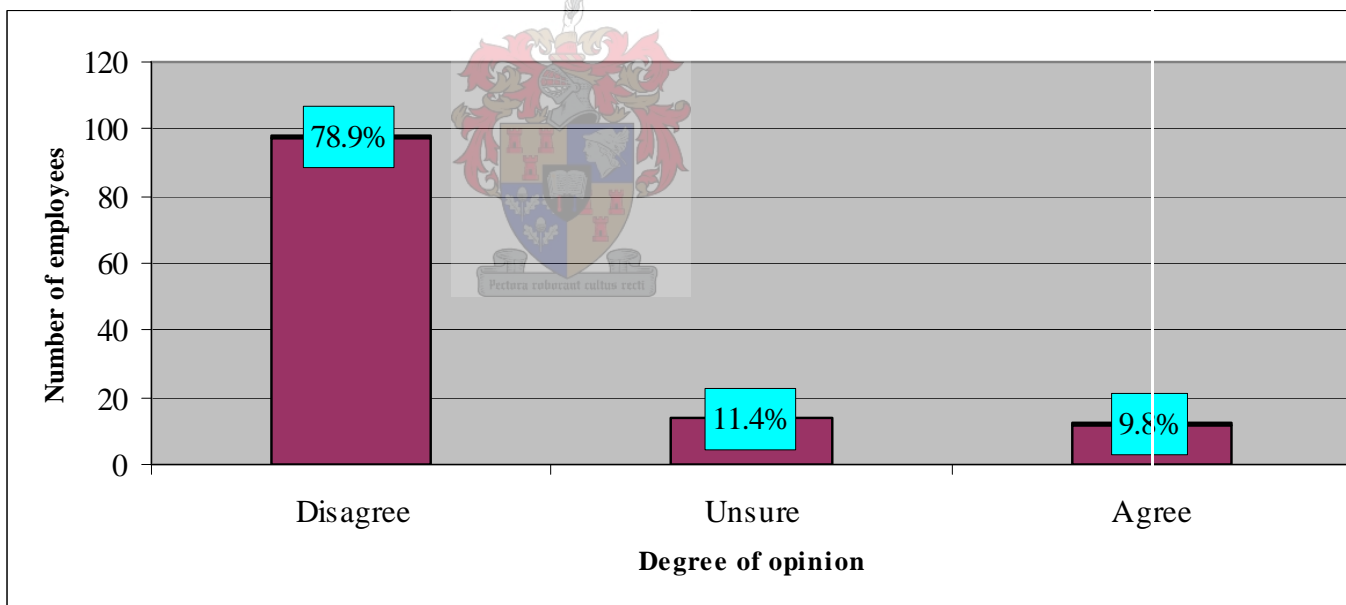


Table 5.62: The general three degrees of opinion to Question 10, Section 3 by the employees.

The majority of the participants indicated that there is not a suggestion box available at their respective police station. The aforementioned indicated that it is not possible for employees to contribute and be empowered to improve service delivery by means of a

suggestion box that are available on a 24 hour basis. The availability of a suggestion box will ensure that employees have the opportunity to be creative.

Question 11: At this Police Station team performance is encouraged.

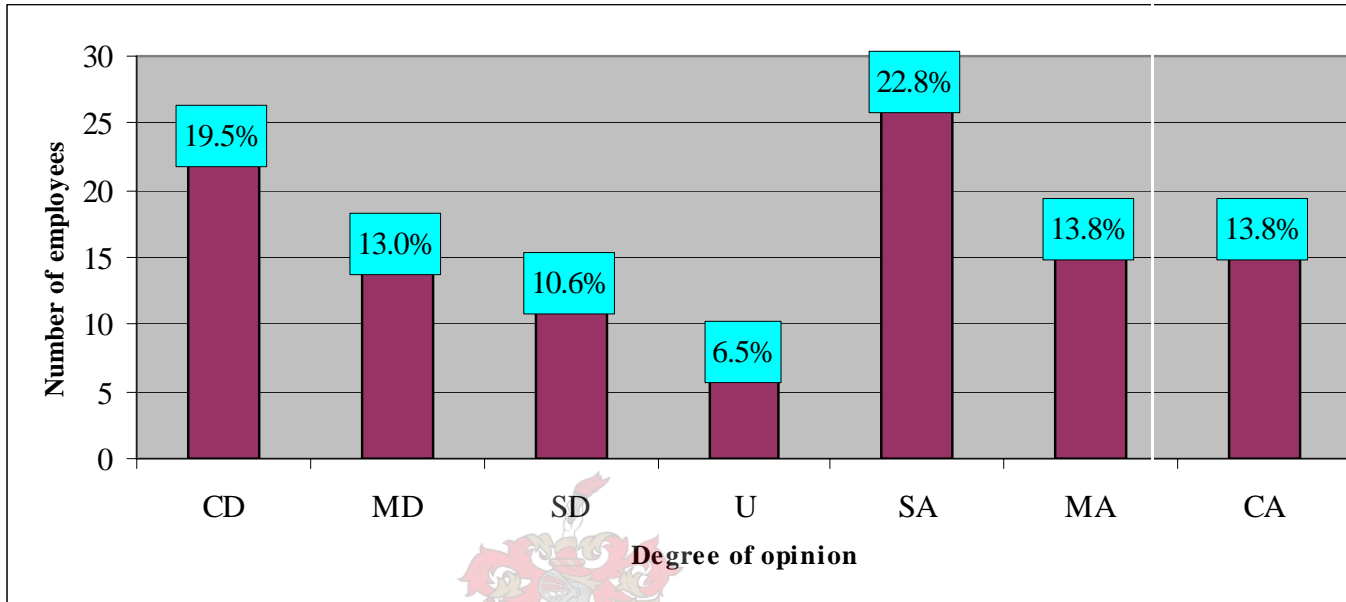


Table 5.63: The seven degrees of opinion to Question 11, Section 3 by the employees.

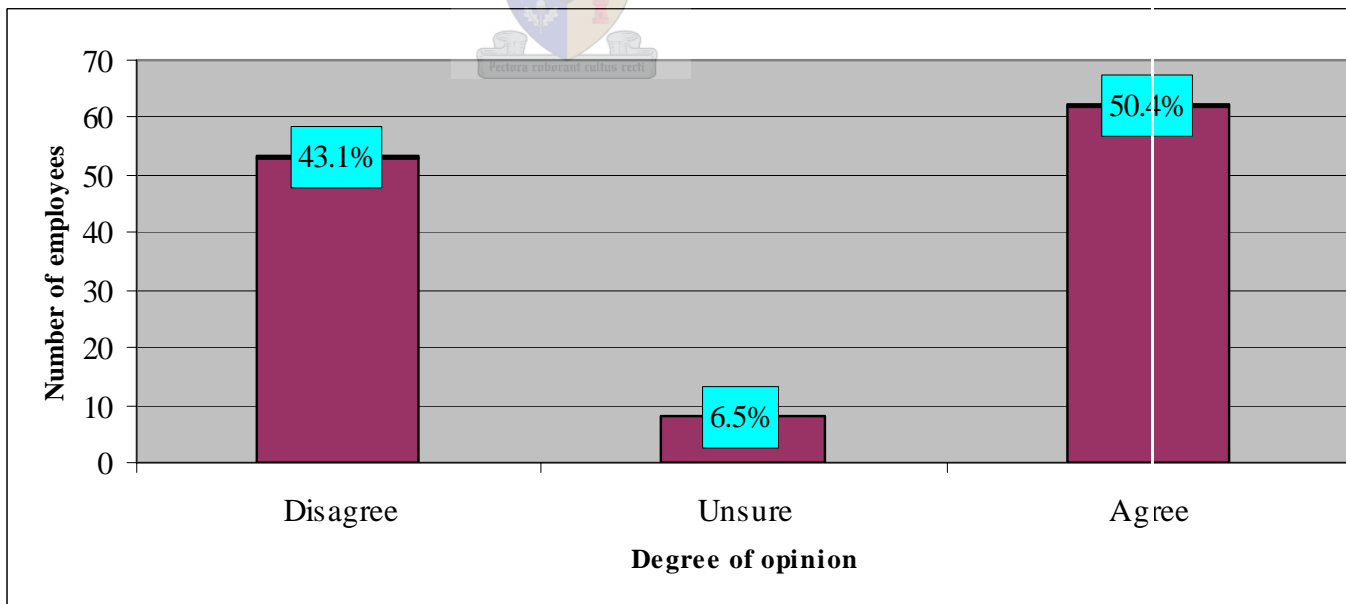


Table 5.64: The general three degrees of opinion to Question 11, Section 3 by the employees.

Although only 50.4 % (more than 60 employees) are of the opinion that team performance is encouraged, it is sufficient to say that there is a need for the improvement of team performance between fellow employees who work together, or in general.

Question 12: At this Police Station teams are empowered to solve problems within their control.

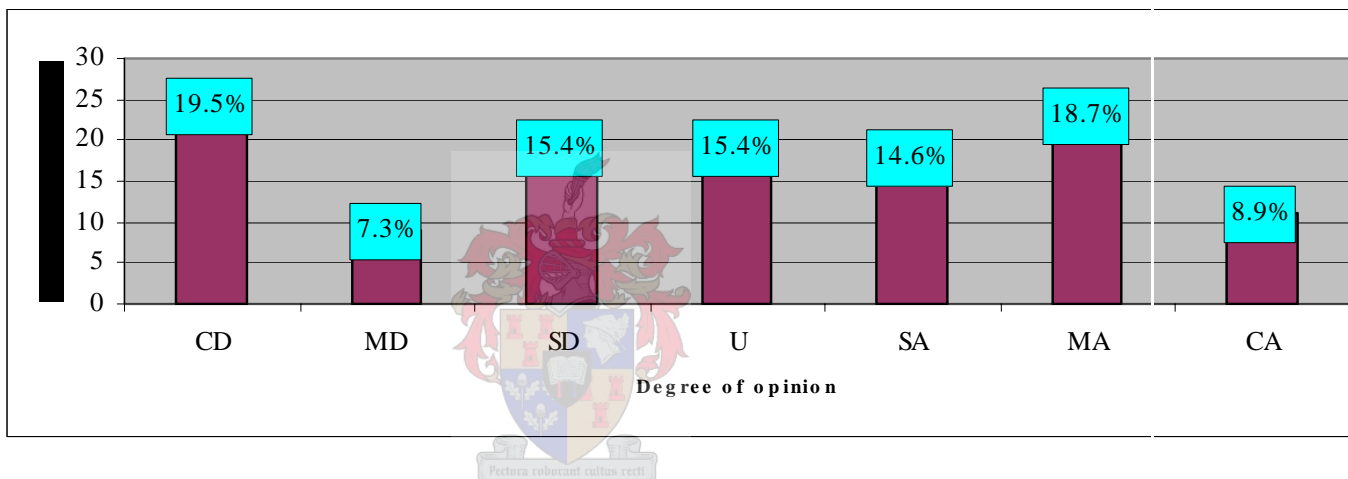


Table 5.65: The seven degrees of opinion to Question 12, Section 3 by the employees.

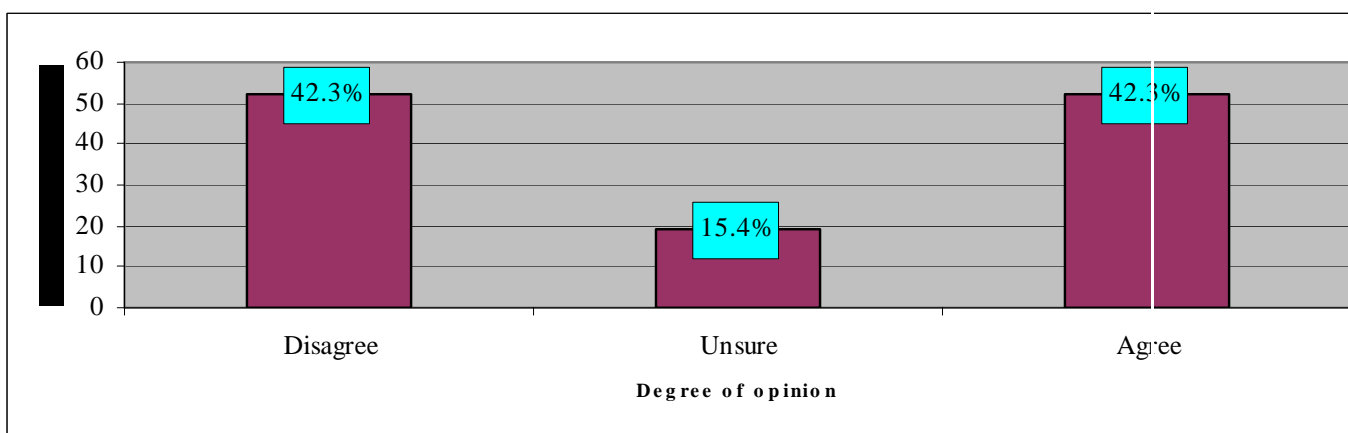


Table 5.66: The general three degrees of opinion to Question 12, Section 3 by the employees.

Of the 123 participants only 8.9 % were of the opinion that they completely agree with this statement, whereas 19.5 % completely disagreed. In general 42.3 % of the employees disagreed, 15.4 % were unsure and 42.3 % agreed.

5.4 Analysis and Interpretation of Interviews

5.4.1 Police Stations in the Eastern Metropole, Western Cape

Five individual face to face interviews were held with the Station Commissioners or his/her representative at Milnerton, Ravensmead, Elsiesrivier, Bishop Lavis and Bellville Police Stations.

The analysis includes a combined opinion of all the five interviews that were conducted by the researcher and is based on the answers that were provided to the three different sections of the interview and the respective questions.

5.4.1.1 Section 1: Attitude

Question	Summary and Interpretation of the answers provided by the Participants
1. Do you think that the employees are satisfied with the amount of responsibility that is given to them by Management?	The interviewees of the different police stations are convinced that the employees at their respective stations have enough responsibilities given to them.
2. Do you think that the employees are satisfied with the amount of accountability that is given to them by Management?	Participants to the interview are convinced that the employees at their respective stations are satisfied with the amount of accountability that is given to them. The management also stipulates that the employees prefer that the management be held accountable.
3. Do the Management listen to the ideas and suggestions of employees?	The management of the different police stations listens to the ideas and suggestions of employees, but will only implement those suggestions that are feasible for implementation
4. Do Management obtain commitment from employees concerned before embarking on a course of action?	In general the management tries to obtain commitment, but there are incidents when instructions have to be carried out without obtaining commitment from employees. Reference is made to the consultation process in relation to the Station Plan.
5. Does Management ask the employees for ideas on how to solve problems and improve service delivery?	Management does ask the employees on how to solve problems and improve service delivery. Reference is made to overtime and the newly established crime office at the different police stations.
6. Do the employees participate in identifying the critical outputs and goals for their work?	Reference was made to the Performance Enhancement Process, where the supervisors mostly decide on the outputs that need to be achieved with relation to the performance plan of each individual employee.
7. Does Management encourage the employees	Opportunities are created where employees have the opportunity to ask

to ask questions?	questions. Reference was made to the parades of the staff at the Community Service Centre and the Station Forum. It also depends on the type of manager and the instruction that needs to be carried out.
8. Is there a participative working environment at this Police Station?	The greater part of the Management agreed that there is a participative working environment, however there is a need for improvement and that the post-bureaucratic structure of the organisation has an influence on the implementation of participative management.
9. Are the employees treated as stakeholders at the police station?	The management at the five (x5) different police stations are convinced that their respective employees are treated as stakeholders. Reference was made to the yearly Station Plan where employees are sensitized to take ownership of the plan and that they are not only seen as numbers.
10. Is the Management of the Police Station doing everything possible to promote employee participation?	The management all agree that they are doing everything possible to promote employee participation, but that the employees must get more involved. Management consults with their employees about decisions that were made.
11. Is there a definite need for more democracy at the police station?	The majority of the management agrees that there is a need for improvement.
12. Does Management make the best use of the ideas, suggestions and talents of employees?	Employees are utilized according to their skills and competency (talents), ideas and suggestions are made use of by management.

Table 5.67: Summary and interpretation of face to face interviews: South Africa: Section: Attitude (Personal Interviews: Elbrink, Kiewitt, Oktober, Swart & Van Der Westhuizen, 2004).

It is evident that the employees that work at the different police stations in the Eastern Metropole of the Western Cape are satisfied with the amount of responsibility and accountability that is delegated to them by the management of the police stations. The aforementioned statement by the researcher indicates that these employees are empowered to perform their respective roles in the organisation which is an essential tool for the practicing of participative management at any work place.

Management listens to the ideas and suggestions of employees to solve problems and improve the service delivery of the SAPS, but it will only be implemented if feasible.

It is not always possible for the management at the Police Stations in the Eastern Metropole to obtain commitment from employees before embarking on a course of action due to the organisational structure and culture where control, command and discipline is essential to the effective and efficient functioning of the police.

Employees have the opportunity to participate in identifying the outputs and goals by means of the Performance Enhancement Process that was established and implemented in March 2001. The management indicated that there is a need for the improvement of a

more participative working environment at their individual police stations. Employees are treated as stakeholders and everything possible is being done by the management to promote employee participation, although the management agreed that there is a definite need for more democracy at their police stations.

5.4.1.2 Section 2: Decision-making

Question	Summary and Interpretation of the answers provided by the Participants
1. Are employees involved in decisions that affect them?	Management is of the opinion that there are instances where decisions are made at National, Provincial and Area level that affect employees without any involvement for example the placement of employees, vacation leave and working hours.
2. When decisions are made by Management are those employees that are affected most by these decisions consulted?	In general employees are consulted, but there are instances where consultation did not take place with reference to an internal transfer due to poor work performance. According to management it also depends on how the member is influenced.
3. Does Management take decisions on matters affecting employees, without asking for their opinion?	The majority of the interviewees answered no to the question.
4. Are employees involved in all-important decisions affecting the Police Station?	Participants to the interview mostly indicated that the employees are not involved in all important decisions that affect their police station.
5. Does Management force decisions upon employees?	Station Commissioners responded that it does not happen at their respective police stations, but that it depends on circumstances with reference to the work that needs to be done by the individual employees and to improvement of services to the community.
6. Are employees involved sufficiently in decision-making?	Only one participant was of the opinion that the employees are not sufficiently involved in decision-making, whereas the remaining four indicated the opposite.
7. Do employees participate fully in decision-making?	The researcher did not ask this question due to the fact that it was very similar to the aforementioned question and created confusion by the participants

Table 5.68: Summary and interpretation of face-to-face interviews: South Africa: Section 2: Decision Making (Personal Interviews: Elbrink et al, 2004).

The management at the different police stations in the Eastern Metropole indicated that employees are not always involved in decisions that affect them, since there are decisions that are made at a higher level of the organisation. However the management of the police stations do not take decisions at their level that effect employees without asking or consulting them. Employees are not involved in all the important decisions that affect the police station as whole. Some decisions are forced upon employees, due to the service that must be rendered to the community. The majority of the employees are involved sufficiently in decision-making.

5.4.1.3 Section 3: Methods to Practice Participative Management

Question	Summary and Interpretation of the answers provided by the Participants
1. Are you satisfied with the opportunities provided at the police station to participate in decision-making?	Two of the Station Commissioners acknowledged that they are satisfied whereas the remaining indicated that there is a need for more opportunities to participate in decision-making.
2. Does the union representatives (shop stewards) have an influence on the decisions made by the Management?	Two of the Station Commissioners acknowledged that the union representatives do not have an influence on the decisions that are made by management whereas the remaining indicated the opposite.
3. Are you satisfied that the personal interest of employees are represented by the union representatives (shop stewards) and if yes, by what methods?	<p>Only two Station Commissioners answered yes to the question and</p> <p>the following:</p> <p>(i) shop stewards arrange a meeting with the applicable role-players to</p> <p>the problem of an employee.</p> <p>(ii) it is the member's own choice to which union he or she wants to belong</p>

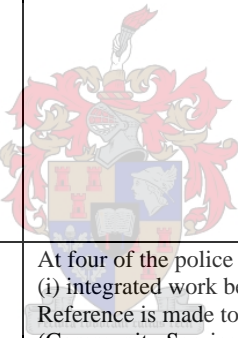
	<p>if he or she is not satisfied.</p> <p>The other participants responded that the shop stewards are next to non-existence and that they are not fully involved in decisions that affect the personal interest of employees.</p>
4. Do the management and the unions have meetings on a monthly basis?	The majority of the Station Commissioners responded that there are not meetings on a monthly basis between the unions and management.
5. Do the Union representatives form part of the monthly management meeting?	The majority (four) of the participants who represent the management of the identified police stations concurred that the union representatives do form part of the monthly management meeting.
6. Is there a Station Forum established at the Police Station?	According to the response by the participants, only two police stations do not have a Station Forum.
7. Are the ideas and suggestions of the employees at the Station Forum discussed with the Management and implemented?	The ideas and suggestions of the employees are discussed with the management at the five police stations, but only implemented if feasible.
8. Is there a suggestion box available at the Police Station for employees to give on methods to improve service delivery?	<p>Only one police station has a suggestion box.</p> 
9. At this police station, is team performance encouraged?	<p>At four of the police stations, team performance is encouraged by means of:</p> <p>(i) integrated work between the different components.</p> <p>Reference is made to a murder case where all the different components (Community Service Centre, Crime Prevention & Crime Investigation Service) work jointly to solve the case.</p> <p>Detectives are encouraged to help the CSC in the charge office and to attend to complaints when working outside, and</p> <p>(ii) awards to the different components at the police stations.</p>
10. At this police station are teams empowered to solve problems within their control?	All five participants indicated that teams are empowered to solve problems.
11. What other methods are implemented to practice participative management?	<p>The following other methods were mentioned by the interviewees that are implemented to practice participative management:</p> <p>(i) management by walking around and to get new ideas and suggestions from employees.</p> <p>(ii) members on a CSC shift discuss their problems after their last night shift and thereafter inform the management of the police station.</p> <p>(iii) meetings with supervisors at the different components and shop stewards.</p>

Table 5.69: Summary and interpretation of face-to-face interviews: South Africa: Section 3: Methods to practice Participative Management (Personal Interviews: Elbrink et al, 2004).

The majority of the management is of the opinion that more opportunities should be

provided at the police stations in the Eastern Metropole to participate in decision-making and that the union representatives have an influence on the decisions made by management.

The personal interests of employees are not always represented by the union representatives at the individual police stations in the Eastern Metropole. There are not sufficient monthly meetings between the management and unions, although the union representatives do form part of the Monthly Management meeting of the police stations. Not all police stations in the Eastern Metropole have a Station Forum and only those ideas and suggestions that are feasible are implemented. Only one police station has a suggestion box available at the police station for employees to utilise.

Team performance is encouraged by means of interrelated work of the Community Service Centre, Detectives and Crime Prevention and awards for team performance for example shift or detective of the month. These teams are also empowered to solve problems within their control.

The only other methods, except a Station Forum to practice participative management at some of the police stations, are management by walking around and meetings with supervisors and unions.

5.4.2 Police Departments in Wyoming, United States of America

Four individual face-to-face interviews were held with the Chief's of the Police Departments of Laramie, Cheyenne, University of Wyoming and Rawlins. A telephonic interview was also held with the Chief of the Police Department in Cody. The analysis includes a combined opinion of all five interviewees that were conducted by the researcher

and is based on the answers that were provided to the three different sections of the interview and the respective questions.

5.4.2.1 Section 1: Attitude

Question	Summary and Interpretation of the answers provided by the Participants
1. Do you think that the employees are satisfied with the amount of responsibility that is given to them by Management?	The management of the different police departments is convinced that the employees have enough responsibilities given to them.
2. Do you think that the employees are satisfied with the amount of accountability that is given to them by Management?	The five Chiefs are in agreement that the employees at their respective police departments are satisfied with the amount of accountability. A participant to the interview also indicated that there is a difference between the younger and older employees, since the older generation does except accountability without difficulty.
3. Do the Management listen to the ideas and suggestions of employees?	The majority of participants to the interview indicated that the management does listen to the ideas and suggestions of the employees, although it depends on the feasibility to the implementation of an idea or suggestion. Only one participant indicated that there are supervisors who do and others that don't, due to an autocratic management style.
4. Do Management obtain commitment from employees concerned before embarking on a course of action?	The response by the interviewees entailed the following: (i) not always due to the bureaucratic structure of the department (ii) the management gives direction and the employees must follow. (iii) in general the management does obtain commitment. (iv) it will depend on the type of problem, for example the implementation of new equipment for the department.
5. Does Management ask the employees for ideas on how to solve problems and improve service delivery?	All the Chiefs were of the opinion that management does ask the employees for ideas on how to solve problems and improve service delivery.
6. Do the employees participate in identifying the critical outputs and goals for their work?	Only one Chief indicated that his employees do identify goals, but it is not related to their work performance, whereas the remaining participants gave examples of assignments and performance appraisals that are used where employees participate in identifying critical outputs and goals for their work.
7. Does Management encourage the employees to ask questions?	The management of the different police departments (five) do encourage employees to ask questions.
8. Is there a participative working environment at this Police Department?	All the participants agreed that there is a participative working environment at their respective work places.
9. Are the employees treated as stakeholders at the police department?	All the participants agreed that their employees are treated as stakeholders.
10. Is the Management of the Police Station doing everything possible to promote employee participation?	Only two interviewees responded that they are doing everything possible to promote employee participation, whereas the other three indicated that there is a definite need for improvement.
11. Is there a definite need for more democracy at the police department?	Three of the Chiefs responded that there is a definite need for improvement, whereas the other two Chiefs mentioned that there is an open door policy at the department, but that there must be discipline and a military style of management.
12. Does Management make the best use of the ideas, suggestions and talents of employees?	In general the majority of the management do attempt or try to make the best use of the ideas, suggestions and talents of employees.

Table 5.70: Summary and interpretation of face to face interviews: Wyoming: Section 1: Attitude (Personal Interviews: Banks, Fecht, Kyritsis, Reed & Rockvam, 2004)

In comparison with South Africa, it is noted that the employees at the different police departments in Wyoming, United States of America are also satisfied with the amount of responsibility and accountability that is delegated to them by the management.

The aforementioned statement by the researcher indicates that these employees are also empowered to perform their respective roles in the organisation which is an essential tool for the practicing of participative management at any work place.

Management listens to the ideas and suggestions of employees to solve problems and improve the service delivery of the different police departments, but it will only be implemented if feasible.

The management does not always obtain commitment from employees before embarking on a course of action due to the bureaucratic structure of the organisation and depending on the type of problem.

The majority of the employees do identify the critical outputs and goals for their individual work by means of assignments and performance appraisals, however there is one police department that does not have an assessment tool to evaluate work performance.

There is a participative working environment at the sample of police departments and the management encourages employees who are treated as stakeholders to ask questions. The majority of the police departments indicated that there is room for the improvement of employee participation and that there are needs for more democracy in the workplace.

5.4.2.2 Section 2: Decision-making

Question	Summary and Interpretation of the answers provided by the Participants
1. Are employees involved in decisions that affect them?	The majority of the participants answered that the employees are involved in decisions that affect them, but that it is not always possible.
2. When decisions are made by Management are those employees that are affected most by these decisions consulted?	The management tries its best to consult with employees that are affected by decisions made. It depends on circumstances.
3. Does Management take decisions on matters affecting employees, without asking for their opinion?	All the participants answered that it does happen that decisions are made without asking the employees for their opinion.
4. Are employees involved in all-important decisions affecting the Police Department?	Four of the Chiefs responded that the employees are not always involved in the important decisions that affect the police department. Only one Chief acknowledged that the management meets weekly with the representative of the Police Protective Association.
5. Does Management force decisions upon employees?	Four of the interviewees acknowledged that it does happen that decisions are forced upon employees, due to the command structure. Only one interviewee responded that it does not happen.
6. Are employees involved sufficiently in decision-making?	Two of the participants to the interview are of the opinion that the employees are sufficiently involved in decision making, whereas the remaining three said that there is room for improvement.
7. Do employees participate fully in decision-making?	The general response was that the employees do not fully participate in decision-making and that there is a need for improvement. When opportunities are created by management it depends on each individual employee.

Table 5.71: Summary and interpretation of face-to-face interviews: Wyoming: Section 2: Decision Making: (Personal Interviews: Banks et al, 2004)

The management of the police departments in Wyoming do try to involve and consult with employees in decisions that affect them, but that this is influenced by the nature of the service that must be rendered by the organisation, namely to protect and to serve.

However it was indicated by management that decisions are not made without asking the employees for their opinion. The majority of the employees are not involved in important decisions that affect the police departments and decisions are forced upon employees, due to the command structure. There is a need for employees to fully participate in decision-making, but that it will depend on each individual.

5.4.2.3 Section 3: Methods to practice Participative Management

Question	Summary and Interpretation of the answers provided by the Participants
1. Are you satisfied with the opportunities provided at the police station to participate in decision-making?	Only one of the respondents indicated that they are not satisfied with the opportunities provided at the police department to participate in decision-making
2. Does the union representatives (shop stewards) have an influence on the decisions made by the Management?	The respective police departments do not have union representatives, although one participant indicated that there is a representative of the Police Protective Association.
3. Are you satisfied that the personal interest of employees are represented by the union representatives (shop stewards) and if yes, by what methods?	The question was not asked by the researcher, due to the fact that the sample of the police departments that were interviewed do not have unions. Only the police department of Cheyenne has a representative of the Police Protective Association that is not a recognised institution to represent employees.
4. Do the management and the unions have meetings on a monthly basis?	The question was not asked by the researcher, due to the fact that the sample of the police departments that were interviewed do not have unions.
5. Do the Union representatives form part of the monthly management meeting?	The question was not asked by the researcher, due to the fact that the sample of the police departments that were interviewed do not have unions.
6. Is there a Station Forum established at the Police Department?	All the participants indicated that there is not such a forum established at their respective police departments.
7. Are the ideas and suggestions of the employees at the Station Forum discussed with the Management and implemented?	The question was not asked by the researcher, since the police departments do not have a Participative Management Forum.
8. Is there a suggestion box available at the Police Department for employees to give suggestions on methods to improve service delivery?	All of the participants responded that they do not have a suggestion box available at their respective departments, but they do make use of electronic mail to communicate circulars and suggestions to employees.
9. At this Police Department, is team performance encouraged?	A majority (three) of the participants indicated that team performance is encouraged.
10. At this Police Department is teams empowered to solve problems within their control?	All the Chiefs concurred that teams are empowered to solve problems within their control.
11. What other methods are implemented to practice participative management?	<p>The following other methods were mentioned by the participants :</p> <ul style="list-style-type: none"> (a) a monthly management meeting where the different supervisors also attend. (b) meetings on a monthly basis within the different units (detectives, patrol officers, support services etc.) (c) a supervisors meeting twice a month. (d) a compulsory meeting once a month which the whole police department attends. (e) a Employee Committee Meeting once a month - 3 representatives not supervisors from the detectives, patrols and Community Services Complaints = quality circle. (f) weekly meetings with the PPA representative. (g) electronic mail.

	(h) open door policy.
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Table 5.72: Summary and interpretation of face-to-face interviews: Wyoming: Section 3: Methods to practice Participative Management (Personal Interviews: Banks et al, 2004). The majority of the management indicated that they are satisfied with the opportunities provided to participate in decision-making.

The police departments in Wyoming do not have unions or union representatives that can negotiate or consult with the management. There is a Police Protective Association that employees can belong to, but it has no legitimate influence on the management of the police departments in relation to service benefits and working conditions.

There is no station forum or a suggestion box established or available at any of the police departments. Only three police departments indicated that team performance is encouraged and that these teams are empowered to solve problems within their control. Despite the fact that the police departments do not have unions, a suggestion box or a participative management forum the following methods are used to practice participative management:

- (a) a monthly management meeting which the different supervisors also attend.
- (b) meetings on a monthly basis within the different units (detectives patrol officers, support services etc.)
- (c) a supervisors meeting twice a month.
- (d) a compulsory meeting once a month which the whole police department attends.
- (e) a employee committee meeting once a month – three representatives not supervisors from the detectives, patrols and Community Services Complaints = quality circle.
- (f) weekly meetings with the PPA representative.
- (g) electronic mail.
- (h) open door policy.

5.6 Conclusion

Different methods were used to gather information that provided answers to the purpose

of this chapter.

This information gathered consisted of:

- a questionnaire that was divided into three different sections that comprised of different statements applicable to each section that the participants had to decide to what degree the statement accurately described their own situation and feelings; and
- basic individual interviews with the Station Commissioners and Chiefs of the five identified police stations in the Eastern Metropole and the five identified police departments in Wyoming.

The result of the information gathered was then analysed by the researcher to determine the:

- attitude of management and employees towards participative management;
- level of participation by employees in decision making; and
- formal and informal procedures that are implemented by management at station level to practice participative management.

Chapter six will comprise of the general findings and recommendations to the research that relate directly to this chapter.



Chapter 6: Findings and Recommendations

6.1 Introduction

In this chapter the general findings and recommendations to the research will be discussed. These findings and recommendations relate to the problem statement and objectives of the research as mentioned in chapter one, paragraph 1.2 supra. The purpose of this chapter is therefore to uncover the answers to the research problem and to determine if the objectives of the research were achieved.

6.2 Findings

The general findings to this research are derived from the analysis to the questionnaire that was completed, the face-to-face interviews, literature review and the general practical experience of the researcher who has rendered 11 years service in the SAPS. The response by the participants to the questionnaire and that of the management by means of the face- to- face interviews were compared to ensure objectivity and consistency.

6.2.1 Attitude towards Participative Management

According to the analysis of the questionnaires in Chapter 5 of the thesis the majority of the employees who work at the police stations in the Eastern Metropole are satisfied with the amount of responsibility and accountability that is delegated to them by the management and they are adequately empowered to render a professional service to their respective clients.

The analysis of the questionnaire also indicated that there is a need for the management at the police stations in the Eastern Metropole to improve on the following:

- to make use of the ideas, talents and suggestions of employees;
- to obtain commitment from employees before embarking on a course of action;
- to utilize the ideas on how to solve problems and improve service delivery by employees;
- the identifying of critical outputs and goals by the employees for their work , although the Performance Enhancement Process has ensured the opportunity it seems that the negotiation to the outputs in the performance plans of employees still need improvement; and
- to create a working environment where employees are treated as stakeholders and democracy is enhanced by means of participative management.

The response by the majority of the management to section 1 of the interview as stipulated in paragraph 5.4.1.1 supra indicated that there is a need for the improvement of participative management at station level. However the organisational structure and culture of the SAPS that entail control, command and discipline makes it difficult to enhance participative management.

In general the participants to the interview that represented the management of the police stations had a positive attitude towards participative management, whereas the employees indicated the opposite.

6.2.2 Decision-making

The analysis of the questionnaire and interviews indicated that the management at station level:

- do not always consult with employees in relation to decisions that affect them; and that

- there are not always opportunities created for employees to participate in decision-making.

The reason for the aforementioned finding is according to the participants to the interview the general post-militaristic structure of the SAPS.

6.2.3 Methods to Practice Participative Management

The dispute settlement between management and unions need improvement. Shop stewards should get more involved at station level in the representation of their respective employees. Participative management is being practised at the police stations in the Eastern Metropole, but there is a need for the improvement thereof.

Factors that influence the implementation of participative management at the police stations in the Eastern Metropole are the availability of formal and informal procedures to practice participative management in the workplace and the empowering of employees in decision making.

That a suggestion box and the implementation of quality circles as a method to practice participative management at most of the police stations do not exist.

There is a station forum available at some of the police stations, but the effectiveness thereof can be debated, due to the response by the employees.

It therefore appears that the management at the police stations do not have sufficient methods to practice participative management.

There is presently no official policy on participative management in the SAPS, but other initiatives do exist as previously discussed in paragraph 3.4 supra.

Despite the fact that training is provided to managers in the SAPS in relation to sound labour relations, this initiative is not having a profound influence on participative management at station level as reflected by the response of the employees.

6.2.4 Legislation

The legislation that relate to participative management as discussed in paragraph 2.5.4 are according to the response by the employees not always adhered to.

6.2.5 Participative Management in Wyoming

The police departments in Wyoming do not have legislative prescriptions to formal participative management as in the Police Service of South Africa. The organisational structure of the police departments is less bureaucratic than the SAPS.

The response to the questions in the face-to-face interviews in South Africa and that of Wyoming are very similar as reflected in paragraph 5.4 supra which indicate that although these two countries are worlds apart they almost reflect the same opinion towards participative management.

The informal methods used in Wyoming to practice participative management are very similar to that of South Africa, despite the fact that there is no legislation or prescriptions to the adherence thereof.

There is presently no official policy on participative management at the police departments in Wyoming, but other initiatives do exist as previously discussed in paragraph 4.3 supra.

The police departments in Wyoming do have more informal methods to practice participative management than the police stations in the Eastern Metropole, Western Cape of South Africa. This finding is derived from the interviews with the identified participants.

Despite the aforementioned findings, there were also some similar conclusions made by the researcher that was reflected in:

- the analysis to the completed questionnaire by the participants as previously discussed paragraph 5.3; and

- the analysis of the interviews conducted with the identified participants in South Africa and Wyoming as previously discussed in paragraph 5.4.

6.3 Recommendations

It is researcher's humble opinion that there should be recommendations made in relation to the practice of participative management in police organisations at station level, due to the findings that were made by the researcher that will consist of:

6.3.1 Policy

The advantages to participative management and the present lack of the existence of a policy document on participative management in the SAPS necessitate the compilation of a clear policy document that will incorporate existing legislation and collective agreements in the SAPS as well as the methods to practice participative management. This document should be negotiated and compiled by the relevant role players at the Safety and Security Sectorial Bargaining Chamber.

6.3.2 Training

Shop stewards that represent their employees at the police stations in the Eastern Metropole, Western Cape should be sensitised on their role and responsibilities by means of information sessions held by HR-managers or their respective union office bearers. Managers at the police stations in the Eastern Metropole, Western Cape should again be sensitized on the legislation and collective agreements that relate to participative management by HR-managers. This training should be co-ordinated by Human Resource Management at Area level.

6.3.3 Decision-making and Methods to Practice Participative Management

It will be to the advantage of the SAPS if the following methods will be implemented at the police stations in the Eastern Metropole, Western Cape:

- a suggestion box be made available at the police stations to ensure that employees have the opportunity to give ideas on how to improve service delivery.

This procedure will enable the employees to put forward ideas to management that might improve service delivery and that feasible suggestions that will improve productivity or service delivery be recognised by means of a reward. The implementation and co-ordination will be the responsibility of the Management Information Office at station level.

- that quality circles as a method to practice participative management be implemented at the police stations. This quality circle will entail a small group of employees from the detective service, crime prevention, crime intelligence and community service centre who meet voluntarily on a regular basis to identify, analyse and solve operational problems relevant to their working environment. The decisions made and problems identified will be discussed with the operational commanders to ensure compliance and consistency. The implementation of this method will be the responsibility of the different operational commanders in conjunction with the HR-managers at station level.

- that a Participative Management Forum (PMF) will be established at the police stations in the Eastern Metropole, Western Cape.

6.3.4 Implementation of a Participative Management Forum

The practical implementation and responsibility of this forum is integrated in the following five action steps:

- Step 1: Introduction of a PMF to the management of the police station.

The HR-manager must communicate the possible implementation of the PMF by means of a presentation to the management at its respective police station. This presentation must introduce the following aspects:

- the advantages of a PMF as discussed paragraph 2.7.
- the legislative framework in which the forum is prescribed as discussed in paragraph 2.5.4 and paragraph 3.5.
- a discussion of a draft policy on a PMF at the police station. Attached herewith as Annexure D.

If the management of the police station agree to the implementation the next step will follow.

- Step 2: Introduction of a PMF to the employees of the police station.

The HR-manager must communicate the possible implementation of the PMF by means of a presentation to the employees at its respective police station. This presentation must introduce the following aspects:

- the advantages of a PMF as discussed paragraph 2.7.
- the legislative framework in which the forum is prescribed as discussed in paragraph 2.5.4 and paragraph 3.5.
- a discussion of a draft policy on a PMF at the police station. Attached herewith as Annexure D.

The employees/participants will have to decide by means of a majority vote if they

want to establish the forum. The employees/participants of the police station must be informed that they can change the policy of the forum, since they will be the responsible party who must manage this participatory system.

If the employees agreed to the implementation the next step will follow.

- Step 3: Election of the Chairperson and Secretary of the PMF.

The participants/employees must democratically vote for a chairperson and secretary by means of majority vote. The voters must consider the fact that the chairperson must be equipped with the following skills:

- Rational thinking
- Control of emotion
- Achieving consensus
- Listening to and understanding opposing viewpoints
- Understanding and accepting cultural differences
- Knowledge of sound labour relations
- A relationship that builds trust with employees
- Inventiveness
- Mature interaction with employees
- Facilitation
- Dispute handling and problem solving
- Conflict and diversity management
- Creating win-win situations between management and employees



The voters must also be informed that the management of the police station will provide the elected chairperson with the necessary training to accomplish the required skills.

- Step 4: Guidance and assistance to the elected chairperson of the PMF.

The HR-manager will be responsible to give guidance and assistance to the elected chairperson of the newly established forum with relation to the required skills as mentioned in Step 3.

- Step 5: Implementation of the PMF.

The chairperson will have to decide when the first meeting of the forum will take place and inform the HR-manager accordingly who will attend the meeting to monitor and give feedback to the management of the police station.

6.4 Conclusion

The general findings to this research is reflected in the attitude towards participative management, decision-making and the methods to practice participative management at the police stations in the Eastern Metropole, Western Cape and police departments in Wyoming. Although the aforementioned findings were derived mostly from the response of participants to the questionnaire and the face-to-face interviews it also entailed the practical experience of the researcher and the literature review.

The recommendations to the research provided possible solutions to the findings made by the researcher and entailed the compilation of a clear policy on participative management in the SAPS, training and methods to enhance participative management. The findings to the research also indicated that the answer to the research problem was established and the objectives were accomplished. The next chapter will entail a summary of the previous chapters and the identification of further studies that could be conducted in relation to participative management.

Chapter 7: Conclusion



The research that was conducted entailed an empirical study to the evaluation of participative management in police organisations at station level. The research problem that was identified was to establish whether participative management is being implemented at station level and if so to what degree. The general objectives of the study comprised of the following:

- to determine what the attitude of the employees and management are towards participative management at station level;
- to determine if participative management is being practised by management at station level;
- to determine what formal and informal procedures are presently utilised to implement participative management;
- to make recommendations if necessary of non-statutory procedures that will enhance participative management at station level; and

- to benchmark participative management practices at the police stations in the Eastern Metropole with the police departments in Wyoming, United States of America.

The study comprised of the following chapters that are summarised hereunder:

Chapter 1: Background.

This chapter informed the reader to the general background to why this specific topic was chosen by the researcher. The research problem and objectives that were identified gave a clear indication to what the purpose of the research was. The unit of analysis entailed the management and employees at five police stations in the Eastern Metropole, Western Cape as well as the management of five police departments in Wyoming, United States of America. To ensure a in-dept and objective research, the design entailed an evaluation, case study and survey that comprised of quantitative as well as qualitative methodologies.

Chapter 2: Participative Management.

The purpose of this chapter was to introduce the reader to the key literature that relate to participative management and to whether it is feasible to practice participative management. The general theoretical meaning of participative management was discussed as well as the context for the purposes of this research. Formal and informal methods were identified on how this management style could be practiced and the factors that influence the implementation thereof. The advantages and disadvantages were identified to establish the feasibility of practising participative management.

Chapter 3: Participative Management in the South African Police Service.

In this chapter the SAPS was used as an example to evaluate the implementation of participative management in practice. To ensure the aforementioned the reader was introduced to:

- the background on police stations that entailed the demographics of South Africa, an example of the organisational structure of a police station and the amount of police stations and policing areas in South Africa.
- history of participative management in the SAPS;
- policy on participative management; and the
- methods to practice participative management.

Chapter 4: Participative Management at the Police Departments in Wyoming, United States of America.

The practice of participative management was benchmarked with the police departments in Wyoming to ensure that a in-depth research was conducted which also included the possible identification of good practices that might be feasible to implement in the SAPS at station level. The literature in this chapter entailed a discussion on the background to the police departments, policy on participative management and methods that are used to practice participative management.

Chapter 5: Data Gathering and Analysis.

The research entailed a survey by means of a questionnaire and a face-to-face interview with the identified population as stipulated in chapter one. The questionnaire and interview was separated in three different sections (attitude, decision-making and methods to practice participative management) that had to be answered by the participants. The analysis of the response by the participants were used to address the purpose of the research.

Chapter 6: Findings and Recommendation.

The information as stipulated in chapter two, three, four and five was used to uncover the answers to the research problem and to determine if the objectives of the research were achieved. The general findings to the research stipulated that:

- the employees who work at the police stations in the Eastern Metropole are satisfied with the amount of responsibility and accountability that is delegated to them by the management;
- the employees are adequately empowered to render a professional service to their respective clients;
- there is a need for the management at the police stations in the Eastern Metropole to improve on the following:
 - to make use of the ideas, talents and suggestions of employees;
 - to obtain commitment from employees before embarking on a course of action;
 - to utilize the ideas on how to solve problems and improve service delivery by employees;
 - the identifying of critical outputs and goals by the employees for their work, although the Performance Enhancement Process has ensured the opportunity it seems that the negotiation to the outputs in the individual performance plans of employees still need improvement;
 - to create a working environment where employees are treated as stakeholders and democracy is enhanced by means of participative management; and the
 - dispute settlement between management and unions.
- that the management at station level do not always consult with employees in relation to decisions that affect them and there are not always opportunities created for employees to participate in decision-making;
- the legislation and collective agreements that relate to participative management in the SAPS are not always adhered to by the management at the police stations in the Eastern Metropole, Western Cape;
- shop stewards should get more involved at station level in the representation of their respective employees;
- participative management is being practised at the police stations in the Eastern Metropole, but there is a need for the improvement thereof;
- the police departments in Wyoming do not have legislative prescriptions to formal participative management as the Police Service of South Africa and the organisational structure of the police departments is less bureaucratic than the SAPS; and that

- the informal methods used in Wyoming to practice participative management are very similar to that of South Africa, despite the fact that there is no legislation or prescriptions to the adherence thereof.

The aforementioned findings made it necessary for the researcher to address these shortcomings by means of the following recommendations:

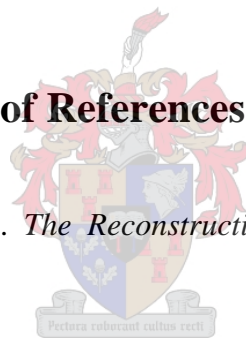
- the compilation of a clear policy in relation to the practice of participative management in police organisations at station level, that will incorporate existing legislation and collective agreements in the SAPS as well as the methods to practice participative management;
- shop stewards that represent their employees at the police stations in the Eastern Metropole, Western Cape should be sensitised on their role and responsibilities;
- managers at the police stations in the Eastern Metropole, Western Cape should again be sensitised on the legislation and collective agreements that relate to participative management; and
- the implementation of a suggestion box, quality circles and a participative management forum.

The researcher is of the opinion that the findings to the research point towards further studies that could be conducted in relation to participative management. This proposed research might entail:

- an evaluation of participative management in private organisations;
- to implement one or more of the methods to practice participative management in an identified organisation and to evaluate the feasibility thereof;
- an evaluation of participative management in relation to the productivity of a workforce; and
- resistance of management to participative management.

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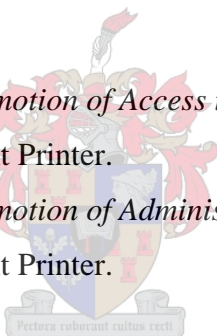
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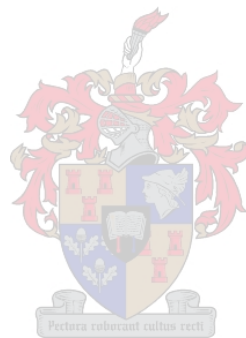
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Annexures



Annexure A



G.P.-S. 002-0222

SAP 21

SUID-AFRIKAANSE POLISIEDIENS



SOUTH AFRICAN POLICE SERVICE

AMAPOLISA OMZANTSI AFRICA

Verw/Ref 4/1/2

Navrae/Enq Capt R Bacher

Telno 021 918 3227

Faks/Fax 021 918 3249

**OFFICE OF THE AREA COMMISSIONER
SOUTH AFRICAN POLICE SERVICE
CAREER MANAGEMENT
EASTERN METROPOLE
BELLVILLE
7352
2004-05-14**

**OFFICE OF THE STATION COMMISSIONER
SA POLICE SERVICE
HEAD: HUMAN RESOURCE MANAGEMENT
PRIVATE BAG X 3
ATLANTIS
7349**

(For attention: Capt C C Stassen)

FEEDBACK: PERSONNEL STRENGTH: POLICE STATIONS IN THE EASTERN METROPOLE

1. Your oral enquiry dated 2004-05-11 refer.
2. The personnel stationed at the police stations in the Eastern Metropole are depicted in the attached table.
3. If there is any uncertainties contact this office.



**CAPT
CAREER MANAGEMENT: HRM
R BACHER**

<i>Police Station</i>	<i>Management (Commissioned Officers)</i>	<i>Employees (Non-Commissioned Officers & PSAP)</i>
Atlantis	14	141

Bellville	23	207
Bellville-South	3	73
Bishop Lavis	16	159
Bothasig	1	43
Brackenfell	5	73
Delft	20	163
Durbanville	3	74
Elsiesrivier	16	137
Goodwood	7	104
Gordonsbay	1	46
Khayelitsha	28	406
Kraaifontein	18	180
Kuilsrivier	34	295
Macassar	6	56
Melkbosstrand	1	32
Milnerton	5	109
Parow	18	146
Ravensmead	8	110
Somerset – West	7	111
Strand	7	139
Table View	5	77
Total	246	2962

Annexure B



Section 1: Attitude

- | |
|---|
| 1. I am satisfied with the amount of responsibility that is given to me by Management. |
| 2. I am satisfied with the amount of accountability that is given to me by Management. |
| 3. Management listens to the ideas and suggestions of employees. |
| 4. Management obtains commitment from employees concerned before embarking on a course of action. |
| 5. Management asks for our ideas on how to solve problems and improve service delivery. |
| 6. We participate in identifying the critical outputs and goals for our work. |
| 7. Management encourages us to ask questions. |

8. We have a participative working environment at this Police Station.
9. In this organization employees are treated as stakeholders.
10. The Management of the Police Station is doing everything possible to promote employee participation.
11. There is a definite need for more democracy in our workplace.
12. Our Management does not make the best use of our ideas, suggestions and talents.

Section 2: Decision-making

1. Employees are involved in decisions affecting them.
2. When decisions are made by Management, those affected most by these decisions are consulted.
3. Management takes decisions on matters affecting us, without asking us for our opinion.
4. Employees are involved in all-important decisions affecting our Police Station.
5. Management does not force decisions upon us.
6. People are not involved sufficiently in decision-making.
7. We as employees participate fully in decision-making.

Section 3: Methods to practice Participative Management

1. I am satisfied with the opportunities provided to us to participate in decision making.
2. I am given the opportunity to say how I can improve my work to achieve better results.
3. Employees are satisfied with the influence that union representatives (shop stewards) have on the decisions made by management.
4. I am satisfied that the personal interest of employees is represented by the union representatives (shop stewards).
5. Employees at the Police Station are satisfied with the dispute settlement meetings between Management and the Unions.
6. Management and the Unions have meetings on a monthly basis.
7. Union representatives form part of the monthly Management Meeting.
8. There is a Station Forum established at the Police Station.
9. The ideas and suggestions of the employees at the Station Forum are discussed with the Management and are mostly implemented.
10. A suggestion box is available at the Police Station for employees to give suggestions on methods to improve service delivery.
11. At this Police Station team performance is encouraged.
12. At this Police Station teams are empowered to solve problems within their control.

Annexure C



Section 1: Attitude

- | |
|---|
| 1. Do you think that the employees are satisfied with the amount of responsibility that is given to Them by Management? |
| 2. Do you think that the employees are satisfied with the amount of accountability that is given to Them by Management? |
| 3. Do the Management listen to the ideas and suggestions of employees? |
| 4. Do Management obtain commitment from employees concerned before embarking on a course of action? |
| 5. Does Management ask the employees for ideas on how to solve problems and improve service |

delivery?
6. Do the employees participate in identifying the critical outputs and goals for their work?
7. Does Management encourage the employees to ask questions?
8. Is there a participative working environment at this Police Station?
9. Are the employees treated as stakeholders at the police station?
10. Is the Management of the Police Station doing everything possible to promote employee participation?
11. Is there a definite need for more democracy at the police station?
12. Does Management make the best use of the ideas, suggestions and talents of employees?

Section 2: Decision-making

1. Are employees involved in decisions that affect them?
2. When decisions are made by Management are those employees that are affected most by these decisions consulted?
3. Does Management take decisions on matters affecting employees, without asking for their opinion?
4. Are employees involved in all-important decisions affecting the Police Station?
5. Does Management force decisions upon employees?
6. Are employees involved sufficiently in decision-making?
7. Do employees participate fully in decision-making?

Section 3: Methods to practice Participative Management

1. Are you satisfied with the opportunities provided at the police station to participate in decision-making?
2. Do the union representatives (shop stewards) have an influence on the decisions made by the Management.
3. Are you satisfied that the personal interest of employees are represented by the union representatives (shop stewards) and if yes by what methods?
4. Do the management and the unions have meetings on a monthly basis?
5. Do the Union representatives form part of the monthly management meeting?
6. Is there a Station Forum established at the Police Station?
7. Are the ideas and suggestions of the employees at the Station Forum discussed with the Management and implemented?
8. Is there a suggestion box available at the Police Station for employees to give suggestions on methods to improve service delivery?
9. At this police station is team performance encouraged?
10. At this police station is teams empowered to solve problems within their control?
11. What other methods are implemented to practice participative management?

Annexure D



Policy to the establishment of a non-statutory Participative Management Forum at Police Station Level

A. Purpose of the Forum:

1. To establish a healthy relationship between management and personnel at ground level that provides a harmonious working environment.
2. To enhance the interest of employees with relation to effective and efficient service delivery.
3. To establish participative management where the decisions of management influence the interest of employees.
4. To enhance teamwork and team management.
5. To ensure sensible, measurable and achievable contributions by employees that will provide a general improvement to service delivery and sound labour relations.

B. Principles of the Forum:

1. The participation of the employee in the organising and planning of the services rendered to their respective clients.
2. The establishment of new procedures in conjunction with the management of the police station.
3. The participation of the employee in policymaking.
4. The enhancement of democracy in the workplace.
5. Effective participation where grounds are established for mutual interest and conflicting interests will be recognised to create a win-win situation.

C. General Rules to the functioning of the Forum:

1. Only matters that are related to the physical service delivery to the community and incidents of mutual concern will be discussed on the forum.

2. Matters of personal concern will not be discussed on the forum:
 - This discussion point will be out of order and not applicable, since there are other procedures that can be followed to resolve the personal problem, for example:
 - A report or oral complaint to the relevant supervisor or the Head of Human Resource Management at the police station;
 - The grievance procedure; and
 - To discuss the problem with the chairman after the meeting.
3. Rules to the attendance of meetings of the Participative Management Forum are the following:
 - (a) All supervisors of the following components at the police station are required to attend the meetings of the forum:
 - Community Service Centre;
 - Crime Prevention;
 - Crime Investigation / Detectives;
 - Crime Intelligence; and
 - Support Services – Administration, Human Resource Management, Logistics, Finances, Communication & Management Information.
 - (b) All personnel that are stationed at the police station can attend if their duties allow it.
 - (c) Supervisors and personnel that are on rest days will be transported to the police station by the employer.
 - (d) The following reasons will be accepted for non-attendance:
 - Supervisors who did or will perform nightshift duties;
 - Operational duties that have to be attended to;
 - Supervisors that are medically unfit for duties; and
(a replacement has to be ensured by the supervisor)
 - Unforeseen circumstances.
 - (e) All personnel that attend the meeting will be on duty.
 - (f) Personnel that attend that are on rest days will be compensated.

4. The agenda of the meeting will be opened two weeks prior to the meeting for any discussion points. Points of discussion will be scrutinised by the chairperson of the forum to prevent that matters of personal nature is discussed on the meeting.

In circumstances where there are no suggestions for discussion, only crucial points will be discussed and the minutes of the previous month meeting.

D. Responsibilities of the Chairperson

1. To ensure that order and discipline is adhered to during the meeting of the forum.
2. To ensure that only one person speaks at a time during the meeting of the forum.
3. An employee that attends the meeting that is out of order (for example: making personal comments towards fellow employees and speaks without permission) the following steps must be followed by the chairperson to neutralise the situation:
 - (a) Orally warn the aforementioned employee.
 - (b) If the employee does not adhere to the warning, the chairperson must inform the employee that he or she is busy exposing him or herself to misconduct in accordance with the Discipline Regulations of the SAPS.
 - (c) If the employee still does not adhere to the instruction by the chairperson, be asked to excuse him or herself from the meeting.
4. A point that is discussed on the meeting that cannot be resolved by the participants of the meeting must be reverred to the monthly Management Meeting of the police station. The chairperson is responsible to discuss the unresolved agenda point with the management of the police station on the monthly Management Meeting of the police station.
5. The chairperson is responsible to give feedback by means of the minutes of the meeting to the management of the police station.

Responsibilities of the Secretary

1. To take the minutes of the PMF meeting.

2. Compilation of the agenda and the distribution of the minutes of the previous meeting to the relevant role players to forum.
3. Inform the role players to the forum (supervisors, personnel etc.) of the date of the next meeting and the opening and closing of the agenda.

