

**AN INTEGRATED
FEEDBACK AND STRATEGIC
MANAGEMENT PROCESS FOR
THE SA POLICE SERVICE
IN THE WESTERN CAPE**



ISAK BEUKES

**Assignment presented in partial fulfilment
of the requirements for the degree of
Master of Public Administration
at the University of Stellenbosch**

Study Leader: Prof F Cloete

October 2000

(ii)

DECLARATION

I hereby declare that the work contained in this assignment is my own original work and that I have not previously in its entirety or in part submitted it to any university for a degree.

(iii)

OPSOMMING

Die jaar 1999 is tot die jaar van dienslewering deur die Nasionale Kommissaris van Polisie verklaar, en die Polisieplan vir die RSA het 'n naamverandering na die "beleidsprioriteite en doelwitte" in dieselfde jaar ondergaan. Die Polisieplan, wat bestaan uit beleidsprioriteite en doelwitte en interne fokusareas, kan as die strategiese plan van die Suid-Afrikaanse Polisie diens beskou word. So 'n strategiese plan benodig 'n implementeringsplan om dit in werking te stel en die betrokkenheid van alle lede van die Diens te verseker. Die hoofdoelwit van die Suid-Afrikaanse Polisie diens is om 'n veilige en beveiligde omgewing in 'n vennootskap met die gemeenskap te bewerkstellig. Daarom behoort die klem te val op -

- verbetering van die kwaliteit en doeltreffendheid van die diens aan die gemeenskap;
- ondersteuning van die transformasieproses in Suid-Afrika in die algemeen en in die Suid-Afrikaanse Polisie diens in die besonder;
- die instelling van 'n nuwe styl van Gemeenskapspolisiëring en bestuur; en
- die vestiging van 'n proses vir doelmatige en doeltreffende polisiëring.

Bovermelde prioriteite bestaan uit 'n aantal doelwitte om aksies in werking te stel ten einde 'n beoogde resultaat te bereik. Hierdie aksies moet op alle bestuursvlakke vanaf topbestuur tot die laer vlakke deur die geïntegreerde beplanningsproses geloods word.

Die Suid-Afrikaanse Polisie diens in die Wes-Kaap is in vier polisiëringsareas opgedeel, naamlik die Oos-Metropool, Wes-Metropool, Boland en Suid-Kaap.

Elke area bestaan uit stasies wat aan die Area verantwoordelik is, en elke stasie moet aan die Area terugvoer verskaf oor sy strategiese bestuursplan. Die strategiese bestuursplan van die SAPD in die Wes-Kaap kan beskou word as 'n kombinasie van die Polisiëringsprioriteite en Doelwitte vir die provinsie, die Dienslewering Verbeteringsprogram (DVP) en die Area Operasionele Plan.

Die hoofdoel van hierdie navorsingsprojek is om 'n geïntegreerde strategiese bestuursmodel te ontwerp waardeur alle polisie stasies in die Wes-Kaap terugvoer kan gee in die Strategiese Bestuursprosesse.

(iv)

ABSTRACT

The year 1999 was announced as the year of service delivery by the National Commissioner of Police, and the Police Plan for the RSA underwent a name change to the "policy priorities and objectives" in the same year. The Police Plan, consisting of policy priorities and objectives and internal focus areas, can be seen as the strategic plan of the South African Police Service. Such a strategic plan needs an implementation plan to put it into operation and ensure the involvement of every member in the Service. The prime objective of the South African Police Service is the establishment of a safe and secure environment in partnership with the community. The emphasis should therefore be on -

- improving the quality and effectiveness of service to the community;
- supporting the transformation process in South Africa in general and in the South African Police Service in particular;
- instituting a new style of Community Policing and Management; and
- establishing a process for efficient and effective policing.

The above priorities consist of a number of objectives to put actions into operation in order to reach a desired outcome. These actions will be addressed at all managerial levels from top to lower levels through the integrated planning process.

The South African Police Service in the Western Cape is divided into four policing areas at present, namely the Eastern Metropole, Western Metropole, Boland and Southern Cape.

Each area consists of stations which are responsible to the Area, and each station must give feedback to the Area on its strategic management plan. The strategic management plan of the SAPS in the Western Cape can be seen as a combination of the Policing Priorities and Objectives for the province, the Service Delivery Improvement Programme (SDIP) and the Area Operational Plan.

The main goal of this research project is to design an integrated Strategic Management model through which every Police Station in the Western Cape can provide feedback in the Strategic Management processes.

(v)

ACKNOWLEDGEMENTS

I would like to acknowledge and thank the following for the support I received during this research project:

The Almighty for the ability and talents I have received.

My wife for her encouragement, interest and motivation; and my two sons Bradley and Ian Curd-Lee for their understanding during the research period.

My mother for the academical exposure I received from her, and my brothers and sisters for their motivation.

My friend and colleague Paul Nel for his ongoing motivation and support.

Professor Fanie Cloete, my study leader, for his approachability, support and interest shown towards student and project.

Estelle Bronkhorst and Petro Ras for the typing of this research article.

(vi)

**“Always remember what you have learnt.
Your education is your life - guard it well.”**

Proverbs 5:13

(vii)

TABLE OF CONTENTS

Declaration	ii
Opsomming	iii
Abstract	iv
Acknowledgements	v
Quote	vi
1.1 INTRODUCTION	1
1.2 Background	1
1.3 Problem Statement and Research Objectives	2
1.4 Hypothesis	3
1.5 Research Methodology	3
2. INTEGRATED NATURE OF STRATEGIC MANAGEMENT	4
3. CURRENT STRATEGIC PLANS IN THE SOUTH AFRICAN POLICE SERVICE, WESTERN CAPE	9
3.1 Policing Priorities and Objectives	9
3.2 Service Delivery Improvement Programme (SDIP), Western Cape	12
3.3 Area : Operational Policing Plans	15
4. ASSESSMENT OF CURRENT STRATEGIC MANAGEMENT PROCESS AND FEEDBACK MECHANISMS	15
4.1 Problem Areas	15
4.2 Problem Resolution	19
5. A MODEL FOR INTEGRATED STRATEGIC MANAGEMENT PROCESS AND FEEDBACK MECHANISMS	19
5.1 Background	19
5.2 Purpose and Advantages of an Integrated Police Plan	22
6. SUGGESTED PROCEDURE	24
7. MONITORING THE SET OBJECTIVES OF AN INTEGRATED PLAN AND FEEDBACK MECHANISM	26

(viii)

8.	ESTABLISHING OF REPORTING NETWORK FOR FEEDBACK AND PROGRESS REPORTS	27
9.	CONCLUSION	28
10.	BIBLIOGRAPHY	30

1. INTRODUCTION

1.1 Background

The Provincial Commissioner of the South African Police Service in the Western Cape is responsible to the community of the Western Cape for creating a safe and stable environment (South African Police Service Act 68/1995 Section 12). To achieve this, various strategies need to be developed and successfully implemented. At present the Strategic Management Plan of the South African Police Service in the Western Cape consists of three separate non-integrated programmes, namely the National Police Priorities and Objectives, the Service Delivery Improvement Programme (SDIP) and the Area Operational Management Plan. Many problems are being experienced by station commissioners with the management processes used, in that these processes do not take into account the practical problems in respect of implementing these strategies to address crime, by only concentrating on the National Priorities and Objectives.

Station Commissioners have to provide feedback on all three strategic management plans for the Western Cape, which places a huge administrative burden on personnel. At present, project managers at Provincial Head Office are appointed to assume responsibility for a specific priority and/or focus area. This method is not producing the desired results, especially since the project managers have to coordinate the Western Cape's respective priorities with the three strategic plans from a specific area and a feedback model has not been provided to them. Every year the South African Police Service is generally accused of being an organization which is forever formulating plans which are not successfully implemented. (Booklet on Policing & Priorities and Objectives 1999/2000:34)

Each Policing Area adapts its priorities to the National Priorities and Objectives and then add more priorities which are applicable to the specific area. The National, Provincial and Area priorities are then communicated down to the police stations in order to be addressed. As a result every Area, as well as the Province, which must consolidate feedback to report to National level, demands feedback on set priorities. Therefore the stations have to provide feedback on various policing plans and sometimes also in respect of priorities which are totally irrelevant to them specifically.

To my knowledge no attempt has been made to establish a uniform feedback format for station commissioners in the Western Cape.

1.2 Problem Statement and Research Objectives

At present Station Commissioners in the Police Service, specifically in the Western Cape, have to provide feedback on the Strategic Management Process in different ways. As stated above in para 1.1 this causes an additional administrative burden and there is currently no integrated and structured format, in other words one comprehensive document, which station commissioners can use to provide feedback to their respective Areas. Each Area has its own format for feedback, which creates confusion and also has an influence on the productivity of the members who have been assigned specific tasks. The objective of this research project is to establish a uniform strategic management feedback process model for station commissioners which integrates the National Policing Priorities and Objectives and Area Operational Management plans with the Service Delivery Improvement Programme (SDIP) in the Police Service.

1.3 Hypothesis

The research hypothesis is that the current fragmented strategic management plans and feedback systems of the SAPS in the Western Cape are not effective. An integrated strategic management and feedback system will enhance effective utilisation of personnel and streamline the work flow of station commissioners.

1.4 Research Methodology

The researcher analysed the current feedback mechanisms used in the Police Service in the Western Cape Policing Areas. The total number of police stations in the Western Cape is one hundred and thirty-eight. Several personal interviews were conducted with the acting head of Police Strategic Management in the Western Cape, who deals with the feedback on the policing priorities and objectives from the respective role players.

Interviews were also conducted with the Provincial SDIP Training Coordinator and the Provincial Project Centre Coordinator. This provided the researcher with in-depth knowledge of how role players are experiencing the current fragmented strategic management plans and feedback systems. Said role players work with the Provincial Strategic plans on a daily basis and to have their views about the fragmented plans and how they perceive it were obtained. The interviewees are listed in the Bibliography. It was also imperative for the researcher to study theory on Strategic Management to see whether the SAPS in the Western Cape are in line therewith.

1. INTEGRATED NATURE OF STRATEGIC MANAGEMENT

Today the world of management, whether in private, service or public context, functions within the framework of a complex and highly competitive environment. Organizations are becoming larger, competition is becoming stronger and the struggle for survival becomes more intense by the day. Survival under these circumstances depends on the success of processing and reacting to the situation. The instrument to use for this purpose is strategic management. [Maartens, WP.1997:98]

To ensure management consistency, management must be refined to fit in with the demands of a rapidly changing environment. Fox [1991 : 221] defines strategic management as "the formulation, implementation and evaluation of actions that will enable an organization to achieve its objectives". Hunger and Wheelen [1993 : 22] describe strategic management as "that set of managerial decisions and actions that determines the long-run performance of a corporation". Rosen [1995 : 3] stated that strategic management draws on and applies a multitude of competencies, techniques and knowledge at all levels of the organization relating to both short-term and long-term issues, but that it is particularly, although not exclusively, concerned with the future impact on the organization of current decisions by managers at all levels. These definitions illustrate the necessity of appreciating the environment and organizational analysis for the purpose of formulating, implementing and evaluating strategies to increase organizational effectiveness and efficiency. If there is a standard feedback mechanism in place, the project centre can then adopt standard monitoring, planning and control systems with a common corporate image and strategy. Organizations with such standardised feedback systems lend themselves to the intensive use of information technology to monitor and control operations, thus sacrificing a degree of flexibility for very close and efficient control [Rosen 1995:107].

The ideal situation should be that the South African Police Service must make use of a decentralised control style. This implies less involvement by Head Office and entails that the stations must determine their own objectives and forward it to their respective Areas. Stations should be strategically responsible for their respective Areas' priorities.

The above approach can in theory enable an organization with very diverse management cultures in its ranks (such as the S A Police Service) to accommodate all the cultures under one Strategic umbrella yet let them go their own way at community level. [Rosen 1995:109].

In the global competitive environment of today it is not sufficient to have excellent strategies. The strategies must also be brilliantly executed [Maartens, 1997:99]. At the end of the predetermined performance period, the supervisor should ask the subordinates to evaluate the degree of goal attainment. The focus of such a session is to analyse goal attainment and the results achieved. The actual success or failure should be diagnosed to link specific actions to performance outcomes.

If the performance outcome is satisfactory, the subordinate is rewarded through promotion, and/or a salary increase, depending on the degree and value of the performance outcome. If the outcome was unsatisfactory, specific education, training or development actions, which become specific change objectives for the next performance period and/or cycle, should be instituted. [Spangenberg, 1997:10].

In attempting to determine productivity, what we measure is probably more critical to the control process than how we measure. The selection of the wrong criteria can result in serious dysfunctional consequences. What we measure

determines to a great extent what people in the organization will attempt to excel at [Robbins, 1994:573]. Productivity measurement creates an awareness of productivity improvement and is diagnostic. It is an important early warning. It is a necessary aid in addition to traditional financial and management accounting and information systems. Without reliable productivity measurement and feedback on strategic period issues management neither has a valid means of problem identification nor the means to assess the impact of any corrective action it may have taken. Measurement and feedback is always the combination of a quantity of unknown magnitude with a standard for that quantity. [Mclagan, 1998:10]. The formulation of strategy brings into play the managerial control issue of how to achieve the target results in the light of the organization's situation and prospects. Objectives are the "end" and a strategy is the "means" of achieving them.

In fact, strategy is a management tool for achieving strategic targets. Per definition strategy is the pattern of organizational moves and managerial approaches used to achieve organizational objectives and to pressurise the organization's mission [Thompson and Strickland, 1993:7]. For strategic thinking and strategy-driven decision-making to penetrate one organizational hierarchy, performance targets must be established not only for the organization as a whole, but also for each of the organization's separate businesses and products down to each functional area and department within the business and structure [Drucker, 1974:100]. Besides choosing a structure, an organization must also establish an appropriate organizational control system. It must decide how best to assess the performance and control the actions of the sub units [Hill and Jones, 1995:13]. In the above scenario the sub units referred to can be compared to the different Areas within the South African Police Service in the Western Cape. The importance of control and feedback systems for sub units is also emphasised.

This situation in the Police Service corresponds with the above mentioned theory that the organization is decentralized, yet the National Office determines the priorities and objectives and then forwards it to the Provinces and the different Policing Areas. However, this also has a potentially huge impact on the organization's integrated feedback system in terms of which middle managers do not have the authority to make decisions on how they provide feedback to their respective Policing Areas. This level of integration is necessary to make an organizational structure function effectively. Integration refers to the extent to which an organization seeks to coordinate and integrate its value creation activities. The higher the organizational level of differentiation, the higher the level of integration needed to make the organizational structure function more effectively. Therefore if a company adopts a more complex form of differentiation, it requires a more complex form of integration to accomplish its goals [Hill and Jones, 1995:340].

To facilitate the use of integrating mechanisms and to make organizational structure work, a company must create the control and incentive structure through which people are motivated to perform task activities in the organizational setting [Hill and Jones, 1995:344]. This can also be compared to the current situation of the Western Cape Police in that the feedback systems must be integrated into one document for different plans that will also keep the station commissioners in their respective areas motivated because of a lesser and more focussed workload.

Strategic control and feedback on strategic issues in the process of establishing the appropriate types of control systems at the corporate business and functional levels of a company allow strategic managers to evaluate whether a company is achieving superior efficiency, quality, innovation and customer responsiveness and is successfully implementing its strategy [Hill and Jones, 1995:351]. Sometimes

strategic plans are openly stated by management and sometimes they remain implicit in management decisions and the organization's patterns of operation [Thompson and Strickland, 1987:16-17]. The goals and objectives are the prime outputs of the strategic planning process, since they form the critical link between the strategic plan and the attack plans for changes and business variables. An attack plan addresses changes which are strategic in nature [Robinson, 1986: 475-476]. An example of strategic change is to increase production capacity by, for example, building a costly, special-purpose plant to meet an assumed future demand [Robinson, 1986:476]. Strategic control systems are the formal target-setting, monitoring, evaluation and feedback systems that provide management with the information about whether the organization strategy and structure are meeting strategic performance objectives.

In conclusion, an assessment of literature on strategic management indicates that the different authors' perceptions regarding this concept differ, yet it all basically signifies the successful implementation and monitoring of the set targets and objectives of an organization. To determine whether an organization is achieving its goals and objectives, a proper feedback system must be in place to make adjustments where necessary.

3. CURRENT STRATEGIC PLANS IN THE SOUTH AFRICAN POLICE SERVICE, WESTERN CAPE

As mentioned in the introduction, station commissioners in their respective areas must provide feedback about their specific areas in terms of three different plans, namely -

- National Policing Priorities and Objectives;
- the specific Area Operational Policing Plan; and
- the Service Delivery Improvement Programme (SDIP) which has been implemented in all four Policing Areas in the Western Cape.

3.1 Policing Priorities and Objectives

In the formulation of the policing priorities and objectives, cognizance was taken of the policy directions outlined in the Draft White Paper on Safety and Security. For the South African Police Service the two most important features of the White Paper are the following:

- It provides the umbrella policy framework of government in relation to safety and security for the next five years.
- It divides the concept of Safety and Security in terms of two broad, albeit interlocking, components, namely -
 - policing or law enforcement; and
 - crime prevention (particularly social crime prevention).

The implications of this conceptual distinction are inter alia that the SAPS is clearly directed to focussing its attention on policing or law enforcement. For this purpose three goals have been set:

- To increase the effectiveness and efficiency of criminal investigations.
- To target visible policing to address specific crimes and the fear of crime.
- To improve the quality of service to victims of crime.

Although effective policing will always contribute to the prevention of crime, the White Paper recognizes the fact that the burden of responsibility for the prevention of crime does not rest with the SAPS. It therefore demarcates the

socio-economic and environmental factors that influence people to commit crimes and to become persistent offenders for in-depth research and coordinated preventative actions. The actions will involve all possible role players, including the police. To enable such a concerted crime prevention approach, the White Paper provides for the establishment of a National Crime Prevention Strategy [NCPS]. The NCPS will be situated within the Department of Safety and Security alongside, but not as part of, the SAPS.

Because of the inherent nature of police work, police intervention comes into play mainly after a crime has either been planned, attempted or committed. Therefore, to effectively prevent crime, intervention is necessary before the planning phase. The latter type of intervention, social crime prevention, now mainly becomes the responsibility of the National Crime Prevention Strategy Component, who will have to mobilize all role players and resources for this purpose. The Police, however, have a key role to play in this regard, particularly in pointing to areas needing such interventions. The following four areas in the Policing Priorities and Objectives will receive attention in the financial year:

- Improving service in the community service centre.
- Improving the attendance of complaints.
- Improving criminal investigations.
- Establishing sector policing.

In other words, the above are the internal focus areas at the different police stations regarding which station commissioners must provide feedback on their progress. Although the SAPS is legally bound to perform all of its responsibilities, all of these cannot be a priority at the same time. In the planning for and the execution of its responsibilities, and especially in the allocation of resources, the South African Police Service and its top management and officers, must therefore give preference to those responsibilities that are, at any given time, regarded as priorities. It should be borne in mind that it is not the purpose of

the policing priorities and objectives to reflect all the functions of the South African Police Service.

The operational priorities for the 2000/2001 financial year are as follows:

- Priority one : Organised Crime
- Priority two : Serious and Violent Crimes
- Priority three : Combatting crimes against Women and Children
- Priority four : Improving basic service delivery to all communities

Organisational Priorities:

- Priority one : Budget and Resources Management
- Priority two : Human Resource Management

[Booklet : Policing Priorities and Objectives for 2000/2001).

Each operational priority has an operational objective, persons responsible for monitoring it and performance indicators to determine whether or not the objectives are being achieved, and to make corrective adjustments where necessary. All these operational priorities are disseminated by the national office to the provinces for feedback. The provincial offices distribute it to the respective Areas for feedback, and the latter to their respective stations for feedback. It is expected of the provincial office to provide feedback on a quarterly basis to national office regarding its progress towards achieving the Operational Priorities and Objectives.

3.2 Service Delivery Improvement Programme (SDIP), Western Cape

As a previous Police exercise, programmes and projects such as Project Life Line, Community Policing Projects and Management by Objectives were implemented simultaneously and in a fragmented manner without any coordination thereof at police station level. Stations now focus on National Police Priorities and Objectives and provide feedback on the results to Area level. They must also provide feedback, without any guidelines, on focus areas of the Service Delivery

Improvement Programme to Area level. There has been no integration of the different projects and programmes at either Area or station level, which contributes to the fact that objectives which have been set cannot be effectively achieved. The transformation of these past practices via the SDIP to improve service delivery was intended to integrate past, present and future plans, projects and programmes into one process to ensure closer interaction between the SAPS and the community, the optimum utilization of human and capital resources, and the commitment of and cooperation among all personnel to attain the set police priorities. As a past procedure, station commissioners and station management were solely responsible for developing their local police priorities and plans, without consultation and broader participation of station members and the community. These priorities and plans were normally introduced without any prior diagnostic analysis. SDIP managed to instal a culture of participatory management and a joint problem-solving approach towards improved productivity. This culture was realized through workshop idea generations that involved the participation of all police members and the inputs of the broader community; meaning that the creation of the police station's vision, mission and objectives involved an all-inclusive process. These workshops in the SDIP process at police stations were guided by prior diagnostic analysis that strategically advise police stations on what must be prioritised in line with the already set National Police Priorities and Objectives. The SDIP process not only transformed a one-dimensional policing approach to an all-inclusive approach but also created the foundation for police stations to become independent in terms of facilitating their own unique problems and conditions through innovation and creative contributions. The SDIP also focussed on initiatives that have produced proven results. The end product of the SDIP is also to produce a police official who is efficient, effective, professional and responsible.

The management and implementation of the SDIP are not yet in accordance with the prescribed guidelines of the Batho Pele principles. The SDIP is currently

being managed as an administrative tool to help police stations to manage and improve their unique administrative capacity [referring to better crime control, the morale of members, etc.]. The SDIP is a management tool or problem-solving programme designed firstly to identify focus areas or problems at police stations and secondly to provide a framework of practical ideas to address these problems [SAPS Bulletin : February 1999].

The SDIP supports police stations to improve services in the following areas:

- Human resources management (morale, absenteeism, training).
- Vehicle utilization.
- Crime prevention (visible policing, staffing, community programmes).
- Community service centre (docket quality, response time).
- Investigation (docket management, docket flow, conviction rate).
- Community satisfaction.
- Victim support.

The ultimate aim of the Batho Pele White Paper is to progressively raise standards of service, especially for those whose access to police services have been limited in the past and whose needs are greatest. The vehicles to oversee the implementation of this aim are the Area Steering Committees, which are currently failing to do so. Key role players are seeing the SDIP primarily as a process of diagnosing current situations at police stations and drafting plans, whereas the actual focus should be to readdress the imbalances of service delivery in favour of the disadvantaged communities. Creating this balance and transforming service delivery need to be done in conjunction with the key transformation priorities [Batho Pele White Paper No 18340 : October 1997: figure 1:9].

Another key aspect of the Batho Pele White Paper is the establishment of a feedback mechanism. The SDIP does not have such a mechanism for the public

to know more about the way the police are being managed, how well they perform, the resources they utilise and who is in charge. The feedback mechanism in the Batho Pele White Paper is an annual report to citizens published by the Provincial Office, setting out, in plain language, the information which the citizens are entitled to know [Batho Pele White Paper No 18340 October 1997 : 20].

The SDIP is losing its momentum. The reasons for the programme losing its momentum are the following:

- The lack of training of the main role players in the programme.
- There is no person on provincial level to drive the programme, to give direction to the facilitators, update the procedures and advise the Province on making the programme a way of management.
- A lack of commitment from area and provincial commissioners.
- The programme is run in isolation [police stations only]; not by area and provincial component heads as well as specialized units.
- There is a training need for provincial and area management in the methodology of the programme.

3.3 Area : Operational Policing Plans

As mentioned, each Area currently has an Area Plan through which it manages crime in its area. Areas receive the annual National Policing Priorities and Objectives, determine their own priority crimes and make use of the SDIP programme to determine the stations in their internal focus areas which need to be addressed. Station commissioners must also provide feedback on internal focus areas to their respective areas on a quarterly basis. The basis on which areas determine their crime priorities and objectives is provided in section 11(2)(a) of the South African Police Service Act [Act No 68 of 1995].

4. ASSESSMENT OF CURRENT STRATEGIC MANAGEMENT PROCESS AND FEEDBACK MECHANISMS

4.1 Problem Areas

The South African Police Service currently has a lack of management in strategic management and development initiatives. Non-delivery by national and provincial support components is not managed and/or rectified. There is scant adherence to programme and project management policy. The various initiatives in the SA Police Service, Western Cape on provincial level are functioning in isolation, such as the SDIP programme, policing priorities and objectives, development projects, line function components and external programmes.

The current situation in the Western Cape Police Service in compiling strategic plans is mainly due to the following reasons:

- Fragmented planning.
- Too many and diverse priorities.
- Short-term focus on planning.
- Inconsistency between planning and decision-making.
- Low focus on organizational development.
- Low delivery on planning initiatives.
- Lack of remedial measures to address shortcomings.
- Planning not always in line with government policies.
- An inadequate strategic management process.

Although the internal and external analyses as well as the planning phase are important subdivisions of strategic management, the necessity of an implementation programme should not be overlooked. Without an implementation programme very little to no results will be achieved, which might lead to a loss of confidence in strategic management [Du Plessis, C : 1994 : 113].

Another problem is that the police seem to believe in old plans and are not eager to create and implement new ideas in their strategic plan. When strategic

planners and operational planners become alienated, it leads to unsuccessful implementation of the strategic plan. When a sizeable group of persons within the organization are convinced that the new plan is not practical and that the previous activities were better, strategic management is bound to be unsuccessful (Radford, K J 1980 : 248).

When visiting police stations in the Western Cape, there is a feeling among some of the managers that plans do not need to be in writing. It is sufficient for the station commissioner to know what the plan of action is. The importance of planning is not yet realized by all managers. This leads to the situation where strategic and implementation plans become unimportant to persons in leading positions, which in turn rubs off negatively on subordinates. The question could be asked whether we have a climate conducive to strategic or operational planning. It happens that station commissioners study the area priorities, National priorities and SDIP priorities and then argue that some of the priorities are not applicable to their station, A station which is situated on the main routes of firearm smugglers would, for instance, argue that firearms as a priority is not applicable to it because for the last ten years they never had a crime such as possession of illegal firearms registered in their crime registers or crime administration system. In practice, feedback on the priorities and objectives regarding identified crime and focussed areas according to the priorities and objectives is provided from station level to Area level and from there to provincial level. The statistics given to the area are mostly compiled by either a clerk or uniformed member on the station, while the station commander merely signs the report. There is no proper personal contact between the area commissioner and the station commissioner concerning the set priorities and objectives.

The reports on the priorities and objectives comprise general crime statistics on the identified priorities according to a pro forma for each station. There is no individualization of plans and feedback and there is no proper control of individual plans of the station. Nobody looks at the strategies which the station commissioner employs to achieve the set objectives.

DIFFERENCES

	National Priorities and Objectives	Area Operational Plan	SDIP Priorities
Origin	Determined by National Office based on feedback	Determined by Area and Station Commissioners	Determined by Station Commissioners and the Community
Focus	No proper focus on internal policing issues at stations	Focus on own priority aims	Strong focus on internal station problems
Community Participation	Community not involved :top-down approach	Top-down approach	Top-down approach
Feedback	Different ways to provide feedback	Developed in own way, pro forma to provide feedback	No specific way to provide feedback

Emphasis	No strong emphasis on people's needs	Emphasis more on crime in specific area	Emphasis on top station priority crimes and internal focus area as well as community needs
-----------------	---------------------------------------------	------------------------------------------------	---------------------------------------------------------------------------------------------------

(Booklet on Policing Priorities 2000/2001)

SIMILARITIES/ INTERCONNECTEDNESS

	National Priorities and Objectives	Area Operational Plan	SDIP Priorities
Purpose	Safe and secure environment	Safe and secure environment in the Area	Safe and secure environment within the station boundaries
Focus	Concentrate on national crime priorities	Concentrate on area crime priorities	Concentrate on station crime priorities
Feedback	Need feedback to determine the next year's priorities - feedback from provinces	Need feedback to determine next year's priorities - feedback from stations	Need feedback from community to determine next year's priorities

(Booklet on Policing Priorities and Objectives 2000/20001)

The differences in the three strategy plans are few and the need for one integrated feedback system definitely exists.

4.2 Problem Resolution

Stations with implementation plans must consult them when they have been compiled. Training must be provided to operational managers in strategic planning because insufficient training can lead to unsuccessful implementation of a strategic plan. Support in respect of strategic issues to station commissioners must be given from provincial and a area level on a continual basis. A climate for feedback must be created during station commissioners conferences with their respective area commissioners. Enough time must be allocated to station commissioners to provide feedback and it must not be one-way communication. Progress overview meetings must be held to address progress with the set station priorities and objectives. This creates an opportunity for the area commissioner to directly discuss with his/her station commissioners directly on what they are doing to effectively reach the set objectives. Motivation must be given to the station commissioners concerning the crime priorities and they must assume overall responsibility for crime in their station area. Integration must take place. Units and stations must plan and work together, bearing the whole concept of sector policing in mind. Special units such as the Stock Theft Unit, etc. must not plan in isolation within station precincts. Integrated planning could lead to a higher success rate in both the prevention and investigation of crime in a specific area.

5. MODEL FOR INTEGRATED STRATEGIC MANAGEMENT PROCESS AND FEEDBACK MECHANISMS

5.1 Background

An integrated planning process [National Priorities and Objectives, Area Operational Management Plans and the SDIP) must be used to formulate focus areas. This process will enable management to formulate objectives and action steps and to monitor and evaluate the results of interventions (actions). In the past problems were experienced with the management methods employed in that these methods did not take the practical problems which exist in respect of

implementing the strategies into account. Different feedback methods are also employed. Project managers were assigned to assume the responsibility for a specific priority and/or focus area. This methodology has not produced the desired results, especially because the project managers had to coordinate the Western Cape interventions from a specific area. The priorities and functional focus areas are aimed at developing "pockets of excellence" in specific Provinces/Areas. Models are developed and tested in practice before a model is put at the disposal of other provinces which might benefit from the model's methodology and results in respect of service delivery. To develop an integrated police plan without a longer term perspective would inevitably lead to crisis management in the sense that police priorities would frequently change without necessarily impacting on the creation of a safe and secure environment for all people in South Africa. It is for this reason that the vision, corporate strategy and long term objectives for the South African Police Service must form the foundation for the development of a police plan.

According to Hill & Jones 1995 : 353-354) the need for one integrated feedback system cannot be over emphasized. An effective strategic control and feedback system requires four steps, namely:

- Establish the standards or targets against which performance is to be evaluated.
- Create the measuring or monitoring systems that indicate whether the targets are being reached. That could be observed by a proper feedback system.
- Compare actual performance against the established targets and
- Initiate corrective actions when it is decided that the target is not being achieved. The goal is to continually enhance an organization's competitive advantage.

To draw up a proper and integrated strategic feedback plan for the different plans within the SA Police Service Western Cape, the above steps should be followed. It should also give top management in the Western Cape Police Service an indication of where they must take corrective steps in respect of certain set objectives and where they must concentrate to prevent crime effectively. Managers need to develop control systems that supply them with the information they require in order to monitor and evaluate subordinates' performance [Hill and Jones, 1995:356].

Strategic effectiveness is achieved when the big picture of prioritized goals are implemented directly and forcefully in the operating arena [Bean, 1993:5]. Feedback is the mechanism that is widely used in nature and in engineering for automatic control or regulation. "The decision-making process and control systems of an organization are quite clearly feedback loops and we almost always think about them as negative, damping feedback" [Stacey, 1993:260]. Once the strategies for closing the gaps revealed in the gap analysis phase of the planning process have been developed and initiated, two important issues need to be addressed. First each of the various constituent units of the organization - business and functional - need to develop detailed operational or tactical plans based on the overall plan of the organization. Each of these plans should reflect the grand strategy and needs to involve budgets, marketing plans and timetables. Secondly, after these unit plans have been separately developed, they need to be integrated into a comprehensive whole. In other words, the first task is to develop a specific operational plan for each organizational element, then the second task is to knit them together into a seamless whole [Goodstein, Nolan & Pfeiffer, 1993:273]. Putting the strategy into place and getting individuals and organizational sub units to go all out in executing their part at the strategic plan is an administrative task. The theory linked to a bottom up approach is the ideal situation.

- The specific elements of institutionalizing one strategy involves -
- building an organization capable of carrying out the strategic plan;
 - developing strategy-supportive budgets and programmes;
 - instilling a strong organization-wide commitment both to organizational objectives and to the chosen strategy;
 - linking the motivation and reward structure directly to achieving the target results;
 - creating an organization "culture" and a working environment that is in tune with strategy in any success-causing respect;
 - installing policies and procedures that facilitate strategy implementation;
 - developing an information and reporting system to track progress and monitor performance;
 - exerting the internal leadership needed to keep improving on how the strategy is being executed [Thompson and Strickland, 1989:9]; and
 - developing an action agenda for implementing and executing strategy, which involves managers at all levels from headquarters down to each operating department.

5.2 PURPOSE AND ADVANTAGES OF AN INTEGRATED POLICE PLAN

The main purpose of the plan must be to identify those priorities and objectives which will have the most profound effect on an orderly society, and for which strategies are to be developed and implemented during the following year.

An integrated police plan and feedback system also provides the opportunity to-

- form the basis for public debate on police policy on what is considered necessary in the field of safety and security and to seek public endorsement thereof;
- set the foundation for the development of an integrated and long-term strategic plan;
- focus police energies and resources on these priorities to ensure the

- achievement of set objectives, thereby laying the basis for focused planning, performance-based appraisal and concurrent police accountability;
- facilitate the optimizing of functions and linking of resources to priorities and planning specifically in relation to the budget in terms of activity [zero] based budgeting;
- supercede the traditional annual report of the National Commissioner by indicating both future policing priorities and objectives as well as progress made in accomplishing the priorities and objectives of the previous year;
- develop a comprehensive personnel utilization plan to form the basis of the medium-term personnel framework;
- develop an appropriate performance measurement system;
- facilitate the development of a culture of planning and priorities;
- enhance consultation and participation with the community and facilitate the involvement of the community in the determination of policy priorities; and
- establish a culture of project and programme management at all levels within the South African Police Service.

6. SUGGESTED PROCEDURE

To successfully implement and monitor the three strategic plans, a uniform procedure must be followed. The standardization of the integrated management process will result in uniformity in the Western Cape Province in respect of a management model and will ensure that the best procedures will be implemented in the province. Evaluation of a standardized management model will be made easier and results can be compared to one another. The focus areas of priority offences at stations must be the responsibility of the support components. Support components must be involved in achieving the performance standards which should be detailed in every station plan. Performance standards must be indicated on the integrated feedback document of stations and all other levels of feedback. The focus must be on the performance standards of a component and

every possible action step must be taken to achieve the set performance standard.

The provincial commissioner and his area commissioners and provincial detective service are responsible for the management of the strategic process to achieve set objectives. The persons in said posts are therefore the programme managers in the province responsible for all the priorities and objectives set for the Western Cape. The provincial commissioner can delegate his responsibility to a project manager who is in charge of the project on his behalf on provincial level.

The allocation of responsibility between the national and provincial levels of the service has to take into account the maximum delegation of powers and authority. Such delegation is required in order to maximize the effectiveness of local initiatives, because most crimes are best managed at local level. Maximising the responsibilities of local police officers will ensure that those officers with the experience of local conditions will have the authority to implement solutions to local problems. They will thus ensure that they can be effectively called to account by the local community they serve. What must be recognised is the difficulty of developing macro strategies for crimes resulting from enormously diverse causes. Murder, for instance, can be triggered by an almost infinite variety of factors. The area commissioners can also as programme managers delegate their responsibility to an operational coordinator in their respective areas, who will act in conjunction with the project manager on provincial level for indicating the strategic direction under each identified priority.

In the area the operational coordinator is responsible for informing the provincial commissioner on the progress of the subject priorities under his control. If an area has an SDIP facilitator, he should act as facilitator for the priorities and objectives of the specific area. The priorities and objectives should be a standard item on the agenda of the provincial management forum. The provincial Manager will have great influence on what is actually discussed at such a

management forum. The operational coordinator must also report progress to the project manager on provincial level, who then provides the provincial commissioner with a holistic picture regarding the priorities and objectives in the Western Cape. Feedback on all plans must be provided in an integrated feedback document to provincial level from the respective areas.

The project manager on provincial level must have regular meetings with his operational team to reflect on the priorities and objectives of the respective areas. This will bring about uniformity and retain the same focus for the respective areas and units. A project team must be in charge of the integration of the different plans and the National Priorities and Objectives, but can also set additional objectives unique to the province and areas which will specifically address the crime problems in the province and areas. Stations must also have one integrated feedback plan to their respective areas.

7. MONITORING THE SET OBJECTIVES OF AN INTEGRATED PLAN AND FEEDBACK MECHANISM

In respect of the monitoring and evaluation of progress, the White Paper on Transformation of the Public Service determines in Chapter 12 par 12.3 that "...appropriate performance measures and targets will be set for Director-Generals for which they will be accountable, both to their political heads. The National Commissioner of Police also remains legally responsible to the Minister for the execution of his responsibilities and for the overall performance of the Police Service."

For this reason progress reports must be in place for feedback purposes before the integrated plan and the set objectives are monitored. The purpose and value of monitoring set priorities and objectives should never be underestimated. The

provincial project team will be responsible for the monitoring as well as providing the relevant information to be used for compiling quarterly progress reports on the priorities and objectives. The priorities must be registered as projects at the Provincial Project Centre, which will assist the project manager in the monitoring of the project's action steps. To obtain all the information required, it is important that stations have only one consolidated feedback document. Stations' unique needs and action steps as well as priority crimes must be reflected in this. The responsibility of the division Management Services in the Western Cape will be to ensure that all mechanisms to provide feedback on priorities are coordinated in a report for providing feedback to the national coordination centre.

8. ESTABLISHING A REPORTING NETWORK FOR FEEDBACK AND PROGRESS REPORTS

If one has a monitoring responsibility, one should establish a reporting network consisting of the relevant role players and information sources by considering the following:

- At what level should steps be activated to submit feedback or a progress report.
- Which unit / component / subcomponent is responsible for such feedback or progress reports.
- In which official register or on which database the information is registered or captured.
- Feedback should flow upwards through this network and be consolidated at the provincial head office [Booklet on Policing Priorities and Objectives 1999/2000:32].
- Progress reports must be monitored quarterly in order to measure progress with the set objectives, so that adjustments can be made to the strategies. The provincial commissioner must have a quarterly work session with all the project managers and other relevant role players for the

purpose of discussing the past quarter's results and to plan accordingly for the next quarter.

- All area heads and area managers must be involved in order to consult the process with their respective stations. A uniform and integrated feedback mechanism will reduce the administrative workload of station commissioners and they can then focus the process on the station's priority crimes as well as internal focus areas.

9. CONCLUSION

Policing in South Africa is not an easy business. The conditions and circumstances confronting police officers in performing their duties range across a vast spectrum both within and between provinces. Policing urban areas is a different proposition from policing in rural areas with different problems and solutions [Annual Plan of the South African Police 1996/97 : 7].

This has the effect that priority crimes will vary from station to station and the feedback will also be different. Although National Priorities and Objectives are directed by government policy and therefore identified on national Level, the main aim must be to address local crime problems and the needs of the community. Feedback must only be given from stations in one integrated system regarding only the crimes and focus areas which concern the specific station area. It is universally accepted that local needs are unique in nature and specific strategies are needed to address them. It is therefore practically impossible to address them from national level. At a local level communities must be asked to identify those categories of crime that are of greatest concern to them. The rationale must be to ensure that policing be needs-directed and that energies are deployed to combat the crimes of greatest concern. Each police station will therefore in future according to local needs identify their own set of local priorities, objectives and action steps, which might not necessarily be the same as those of the National Priorities and Objectives or the Area Operational Plan. It is

important that only one integrated implementation plan and feedback system for set priorities and objectives must be forwarded from stations to areas and from there to the provincial head office for coordination.

Line functionaries should ensure that locally identified priorities are as far as possible integrated with the priorities and objectives in the provincial and area implementation plans [Implementation Guidelines: Policing Priorities and Objectives, 1998/1999:4]. Although it is accepted that implementation and integrated feedback mechanisms involve an extremely complex process, especially in larger organizations such as the South African Police Service, the scope of managerial activities associated with it is virtually coextensive with the entire process of management. It is therefore very difficult to be prescriptive or to impose a specific procedure to follow. The process discussed in this research article should be regarded as a guideline to assist the various levels in developing one integrated strategic plan as well as an integrated feedback system.

In the final instance it should be emphasized that overall the provincial commissioner will be responsible for the implementation of the National Priorities and Objectives. Therefore he/she must ensure that an integrated approach is followed and that a proper integrated feedback system for set priorities and objectives is in place.

BIBLIOGRAPHY

ANNUAL PLAN OF THE SOUTH AFRICAN POLICE SERVICE, 1998/1999.

ARENDSE, P J. PROVINCIAL PROJECT CENTRE : SECTION STRATEGIC MANAGEMENT, INTERVIEW.

BEAN, W C. STRATEGIC PLANNING THAT MAKES THINGS HAPPEN - GETTING FROM WHERE YOU ARE TO WHERE YOU WANT TO BE, 1993 - JUTA AND CO EDITION.

COETZEE, D. ACTING HEAD, PROVINCIAL HEAD, POLICE STRATEGY MANAGEMENT, MANAGEMENT SERVICES, WESTERN CAPE, INTERVIEW.

DE LANGE, R. PROVINCIAL SDIP TRAINING COORDINATOR : EASTERN METROPOLE, INTERVIEW.

DRUCKER, D. THE LEADER OF THE FUTURE : NEW VISIONS, STRATEGIES AND PRACTICES FOR THE NEXT ERA, JUTA AND CO, CAPE TOWN, 1974.

DU PLESSIS, C. DIE IMPLEMENTERINGSPROSES AS 'N NOODSAAKLIKE VEREISTE TYDENS STRATEGIESE BESTUUR - MET BESONDERE VERWYSING NA DIE SUID-AFRIKAANSE POLISIEDIENS, UNPUBLISHED DISSERTATION, PRETORIA 1994.

FOX, W, SCHWELLA, E AND WISSINK, W. PUBLIC MANAGEMENT - JUTA AND CO, CAPE TOWN, 1991.

GOODSTEIN, L, TIMOTHY, N AND PFEIFFER, J. W. APPLIED STRATEGIC PLANNING - HOW TO DEVELOP A PLAN THAT REALLY WORKS, JUTA AND CO, CAPE TOWN , 1993

HILL, C W L AND JONES, G R. STRATEGIC MANAGEMENT THEORY AND INTEGRATED APPROACH, 4TH EDITION, HOUGHTON MIFFLIN COMPANY, BOSTON, NEW YORK, 1995.

HUNGER, D AND WHEELEN, J. STRATEGIC MANAGEMENT AND BUSINESS POLICY, 5TH EDITION, JUTA AND CO, CAPE TOWN, 1995.

IMPLEMENTATION GUIDELINES : POLICING PRIORITIES AND OBJECTIVES, 1998/1999.

MCLAGAN, P : "MEASUREMENT SYSTEMS" IN JOURNAL FOR MANAGEMENT CONSULTANCY, OCTOBER 1998.

MAARTENS, W P : "PUTTING PERFORMANCE INTO ACTION" IN JOURNAL FOR MANAGEMENT CONSULTANCY, OCTOBER 1997.

SPANGENBERG, H : "STRATEGIES AND MANAGERS" IN JOURNAL FOR MANAGEMENT CONSULTANCY, AUGUST, 1997.

POLICING PRIORITIES AND OBJECTIVES, BOOKLET ON. DEPARTMENT OF SAFETY AND SECURITY, 2000/2001.

RADFORD, K J. STRATEGIC PLANNING - AN ANALICAL APPROACH : RESTON PUBLISHING CO INC, VIRGINIA, 1980.

ROBBINS, S P. MANAGEMENT, 4TH EDITION, ENGLEWOOD CLIFFS, NEW JERSEY : PRENTICE HALL INTERNATIONAL, 1994 EDITION.

ROBINSON, R. STRATEGIC MANAGEMENT : AN INTRODUCTION, JUTA AND CO, CAPE TOWN, 1986.

ROSEN, R. STRATEGIC ALIGNMENT - CRITICAL APPROACH, 1995, JUTA AND CO, CAPE TOWN.

SAPS BULLETIN, FEBRUARY 1999.

SOUTH AFRICAN POLICE SERVICE ACT 68/1995.

STACEY, R D. STRATEGIC MANAGEMENT AND ORGANISATIONAL DYNAMICS : 2ND EDITION, JUTA AND CO, CAPE TOWN, 1993.

THOMPSON, JR, A A AND STRICKLAND, A J. STRATEGIC MANAGEMENT, CONCEPTS AND CASES, 10TH EDITION, HOUGHTON MIFFLIN CO, BOSTON, NEW YORK, 1987.

J THOMPSON, P AND STRICKLAND,. STRATEGY FORMULATION AND IMPLEMENTATION - 5TH EDITION, PRENTICE HALL INTERNATIONAL EDITION, 1993.

WHITE PAPER ON SAFETY AND SECURITY, SEPTEMBER 1998.

WHITE PAPER ON TRANSFORMING THE PUBLIC SERVICE, DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION, NOTICE 2011 OF 1997.

WHITE PAPER ON TRANSFORMING PUBLIC SERVICE DELIVERY (BATHO PELE WHITE PAPER) NO 18340 OF 1 OCTOBER 1997.