DEVELOPING A PERFORMANCE MEASUREMENT SYSTEM FOR POLICING: SOUTH AFRICAN POLICE SERVICE

EUGENE JANSEN VAN VUUREN

DISSERTATION PRESENTED FOR THE DEGREE OF DOCTOR OF PHILOSOPHY (SCHOOL OF PUBLIC MANAGEMENT AND DEVELOPMENT) AT THE UNIVERSITY OF STELLENBOSCH.

Pectora roborant cultus recti

PROMOTER: PROFESSOR ERWIN SCHWELLA

1 DECEMBER 2000

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DECLARATION

I, THE UNDERSIGNED, HEREBY DECLARE THAT THE WORK CONTAINED IN THIS DISSERTATION IS MY OWN ORIGINAL WORK AND THAT I HAVE NOT PREVIOUSLY IN ITS ENTIRETY OR IN PART SUBMITTED IT AT ANY UNIVERSITY FOR A DEGREE.

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SUMMARY

Although terms such as input, output, outcomes, productivity, quality, efficiency and effectiveness represent measures of performance, they also measure different aspects of performance. The question of the relevance of the measurement of performance for the South African Police Service (SAPS) invariably arises. The following three questions have, therefore, been formulated:

- What is the relevance of performance measurement for the SAPS?
- Which performance measurement determinants must be addressed and integrated into the process of performance measurement in the SAPS?
- How could performance measurement improve the rendering of service?

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The purpose of the exploratory study was to provide a conceptual framework for performance measurement by developing a systematic and comprehensive performance measurement system (model) for the SAPS which will have long-term advantages for both the SAPS and the customers and/or communities they serve. The key aims were, therefore, threefold:

- To ensure that the SAPS is fulfilling its mission and accomplishing targeted results.

- To measure police performance (successes) in respect of input, output, outcomes, effectiveness and efficiency which will have a direct impact on the combating of crime and is of value to customers and/or communities served by the police.

- To compare a newly developed and pilot-tested model with the present performance measurement initiative used by the SAPS to prove that the new model has promise.

Face-to-face and focus group interviews were conducted with 16 English and Welsh individuals. In addition, face-to-face and focus group interviews were also conducted with 12 police officials of the SAPS in order to determine the current state of affairs regarding police performance measurement. As part of the inductive study and to focus on the formulated questions and purpose, as well as to account for the data, three hypotheses were formulated for this study. The newly developed model will, therefore, enable the establishment of the extent to which:

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- Resources (human and physical) could be used effectively and efficiently by focussing on performance measurement.

- Police operations and activities could be improved on an ongoing basis by focussing on targeted results.

- Police operations and activities will have a positive impact on the combating of crime.

A conceptual performance measurement framework was developed which reflects the fulfilment of the SAPS's mission and the accomplishment of targeted results. This model also measures the performance (successes) of the SAPS in respect of input, output, outcomes, effectiveness, and efficiency. Twenty police stations of one police area in the Western Cape were selected for the pilot-testing of the newly developed performance measurement system for the SAPS.

After the model had been successfully piloted, it was compared with the performance measurement system used by the SAPS at present. The proposed model achieved a substantial higher mark in comparison with the present process/system used in the SAPS. Finally, the new performance measurement system for the SAPS that consists of the following performance measurement determinants namely, strategic direction, performance framework, performance measures, strategy-institutionalizing and performance assessment provides an important building block in the process of analysing the quality of service.

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In conclusion, according to this exploratory study the newly developed performance measurement system for the SAPS shows that the SAPS can apply the model, in its current format, fully and optimally. However, some shortcomings connected to the model, have been identified.

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ONTWIKKELING VAN 'N STELSEL VIR DIE MEET VAN WERKVERRIGTING VIR POLISIëRING: SUID-AFRIKAANSE POLISIEDIENS

OPSOMMING

Alhoewel terme soos insette, produksie (uitsette), gevolge (resultate), produktiwiteit, kwaliteit, doelmatigheid en doeltreffendheid maatstawwe van werkverrigting verteenwoordig, meet dit ook verskillende aspekte van werkverrigting. Die vraag na die toepaslikheid van die meet van werkverrigting vir die Suid-Afrikaanse Polisiediens (SAPD) tree telkens na vore. Die volgende drie vrae is derhalwe geformuleer:

- In watter mate is die meet van werkverrigting op die SAPD van toepassing?

- Aan watter beslissende faktore vir die meet van werkverrigting moet aandag geskenk word en watter van hierdie faktore moet in die proses van die meet van werkverrigting in die SAPD geïntegreer word?

- Hoe kan die meet van werkverrigting dienslewering verbeter?

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Die doel met die verkenningstudie was om 'n voorstellingsraamwerk vir die meet van werkverrigting te verskaf deur 'n stelselmatige en omvattende stelsel (model) vir die meet van werkverrigting vir die SAPD te ontwikkel wat langtermynvoordele sal inhou vir die SAPD, sowel as die kliënte en/of gemeenskappe wat dit bedien. Die sleuteldoelwitte is daarom drievoudig:

- Om te verseker dat die SAPD sy missie ten uitvoer bring en die beoogde resultate bereik.

- Om die werkverrigting (suksesse) van die Polisie met betrekking tot insette, produksie, resultate, doelmatigheid en doeltreffendheid te meet wat 'n direkte invloed op die bekamping van misdaad sal hê en ook van waarde is vir kliënte en/of gemeenskappe wat die Polisie bedien.

- Om die nuutontwikkelde en voorafgetoetse model te vergelyk met die metode wat die SAPD tans gebruik om werkverrigting te meet om te bewys dat die nuwe model belofte inhou.

Persoonlike onderhoude is met 16 Engelse en Walliese persone gevoer en fokusgroepsbesprekings is gehou. Persoonlike onderhoude is ook met 12 polisiebeamptes van die SAPD gevoer en fokusgroepsbesprekings is gehou om die huidige stand van sake oor die meet van werkverrigting in die Polisie te bepaal. As deel van die verkenningstudie en om op die gestelde vrae en doel te fokus, asook om 'n verklaring vir die data te gee, is drie hipoteses vir hierdie studie geformuleer. Die nuut ontwikkelde model sal dus die mate van die volgende kan bepaal:

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- Hulpbronne (menslik en fisies) doeltreffend en doelmatig benut word deur op werkverrigting te fokus.

- Polisie-operasies en -aktiwiteite op 'n deurlopende grondslag verbeter kan word deur op die beoogde resultate te fokus.

- Polisie-operasies en -aktiwiteite 'n positiewe invloed op die bekamping van misdaad sal hê.

'n Voorstellingsraamwerk vir die meet van werkverrigting is ontwikkel wat die uitvoering van die missie van die SAPD en die bereiking van beoogde resultate weerspieël. Hierdie model meet ook die werkverrigting (suksesse) van die SAPD met betrekking tot insette, produksie, gevolge, doeltreffendheid en doelmatigheid. Twintig polisiestasies van een polisie-area in die Wes-Kaap is gekies vir die vooraftoetsing van die nuutontwikkelde stelsel vir die meet van die werkverrigting vir die SAPD.

Nadat die model suksesvol getoets is, is dit vergelyk met die stelsel wat tans deur die SAPD gebruik word om werkverrigting te meet. Die voorgestelde model het 'n aansienlike hoër punt behaal in vergelyking met die stelsel wat tans in die SAPD gebruik word. Laastens bied die nuwe stelsel wat werkverrigting in die SAPD meet en wat bestaan uit die volgende bepalings vir die meet van werkverrigting, naamlik strategiese rigting, raamwerk vir werkverrigting, maatstawwe vir werkverrigting, strategiese institusionalisering en waardebepaling van werkverrigting 'n belangrike bousteen in die ontledingsproses van kwaliteit diens.

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Sammevattend toon die nuutontwikkelde stelsel vir die meet van werkverrigting in die SAPD volgens hierdie verkenningstudie dat die SAPD die model in sy huidige formaat ten volle en optimaal kan toepas. 'n Paar tekortkomings met betrekking tot die model is egter geïdentifiseer.

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To my Creator and parents, my wife Aletta, and my children Ivan and Lisa

to
Erwin Schwella,
my sincere thanks for his guidance and the stimulation I received. To all my friends and colleagues who encouraged, motivated and supported me to produce this dissertation.

Modern science has established that there are four dimensions, namely, three dimensions of space and a fourth dimension of time, but to this one can now add a fifth dimension: Policing

Eugene Jansen van Vuuren - 1999

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CHAPTER 1
ORIENTATION & RESEARCH REVIEW

- INTRODUCTION
- SOUTH AFRICAN POLICE SERVICE SCENARIO
- RESEARCH REVIEWS
- OVERVIEW OF WHAT FOLLOWS

1.1. INTRODUCTION

International society is undergoing turbulent times, characterized by instantaneous technological developments and globalization. South Africa is also rapidly moving through a period of political and economic structural adjustment. These turbulent times present great challenges for organizations, the need to consider the demands of the information and technological age of the first century of the new millennium. All organizations in the public and private sector must, therefore, prepare themselves to manage these challenges effectively. Strategic management, linked to a sound performance measurement system, is considered to be synonymous with the effective management of change, especially in the present South African organizational context. The three sections to be discussed below are summarized in the following diagram:

1.2 SOUTH AFRICAN POLICE SERVICE SCENARIO
This section briefly investigates the history of policing in South Africa and the dynamics of transformation that have led to the development of a performance measurement system for the South African Police Service.

→

1.3. RESEARCH REVIEW
This section reflects a general view on the research approach of this study, which includes the research design, the formulation of the research problem reflecting research questions and purpose, data collection, data analysis, and formulation of research hypotheses.

→

1.4 OVERVIEW OF WHAT FOLLOWS
This section sets out a step-by- step approach which the researcher will follow for the purpose of this study.

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1.2. SOUTH AFRICAN POLICE SERVICE SCENARIO

A National Police Force was first established in South Africa in 1913 with the amalgamation of the different urban and rural police forces which, until then, had been operating independently in the Union of South Africa's four provinces. However, a government policy of separate development led to the establishment of independent and self-governing territories, the first of which was established in 1976. This resulted in a return to fragmented policing as the Governments of the various states and territories established eleven autonomous police forces.

After the first democratic election in South Africa on 27 April 1994, these eleven police forces were integrated into one police service. This newly established, amalgamated, South African Police Service (SAPS) also consists of nine provincial police offices (services), forty-two police areas, some 1200 police stations, and nearly 500 specialized units. The SAPS, like most other public service departments, is in a process of fundamental change and restructuring which is the direct outcome of the socio-political transformation (Marais and Jansen van Vuuren, 1995).

The new political dispensation, with its emphasis on democratization, the efficient and effective delivery of service, the redistribution of resources, development, the creation of a new social order based on the principles of democracy, and the recognition of basic human rights, present new challenges to the public service, but particularly to policing in South Africa. In the previous political dispensation in South Africa,

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the police forces were abused as the political arm of Government and lost legitimacy, being mistrusted and isolated from the majority of people of South Africa (Jansen van Vuuren and du Plessis, 1995).

Transforming an amalgamated police service has, therefore, become imperative. The rendering of a quality police service which is sensitive to the needs and values of diverse communities has become a top priority for the SAPS. This implies an accessible, trustworthy police service having user-friendly interfaces with the public and providing for aspects of human relations such as dealing with victims of crime. It also embodies the SAPS's effectiveness in accomplishing targeted results and in performing an efficient quality service by meeting the needs of customers (communities). This external focus on "service to the public" is a departure from the notion of a dominant police "force".

Finally, against this background, in the course of the transformation process of the SAPS[1], a need for a comprehensible and effective performance measurement system for policing has been identified. This initiative has become an important goal for the new SAPS and has to be achieved within the context of a shrinking resource base. The following section explores the research review of this study.

1.3. RESEARCH REVIEW

This section reflects a general view on the research approach of this study. Methodology plays a decisive role in meeting the demands of

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validity and reliability of scientific research. Developing a performance measurement system for the SAPS is a ground-breaking endeavour. It is innovative and primarily an exploratory study as very little previous research has been conducted on police performance measurement. Mouton (1996:102-103) is of the opinion that the aims of studies like these, are to establish the facts, collect new data, develop new hypotheses for explaining the data and to determine whether there are significant patterns in the data. According to Neuman (1997:19-20), exploratory research seldom yields definitive answers, but the following are goals of this kind of research:

- To become familiar with the basic facts, the people, and concerns involved.
- To develop a well-grounded mental picture of what is occurring.
- To generate many ideas and develop tentative theories and conjectures.
- To determine the feasibility of conducting additional research.
- To formulate questions and refine issues for more systematic inquiry.
- To develop techniques and a sense of direction for future research.

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Selltiz, Jahoda, Deutsch and Cook identified three methods by which exploratory research may be conducted (Mouton and Marais, (1996:43):

- A review of the related social science literature and other relevant literature.

- A survey of people who have had practical experience of the problem which is to be studied.

- An analysis of insight-stimulating examples.

The following considerations are also imperative for exploratory research design. To follow an open and flexible research strategy and to use methods such as literature reviews, interviews, case studies and informants, which may lead to insight and comprehension (Mouton and Marais, 1996:43).

Exploratory studies should therefore include pilot studies and researchers will often use qualitative rather than quantitative data, because the former (qualitative data) tend to be more open to using a range of evidence and uncovering new issues. Techniques for gathering such data are less wedded to a specific theory or research question (Neuman, 1997:17-20). Mouton and Marais (1996:155-156) describes qualitative approaches to research as those "in which the procedures are not as strictly formalized, while the scope is more likely to be undefined, and a more philosophical mode of operation is adopted".

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It can also be regarded as an approach that relies on individual or group judgement or opinion rather than on sophisticated, mathematical analyses (Griffin, 1990:258). It comprises raw data that exist in non-numerical form - eg, reports of conversations - (Rosnow and Rosenthal, 1996:74), and it has the following characteristics (Dillon, Madden and Firtle, 1990:152):

- Small numbers of respondents.
- Unstructured question formats.
- Indirect measurement of, for instance, respondents' feelings and beliefs
- Direct observation.

However, Mouton and Marais (1996:156-162) state that concepts, hypotheses and observation are important components which are present in all research. This study follows a qualitative research approach based on holism, subjectivity and induction. For the qualitative researcher holism is to understand a situation in which he or she looks for patterns, for instance, in the lives, actions and words of people within the context of the case as a whole. In holism the whole fundamentally stands in relation to the sum of parts and the purpose is to collect data on multiple aspects of a situation in order to build up a holistic picture of a specific situation.

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Qualitative research is often inductive, which means that the qualitative researcher should attempt to understand a situation without having a clear conceptual framework or hypotheses in mind. Theory is developed in the course of the data collection process, general patterns (relationships) are discovered after the data have been thoroughly examined, and specific dimensions emerge when data are analyzed and interpreted by means of generalization and inductive abstraction.

A qualitative approach also focuses on subjective meanings or perceptions of a situation, as it is difficult to develop precise measures expressed as numbers. Some researchers argue that qualitative data are more difficult to deal with than numerical data, because qualitative analysis requires a greater effort by a researcher to read and reread data notes, reflect on what has been read, and make comparisons based on logic and judgement. To get close to the data and to obtain first-hand information or knowledge, methods such as participant observation and in-depth interviewing can be used (Neuman, 1997; Mouton and Marais, 1996; and Lofland and Lofland, 1995).

Finally, the information submitted here regarding exploratory studies and the use of qualitative data which tend to uncover new issues, creates the necessary background for the research approach of this study and therefore sets the stage for the sections to follow.

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1.3.1. Research design

The purpose of the following subsections is to describe how the study was conducted, the measuring instruments used, the research process that was followed as well as a brief analysis and interpretation of the research data. The researchers King, Keohane and Verba (Neuman, 1997:419) point out that "research designs in qualitative research are not always made explicit, but they are at least implicit in every piece of research". The main aim of research design is "to plan and structure a given research project in such a manner that the eventual validity of the research findings is maximized" (Mouton and Marais, 1996:33).

The necessary theoretical foundations for this study are provided in the next chapter. Given the dynamics of the subject and to support the theoretical basis of this study, the necessity of conducting interviews with authoritative role-players was clear. Furthermore, after the model has been developed, one police area with twenty police stations in South Africa was used for pilot-testing the newly designed performance measurement model.

Consequently, the empirical testability of this investigation centres around face-to-face and focus group interviews with authoritative role-players in local and foreign police agencies. The main aim of this endeavour is to gather supporting data for the theoretical basis of this study with the view to developing an integrated police performance measurement system for the SAPS. Finally, to accomplish this goal, it

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is imperative to determine how performance measurement is to be applied in a police environment. For this purpose interviews[2] were extended to foreign countries. The following discussions, therefore, constitute the research methodology of this study.

1.3.1.1. Formulation of the research problem

This subsection deals with the research questions of this study, the purpose of the study, the identification of foreign policing agencies in which performance measurement have been successfully implemented and the selection of police stations for pilot-testing the newly developed model. The fundamental purpose of businesses is survival through the pursuit of profitability and growth and to deal effectively with everything that affects its growth and profitability (Pearce *et al,* 1991). This cannot be the case in the public sector, where public departments such as the SAPS derive their fundamental purpose from the country's Constitution[3], as well as Government policies (White Papers[4]) and related directives.

It seems that business survival, through profitability and growth as well as linkages with performance measurement, is universally understood and subscribed to. Unfortunately, the question of the fundamental successes of a police agency and how performance is measured is less clear. As the first step in dealing with performance measurement in the SAPS, the question of the relevance of such measurement invariably arises. The following three questions therefore arise:

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- What is the relevance of performance measurement for the SAPS?

- Which performance measurement determinants must be addressed and integrated into the process of performance measurement in the SAPS?

- How could performance measurement improve the rendering of service in the SAPS?

Secondly, the purpose of this study is to provide a conceptual framework for performance measurement by developing a systematic and comprehensive performance measurement system (model) for the SAPS that will have long-term advantages for both the SAPS and the customers (and/or communities) it serves. The key aims are threefold:

- To ensure that the SAPS is fulfilling its mission and accomplishing targeted results.

- To measure police performance (successes) in respect of input, output, outcomes, effectiveness and efficiency which will have a direct impact on the combating of crime and is of value to the customers and/or communities served by the police.

- To compare a newly developed and pilot-tested model with the present performance measurement initiative used by the SAPS to prove that the new model has promise.

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To achieve these aims a performance measurement system must be developed for the SAPS drawing on the domains of strategic management and performance measurement through an analysis of organizational literature and interviews and by synthesizing these concepts into a unitary, common framework. Taking into account the little research that has been conducted on police performance measurement as well as the enormous cost involved in travelling and other expenditure to develop and test a performance measurement system, the process was dealt with as follows:

A literature review was undertaken of the basic concepts of strategic management and performance measurement, so establishing the foundation for further conceptualization. The terminology was defined, the key principles and selected theoretical aspects which were to apply, were decided upon. It was also necessary to identify foreign police organizations and obtain their cooperation, as well as the SAPS, for developing and pilot-testing the performance measurement system.

An international police performance measurement working group[5] comprising of academics, police officials and others with knowledge and experience in performance measurement, was established in Belgium Europe, in 1995. The main aim of the working group was to gather and share ideas as well as their experiences in international police work concerning performance measurement and related fields within the public sector.

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The working group also compared the solutions adopted concerning the performance measurement of police agencies in order to - (1) organize critical discussions with other experts in the field of performance measurement; and (2) exchange best practices regarding performance measurement (Vereecken, 1995). Through this initiative, the researcher was involved in numerous discussions and carefully observed and studied a number of leading police agencies which pursue a results-oriented management style.

The researcher focused, therefore, this research effort on European police agencies which have successfully implemented performance measurement initiatives. For this purpose, the structure, functioning and evolvement of police performance measurement in the United Kingdom, with specific reference to police forces in England and Wales[6] were identified and examined. The empirical testing centred on face-to-face and focus group interviews with authoritative role-players[7] of identified police agencies and institutions involved in policing in England and Wales.

The newly developed performance measurement system was pilot-tested[8]. The process of selecting police stations for testing and refining this model for the SAPS was dealt with as follows: Specific criteria were developed which served as a guideline for the process of selecting particular police stations. These guiding criteria were as follows:

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- Police stations should be selected for testing in order to realize the corporate strategy of policing in an area where there is a lower risk of failure.

- In order to select the police stations, evidence of participation of persons at all levels should be included in the process of target accomplishment, as well as the commitment of area and station management in turning the pilot-testing into a success.

- An "A-one model" must be created to serve as a benchmark for other SAPS areas and their police stations.

Thus, after a thorough scanning process of all the areas of the SAPS and their related police stations, twenty police stations of one police area in the Western Cape were finally selected for the pilot-testing of the newly developed performance measurement system for the SAPS. Finally, after the model had been successfully piloted, it was compared with the performance measurement system used by the SAPS at present.

1.3.1.2. Data collection

This subsection briefly discusses the methods used to collect data for this research. The researcher used self-reporting methods[9] to collect data. The following are some advantages of open-ended measures:

- They do not lead the participant by suggesting specific answers.

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- Their approach is exploratory and allows the researcher to find out whether the respondent has anything at all to say.

- They invite the participant to express himself/herself spontaneously - a procedure that occasionally helps to increase rapport.

By contrast, the following are some disadvantages of open-ended methods:

- They are time-consuming for both the researcher and the participant.

- They sometimes invite rambling and off-the-mark responses that never actually touch the topic the researcher is interested in.

- They are sometimes difficult to assess for reliability (Rosnow and Rosenthal, 1996:95).

However, a conceptual exploration of performance measurement was made through a thorough study of the literature[10], and all the relevant, accumulated data led to the development of a performance measurement system for the SAPS. Secondly, relevant documentary sources, including official documents of the SAPS, mass media material, and official documents and directives of foreign police agencies, were consulted. During the phase of operationalization, as part of the

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development of a performance measurement system for the SAPS, the researcher used face-to-face and focus group interviews to collect data, instead of questionnaires. The aim of face-to-face interviews for this study was to provide a framework in which interviewees could speak freely about the concept of performance measurement and to gather first-hand, related information on the topic.

The interview schedule also aimed to embrace the entire ("*whole*") police performance measurement process and not simply a specific aspect or part of it. Neuman (1997:331) uses the analogy of a baseball game to illustrate the "*whole*": "It is hard to understand what a baseball glove is without knowing something about the game of baseball. The whole of the game - innings, bats, curve-balls, hits - gives meaning to each part, and each part without the whole has little meaning". Open-ended questions were, therefore, asked by applying in principle the critical incident technique, which has special status in clinical and organizational research (Flanagan, 1954). This technique instructs the respondent to give an open-ended description of an observable action (Rosnow *et al,* 1996). Nevertheless, this method is used in questionnaire as well as interview research (Fung, Kipnis and Rosnow 1987).

The methodology that was used by the researcher to develop and test an interview schedule[11] for face-to-face interviews, were largely congruent with the guidelines expressed by Pareek and Rao (1980) and Rosnow *et al*, (1996), namely, (1) the purpose and objectives of the interview were

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spelled out; (2) a recruitment strategy for locating potential interviewees was formulated; (3) the interview schedule was structured by checking each item for relevance, determining ranges of response for some items, establishing the best sequence of questions, and establishing the best wording of questions; (4) personal questions such as age and education which could possibly be regarded as an invasion of privacy and/or a threat to their continued anonymity, were not asked; (5) all interviews lasted up to sixty minutes; and (6) the final step was the pilot-testing of the interview schedule and making the necessary adjustments before going into the field.

After testing the draft interview schedule and processing the data appropriate modifications were made. The final survey[12] had been thoroughly scrutinized before it was used. The interview schedule consisted of five main and ten supporting questions (two supporting questions for each main question). The name of the respondent as well as the organization he/she belongs to, were sought only for purposes of control which facilitated the processing and interpreting of data.

Furthermore, the development of a performance measurement system for the SAPS, supporting (additional) data was also obtained by adopting the principle of focus group interviews. The focus group interview, a free-wheeling round-table discussion, is one of the most frequently used data-collection methods in for instance market research. It is also used in exploratory research processes, and its primary usefulness is not in providing precise quantitative information but rather

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in providing qualitative, descriptive information (Christopher *et al,* 1993:2-8.6 and Dillon *et al*, 1990).

Focus group sessions are extremely useful for uncovering details about the content of, for example, customer expectations concerning processes and outcomes owing to the sessions' spontaneity and openness (Christopher *et al,* 1993:2-8.7). The basic purpose of the focus group sessions (interviews) used in this study was to listen to a group of individuals (who have similar backgrounds and experiences and belong to different police functional units or agencies) talking about aspects of performance measurement, in order to learn something from the group discussion and to generate new ideas for developing a performance measurement system for the SAPS.

Thus, the development of a performance measurement system for the SAPS, face-to-face and focus group interviews[13] were conducted with English and Welsh individuals (in the Home Office, the Audit Commission, Her Majesty's Inspectorate of Constabulary, the Police Complaints Authority, the Metropolitan Police Service, the West Mercia Constabulary, the Police Staff College, Bramshill), and police officials of countries such as Finland, Sweden, and Belgium. These interviews were mainly informal, tailored to the interview and open-ended. As a point of departure for the interviews, most of the interviewees felt more at ease using existing police strategic and policy documents[14] as a frame of reference.

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In addition, for a comparative analysis purpose, face-to-face and focus group interviews were also conducted with police officials of the SAPS involved in strategic and change management, as well as functional areas (crime prevention and crime investigation) in order to determine the current state of affairs regarding police performance measurement. The subsection that follows will provide a synoptic discussion on the basis of the analysis of data in this study.

1.3.1.3. Analysis of data

Data analysis means a search for patterns in recurrent behaviour of data, objects, or a body of knowledge. Once a pattern has been identified, it is interpreted in terms of a theory or the setting in which it occurred (Neuman, 1997:426). Analysis is understood to mean the resolution of a complex whole into its parts, while synthesis may be regarded as the construction of a whole out of parts (Mouton and Marais, 1996:102-103). Neuman (1997:427) states that data analysis involves "examining, sorting, categorizing, evaluation, comparing, synthesizing, and contemplating the coded data as well as reviewing the raw and recorded data". Analyzing data involves making inferences - to pass a judgment, by using reasoning and reaching a conclusion based on evidence (Mouton and Marais, 1996:106; and Neuman, 1997:419).

As there is no proven (confirmed) international theory on police performance measurement, the data could not be analyzed in terms of an existing theory. Data analysis for this study was, therefore,

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conducted on the basis of successive approximation, which involves arriving at a final analysis through repeated iterations or cycling through predetermined steps. According to Neuman (1997:427), this means that over a period of time and after several iterations the researcher progresses from vague ideas and concrete details in the data towards a comprehensive analysis in which generalizations are possible. For the purpose of this study, the following assumptions have been made:

- The performance measurement processes of private and public sector corporations and organizations are not always unique to a particular sector. The elements (such as input, output, outcomes, efficiency and effectiveness) with regard to performance measurement are often universally applicable.

- There are varying degrees of differences associated with the processes or strategies[15] adopted by the private and public sectors. These processes or strategies exercise a specific, qualifying effect on the variable concepts of performance measurement.

It will, therefore, be possible to determine which determinants of performance measurement are essential for developing a performance measurement system for the SAPS. Dysfunctional elements could also be identified, clustered and connected to the shortcomings of such a system. These factors provided a context within which analysis of the data could be undertaken, as well as a process of interpretation of the data.

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1.3.1.4. Interpretation of data

The word interpretation means "the assignment of significance or coherent meaning", and the qualitative researcher interprets data by "giving them meaning, translating them or making them understandable" (Neuman, 1997:335). Interpretation of data refers "to the stage in the research process where the researcher tries to "bring it all together", either by relating the various individual findings to an existing theory or hypothesis, or by formulating a new hypothesis that would best account for the data" (Mouton, 1996:161).

As part of an inductive study and to focus the research on the questions and main purpose formulated above, as well as to account for the data, three hypotheses were formulated for this study. The newly developed model will, therefore, enable the establishment of the extent to which:

- Resources (human and physical) could be used effectively and efficiently by focusing on performance measurement.

- Police operations and activities could be improved on an ongoing basis by focusing on targeted results.

- Police operations and activities will have a positive impact on the combating of crime.

Consequently, if a performance measurement system for the SAPS

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consists of specific determinants, which will provide an important building block in the process of service-quality analysis, the information obtained from the system will enable the researcher to prove/disprove these formulated hypotheses. Finally, the subsequent section will focus on a step-by-step approach that the researcher will follow for the purpose of this study.

1.4. STRUCTURE OF STUDY: OVERVIEW OF WHAT FOLLOWS

Although performance measurement is a common phenomenon in the private sector, it is a relatively unknown concept in the public sector (internationally and locally). There is also very little literature available that deals exclusively with the concept of performance measurement in the public sector, with specific reference to police agencies[16]. Many foreign police agencies are in the process of developing their own performance measurement systems and they are also in a learning curve.

However, some key elements of strategic management which are linked to performance measurement will provide the basic framework for this study. The performance measurement concept will be introduced as the theoretical foundation for strategic analysis and success. In view of its complex nature, a step-by-step approach will be followed for the sake of clarity.

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Step 1: A review of the framework of performance measurement that forms part of the strategic management process, in order to provide sufficient contextual substance to the study. It examines the background of performance measurement; defines terminologies; discusses key principles; and explains an integrated strategic management and performance measurement framework.

Step 2: An analysis of results of a performance measurement system of a foreign police agency in order to obtain insight in the developing and functioning of such a system in a police environment. This step presents a case study of the structure, functioning and evolvement of police performance measurement in a foreign police agency in the United Kingdom.

Step 3: A synthesis of the concepts into a coherent, unified performance measurement system for the SAPS to demonstrate that the model has promise and is feasible.

Step 4: An analysis of the current performance measurement initiatives (programmes) used by the SAPS. This step will mainly focus on the evolution of strategic planning and the assessment of performance in the SAPS.

Step 5: A comparative analysis (evaluation) between the present situation regarding performance measurement in the SAPS and the proposed performance measurement model for the SAPS.

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Step 6: An interpretation of results. This step integrates and summarizes the findings presented in the previous step. It will also include problems and limitations regarding research relating to performance measurement within a policing environment, as well as future areas to be explored in qualitative and quantitative investigations.

In conclusion, this chapter focused synoptically on the history of policing in South Africa as well as the dynamics of transformation which led to the development of a performance measurement system for the SAPS, on the research approach of the study which include, *inter alia*, the formulation of research questions, hypotheses and the purpose of the study, and a step-by-step approach which the researcher will follow for the sake of clarity. To continue the discussion, the theoretical paradigm underlying this investigation will subsequently be explored.

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ENDNOTES

1. See Chapter 4 for more detail.

2. A face-to-face interview schedule was developed as a measuring instrument. See Appendix A for detail.

3. The Constitution of the Republic of South Africa, 1996 states that - *National security must reflect the resolve of South Africans, as individuals and as a nation, to live as equals, to live in peace and harmony, to be free from fear and to seek a better life. The security services of the Republic consist of a single defence force, a single police service and any intelligence services established in terms of the constitution (Constitution of the Republic of South Africa, 1996:112). The national police service must be structured to function in national, provincial, and, where appropriate, local spheres of Government. National legislation must establish the powers and functions of the police service and must enable the police service to discharge its responsibilities effectively, taking into account the requirements of the provinces. The objectives of the police service are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law* (Constitution of the Republic of South Africa, 1996:115).

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4. The main purpose of the White Paper on Safety and Security 1998-2003, is to confront crime in a democratic South Africa through ensuring effective crime prevention, improving criminal investigations, accountability and improving service delivery (White Paper for Safety and Security, 1998).

5. See Appendix B for detail.

6. The researcher focused mainly on the police forces in England and Wales while developing a performance measurement system for the SAPS, because they are at an advanced stage of introducing results-driven policing, and there is relatively no language barrier as English is also an official South African language.

7. A list of names of persons which have been interviewed (face-to-face and focus group interviews) for the purpose of this study is given in Appendix B.

8. The pilot-testing process and aims of the PPMM are reflected in Appendix C.

9. Self-report methods are also characterized as open-ended, and offer the participants an opportunity to express their feelings and expressions spontaneously (Rosnow and Rosenthal, 1996:95).

10. See Chapter 2 for detail.

11. It is a script containing the questions the interviewer will ask in the face-to-face interview (Rosnow and Rosenthal, 1996:112).

12. See Appendix A for detail.

13. See Appendix B for detail.

14. A list of this material is given in Appendix D.

15. The words, process and strategy are used interchangeably. "Process" comes from the domain of systems theory indicating the means whereby input is converted into output while "strategy" comes from the domain of management theory also indicating the means whereby resources are employed in achieving an output or objective (Stilwell, 1990).

16. For the purpose of this study, the words "police service", "police agency", "police force", "police department" and "police organization" are synonymous and are used interchangeably.

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CHAPTER 2
SELECTED THEORETICAL ASPECTS

- INTRODUCTION
- BACKGROUND
- BASIC DEFINITIONS
- AN INTEGRATED PERFORMANCE MEASUREMENT SYSTEM
- SUMMARY

2.1. INTRODUCTION

In order to provide sufficient context to the sections to follow, it is necessary to define the concepts, review the background and explain the framework of performance measurement. The terminology of performance measurement can be confusing. It includes terms such as input, output, outcomes, productivity, quality, efficiency and effectiveness.

Although all these terms represent measures of performance, they measure different aspects of performance. Nevertheless, an organization without performance measurement is like a traveller without a map or a blind person without a guide. The adage: "You must be careful if you do not know where you are going, because you might not get there", applies in this regard. The main aim of this chapter is to acquaint the reader with the theoretical approach which underlies this investigation. The following diagram is a summary of the subsequent sections:

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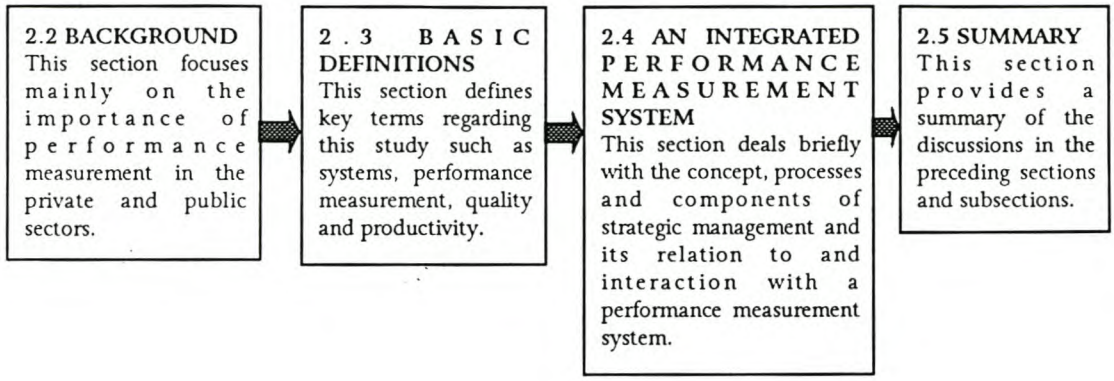

2.2. BACKGROUND

This section deals with the importance of performance measurement for organizations in the private as well as the public sectors. In the private sector the market system usually forces companies to measure their performance and effectiveness. Failure to do so will result in the failure of a business to generate profit, either in the short-term, or the long-term. Competition for sales and profit create real incentives for constantly monitoring the utility and attractiveness of the private sector's goods or services (Parker, 1993).

Although the market system compels the private sector to measure its performance and effectiveness, managers do not have adequate measures for judging, for instance, factory level performance, or for comparing overall performance from one facility to the next. Companies can use traditional cost accounting figures, but both internal and external reports have focused on net profits, return on investment and earnings per share.

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However, these figures often do not tell them what they really need to know. These figures also do not make provision for managers and other employees' contribution to the realization of organizational objectives and the promotion of organizational change. Accounting systems also represent the same reality differently and simultaneously (one representation for management, one for the trade unions, one for the financial world, one for the taxing government, and one for the owners) and these systems are subject to change, because they "deform" reality (Hayes and Clarke, 1986).

Glad and Becker (1994:172-173) point out that traditional accounting methods can be criticised in the following respects: (1) The attention of management and other users is directed mainly at a single, aggregated figure. (2) They provide historical statistics and are, therefore, not indicative of future performance. (3) They only stress one of many important measures, namely financial performance. (4) They fundamentally focus on measuring and reporting to shareholders, thus, neglecting the interests of other stakeholders such as employees, suppliers, government, creditors and the community at large. (5) Financial performance measures are micro-performance criteria and they do not take into account the macro environment in which the organization operates. (6) They do not account for the role and performance of the organization within the physical environment in which it operates. (7) Even with generally accepted accounting practice, organizations still find it possible to manoeuvre and manipulate financial statements in a way that conceals important trends and events.

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The global increase in competition has required a more substantial identification of all the important factors that would ensure success, as well as the implementation, evaluation and continual improvement of strategies. In this process, performance measures other than financial criteria have emerged to the extent that purely financial measures are no longer predominant. In essence, non-financial performance measures are of primary importance for the overall success of organizations. Such was the focus on external financial reporting over the last two decades, that the reporting of internal financial and operational performance has been severely neglected. This does not imply that financial results are less important. Rather, properly implemented non-financial controls will vastly improve financial returns. The use of non-financial measures, if properly controlled and improved, confirms the importance of the underlying operations and activities of an organization (Glad *et al*, 1994).

However, in view of the move from manufacturing to services in general, and to the public sector in particular, the manager's job has become much more complicated. In the public sector, market forces are not at play, as is the case in the private sector. Authors such as Parker (1993), Halachmi and Bouckaert (1995) have identified a number of key reasons why market forces will not drive government to measure its performance: (1) Many government departments deliver "essential services". (2) Government controls its revenue, because if they need more money for services, irrespective of the quality of the services, government can and do raise taxes. (3) Every citizen is a customer[1] of government services, therefore, government cannot go out of business.

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(4) Government is "allowed to spend" more income/revenue than it generates and officials can easily avoid a balanced budget, even if it is required by government, through debt, the deferment of capital expenditures, and creative bookkeeping.

What forces government then to measure its performance? In an era in which revenues are growing much slower than the demand for expenditures, governments are forced to make tough decisions about their priorities. In this regard, Campbell (1992) claims that governments must be accountable for results and a government will demonstrate accountability when it shows its citizens - (1) what they are getting from the use of public funds regarding products and services; (2) how these expenditures benefit their lives or the lives of those they care about; and (3) how effectively and efficiently the funds are used. A greater consciousness of tax burdens and policy has resulted in a desire not only to prioritize services based on needs and demand, but also to assure that the resources spent on services are used to the best advantage (Halachmi *et al,* 1995).

Citizens and voters demand greater accountability for the resources they commit to government. They insist on objective data to prove or disprove the worth of government programmes. While disgruntled customers of government services may not be able to choose another provider, they can effect changes in the leadership of their government organizations. Public sector leaders are also compelled to measure their divisions', units' and subordinates' performance, which they are often

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dependent on and responsible for. These types of accountability issues are the major forces behind the movement towards the measuring of public sector performance. The Government Performance and Result Act (GPRA) of the United States (US) could be used as an example.

In the US an understanding has recently emerged that the federal government needs to operate in a more businesslike manner than in the past. As companies are accountable to shareholders, the federal government is accountable to taxpayers, and taxpayers, as never before, are demanding that the dollars they invest in their government departments are managed and spent responsibly. The Government Performance and Result Act (GPRA) that was signed on 3 August 1993 by President Clinton, intended to bring about a fundamental transformation in the way government programmes and operations are managed (EG/GPRA, 1996; NAPA/USDD, 1996; Groszyk, 1995; and Gozzens, 1995). Certain features of this Act is provided below.

In terms of the Government Performance and Result Act, each federal agency is required to submit a strategic plan to the Office of Management and Budget (OMB). The plans must include the following: (1) A comprehensive mission statement. (2) A description of general goals and objectives[2] and how they will be achieved. (3) An identification of key external factors, as well as a summary of the resources, systems and processes that are critical to achieve these goals and objectives. (4) A description of the programme evaluations that are used, and a schedule for future evaluations.

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Thus, a strategic plan defines an agency's purpose, why an agency and its programmes exist, what will be accomplished and when, as well as the long-term course of the agency with sufficient precision to guide the short-term actions of agency managers. Strategic plans cover a minimum of six years, and are to be revised and updated at least every three years.

Beginning with the budget submissions for a financial year, the GPRA requires federal agencies to prepare annual performance plans. In the annual performance plans, performance objectives are derived from the general goals and objectives contained in the strategic plan. An annual performance plan contains the following elements: (1) One or more performance objectives for each of the programmes and operations covered in the plan. (2) Performance indicators that will be used in measuring output and outcomes. (3) A description of the means to be used to verify and validate measured values. (4) A brief description of the operational processes, skills, and technology, as well as the human, capital, information, or other resources required to meet the performance objectives. (5) Any proposed waivers of administrative requirements and controls, to give managers greater flexibility.

A performance plan defines the incremental progress in a particular year towards achieving or sustaining the strategic plan's goals and objectives. Often, the objectives of the performance plan will be output, while the general goals of the strategic plan are more likely to be outcomes.

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The GPRA determines that every agency must report its performance in relation to the objectives set out in the performance plan, six months after the fiscal year has ended. The annual programme performance report should contain the following elements: (1) A comparison between the actual performance achieved, and the performance level(s) specified for each performance objective and performance indicator in the annual performance plan. (2) If a performance objective was not met, an explanation of why the objective was not met, along with either the plans and schedules for achieving the performance objective in the future, or a statement that the performance objective is impractical or unfeasible, and expressing the agency's intention to modify or discontinue the objective. (3) The findings of any programme evaluations completed during the fiscal year. (4) A description of the use, and an assessment of the effectiveness of any waiver of administrative requirements and controls in achieving performance objectives. This part constitutes the report's account of managerial accountability and flexibility.

Completing one cycle of planning, doing, measuring, and evaluating begins a new cycle, while programme performance reports complete the cycle. That which programmes and managers achieved or failed to achieve is factored into the next round of performance plans and strategic plans. The adjustments, revisions, and corrections that result from the information provided in an annual report, make the plans current and real. The report's retrospective scrutiny of what was actually achieved also serves as a self-correcting device. Objectives that

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are found to be too ambitious, will be lowered, while objectives that consistently underestimate what can be accomplished, will be raised (EG/GPRA, 1996; NAPA/USDD, 1996; Groszyk, 1995; and Gozzens, 1995).

Osborne and Gaebler (1992: 139-141) claim that, because bureaucratic governments do not measure results they rarely achieve them. Yet governments are quick to acknowledge that not everything government does, generates measurable results. The following questions should be posed, even if results can be measured: (1) Is there a clear understanding of what the proper measurements are for different kinds of government departments? (2) What kind of operative conclusion can be drawn from the measurements? (3) Can unsatisfactory results be identified which could be linked to poor co-operation on the part of customers, improper timing, poor co-ordination of activities, inadequate personnel training or misguided policy objectives? (4) How can it be determined when the organizational structure of a Government department is becoming too centralized or decentralized to deal effectively with its environment?

To answer all these questions, an understanding of the holistic, integrated picture of organizational operations and activities becomes fundamental (Osborne *et al,* 1992). But, Halachmi and Bouckaert, (1995) are of the opinion that the composition of the public sector will not change in the near future, even with rapid technological innovations. The public sector will remain a labour-intensive sector and will only change through "forced" accountability for improved service

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delivery and cost-effective management. It will depend on increasing the productivity of government employees and assessing the performance of government departments. This will be a difficult task, given the particular nature of the public sector and its culture, as well as the lack of market forces.

Thus, an integrated performance measurement system for organizations is imperative, if future environment, market, customer and workforce challenges are to be met, and public administrators will have an even greater need for a dependable methodology for assessing organizational performance. This means that it is becoming essential for all activities, financial or non-financial in the private and public sectors to be measured, to determine overall success. Against this background, it is deemed necessary to investigate the basic definitions of a performance measurement system.

2.3. BASIC DEFINITIONS

Performance measurement has gained popularity and momentum in recent years, and many private companies and governments are developing performance measurement systems. Glad *et al,* (1994) states that performance measurement is a measure that indicates how well an organization is doing regarding the things that really matter. Performance measurement involves the systematic gathering, analysis and reporting of information on the performance of programmes and

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activities of an organization, and measurement could be viewed from two perspectives, namely efficiency and effectiveness (Hamid, 1993).

Performance measurement is presently one of the tools that is used by many governments to measure the effectiveness and efficiency of public programmes and activities to focus their efforts in ways that will get the best results (Dinning, 1996; NAPA/ USDD, 1996; Cozzens, 1995; Maccarrone, 1995; Hamid, 1993; and Campbell, 1992). Epstein (1988:2) defines performance measurement in the public sector as "a systematic attempt to learn how responsive a government's services are to the needs of the state and the state's ability to pay".

It is a system of permanent data collection and reporting which is established to monitor and improve the result of government policies and programmes (Parker, 1993). Performance measurement provides a mechanism with which to clearly identify the intended goals and objectives of government programmes, and to systematically and regularly measure progress with the achievement of these goals and objectives. It is also the public sector's way of determining whether it is providing a quality product at a reasonable cost.

World class companies, on the other hand, realise that factors such as cost, quality, productivity, time and flexibility need to be managed simultaneously by means of a comprehensive performance measurement system. Kaydos (1991), as well as Christopher and Thor (1993), are of the opinion that productivity and quality are almost synonymous,

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because they are so directly related and reflect two dimensions of performance ("Q=P" - Quality equals Productivity).

Christopher *et al,* (1993:2-9.3) defines productivity as "the relationship between the amount of input and the amount of output from a clearly identified process". The most common measure is labour productivity, which is the amount of labour input (such as labour hours or employees) per physical unit of measured output. Cost of service measures are usually classified as productivity measures. Quality is "the degree to which a product or service meets customer requirements and expectations" (USDOE, 1996: 4). It pertains to both the adequacy of processing within an organization, and characteristics of what is delivered outside the organization (Christopher *et al,* 1993:2-9.3).

Thus, the concept of quality deals with the end product and quality of service. Productivity not only involves specific quantities of input employed in a process, but also the question whether those quantities are deployed effectively. The ultimate goal is to stimulate the interest and dedication of employees at all levels and in all parts of the organization, towards process improvement through cooperation (Christopher *et al,* 1993; 8-2.1). If an organization wants to "stick to its knitting" it helps if everyone is working on the same pattern (Peters and Waterman cited by Kaydos, 1991:36), and if everyone is not working towards the same goals, productivity and quality will suffer. A performance measurement system for an organization will, therefore, improve productivity and quality by focusing everyone's efforts on the

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same goal and keeping everyone on the same track. This sets the stage to explore the term system in relation to performance measurement.

A system can be described as "an organized unitary whole composed of two or more interdependent parts or subsystems delineated by identifiable boundaries from its environmental supra system" (Kast and Rosenzweig, 1981:10-11), or "an interrelated set of elements functioning as a whole" (Griffin, 1990:57). Both these definitions provide a static dimension of a system. A system can also be described as "a set of elements or identifiable parts that interact with one another to convert some type of input into some type of output" (IDMC/ DPMC, 1989:13). The last definition better describes system dynamics, but processes and systems embrace the concept of a flow, that is, a dynamic dimension. Conceptually, a system is more than a process, in that it embraces a static dimension as well as identifying boundaries with its environment (Stilwell, 1990:15-16).

A difficulty presents itself in determining what is, or is not part of the system, that is, where the system's boundaries lie. Most systems are open systems interacting with their environment, systems receiving input from their environment, transforming them, and releasing output into their environment (Koontz, o'Donnell and Weihrich, 1984:18). Open systems tend to become more differentiated and complex through the continuous creation of new elements, in order to cope with problems the system encounters (Litterer, 1969).

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Whereas open systems have permeable boundaries between themselves and the broader environmental supra system, closed systems have rigid, impermeable boundaries (Kast and Rosenzweig, 1981:107-108). Public organizations usually have one unit that serves to control the other units and are, thus, controlled systems - the administrator is in charge. The system's boundaries are, therefore, determined by those in this decision making unit (IDMC/DPMC, 1989:13-14), and they will also have a prominent role in determining the key factors which will improve an organization's performance.

In dealing with public organizations as systems, a number of relevant features of systems come into play, that is, input and output, system "states", and hierarchy. The input - output principle and the systems state (entropy and artificiality) are the key dimensions, while the hierarchy principle places a perspective on strategic management units (Stilwell, 1990).

An organization as a system that uses more input than the output it produces, is in a state of decay. If it produces the same amount of output as the input it consumes, it is in a state of homeostasis. If it produces more output than the input it consumes, it is in a state of emergence or growth (IDMC/DPMC, 1988:15). The principle that systems receive some sort of input from their environment, converts them, and releases them into the environment gives rise to the concept of a system of flows. In organizations, the concept of a system of flow prevails strongly in the flow of performance-based information, thought

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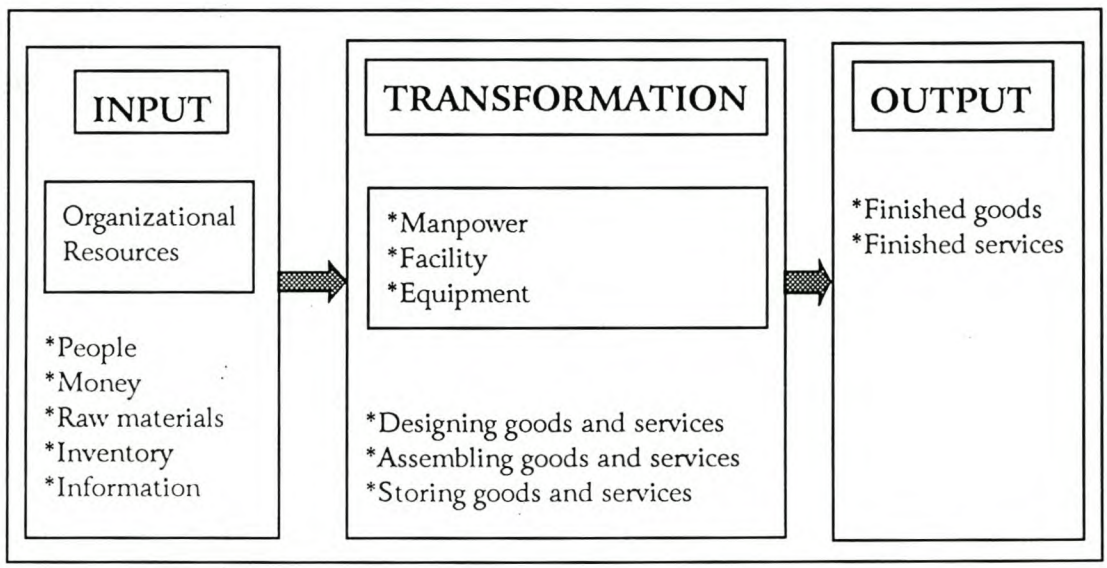
and decisions (Mintzberg, 1979:35-64). Figure 2-1 indicates what constitutes organizational resources, transformation, and goods/services and their relationships among them.

Figure 2-1



Source: Adapted from Certo (1983:12)

As reflected in Figure 2-1, input refers to the resources (eg, people, monetary resources, raw materials), the organization intends utilizing during the transformation process. During the transformation process the input is combined and changed to create a physical product or service. Output represents the result of the transformation process. A final product or service is ready for delivery, therefore, it is subject to assessment to determine whether this actual product/service supplied is the desired result. Assessment aspects may include the quality of the product or service and measuring of productivity of the transformation process (De Wit and Hamersma, 1992: 4-5).

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The entropy principle states that the organization as a system has to expend energy to maintain itself. This system can have different states of "health". These states characterize the relationship between a system's input and output. The entropy law states that all systems become less and less organized over time, unless resources are expended to prevent this process from happening (IDMC/DPMC 1988). All organizations, as systems, need to acquire at least as many resources as those expended, or else they will begin to decay and ultimately die (Litterer, 1969).

Artificiality refers to the degree to which an organization as a system is dependent for its survival on the infusion of external resources beyond those generally available in the proximate environment. A function that cannot function without such infusion is classified as artificial. Even artificial systems are sustainable over the long run, as long as a high level or a large infusion of input is maintained. However, in view of its dependency, it is at a greater risk of becoming unsustainable in the future (IDMC/DPMC, 1988:15).

The hierarchy principle entails that all systems of an organization are part of a larger system. The environment within which the system finds itself is also a system. This supplies the frame of reference within which systems interact (Litterer, 1969). Organizations can, therefore, use performance measurement to assess organizational input, output, processes and outcomes, but performance measurement mainly focuses on output/outcomes when measuring results, and not so much on input

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(Maisel, 1992; Le Saint-Grant, 1992; Eccles, 1991; Sellenheim, 1991; Greene and Flentov, 1990; and Nanni, Dixon and Vollmann, 1990).

A description of a performance measurement system, containing both static and dynamic properties, can read as follows: A unitary whole composed of a set of elements or parts that have identifiable boundaries and interact with one another to transform some type of input into some type of output.

In general, these key terms describe and reflect the essential elements of a performance measurement system, their interaction with each other, and the transformation of some type of input into some type of output. The application of the concept of performance measurement in an organization will, therefore, provide insight into an organization's operations, promoting continual improvement, productivity and quality, and align organizational goals, objectives, strategies and programmes which are translated into improved products/services to customers.

2.4. AN INTEGRATED PERFORMANCE MEASUREMENT SYSTEM

Although every organization has its own unique characteristics and circumstances, certain general propositions are relevant in developing a performance measurement system in any organization. For organizations to achieve maximum performance, managers must combine strategy development with good strategy implementation. The

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discussion to follow will, therefore, first focus on the importance of performance measurement principles in improving an organization's performance and, secondly, it will deal synoptically with the concepts and components of strategic management in relation to performance measurement, with specific reference to performance frameworks, performance measures[3], and performance monitoring and control systems.

2.4.1. Performance measurement principles

The first task that must be performed to maximize an organization's performance is to identify and define sound performance principles. Well-conceived principles will guide an organization, giving customers a clear view of specific aspects they need to adhere to in focusing on maximizing performance. The following fundamental performance measurement principles which are selective, reliable, useful and measurable should be considered when a performance measurement system is being developed for an organization (Parker, 1993; Champbell, 1992; and Kaydos, 1991). These four elements are explained below.

First, an organization should initiate a process of strategic planning to clarify its vision, mission and objectives. The organization must then select significant measures (indicators) of performance and set standards accordingly. Any good system uses a few selected indicators to measure organizational performance. Five types of information input, output, outcome, effectiveness and efficiency are also generally selected and

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incorporated in a performance measurement system.

Second, accurate timeous and consistent data are important for organizational success. Many organizations attribute their success to having timeous, detailed information on all aspects of the business available to their managers. Timeliness is also important for diagnosing problems, because information loses its value quickly through too much delay. It is essential for managers to know whether or not a performance measure trend is up or down, and how its current value compares with historical performance.

Third, information from a performance measurement system is often used in the planning process, to re-evaluate objectives and to adjust the organization's strategy. The information must be valid, it must measure what counts, and must be accepted and understood by its users. Useful information for managers can promote continuous improvement in operations and results, and can be utilized in day-to-day decision making. Managers and other employees who jointly review outcome information often find new ways to improve efficiency and effectiveness.

Lastly, the systematic and periodic reporting of results to stakeholders is important. The focus is on what was accomplished and the cost involved. By reporting results, an attempt is made to express outcome, output and performance in terms related to an organization's goals and objectives. According to Anthony *et al,* (1994:20-21) performance reports can be used for three purposes: (1) Operations - it helps senior

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managers to coordinate and control the current operations of the organization, identify situations that may be "out of control", investigate them, and initiate corrective action, if necessary and feasible. (2) Performance evaluation - it evaluates operating performance, it is used to guide managers during the process of continuous improvement, and leads to the assessment of individual or group performance. (3) Programme evaluation - it is used as a basis for programme evaluation, as a programme may be sub-optimal and may lead to the revising of budgets or entire programmes.

Reports can, furthermore, focus on benchmarking[4] and can vary from the brief, graphic presentation of information, with minimal explanatory notes, submitted annually or bi-annually to senior management, to detailed reports with more explanatory information issued monthly or quarterly (a breakdown of output, outcome, effectiveness and efficiency information per geographic area and customer group) for junior and middle management. The reports must enable managers to compare planned input and output with actual results.

Finally, it is imperative that results be reported regularly and they must be understandable to the people using them. Using familiar terms for day-to-day communication is better - "if you want people to understand what you are saying, speak in their language, not yours" (Kaydos, 1991:85). The format and content of reports containing results should be tailor-made and must be experienced as user-friendly by the intended role-players.

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With regard to the public sector *per se*, the following principles of performance measurement are specifically applicable to government organizations and should be considered when a performance measurement system is developed for such an organization. These principles were presented by William Larkin at the February 1995 conference in Washington (DC). They were derived from a case study conducted at the city of Tacoma, Washington (DC) (IFIR, 1995). These performance measurement principles are grouped together under ten key principles.

First, the acceptance of the measurement process is essential to its success as a tool of performance improvement. Like Strategic and Business Planning, the process whereby one determines what to measure, how to measure, and how to apply the measures is more important than the actual product itself.

Second, the audience/user and purpose must be clearly defined. Who are the costumers and end-users of the measurement system? What are their requirements? What do they feel they need from measurement to assist them in managing, solving problems, and making decisions?

Third, the greater the participation of all relevant role-players, while creating a performance measurement system, the greater the resulting organizational change, and the greater the ease of implementation of future changes based upon performance measurement. Thus, it not only becomes an accountability tool, but also an advocacy tool.

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Fourth, the measurement of government organizations is hard and complex and measurement of any kind will affect the behaviour of individuals within the organization (for better or for worse).

Fifth, a commitment must be made to improvement. Completion of the right task, on time and within the budget, builds and strengthens the team, develops the individual, and fosters continuous improvement. The way people "do" things should be changed, adding new activities and deleting old, sometimes favourite, activities. Do not make a total commitment to measurement, benchmarking, total quality management or any other process or programme, nor to the reporting of heroic results, or to apportioning the blame. Rather, aim to improve the things that will make a difference, those with large costs, large customer value and substantial consequences.

Sixth, the goal is to design, develop and successfully implement a measurement system that shares information, so that continuous performance improvement is supported and enhanced. The measurement system must clearly reflect management processes and be acknowledged as decision making and problem solving aimed at supporting performance improvement.

Seventh, a performance measurement system must not appear to those involved as simply a passing fad. A useful system must be seen by those whose behaviours and performances are being assessed as being non-manipulative. An effective measurement system must build upon

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consistent and well understood operational definitions for the seven performance criteria - effectiveness, efficiency, total quality, productivity, quality of work life, innovation, and profitability.

Eighth, the unit of analysis/target system must be clearly defined in order for measurement to succeed. An input/output analysis is a necessary precondition. However, balance the degree of management control over the processes being measured, with the desirability of measuring output or outcomes - rather than input. Generally, the measurement of items purely under management control (usually only input) or pure global outcomes (usually substantially beyond management control), is not nearly as useful as measures which strike a balance. Measure medium-term outcomes and longer-term outcomes. Set dates for the revision of medium-term outcomes to reinforce the perception of their temporary status.

Ninth, measure what is important strategically (or what is of value to customers), not just what is easy to measure or is already being measured. Institutionalize a process and culture of choosing, using and revising measures to help employees in focusing on continuous improvement over the long run. Measure what employees can translate into direct, corrective action. Measuring global hunger is interesting and important, but few can apply any direct correction.

Lastly, do not stop with measurement. Measure group and team output and not individual output. Take time to analyze results of

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measurement, as well as changes in behaviour. Take time to communicate results, propose improvements, and persuade others of the value of the proposed improvements. Take time to analyze the real causes of the improvements. Adjust effectiveness measures accordingly.

In conclusion, the improvement of an organization's performance, and the quality of a performance measurement system are dependent on sound, unambiguous performance measurement principles, placing a value on managers to focus on the core issues of an organization, and to make the "right" decisions when and where certain actions are needed to improve an organization or unit's overall or specific performance (such as financial or strategic performance). To build on this, performance measurement integrated with the key components of strategic management, that is, strategy-making, strategy-implementing, and strategy-monitoring and evaluation, will form the basis of the discussion to follow. Firstly, an overview of strategic management is explored, setting the stage for everything that follows.

2.4.2. Strategic management: An overview

Strategic management can be defined "as the set of decisions and actions that result in the formulation and implementation of plans designed to achieve a company's objectives" (Pearce *et al,* 1991:3). The strategic management process is a process of organizational analysis where the present situation and future trajectory of the organization's profile and external environment are examined, to set objectives,

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develop strategies achieve the objectives, as well as to monitor and assess the organization's performance and the results that the strategies bring forth. Pearce *et al,* (1991) identify nine critical tasks of strategic management:

- Formulating the organization's vision, mission which includes the broad statements about its purpose, philosophy, and goals.

- Developing an organizational profile that reflects its internal conditions and capabilities.

- Assessing the organization's external environment, including both the competitive and general contextual factors.

- Analyzing the organization's options by matching its resources with the external environment.

- Identifying the most desirable options by evaluating each option in light of the organization's mission.

- Selecting a set of long-term objectives and grand strategies that will achieve the most desirable options.

- Developing short-term objectives and functional (operational) strategies that are compatible with the selected long-term objectives and grand strategies.

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- Implementing the strategic choices by means of budgeted resource allocations in which the matching of tasks, people, structures, technologies and reward systems is emphasized.

- Monitoring and evaluating the strategic process as an input for future decision making.

These nine tasks indicate that strategic management involves planning, directing, organizing and controlling an organization's strategy-related decisions and actions. A strategy is an organization's "game plan" and managers refer to it as their large-scale, future-oriented plans for interacting with the competitive environment, to achieve the organization's objectives. Such a game plan provides a framework for managerial decisions, but it does not detail all future deployments of people, finances and material. Thus, a strategy reflects an organization's awareness of how, when and where it will compete, against whom it should compete, and for what purpose it should compete (Pearce *et al,* 1991). The process of managing an organization's strategy is presented in Figure 2-2 - adapted from Certo (1983:84).

Figure 2-2

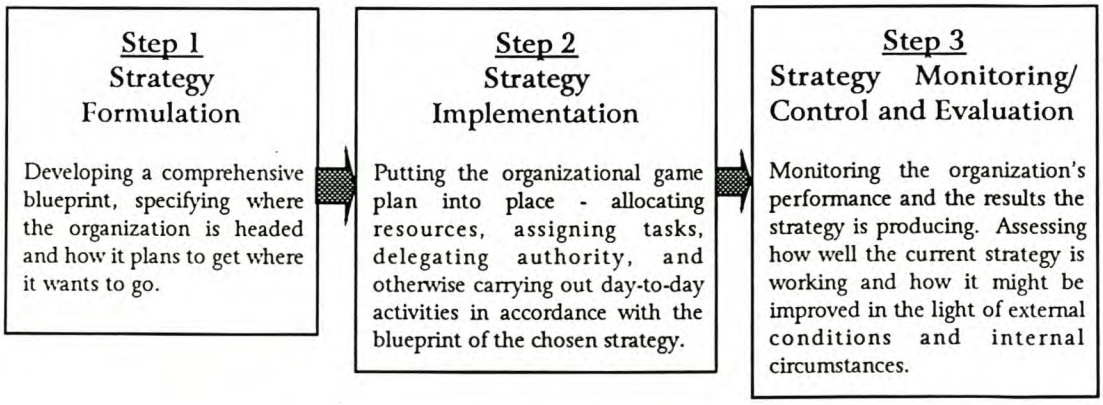

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Figure 2-2 portrays the relationships and definitions of the three strategic sequential and continuing steps. Thompson *et al,* (1996) are of the opinion, regarding strategic management, strategy-making, strategy-implementing, and strategy-monitoring/evaluation, that the process consists of five interrelated managerial tasks:

- Deciding what type of business the company will be in, and forming a strategic vision of where the organization needs to be headed - infusing the organization with a sense of purpose, providing long-term direction and establishing a clear mission.

- Converting the strategic vision and mission into measurable objectives and performance targets.

- Crafting a strategy to achieve the desired results.

- Implementing and executing the chosen strategy efficiently and effectively.

- Evaluating performance, reviewing new developments, and initiating corrective adjustments in long-term direction, objectives, strategy or implementation in the light of actual experience, changing conditions, new ideas and new opportunities.

Consequently, strategic management not only implies the formulation of strategic plans, but also the implementation, monitoring/control and

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evaluation of planned strategies (Thompson and Strickland, 1990). Successful strategy-making depends on organizational vision, environmental analysis and entrepreneurial creativity.

Successful strategy implementation depends on leading, motivation, and working with and through others to create strong "fits" between how the organization performs its core business activities, and the requirements for good strategy execution.

Successful strategy-monitoring and related performance evaluation depend on reviewing changes in the surrounding environment and making adjustments which are normal and essential parts of the strategic management process (Thompson *et al,* 1996).

Against this background, the following four components of an integrated performance measurement system will be examined: Developing a strategic vision, mission and performance framework; setting objectives, performance measures and strategies; implementing strategy; and evaluating performance.

2.4.3. Developing a strategic vision, mission and a perfor mance framework

The formulation of a strategic vision and mission, developing a performance framework, establishing and setting objectives and performance indicators, and deciding on a strategy are basic direction-setting tasks. They map out where the organization is headed, as well

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as its short-range and long-range performance targets and internal action approaches to be used in achieving the targeted results. Together, they constitute a strategic plan (Thompson *et al,* 1996:11).

Senior managers need to ask: "What is our vision for the organization - what are we trying to do and become?" By developing an appropriate answer to this question, managers focus on what the organization's character is or should be, and develop a clear picture of where the organization needs to be headed over the next five to ten years. Management's answer to "who we are, what we do and where we are heading" charts a course for the organization, helping to constitute a strong organizational identity. A mission statement defines an organization's operations and provides a clear view of what the organization is trying to accomplish for its customers (Thompson *et al,* 1996:4).

According to King and Cleland (1978:124), the objectives of the organization mission are:

- To ensure unanimity of purpose within the organization.
- To provide a basis for motivating the use of the organization's resources.
- To develop a basis or standard for allocating of organizational resources.

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- To establish a general tone or organizational climate.

- To serve as a focal point for those who can identify with the organization's purpose and direction, and to deter those who cannot do so from further participation in its activities.

- To facilitate the translation of goals and objectives into a work structure involving the assignment of tasks to responsible elements within the organization

- To specify organizational purposes, and to translate these purposes into goals in such a way that cost, time and performance parameters can be assessed and controlled.

For an organization to fulfill its mission and to assess organizational performance, management must create a balance within a performance framework. Following performance frameworks can be seen as a process whereby management organize their thoughts, and establish a common vocabulary and an appropriate measurement system (USDOE/PBMSIG, 1995).

In 1996 the US Department of Energy, in conjunction with the Performance-Based Measurement Special Interest Group, compiled a report on the importance of frameworks for developing and updating performance measures in organizations. The report spells out the necessity to have an integrated framework for performance

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measurement. The selection of only one such framework for an organization is also essential when a new performance measurement system is developed for the first time. If the chosen framework is to be updated, it is useful to review other frameworks to identify new ideas and approaches to improve the performance measurement system (USDOE/PBMSIG, 1995). The following seven examples are summaries of some existing independent, conceptual performance frameworks, commencing with the Quality Award Framework.

The US Department of Energy's Quality Award as well as the Presidential Quality Award is based on the Malcolm Baldridge National Quality Award Criteria. The Award recognizes business performance excellence and improvement in competitiveness. Award recipients need to demonstrate results and results improvement in a wide range of indicators which are customer-related, operational and financial. Results reported must address all stakeholders, customers, employees, owners, suppliers, and the public. The criteria address all aspects of competitive performance in an integrated and balanced way. This includes the measurement of leadership, information and analysis, strategic planning, development and management of human resources, the measurement of process management, business results, customer focus and customer satisfaction. Performance measurement is an integral part of the criteria and award evaluation (USDOE/PBMSIG, 1995). The second independent performance framework to be discussed is the Programme Logic Model.

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The Programme Logic Model has been applied in the federal sector in countries such as Canada. It is a tool managers can use to communicate how their programmes are working. Using programme logic, the manager creates a performance path which sets forth a logical sequence of steps, demonstrating how desired results or outcomes will be achieved. The path describes the manner in which input (eg, fiscal and human resources) moves through activities, resulting in the achievement of the programme's planned outcomes/impacts. In this way, the path presents the manager's hypothesis: If we use these resources in these activities, then we will achieve these results. To enable the manager to test this hypothesis, all steps in the path must be stated in measurable terms and then measured (USDOE/PBMSIG, 1995). The third independent performance framework to be discussed is the Performance Improvement Measurement Methodology.

The Morgantown Energy Technical Centre (METC) developed the "Performance Improvement Measurement Methodology" (PIMM), with which they intended to provide a method of performance measurement which could be broadly applied within research design and the development environment. The PIMM is a tool designed to measure organizational performance. It is structured to "measure" progress against defined short-term and long-term goals and to use the input of customers in setting those goals (and to have an internal "quality" check). The three facets of "measurement" used in PIMM are objective achievement, cost performance, and "technology risk" reduction. The PIMM process can cover all product-line activities, as well as

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institutional activities required to support the programmatic activities, eg a significant facility refurbishment (USDOE/PBMSIG, 1995). The fourth independent performance framework to be discussed is the Round Table Output/Outcome Framework.

The Round Table Output/Outcome Framework was developed by an inter-agency research round table which included the Department of Energy and 14 Federal Research and Development (R&D)-related agencies. It is the result of a collaborative effort to develop a way to measure output/outcome characteristics of hard-to-measure products, from analysis to research. The research round table group proposed a method of evaluation which looks at three areas of performance, that is, relevance - the degree to which the programme or project adds value and is responsible, timely and pertinent to customers' needs; productivity - the degree to which work yields useful results; and quality - the degree to which work is considered technically excellent.

Three measurement methods are used to assess each of the above areas of performance, ie (1) Peer review - there are three types, namely, prospective (addresses the relevance of proposed projects or programmes), in-process (examines ongoing projects or programmes to serve as a quality check) and retrospective (addresses the quality after programme/project completion). (2) Numerical assessments, for example, citations in literature, number of publications and number of degrees. (3) Customer evaluations - the opinion of customers about either the extent to which the programme directly benefits the customer,

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or the extent to which it is perceived to be beneficial to the public (USDOE/PBMSIG, 1995). The fifth independent performance framework to be discussed is the Balanced Scorecard Framework.

Kaplan and Norton (1993:134) describe the concept of a balanced scorecard "as a management system that can motivate breakthrough improvements in such critical areas as product, process, customer, and market development". The balanced scorecard allows managers to look at business from four important perspectives that include customers, internal business processes, finance, innovation and learning (Kaplan and Norton, 1992). Each perspective is tied in with the strategic plan, and the concept of a balanced scorecard also encourages managers to consider and balance performance measures for the four critical areas or perspectives which effect successful mission accomplishment. It is the balance of these measures that brings together different and often competing perspectives of the company's agenda. The measures emphasize strategy and vision, not control (NAPA/USDD, 1996).

This framework is intended for the top executives in an organization as a way to obtain a quick and comprehensive assessment of the organization in a single report. This report brings together many disparate elements of a company's competitive agenda, for instance, becoming customer-oriented, shortening response time, reducing launch times of new products, and managing for the long-term. Using the balanced scorecard requires executives to limit the number of measures to a vital few, and allows them to track whether improvement in one

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area is being achieved at the expense of another area (NAPA/USDD, 1996 and Kaplan *et al,* 1992). The sixth independent performance framework to be discussed is the Strategic Organizational Framework.

Sink and Tuttle (1989) conducted a thorough review of the literature and identified seven criteria for measuring an organization. Their framework is grounded in a supplier- input- process-output-customer-outcome model. The seven criteria are efficiency (input), effectiveness (outcomes), productivity (outcomes/input), profitability/budget ability (outcomes/input), quality (anywhere in the process model), innovation and quality of work life. They also provide a strong focus on linking the measurement of organizational performance to the process of strategic planning. The last independent performance framework is the Family of Measures Framework.

Carl Thor (1994) describes five measurement categories, namely profitability, productivity, external quality (customers, "field performance"), internal quality (efficiency, waste), and "other" quality (innovations, safety, organizational culture). He stresses the "family of measures" concept and the alignment of measures across levels of the organization. Each department in an organization should have some measures which are unique to it and other measures that are rolled up to a related measure at the next level. He also describes how to use a weighting system to aggregate a number of measures into a single, overall measure of how the organization is performing.

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It is clear from these examples that a strategic management process reflecting a performance framework that is part of the organization's management monitoring and control systems, is fundamental in developing an integrated performance measurement system. The seven independent performance frameworks discussed above focus on various sectors and enterprises, but the SAPS as a public sector entity, as well as an organization with unique characteristics, will have to follow its own path for building a police performance framework which will be reflected in Chapter 4. This discussion leads to the next step of the strategic management process, namely, setting objectives, performance measures, and strategies.

2.4.4. Setting objectives, performance measures and strategies

The purpose of establishing and setting objectives is to convert managerial statements of operational mission and organizational direction into specific performance targets, that is, something whereby the organization's progress can be measured (Thompson *et al,* 1996:4). A distinction should be made between long-term and short-term objectives. Long-term objectives are those statements of the results an organization seeks to achieve over a specified period, typically five years. Long-term objectives are usually established for areas such as productivity, employee development, employee relations, and public responsibility. Seven criteria should be used in preparing long-term objectives: Acceptable, flexible, measurable over time, motivating, suitable, understandable, and achievable (Pearce *et al,* 1991:222).

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Short-term (usually annual) objectives provide key mechanisms to assist managers in guiding activities towards the accomplishment of their organization's long-term objectives. If these objectives are well-developed, it provides clarity, a powerful motivator and facilitator of effective strategy implementation. There are three basic ways in which short-term objectives differ from long-term objectives:

- Time frame - short-term objectives are more immediate, usually involving one year or less, while long-term objectives are usually focused five years or more into the future.

- Specificity - short-term objectives are very specific and are directly linked to a project, functional area or a unit of the organization, while long-term objectives are broadly stated organization-wide ends.

- Measurement - although short-term and long-term objectives are quantifiable, short-term objectives are stated in absolute terms, whereas long-term objectives are stated in broad, relative terms (Pearce *et al,* 1991:297-298).

Measurable objectives make misunderstanding among managers who must implement the organization's grand strategy, less likely. Difficulties in quantifying objectives can often be overcome by initially focusing on measurable activities, after which measurable outcomes can be identified (Pearce *et al,* 1991:300). Thus, objective-setting implies challenge, establishing performance measures that require strict and

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disciplined effort. The challenge is to close the gap between the actual and the desired performance. Objective-setting is required of all managers, and all units of an organization also need concrete, measurable performance indicators that contribute meaningfully towards achieving the organization's objectives (Thompson *et al,* 1996:6-7).

If the organization' objectives are broken down into specific performance measures for each unit, and lower level managers are held accountable for achieving them, a result-oriented climate develops throughout the organization. The ideal is to have every unit functioning as a team by striving hard to produce results in its area of responsibility, supporting the organization in reaching its targets and achieving its strategic vision (Thompson *et al,* 1996:7).

Performance measures are, therefore, required to turn organizational objectives into reality and to improve the morale of all people involved in the organization. Christopher *et al,* (1993:2-61) use the analogy of sports scorecards: "People need feedback on their performance in order to be helped to do even better (or to be replaced by someone who can do better)". Performance measures can be seen as "tools or indicators of an organization's actions in achieving a given goal or objective" (Parker, 1993:1-2). Cram (1993:3-4) defines performance measures as "a direct quantitative statement about an activity". Performance measures are indicators which let management know how well they are doing, whether they are meeting their objectives, whether their

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customers are satisfied, whether their processes are in statistical control, and where improvements are necessary (USDOE, 1996:1-4).

Performance measures provide managers with the information necessary to make intelligent decisions about what they do. Simply stated, it is a tool that assists management in understanding, managing and improving what an organization is doing (Cram, 1993). Performance measures are always tied to targeted objectives. Anthony *et al,* (1994) point out that objectives and output measures must, as far as possible, be stated in measurable terms, and if not, it is management's responsibility to specify the closest feasible way to both (objectives and output) measures, and to measure the organization's progress towards them.

Performance measures can be grouped into one or into a combination of the following general categories of measure, namely, output, outcome, effectiveness, efficiency, quality, timeliness, productivity, and safety. They should ideally be expressed in units of measure that are the most meaningful to those who must use or make decisions based on these measures. Single dimensional units such as hours, metres, rands, number of reports and number of errors, can represent performance measures. Multidimensional units could be expressed as ratios of two of more fundamental units, for instance, a performance measure of an organization's safety programme could be the number of accidents per million hours worked (USDOE, 1996).

To reflect the ideal unit of measure, the following questions should be

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considered: (1) Does it reflect the customer's needs, as well as your own? (2) Does it provide an agreed basis for decision making? (3) Is it understandable? (4) Is it broadly applicable? (5) Is it precise in interpreting the results? (6) Is it economical to apply?

Performance measures are also an important element of Total Quality Management (TQM) programmes (USDOE, 1996). "Total quality is a comprehensive management programme aimed at ensuring quality throughout the business" (De Wit *et al,* 1992:12-13). Steimer (1990: 87-88) claims that to improve organizational performance, certain characteristics are common to most total quality management systems, ie, focusing on the customer; continuous improvement; active support and involvement of top management; active involvement of all employees; measurable objectives; providing recognition to people; and training.

Kerzner (1992) is of the opinion that improving an organization's performance by establishing a TQM programme, will institutionalize competitive quality leadership, respond to an organization's goals and objectives, effect results which maximize quality and business processes, improve productivity, minimize unproductive demands of rework and other quality failures, and improve management planning and control.

The core concept of TQM with regard to the assessment of an organization's performance is, therefore, the management of quality at every stage of operation, from planning and design, to self-inspection

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and continual process monitoring for improvement opportunities (Schonberger and Knod, 1991). The development of performance measures is also an evolutionary process and during the evaluation process of the organization's strategic plan, performance measures will be revised, dropped, or added to (Parker, 1993). The following seven factors should be considered in developing performance measures for an organization (Glad *et al,* 1994:175-176).

First, more than one measure will usually be required to monitor and measure the performance in respect of key success factors. Key success factors can be, for instance, customer satisfaction, quality and responsiveness to customers. Organizations must determine their own key success factors, define each of them precisely and clearly outline the elements comprising each factor. Second, measures should be easy to track and must preferably be quantifiable.

Third, all measures must relate to key success factors. Those that cannot be linked to key success factors, do not play a part in the execution of strategies and should be disposed of.

Fourth, measures will have different meanings at different levels in the organization. The employees must have a clear understanding of the measures concerned which should, where possible, always be stated in positive terms (eg, on-time deliveries instead of late deliveries). This approach will have a positive psychological impact on personnel - they will focus on pursuing goals instead of recognizing failures.

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Fifth, an appropriate reporting cycle should be defined, to ensure that adequate opportunity exists for rectifying problem areas. Sixth, the measures must effect proactive problem-identification and promote the continuous process of improvement. Lastly, the measures must focus on business processes and not on the conventional functional divisions.

The US Department of Energy has also identified six steps which should be considered in developing performance measures. These guiding principles are summarized in Table 2-1.

Table 2-1

STEP 1	STEP 2
Use a collaborative process: Develop the measurements using collaborative processes and include both the people whose work will be "measured" and the people who will implement important parts of the measurement process (if they are different). Take care to maximize "buy in" by the measurment implementors.	Define your organization: Develop a framework such as a flow process model or input/output chart that defines your organization's main activities.
STEP 3	**STEP 4**
Design the measurments: Design performance measurements to demonstrate progress towards achieving the strategic and tactical goals laid out in the organization's strategic plan. This will identify the information needs. Make sure to identify information to measure input, output, and outcomes for each business process. Information obtained from performance measures could be used to evaluate the performance of a programme or activity and it also assists management in planning and implementing corrective measures, as well as the decision-making process in an organization.	Data collection: Consider the information required. What is needed to fulfill the requirement? How should data be collected? How should data be normalized and quality maintained, eg, how data can be expressed in relative terms such as a rate or percentage to make reporting more meaningful and to allow comparison with results from other sources? How frequently should data be collected and information reported?

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STEP 5	STEP 6
Use the data and reporting: There is a difference between collecting data and translating data into useful information. Collected data should be processed, normalized, and presented in meaningful ways. Analyze, display, and publicize performance measures within the organization so that all employees can understand what is being measured and why, and, most important, how the organization is performing. In addition to this, employees will want to know how they contribute to the measured activities. These activities ensure that everyone understands the importance of measurement, and buys into the process. Use the information to identify where to apply quality process techniques, to improve the organization's performance, to reallocate resources, to track progress against set targets, and to set future goals and objectives.	**Continually improve the measurement process:** Expect to change your measurement process and to respond to changing needs and priorities. There is no accepted or "right" performance measurement process. There is an unavoidable tension between "continuous improvement" and continuity in measures and data sets. This should be acknowledged and anticipated, rather than used as an excuse to "lock in" measures permanently, or worse, as an excuse to delay starting measuring performance until the measurement system is perfect.

Source: USDOE/PBMSIG, 1995 and USDOE, 1996

In conclusion of the discussion on performance measures, they gauge an organization's success in achieving objectives through its people; they provide insights into operations; and they drive the process of continuous improvement. Performance measures reflect an organization's products and services, as well as the processes that produce them. It is also evident from the preceding discussion that the manner and the extent to which performance measures are used to improve an organization's performance, will depend on two factors, ie, the support of management to establish and use performance measures, and the understanding of officials involved in developing and using performance measures. These factors should be given special attention in establishing and promoting the use of performance measurement in an organization.

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Whereas the achievement of performance measures strengthens an organization's position and pleases customers, the strategy of an organization is the game plan of management. Strategy is best described "as a combination of planned actions and on-the-spot adaptive reactions to fresh developing industry and competitive events" (Thompson *et al,* 1996:6). It is imperative for organizations to have strategies to guide them in *how* to achieve objectives and *how* to pursue the organization's mission. Strategy-making is the critical, managerial issue of how to achieve the targeted results in light of an organization's situation and prospects. Without a strategy, a manager does not have a well-planed course to follow, a road map to manage by, or a unified action programme to produce the targeted results (Thompson *et al,* 1996:2-35).

Objectives are the "ends" and strategy the "means" of achieving performance targets. In effect, an organization's strategy is the pattern of actions managers employ to achieve strategic performance measures. The task of strategy-making starts with analyzing the big picture with a diagnosis of the organization's internal and external situation. Only then are managers prepared to formulate a well-grounded strategy to achieve targeted strategic results (Thompson *et al,* 1996:2-7). An organization's strategy is both proactive (intended) and reactive (adaptive), and therefore consists of the actions and business approaches management applies to achieve the targeted results (Thompson *et al,* 1996). Strategies do not only cascade down the levels of an organizational system, but also become more short-term at each lower level (Stilwell, 1990; Pearce and Robinson, 1985; and Richards, 1978).

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Grand strategies are developed which provide a comprehensive general approach to guide major actions designed to accomplish the organization's long-term objectives. These strategies are often called master or business strategies and they provide a basic direction for strategic actions. Thus, a grand strategy can be defined "as a comprehensive general approach that guides an organization's major actions" (Pearce *et al,* 1991:227). Some grand strategies an organization may consider for achieving long-term objectives are product development, joint venture and/or retrenchment. The selection of grand strategies and long-term objectives involves simultaneous rather than sequential decisions. Grand strategies and long-term strategies are so interdependent that many managers do not distinguish between them.

Functional strategies are formulated to translate the organization's grand strategy into action plans for its units. These strategies assist with the implementation of the organization's grand strategy by organizing and activating specific units to pursue that strategy in daily activities. In a sense, functional strategies translate the grand strategy into action designed to accomplish specific short-term objectives and targeted results. Thus, functional strategies identify and coordinate actions which support the grand strategy and help accomplish short-term objectives (Pearce *et al,* 1991).

Three basic characteristics differentiate between functional strategies and grand strategies: (1) Time horizon covered - functional strategies identify activities which are to be undertaken now or in the immediate

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future and grand strategies focus on the organization's position to 3/5 years in the future. (2) Specificity - functional strategies are more specific than grand strategies which provide only general direction. (3) Participants in strategy development - a corporate, grand or business strategy is the responsibility of top management or the general manager of a business unit, while the development of functional strategies is usually delegated to subordinates charged with running the operational areas of the business (Pearce *et al,* 1991:259-307).

To summarize, Thompson *et al,* (1996) point out that the basic concept of strategy-making deals with how to get the organization from where it is, to where it wants to go. Objectives indicate what managers want, but provide few insights as to how this will be achieved. Strategies are, therefore, the means to achieve the desired end results of an organization. Even after the organization's objectives, performance measures and strategies have been determined, the strategic management process is far from over. Objectives can be achieved only if strategies are implemented. The focus is shifting from strategy-making to strategy-implementing, and the section to follow will concentrate on certain key aspects of strategy-implementing.

2.4.5. Strategy-implementing

Every manager has an active role in the process of implementing and executing the organization's strategic plan. The strategy-implementer's task is to convert the strategic plan into action and to do what needs to

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be done, to achieve the targeted strategic objectives and indicators. The implementation of a strategy is, therefore, fundamentally an operations-driven activity revolving around the management of people and organizational processes. Organizing, budgeting, policy-making, motivating, culture building, and leading are all part of achieving the targeted results (Thompson *et al,* 1996: 240-242).

There are no step-by-step checklists for strategy implementation, but successful strategy-implementing may include the following nine principal aspects (Thompson *et al,* 1996:11): (1) Building an organization which is capable of successfully carrying out the strategy. (2) Developing budgets that steer resources into those internal activities which are critical to strategic success. (3) Establishing strategy-supportive policies. (4) Motivating people in ways that induce them to energetically pursue the targeted objectives and indicators. (5) Tying the reward structure to the achievement of targeted results. (6) Creating an organizational culture and work climate which are conducive to successful strategy implementation. (7) Installing internal support systems that enable company personnel to carry out their strategic roles effectively, day in and day out. (8) Instituting best practices and programmes for continuous improvement. (9) Exerting the internal leadership which is needed to drive implementation forward and to keep improving on how the strategy is executed.

The strategy-implementation function therefore consists of what it will take to make the organizational strategy work and to reach the targeted

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performance on schedule. It is an action-oriented, make-things-happen task that tests a manager's ability to direct organizational change and design, supervise business processes, motivate people, and achieve objectives and related performance indicators (Thompson *et al,* 1996).

However, many organizations, in the private as well as public sector, fail to implement formulated strategies, thereby neglecting the monitoring/control and evaluation of organizational performance (Hamid, 1993 and Pearce *et al,* 1991). Further, in the public sector there are two generic factors constraining the implementation of an organization's strategy and the measuring of performance, namely, environmental systems and internal systems (Stilwell, 1990).

Environmental systems factors fall into two categories: Public product and service (there is no competitive market, and the product and services are often intangible and hard to measure), and public constituencies (the customer/ beneficiary influence is weak; the resource contributor influence is strong, there are conflicting constituency demands, and there are often distracting political side-issues).

Internal systems factors deal mainly with human and procedure issues commonly encountered in the public sector. The human factors are, employee commitment to professional status that undermines allegiance to the organization, and poor prospects for personal development and growth as an executive.

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The procedural factors mainly deal with manpower mobilization (the selection of people is controlled by a civil service system, there are restraints on the use of rewards and punishment, and promotions are in a certain order), operation (public sector management is designed to diffuse the control over resources; allocation is fragmented; and the public sector is burdened with operating procedures), and structure (often dictated by legislation). These factors and their interactive nature should always be borne in mind when a government organization's strategy is to be implemented or assessed (Stilwell, 1990).

An implemented organizational strategy must be monitored/controlled and evaluated, to determine the extent to which its objectives and performance targets are achieved (Pearce *et al,* 1991). Performance monitoring and management control systems are dealt with in the following section.

2.4.6. Performance evaluation: Management control and monitoring

An organization's mission, objectives, strategy and approach to implementation are never final. New circumstances call for corrective adjustments. The long-term direction may need to be altered, performance targets may need to be amended in the light of past experience and future prospects, strategy may need to be modified in view of shifts in the long-term direction or changing conditions in the environment, managerial decisions regarding budget revisions, policy changes, reorganizing, personnel changes, reengineered activities and

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work processes, culture-changing actions, and revised compensation practices should be considered, because all these factors affect the successful execution of an organization's strategy (Thompson *et al,* 1996).

As referred to in the preceding subsections, for an organization to be credible and effective, its performance measures must be integrated into the organization's management control and monitoring systems. Management control focuses on ensuring that the spending limitations of the budget are adhered to, and a monitoring system focuses on the effective and efficient management and utilization of organizational resources (Halachmi *et al,* 1995). The concepts of management control and performance monitoring are discussed below.

Anthony *et al,* (1994) distinguish between informal and formal management control. Informal management control refers to, for instance, memoranda, meetings and conversations between people. Formal management control has four principal phases, namely, programming, budgeting, operating and measurement, and reporting and evaluation. These four principal phases will be explained, starting with programming.

2.4.6.1. **Programming**

Senior management determines major programmes, linked to expenses, an organization will undertake during a specific period. These decisions

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are made within the context of the goals, objectives and strategies that emerged from the strategic management process. Strategic planning and management control merge during this phase. Pearce *et al,* (1991) indicate that strategic control is concerned with tracking a strategy as it is being implemented, detecting changes, identifying problems, and making adjustments. There are four basic types of strategic control (Pearce *et al,* 1991:365-380):

- Premise control is designed to check systematically and continuously whether the premises (assumptions or predictions) on which the strategy is based, are still valid.

- Implementation control is divided into two basic types, namely, monitoring strategic thrusts and milestone reviews, that are designed to assess whether the overall strategy should be changed in the light of the results associated with the incremental actions which implement the overall strategy.

- Special alert control is the thorough, and often rapid, reconsideration of an organization's strategy, in view of a sudden or unexpected event.

- Strategic surveillance is designed to monitor a broad range of events inside and outside the organization which are likely to affect the course of its strategy.

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Finally, the programming of organizations can also vary in terms of the number of years over which planned activities will take place - usually the term is five years, but it can be as little as three years or in some public utilities, as many as twenty years (Anthony *et al,* 1994). The following phase to be discussed is budgeting.

2.4.6.2. **Budgeting**

During the budget preparation phase, each programme's objectives are translated into terms that relate to the spheres of responsibility of the managers charged with implementing them. Historically, the budgetary process was also the forerunner of strategic planning (Anthony *et al,* 1994:19-20), and an organization's performance measurement system should, as far as possible, be integrated with the budgeting process (Campbell, 1992). The following is a brief discussion of the concept of budgeting, as well as some budgeting techniques in relation to performance measurement.

A budget, in general, can be seen as a detailed plan outlining the acquisition or projection of future revenues and expenditures, as well as the utilization of financial and other resources over a given period of time (Garrison, 1991:305). The budget is a bilateral commitment between unit managers and their superiors, where the end product reflects the expected output during the budget year and the resources (input) that will be used to achieve the output (Anthony *et al,* 1994). But it should be borne in mind that budgets do not control anything,

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they simply set standards for measuring action and they also provide a basis for negotiating short-term resource requirements, to implement strategies at specific levels of the organization (Pearce *et al,* 1991).

Many private companies have successfully introduced .-Uand implemented performance measurement that is linked with activity-based costing and management (ABC and M), and activity-based budgeting (ABB). The nature of ABC and M makes it an ideal concept on which to found a performance-based budgeting system. A synoptic description of the three topics, namely, Activity-Based Costing, Activity-Based Management and Activity-Based Budgeting is provided below. It is based on a study of the work of: Glad *et al,* 1994; Turney, 1993; Cooper, Kaplan, Maisel, Morrissey and Oehm, 1992; Brausch, 1992; and Turney, 1992.

Activity-Based Costing focuses mainly on computing (measuring) the cost of the performance of activities, processes, and resources, as well as the output of activities such as products and services. Resources are assigned to activities, then activities are assigned to products/services based on the use or consumption of the relevant activities. To accomplish this objective, activities must be analysed and defined, and cost drivers must be identified (isolated) and measured so that product and service cost information can be determined.

Activity-Based Management provides performance-based information for managing activities using activity-based costing data and other tools

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to achieve continuous improvement. It includes cost driver analysis, activity analysis and performance measurement. ACM draws from ABC the information for managing activities facilitating continuous improvement, increased productivity and improved quality.

Activity-Based Budgeting (ABB) is a progression or further development of ABC and M. This process comprises eleven key steps, which are as follows: First, strategy analysis provides a link with the strategic planning process and reviews critical issues such as customer dissatisfaction, low productivity, and other relevant factors. ABB will focus on the measurement and successful management of these critical success factors.

Second, output measures need to be determined for all activities in order to calculate activity rates for product and service costing purposes. Third, value chain analyses indicate which processes and activities matched or added value to the proposed strategies and which did not. Non-value or non-essential activities and processes can be identified and outsourced or eliminated altogether.

Fourth, activity-based process and product cost culminate in the calculation of the budgeted process, activity and product/service cost. Decisions can then be reached on processes and activities to be reengineered, as well as non-value adding services and processes to be eliminated and outsourced.

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Fifth, forecast the workload, and determine product and service quantities that customers are likely to require. Sixth, planning guidelines includes factors such as budget cuts and other relevant factors. Seventh, process and activity analysis includes the analysis and definition of the required processes and activities which will yield the defined output. Eighth, activity investment analysis determines the cost structures-level of technology and the age of assets.

Ninth, activity level analysis exposes cost, what drives costs and the behaviour of cost. This analysis also distinguishes between, for instance, an organization's unit levels and process levels. Tenth, an activity "explosion", this analysis of historical activity costs and resource consumption enables an extrapolation of resource cost per activity (eg, regression analysis). Lastly, with all the above information available, a budgeted figure can be determined and its construction should also arrange for the "what if" analysis.

Activity -Based Costing and Management (ABC and M) present a clear picture of costs and the causes of costs, and it offers management a favourable opportunity to identify deficiencies in operational performance and to improve performance continuously. Activity-based budgeting, in return, focuses primarily on the requisite activities to operate an effective organization. It usually has benchmarking as an integral part and the customer as a cost object, and it lends itself to continuous improvement (O' Conner, 1995; Lanen, 1995; Hemmer, 1995; Glad *et al,* 1994; King, 1991; Raffish, 1991; and Ostrenga, 1990).

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On the other hand, a public budget is a plan for spending and receiving public funds Coe (1989:49-50) and Cowden (1986:283-285) point out that in public administration a budget has three important aims:

- The budget is the basis according to which the tax policy is determined for the budget period.

- It is the basis on which financial control is exercised to ensure that the financial policy determined by the legislative authority is adhered to.

- It is a financial programme.

During the Kennedy administration, Robert McNamara introduced a programme, planning, and budgeting system (PPBS) into the US Defence Department, in an attempt to measure the Department's performance. PPBS is a reactive system that operates best in a stable environment, using long-range planning as an adjunct to nor mal annual budgets (Ansoff, 1984 and Woodburn, 1983). It has the following components (Coe, 1989:65) - measurable service objectives, alternative mechanisms for achieving the objectives, cost-benefit analyses of the various alternatives, and multi-year budgeting. Although the Nixon administration eliminated PPBS because some federal agencies' output were too difficult to quantify, there are still many features of PPBS entrenched at all levels of government in the US.

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Parker (1993) identified the State of Texas in the US, as one of the leaders in integrating performance measurement and budgeting, which has three major features: First, an agency budget request shows the estimated cost of achieving strategies, rather than focusing on programme cost. For instance, the Texas Department of Environmental Quality has four broad goals, with thirteen separate strategies for accomplishing the goals. Each strategy has a monetary figure associated with it for the current fiscal year, and for the following two years. The sum total of the strategy cost represents the department's budget for the year. Second, for each strategy, a separate strategy request is formulated, which defines output and outcome targets, objects of expense, and sources of funding. Administrative and support costs are allocated to strategies. Lastly, the budget request includes a priority allocation table, which identifies the prioritization of strategies for funding, cutting across programme lines.

Consequently, members of parliament have now appropriate "performance-based" information at their disposal, and they could base their funding decisions on past performance, as well as projected results, and might then debate the following questions in their budget deliberations: Is this the right outcome? Is this the most cost-effective strategy? Can we reasonably expect the department to achieve these targets in light of its past performance? Does the proposed budget indicate a more efficient use of funds than in the past? What they would not debate are the personnel numbers needed to complete the job, the type of equipment to be used or the number of desks to be

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purchased for the department. Such decisions are left to the department's administrators and programme managers, who build these factors into their overall cost estimates (Campbell, 1992).

Inasmuch as performance measurement places greater emphasis on the achievement of outcomes, the management of results, and the effective utilization of resources, performance-based budgeting is designed to reduce or eliminate the micro-management of input (resources) by officials, keeping them focused on getting the best results for the tax payers' money (Campbell, 1992). The budget will also serve as a performance contract between politicians and government departments, focusing on maintaining a standard (or cheaper) unit cost of providing services. The budget will hold departments accountable for their use of resources. This discussion leads to the following phase of operating and measurement.

2.4.6.3. **Operating and measurement**

During the operating and measurement phase, managers supervise actual operations and, together with accounting staff, keep records of actual resources consumed (eg, cost) and actual output achieved. Pearce *et al,* (1991:372-374) points out that in operational control systems, four steps are common to all post action controls, that is, setting standards of performance, measuring actual performance, identifying deviations from set standards, and initiating corrective action.

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Budgets, schedules, and key success factors are also three types of operational control systems (Pearce *et al,* 1991). Budgets are recourse allocation plans. Scheduling is a planning tool for allocating resources within time constraints and/or sequencing interdependent activities. Key success factors identify the performance areas that need continuous management attention such as improved productivity, high morale among employees and improved product/service quality. The last phase of performance control is reporting and evaluation which is discussed below.

2.4.6.4. **Reporting and evaluation**

The reporting and evaluation phase closes the loop of the management control process (Anthony *et al,* 1994). A variety of information is summarized, analysed, and reported to those who are responsible for knowing what is happening in the organization, as well as those who are charged with attaining agreed levels of performance. The reporting of performance-based information could be downwards, upwards or vertical (NAPA/USDD, 1996; USDOE, 1996; Glad *et al,* 1994; and Bryson, 1988).

Finally, performance reports will enable managers to compare planned output and input with actual results (Anthony *et al,* 1994). This performance-based information, derived from the reports, can then be used for:

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- Operations (these reports assist senior management in coordinating and controlling current operations of the organization, where problems can be identified and corrective steps taken).

- Performance evaluation (these reports are used as a basis for evaluating organizational performance).

- Programme evaluations (these reports are used for programme successes and failures).

Regarding performance monitoring, many monitoring and outcome improvement processes are being developed for organizations. An organization needs to monitor or review its performance and its results generated by a strategy (Certo, 1983). As stated earlier, during the monitoring process, budget revisions, policy changes and personnel changes are some of the typical actions managers may take to make a strategy work better (Thompson *et al,* 1996). Campbell (1992) also identifies seven monitoring principles to improve the performance outcomes of organizations. These seven principles are briefly explained below:

The first principle is to identify the desired outcomes to be monitored. An organization initiates a strategic planning process to formulate and clarify its mission and objectives. During this process, the organization identifies the outcomes it wants to achieve.

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Second, select the measures/indicators to be monitored. A good system uses a few selected indicators to measure outcomes and performance. These indicators may include - input indicators (these are the resources expended on an activity, programme, or service); output indicators (these report the quantity of products or services provided to customers); outcome indicators (these measures report the results of programmes and service in relation to predefined objectives); efficiency indicators (these measures relate to the cost per unit of an output or outcome); and effectiveness indicators (these concern the extent to which an organization accomplishes predefined objectives and satisfies the demands that customers require from it).

Third, set the performance standards to be monitored. Activity and programme accountability involves comparing actual activity and programme outcomes or results with agreed standards. Fourth, identify explanatory information during the monitoring process on factors affecting an organization's performance. Fifth, report the results that have been monitored. Activity and programme results should be reported regularly to role-players. Transparency is a key element of all reports and the reports format and content must be tailored according to the intended audience.

Sixth, use monitored results for planning and management. Information should be used on a regular basis in programme planning, to re-evaluate goals and objectives, as well as to adjust priorities to promote continuous improvement. The management of results provides

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opportunities to promote continuous improvement. Through the involvement and participation of relevant role-players, new ways of improving programme efficiency and effectiveness can often be found. Lastly, use the results for budgeting. A logical step in the "drive" to managing organizational results involves the integration of performance measurement with budgeting systems.

In conclusion, the monitoring aspect will reflect those activities in an organization performance which are geared towards efficiency, effectiveness, productivity, rendering of a quality service or product, and satisfying the needs of customers. The control part attempts to detect problems and identify the causes of any inefficiencies or uneconomical practices with regard to financial control and performance control. Thus, strategic management is a process filled with motion and the task of evaluating organizational performance and initiating corrective adjustments is both the end and the beginning of the strategic management cycle (Thompson *et al,* 1996).

2.5. SUMMARY

This chapter dealt with the theory underpinning this investigation. As discussed, the global increase in competition in the private sector has required a more substantial identification of all the important factors that would ensure organizational success. During this process, non-financial performance measures have emerged to such an extent that they are important for the overall success of organizations. In the public

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sector the forces that drove governments to measure their performance are revenues that grow much slower than the demand for expenditures.

Key concepts regarding this study such as systems, performance measurement, quality and productivity have been examined. These concepts describe and reflect the essential elements of a performance measurement system, interaction with each another, and transforming some type of input into some type of output. The application of the concept of performance measurement in an organization will, therefore, provide insight into an organization's operations, drives continuous improvement, productivity and quality, as well as align organizational goals, objectives, performance measures, strategies and programmes which are translated into improved products/services provided to customers.

In this chapter, the development of an integrated performance measurement system has been discussed. A performance measurement system should be integrated with an organization's strategic management process, based on a performance framework, sound, unambiguous performance measurement principles and measures that are linked to the organization's management control and monitoring systems. It is, therefore, essential to select an integrated system that will suit or complement an organization's operations and management style. In support of this chapter, a case study of the structure, functioning and evolvement of police performance measurement in a foreign police agency in the United Kingdom will subsequently be explored.

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ENDNOTES

1. Some authors use the term "client" as an alternative for the word "customer". For the purpose of this study, the terms "customer" and "client" are used interchangeably.

2. The terms "goals" and "objectives" are used interchangeably by some authors, some reverse the usage, while others use the respective terms to convey a special meaning, with goals being the less specific and more encompassing concept. For the purpose of this study, the latter approach will be followed where the terms "goals" and "objectives" are used to convey a special meaning.

3. The terms "performance measures", "performance indicators" and "performance targets" are used interchangeably by most authors and for the purpose of this study, these terms ("performance measures", "performance indicators" and "performance targets") will be used interchangeably.

4. Benchmarking: Finding and implementing "best practices", where processes and operations are working the best and learning how they have done in order to emulate them (Johansson, McHugh, Pendlebury and Wheeler, 1994:89-92; and Hammer and Champy, 1993:132).

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CHAPTER 3
A CASE STUDY

- INTRODUCTION
- POLICING IN THE UNITED KINGDOM
- THE METROPOLITAN POLICE SERVICE
- POLICE PERFORMANCE INSPECTION
- SUMMARY

3.1. INTRODUCTION

Police performance linked to effectiveness and efficiency have become prerequisites for addressing crime globally. The exposition of the performance measurement process of a foreign police agency flow from the analysis and interpretation of data. The following section is presented in a thematic manner. The following diagram summarizes the subsequent sections to be discussed:

3.2 POLICE FORCES IN THE UK
This section briefly presents the background of the structure, the functioning and evolvement of police performance measurement in the United Kingdom, with specific reference to police forces in England and Wales.

→

3.3 THE METROPOLITAN POLICE SERVICE (MPS)
This section reviews the performance measurement process of the Metropolitan Police Service (MPS).

→

3.4 POLICE PERFORMANCE INSPECTION
This section deals briefly with performance inspections of police forces in England and Wales.

→

3.5 SUMMARY
This section provides a summary of the discussions in the preceding sections.

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3.2. POLICING IN THE UNITED KINGDOM

In the United Kingdom there were (up to 1997), five main government departments responsible for law and order namely, the Home Office - law and order policies in England and Wales; the Scottish Office - law and order policies in Scotland; the Northern Ireland Office - law and order policies in Northern Ireland; the Crown Prosecution Service - prosecution on behalf of the Crown; and the Lord Chancellor's Department - oversees courts and judicial processes.

The Home Office is responsible for policing in England and Wales, conducted by forty-three police forces. The Scottish Office is responsible for policing in Scotland, consisting of eight police forces. The Northern Ireland Office is responsible for policing in Northern Ireland, consisting of the Royal Ulster Constabulary. These police forces comprise of the following categories of human resources: sworn police officers; civilian staff; traffic wardens; and volunteers (special constables). Civilian staff and special constables make an important contribution to policing, as using them emphasizes their links with local communities.

These police services deal with public order, crime, traffic, crime prevention, drugs, firearms, fraud, and national security, but they do not deal with immigration or customs and excise. Other, smaller police organizations deal with the policing of parks, ports, railways, waterways, and guarding the military and other establishments. Some of the latter

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police forces are privately managed and funded but the officers have the same powers as police officers. Policing in England and Wales is said to be characterized by "the rule of law, the separation of powers and policing by consent" (Benke, 1997: 66).

The 1964 Police Act, which was updated and replaced by the 1994 Police and Magistrates' Courts Act, sets the legal framework for policing. The Home Secretary is responsible for efficient and effective policing; he[1] performs this task through the Home Office, situated at Queen Anne's Gate, London. The task of the Home Office is to develop law and order policies and facilitate the implementation of such policies.

The forty-three police forces in England and Wales are bound by the policies and regulations developed by the Home Office, but these police forces are faced with different problems. For instance, police forces of large cities and urban populations may have to deal with traffic congestion, violent and drug-related crimes, marches, rallies, and problems associated with social deprivation, while police forces covering rural areas have fewer officers and must police very large areas of countryside; they may have to deal with crime and traffic problems associated with seasonal increases in populations (eg, at seaside resorts, in mountainous areas, national parks, and forests). The areas of the police forces coincide with the county borders and are termed county forces. Some police force areas extend across two or three county boundaries and are known as combined forces. Other forces cover the boroughs of major cities and are known as metropolitan forces.

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Policing in England and Wales functions according to a tripartite structure. Three parties are involved in running the police service, that is, a Home Secretary- represented by the Police Policy Directorate; Chief Constables- represented by the Association of Chief Police Officers (ACPO); and Police Authorities- represented by the Association of Police Authorities. The White Paper on Police Reform prescribes that the Home Secretary is to publish national key objectives for the police service every year as reflected in Table 3-1.

Table 3-1

KEY OBJECTIVE	KEY PERFORMANCE INDICATORS
To maintain and, if possible, increase the number of detections with regard to violent crime.	The number of violent crimes detected per one hundred officers.
To increase the number of detections for burglaries of people's homes.	The number of burglaries of dwellings detected per one hundred officers.
To target and prevent crimes which are a particular local problem in partnership with the public and other local agencies.	On crime prevention, work is in hand to develop performance indicators aimed at the effectiveness of crime prevention initiatives and reducing repeat victimization.
To provide high-visibility policing to reassure the public.	Public satisfaction with levels of foot and mobile patrols.
To respond promptly to emergency calls from the public.	The percentage of "999 calls" answered within the local target time, and the percentage of responses within the local target time to incidents requiring immediate response.

Condon, (1997).

Table 3-1 reflects the Home Secretary's key objectives for the five years (1994-98) and the performance indicators for these objectives. These objectives with their performance indicators explain the tasks which the government considers that the police should be tackling as matters of

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priority and forms the framework for the assessment of police performance. Because the role of the police is varied, the Home Office is of the opinion that performance can best be improved by focusing on a small number of areas of concern to the public every year.

The Home Secretary also acts as the police authority for the MPS and is advised by the Metropolitan Police Committee, which is an independent board, because the MPS has national functions (eg, Royal Family, state visits and diplomatic protection) and polices the capital city (eg, large urban population, public events, Houses of Parliament, Buckingham Palace and tourism).

A Chief Constable is responsible for police operations and the day-to-day management of his force. His responsibilities also include making decisions about the allocation of resources by taking into account the police force's priorities and local needs. This entails, *inter alia,* (1) preparing, in consultation with the local police authority, a draft policing plan for his area; (2) within the framework of Home Office policy, setting strategies, policies, practices and procedures of the force and being required to publish an annual report on policing in the area; (3) directing and controlling police officers and other staff; and (4) managing the budget that is set by the police authority.

The working relationship between the Home Office and the chief constables is said to be one of mutual respect - "Whilst the Home Office exercises enormous influence over policing, it does so without directly

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infringing on the independence of chief constables" (Lustgarten, 1986:105). Home Office circulars are considered to exercise an important influence on policing. Although not legally binding, the content of the Home Office Circulars is taken very seriously by the chief constables, since circulars are considered to be government policy on aspects of policing.

The police authority's fundamental responsibility is to maintain an efficient and effective police force in its area. It is also responsible for determining the policing plan of a force, ensuring that the force meets local needs and the Home Secretary's key objectives, setting local targets, monitoring performance, and setting the police budget. The police authority may be called upon to liaise with other police authorities as well as local and central government. The police authority usually consists of seventeen members drawn from the local community, nine councillors (nominated by various political parties), three magistrates and five independent members appointed by means of an open (transparent) advertised process.

Local people have a say in what the police are doing in their area, therefore, each police authority is responsible for ensuring that there are arrangements for obtaining the views of the local community[2] about policing in their area. Their views may reflect particular local concerns such as children on the streets, dangerous driving, theft, noise, drunkenness, vandalism, car-related crimes and pickpocketing.

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There is a close working relationship between a police authority and the Chief Constable. As indicated in previous paragraphs, the Chief Constable drafts a policing plan which sets out how he proposes to police the area in the following year. The police authority considers and publishes the policing plan and the Chief Constable publishes an annual report which includes achievements in relation to key objectives and performance indicators. The police authority then publishes a further report on the extent to which the policing plan has been met.

Performance measurement in England and Wales is therefore not a new phenomenon as it has a "long history" of initiatives such as a number of important pieces of legislation and central government guidelines. In 1983 the Home Office Circular 114/83 emphasized the need to use resources effectively, to set objectives and priorities matched by the distribution of resources, and to assess the achievement of objectives. In 1989 a Home Office/Treasury study investigated and reported on the relation between police human resources and efficiency and effectiveness. The following key recommendations were made: (1) A formula must be developed for resource allocation. (2) Measures of performance must be improved. (3) A standard activity analysis must be done. (4) Standard incidents must be recorded.

In 1990 an operational policing review identified public dissatisfaction with police services as well as a gap between public and police expectations of performance, which led to a Statement of Common Purpose. During the same year a quality of service initiative by the

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ACPO, led to a commitment to improving the quality of police services in partnership with the public. The ACPO aims to ensure that police performance should also be seen in terms of a qualitative dimension, and has therefore suggested that police forces should systematically survey customer satisfaction regarding specific aspects of police service delivery, in order to ascertain whether the needs and expectations of the public are being met.

In 1991 the Citizens' Charter was developed, which serves as a framework to improve police services, give better value-for-money, set explicit standards and targets for performance. This culminated in the publication of the Citizens' Charter, which sets annual performance indicators, that are evaluated by the Audit Commission. The Her Majesty's Inspectorate of Constabulary (HMIC)[3] has also introduced a framework of forty-five performance indicators which are specifically related to the quality of police services. This was the result of an analysis of the services provided, as seen from a user or customer's[4] viewpoint. These forty-five police service performance indicators are being revised in order to establish a much shorter list, which complements the indicators that have been set by the Audit Commission[5], by providing contextual information about other aspects of police performance required by the HMIC and Home Office to ensure the maintenance of an efficient and effective police service.

The ACPO also introduced, in 1991, a set of high-level quality police service indicators in order to meet community expectations. The

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performance framework of the ACPO was based on the five key service areas of the police service, namely, call management, crime management, traffic management, public order (reassurance), community policing and an additional category on cost. In 1992 the Local Government Act, 1992 gave effect to the Citizens' Charter proposals by setting standards and prescribing the publication of performance achievements. Under this Act the Audit Commission is required to determine a set of indicators for local authority services, including the police. Every authority in England and Wales is required to compile these indicators for the fiscal year and to publish details locally by the end of the year.

The Audit Commission collates these indicators for all forces and publishes the Citizens' Charter performance indicators in the spring of the following year. The Home Office's activity sampling package was also introduced; it is generally used by police forces to resolve the uncertainty about police officers' activities (what they are doing) and how much time is spent per activity, but its effectiveness has been questioned. In 1993 the Home Office's set of twenty-five performance indicators was introduced. This compulsory package was based on the performance framework of the ACPO key service areas. This streamlined package of police performance indicators was designed to meet the requirements of the Audit Commission, the Home Office, the HMIC, and the ACPO.

These performance indicators were originally developed by the HMIC,

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the ACPO and the Audit Commission as a composite package which includes both qualitative and quantitative measures, where key data are collected on a continuous basis. As no single indicator or group of indicators should be viewed in isolation, these performance indicators comprise twenty-five main categories and nearly sixty component indicators. The performance indicators are accumulated under the five key police operational areas, and an additional heading of resources/cost, which together form the basis from which judgements can be made about the quality of police performance in England and Wales.

The HMIC collects and collates these indicators and disseminates the results to the forty-three police forces, the ACPO and the Home Office. The data items are collected as part of the HMIC annual statistical return and the data are retained in the HMIC's computerized database known as the Matrix of Indicators, which covers broad areas of policing for all police forces in England and Wales. This database enables the performance of police forces to be compared as well as monitored at both regional and national level.

All indicators are also subject to audits, as required by the Local Government Act, 1992[6] and these indicators are defined in the Audit Commission's Publication of Information Direction 1995. The customer satisfaction indicators originally devised by the ACPO have, with effect from 1996/97, been adopted by the Audit Commission and are, therefore, subject to audit. In 1994 the Police and Magistrates' Court Act, 1994 prescribed among other things:

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- A clear framework for the objective assessment of police performance, (enabling the police service to run on modern management principles).

- Formulating the Home Secretary's key objectives and monitoring thereof through key performance indicators.

- Making provision for the devolution of financial control to local authorities and chief constables. Central government at present spends £7.3 billion[7] on policing in England and Wales; it was noted during interviews that historically, the budget allocation for policing has always been ahead of inflation, but that this will not be the case in future. A funding formula[8] was developed, which uses regression techniques to predict the needs (workload drivers) of the forty-three police forces. After the application of the formula, a "smoothing" mechanism is also used to adjust the funding figure. For example: the London MPS polices the capital city and is responsible for the Royal Family and the huge influx of tourists. Their final funding figure is adapted accordingly.

The Home Office's annual allocation of funds to each police force is supplemented by local taxes to form the total budget for each police force. The chief constable, in conjunction with the local police authority, decides on the allocation of funds to police officers, civilian staff, buildings, vehicles and equipment. Although Local councils must raise fifty percent of the local police

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forces' funding needs and the balance of funding allocation comes from the Home Office, local rates are supported by government on a pound-for-pound basis. In effect, local councils are paying for approximately 25% of policing costs. With the exception of police salaries (which constitute 85% of the police forces' budgets) local police authorities must approve all payments made from police funds. This enables public debate on policing priorities and stimulates positive competition for resources.

- A policing plan, focusing on output and outcomes[9], detailing community and police force consultation, staffing levels, partnerships and costing is linked to a 3-5 years strategic plan. A costed police plan of each police force led to some forces making fundamental attempts at implementing activity-based costing to determine, for instance: Costs to investigate the average burglary.

- Publishing an annual report as well as a local police plan that entails a statement of priorities and allocated financial resources, key objectives and how they will be addressed, local objectives, and set performance targets. Chief constables are required to publish the results of their indicators in their annual reports. The Audit Commission publishes the Citizens' Charter performance indicators and the HMIC annual report includes an analysis of the key performance indicators. All Audit Commission indicators must be published locally by the end of each year (eg, in local newspapers), and if a police force fails to present data for an

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indicator it must publish an explanation. Chief constables may also publish the indicators in their annual reports as well as their HMIC/Home Office and the ACPO indicators as contextual information.

The Police and Magistrates' Court Act of 1994 draws on modern management principles as well as improved public involvement and accountability. It also gives more freedom to chief officers but also holds them more accountable and the traditional independence of chief officers has been regarded as being affected.

The focus on police performance measurement in England and Wales over the last few years has sparked considerable debate and a strong reaction from specifically the ACPO. According to them, it should be borne in mind that performance measurement will not, in itself, bring about cultural and structural changes leading to improved public satisfaction. The following difficulties are associated with measuring police performance (Davidoff, 1997):

First, **distortion** - the tendency towards "what gets measured gets done" can lead to distortions in the pattern of policing given that police performance indicators in England and Wales only measure a small part of policing. Performance measurement may distort the constitutional balance of the tripartite structure since there is the danger of too much emphasis being placed on the directions given by the Home Office. The inconsistent definitions and collection of data also make comparisons

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(eg, against standards/targets/norms, intra-force, inter-force, against other service providers in the private sector, and before and after policy change) across police forces a risky undertaking. Information published on the police forces' performance indicators may also misinform the public about the quality of police services.

Second, **incompleteness** - there is no single indicator or group of performance indicators in England and Wales which reflects the full range of police activities. Third, **ambiguity** - it is seldom possible to isolate the impact of particular aspects of police work. A high arrest rate could result from successful detection, the failure of crime prevention or both or from a real increase in crime. Fourth, **causation** - the link between police work and related results is not always clear since public order and crime rates are affected by a wide range of social and other factors. Lastly, **standards** - these measures imply that standards, trends and comparisons exist and can be made between the forty-three "similar" police forces, but absolute standards of police effectiveness require a political judgement on what constitutes an appropriate level of policing.

In conclusion, during interviews held with members of the HMIC, it was clear that police forces in England and Wales have some concerns about performance measurement (eg, the burden of demands for information, cost, the potential to distort performance and the apparent lack of coordination between the Home Office, the HMIC, the ACPO and the Audit Commission).

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However, the importance of performance measurement and the monitoring of the quality of service of the forty-three police forces in order to improve policing was emphasized by the interviewees. They were adamant that without performance measurement it would be nearly impossible to institutionalize a philosophy or culture which strives for continuous quality improvement in the operations and activities performed by police forces. The performance measurement process of the MPS, one of the largest police forces in England and Wales, is explored next.

3.3. THE METROPOLITAN POLICE SERVICE (MPS)

The MPS has a history spanning 167 years and has a reputation for providing a world-class policing service, in terms of integrity, performance and standards to London the capital city. The MPS, with a total establishment of 27 166 (1997 figures)[10], performs many functions which are national in scope and nature, such as Royal and diplomatic protection, special policing activities relating to national security, policing national demonstrations and furnishing forensic, criminal record and intelligence services to other police forces. During interviews with members of the MPS, dissatisfaction was expressed with the fact that all of the above "capital city factors" are not taken into account in the formula used to allocate funds to the various police forces in England and Wales.

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In England (except London) and Wales the local police service is managed by a chief constable who is responsible for running the police service in that area. The policing organization in London differs, in that the head of the MPS is called the Commissioner. The Commissioner is responsible to the Home Secretary for policing London, in consultation with the Metropolitan Police Committee. The Home Secretary also acts as the police authority for London, given the MPS's unique circumstances. It is standard practice that the Commissioner submits a draft Policing Plan to the police authority, which may amend the plan in consultation with the commissioner, and subsequently publishes the plan. The police authority and the commissioner also review the MPS's performance against the plan.

The Deputy Commissioner of the MPS is responsible for Quality Performance and Strategic Co-ordination - which ensures that strategic planning is integrated and co-ordinated throughout the organization, that the MPS's corporate strategy drives the agency's operational plans, that quality service is provided to its customers, that police performance is improved, and that resources are used in the most effective and efficient way. The Deputy Commissioner is supported in this endeavour by the Strategic Co-ordination Forum, which oversees strategic development, policy co-ordination and resource allocation planning (Condon, 1997).

In the strategic planning process, the MPS has to contend with increasing and continuous budgetary constraints. The business planning

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process, also referred to as the Business Planning Cycle, in which priorities are determined and consideration is given as to how resources are to be apportioned and monitored, has become imperative in so far as the successful management of the MPS is concerned. The Business Planning Cycle is a continuous cycle that is synchronized with the requirements of the Home Office and Her Majesty's Treasury, so that allocated resources can be taken into account when performance is reviewed.

A structured project management approach has also been adopted as the MPS standard for developing corporate policy, and Organizational Development Mapping (ODM) is an essential management tool used to assist the Deputy Commissioner in his responsibility for co-ordinating policy portfolio developments and the relations between them. This approach affirms that organizational change is a continuous process and ODM will provide top-level information such as (Condon, 1997):

- The progress of the MPS's corporate strategy implementation programme.

- The organizational capacity to cope with demands of change.

- How major projects and programmes support the priorities, objectives and issues reflected in the corporate strategy and the annual policing plan.

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- Costs with regard to major projects and programmes in relation to the overall budgetary position.

- Identifying gaps, overlaps, conflicts and dependencies.

The MPS has recently launched its five-year strategic plan which is centred around combating crime more effectively. The purpose of the MPS has been defined as to uphold the law fairly and firmly, to prevent crime, to pursue and bring to justice those who break the law, to keep The Queen's Peace, to protect, help and reassure people in London, and to be seen to do all this with integrity, common sense and sound judgement. The MPS's five-year corporate strategy, *The London Beat,* published in 1996 under the heading "The right people do the right things in the right way", outlines the long-term priorities (aims) for the development and maintenance of the MPS.

The priorities are grouped under ten key issues, which are leading and managing, choosing and developing personnel, communicating the MPS's values, tackling crime, patrolling effectively, pursuing ethics and fairness, upholding integrity, policing diversity, shaping the organization, and using information for action. The corporate strategy sets the scene for the development of more detailed plans (MPS, 1998).

The Annual Policing Plan sets the MPS's priorities and objectives for the coming year. The annual plan also reflects the utilization of the MPS's resources which support these priorities and objectives. The Home

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Secretary's key objectives and performance indicators which support them, strongly influence and guide the MPS in setting their objectives. The key themes of performance with integrity, management of information and leadership are the foundations on which the MPS's evolution into the millennium will be built. Seven objectives for the MPS were set for the year 1997/98. Table 3-2 reflects the MPS's objectives for 1997/98.

Table 3-2

Costing of objectives: MPS(£m)					
Objectives	Divisions	Area HQs	Portfolios	Spec/Ops	Total cost
Combating terrorism	Cost not published				
Crime detection	511.3	158	35.3	56.7	761.3
Crime reduction	400.3	64.6	15	89.9	569.8
Effective patrol	366.1	65.3	32.9	30.6	494.9
Demonstrating leadership	142.5	35.9	12.8	50.8	242
Using information for action	171.3	37.1	37	60.9	306.3
Review of support services	-	-	-	-	2*

**The total cost of the Review of Support Services is based on estimated costs for 1997/98 covering the central team budget, consultant costs and staff within the implementation teams in the support departments (MPS, 1998).*

According to Table 3-2, each of these objectives, ie, combating terrorism, crime detection, crime reduction, effective patrol, demonstrating leadership, using information for action and a review of support services, is costed for the five policing divisions, area headquarters, the various policing portfolios and specialist operations. Although objectives are costed, the process and methods of costing of the MPS's annual policing plans are, at this stage, rudimentary and difficulties with the costing of police plans were confirmed during interviews with members of the Strategic Planning Unit.

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The refinement and improvement of MPS's costing systems are, however, under way. Once the Home Office has allocated funds to the MPS, the MPS uses its own formula to allocate funds to each of its five geographic areas. In turn, each police area uses a formula to distribute its funds among its police districts or units. Part of the allocated funds are used to fund the activities of the area office and part of the allocation made to each police area is also "taken back" to fund Head Office activities. The various departments at MPS Head Office are required to "bid" for funds for the projects that they intend to undertake in the financial year concerned.

The MPS believes that it cannot deal in isolation with London's policing issues and problems. The views of the people of London are therefore taken into account during the annual planning process. They consult and work in partnership with other agencies and groups to pursue long-term solutions. The consultation process is carried out in several ways. Divisions and areas meet with local communities, primarily through Police Community Consultative Groups.

Consultation also takes place with other agencies and groups such as local authorities and London-based institutions. A continuous process of consultation is undertaken throughout the year. Formal surveys of public views are also conducted both on a London-wide basis and at local level to determine the changing views and priorities of the people that the MPS serves. After consultation with the Metropolitan Police Committee[11], who undertakes its own consultation process, the Strategic

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Planning Unit presents its proposed priorities and objectives to the Home Secretary for approval. The MPS's annual plan also reflects that a good balance has been achieved between the long-term aims of *The London Beat* (corporate strategy), the priorities set by the Home Secretary's Key Objectives, and the local needs of the people of London.

The Quality Performance Portfolio is the latest (1997) policy portfolio in the MPS and is concerned with developing systems that improve performance. A Programme for Corporate Continuous Improvement comprising six key themes of activity, including four issues of *The London Beat,* was established to serve as a guide and focusing mechanism for the Deputy Commissioner, the Head of the Quality Performance and Strategic Co-ordination portfolios.

Progress made in terms of the six key themes of the Programme for Corporate Continuous Improvement, that is, upholding integrity and pursuing ethics and fairness, management information, complaints and discipline, information systems and information technology, leadership and quality performance training and customer focus and service delivery, will be reflected in the future annual reports of the MPS.

The Home Office also encourages a value-for-money approach to financial accountability, which is in line with performance-based policing. Quality and value-for-money considerations affect every management decision taken in the MPS and incorporates three key principles (Condon, 1997):

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- Engendering a quality ethos through a process of continuous improvement.

- Introducing a meaningful range of quality performance indicators.

- Providing quality assurance officers with a guide or manual that includes various problem solving tools and techniques to assist in the analysis of performance.

The MPS's annual report, therefore, concentrates on progress with regard to quality and value-for-money and the HMIC asks certain value-for-money questions on various aspects (termed "key service areas and functions") of policing, which are applicable to all police forces in England and Wales. The following six questions are some questions relating to the function of crime management which are asked during an inspection or evaluation (PRIGM, 1997):

- To what extent are costs fully identified for the function, including its constituent parts, and costs determined per unit of output - eg, per crime recorded or detected?

- How thoroughly are planned operations evaluated in terms of their cost-effectiveness?

- How thoroughly is the provision of specific services evaluated in terms of cost-effectiveness?

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- How much use has been made of activity analysis or other relevant techniques, to identify areas where resources could be more effectively utilized?

- How well is the use of overtime managed in accordance with priorities?

- How effectively is the use of equipment monitored, to ensure it is utilized in a cost-effective manner?

Thus, the MPS, as well as all other police forces in England and Wales, must balance their resources against the need to respond to emergencies, to investigate crime and to carry out other duties. If there are more officers in cars ready to respond to "999 calls", it will mean fewer police officers on the beat. And if more uniformed officers are employed on routine patrols and respond to "999 calls", this will mean there are fewer police officers available for crime detection and crime prevention.

The use of civilian staff to perform office duties will also affect this balance. The number of police officers carrying out policing duties will, therefore, also depend on how much paperwork is done by civilian staff. The Commissioner of the MPS must balance his resources in a way that maximizes performance and responds to local demands and circumstances, in a manner that provides good value-for-money.

The achievement of MPS priorities and objectives is measured after a

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rigorous process of data collection. The quality of police performance against the Home Secretary's key objectives and achievement of the key performance indicators, forms the basis on which the MPS and all other police forces in England and Wales are measured and compared. In addition to information on the achievement of policing plan objectives, information to measure performance according to Citizens' Charter criteria, complaints and discipline, searches and arrest and working days lost to illness, are also published (Davidoff, 1997).

The MPS's Performance Information Bureau was established to collect and collate information in support of performance measurement. Monthly performance reports, using Performance Information Bureau data, are produced by the Strategic Planning Unit under the guidance of a Policy Board.

Table 3-3 provides an example of the MPS's April 1997 Monthly Management Report reflecting performance in relation to the Citizen's Charter measure, Answering 999 calls within 15 seconds, 80% of the time.

Table 3-3

Answering 999 calls within 15 seconds, 80% of the time				
	Monthly		Y/E (April-April)	
April - 97	149 820	94%	1 778 653	91%
April - 96	144 038	88%	1 690 548	89%
Change	5 782	6%	88 105	2%

(Condon, 1997)

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Monthly performance reports are presented in data tables as well as in graphic form. The graphics and tables (results/output) are reproduced at the end of the month and Table 3-3 is a reflection of the MPS's monthly performance against the Citizen Charter measure: Answering 999 calls within 15 seconds, 80% of the time. An integrated performance progress report against all of the latest (1997/98) objectives and indicators will be accumulated in the Commissioner's Annual Report of 1997/98 and presented to Parliament by the Secretary of State for the Home Department in July 1998. Table 3-4 reflects the MPS's results against the Home Secretary's key performance indicators[12] for 1996/97.

Table 3-4: Call Management

	CALL MANAGEMENT	1995/96	1996/97
1.	Number of incidents per 100 police officers. (HMIC)	12 896	13 088
2(a)	The number of 999 calls received.	168 1620	177 2871
2(b)	The local target time for answering 999 calls.	15 secs	15 secs.
2(c)	The percentage of 999 calls answered within that target. (AC)	88.5%	90.4%
3(a)	The local definition of incidents requiring immediate response.	Not audited	Not audited
3(b)	The number of such incidents.	444 607	697 917
3(c)	The local target time (s) for responding to such incidents.	12 min.	12 min.
3(d)	The percentage of responses to such incidents within the target time (s). (AC)	89%	88.4%
4.	Percentage of public satisfaction with police action in response to 999 calls. (ACPO)	92.7%	93.2%
5.	Percentage of satisfaction of persons: Service received at police station enquiry counters. (AC/ACPO)	83.9%	87.4%

Table 3-4: Crime Management

	CRIME MANAGEMENT	1995/96	1996/97
6(a)	Number of PACE[13] stop/searches of white persons per 1000 white population.	31.1	33.7
6(b)	Number of PACE stop/searches of ethnic minority persons per 1000 ethnic minority population. (HMIC)	79.7	77.4
7(a)	Percentage of files sent to CPS which to reach the requisite standard at first submission.	Not audited	Not audited
7(b)	Percentage of files proceeded with by CPS.	Not audited	Not audited
7(c)	Percentage of files sent to CPS which comply with time limits. (HMIC)	Not audited	Not audited
8(a)	Number of persons arrested/reported for notifiable offences per 100 police officers.	Not audited	Not audited

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CRIME MANAGEMENT		1995/96	1996/97
8(b)	Percentage of persons arrested/reported for notifiable offences prosecuted.	Not audited	Not audited
8(c)	Percentage of persons arrested/reported for notifiable offences cautioned.	Not audited	Not audited
8(d)	Percentage of persons arrested/reported for notifiable offences dealt with by other means.	Not audited	Not audited
8(e)	Percentage of persons arrested/reported for notifiable offences subject to no further action. (HMIC)	Not audited	Not audited
9.	Percentage of reported racial incidents where further action is taken. (HMIC)	100%	100%
10(a)	The number of recorded crimes:		
10(a)i	Total crimes per 1000 of the population.	105.2	110
10(a)ii	Violent crimes per 1000 of the population.	10.3	12.5
10(a)iii	Burglaries of dwellings per 1000 dwellings.	31.8	30.1
10(b)	The percentage of crimes detected by primary (P)and other means (S) - (reported separately).		
10(b)i	All crimes	P=18.7 S=5.1	P=20.0 S=4.3
10(b)ii	Violent crimes.	P=45.6 S=1.6	P=46.7 S=1.9
10(b)iii	Burglaries of dwellings.	P=8.6 S=15.0	P=9.4 S=11.9
10(c)	The number of crimes detected, by primary means, per officer. (AC)	5.8	6.6
11(a)	The percentage of victims satisfied with police initial response to a report of violent crime. (AC/ACPO)	83.5%	87.3%
11(b)	The percentage of victims satisfied with police initial response to a report of burglary of a dwelling. (AC/ACPO)	91.6%	93.2%

Table 3-4: Traffic Management

TRAFFIC MANAGEMENT		1995/96	1996/97
12(a)	Number of traffic offences per 100 police officers/traffic wardens.	Not audited	Not audited
12(b)	Percentage of traffic offences dealt with by extended fixed penalty. (HMIC)	Not audited	Not audited
13(a)	The number of screening breathalyser tests administered.	120 258	132 327
13(b)	The percentage of such breathalyser tests which proved positive or were refused by a driver. (HMIC/AC)	12.1%	12.6%
14(a)	The number of road traffic accidents involving death or personal injury.	40 091	36 681
14(b)	The percentage of such accidents in which at least one driver tested positive for alcohol. (AC)	1.5%	1.5%
15.	The percentage of victims of road accidents satisfied with the police service at the scene of the accident.(AC/ACPO)	93.0%	94.9%

Table 3-4: Public Order Management

PUBLIC ORDER MANAGEMENT/PUBLIC REASSURANCE		1995/96	1996/97
16.	Number of Neighborhood Watch schemes per 1000 households. (HMIC)	3.8	3.1
17.	The percentage of people satisfied with the perceived level of foot (F) and mobile (M) patrol. (AC/ACPO)	F=30% M=56%	F=20% M=46%
18(a)	Percentage of uniformed operational constables' working time spent outside the police station and in public.	58%	61%
18(b)	Method of activity sampling used to provide this figure. (AC)	Not audited	Not audited

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Table 3-4: Community Policing Management

	COMMUNITY POLICING MANAGEMENT	1995/96	1996/97
19.	Numbers of letters of appreciation and external commendations per 100 police officers. (HMIC)	43.9	45.9
20.	Percentage of police officer strength which is female. (HMIC)	14.8%	15.1%
21.	Number of ethnic minority police officers per 1000 of the ethnic minority population. (HMIC)	0.54	0.55
22(a)	The number of complaints recorded from or on behalf of members of the public.	10 215	9122
22(b)	The number of such complaints substantiated.	126	203
22(c)	The number of such complaints resolved informally. (AC)	3521	3300

Table 3-4: Resources/Cost

	RESOURCES/COST	1995/96	1996/97
23(a)	Number of working days lost through sickness, per police officer.	14	15.2
23(b)	Number of working days lost through sickness, per civilian employee. (HMIC)	15.7	11.7
24.	The number of police officers available for ordinary duty per 1000 of the population. (AC)	3.5	3.4
25.	The net expenditure per head of the population on the police service.	£21 484	£21 610

Table 3-4: Other Information

	OTHER INFORMATION	1995/96	1996/97
26(a)	The local target time for answering calls, excluding 999 calls - to operators (O), to direct lines (D).	O=18secs D=30secs	O=18secs D=30secs
26(b)	The performance against the target - calls to operators (O), calls to direct lines (D). (AC)	O=87.7% D=73.4%	O=91% D=71%
27(a)	The local target time for answering letters.	10 w-days	10 w-days
27(b)	The performance against the target. (AC)	93.3%	93.3%
28(a)	The number of buildings open to the public.	196	193
28(b)	The number of such buildings in which all public areas are suitable for and accessible to disabled people. (AC)	64	72
30(a)	Does the MPS have a published policy to provide services fairly to all sections of the community?	Yes	Yes
30(b)	Does the MPS follow the Commission for Racial Equality and the Equal Opportunities Commission codes of practice on employment? (AC)	No	Yes

Condon, (1997)

Table 3-4 reflects the Home Office framework for the assessment of the MPS's performance (and all other police forces in England and Wales), consisting of call management, crime management, traffic management, public order management, community policing management, resources/cost and other information. According to Table 3-4, the MPS sets targets against sixty-one of the Home Secretary's performance

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indicators and these key performance indicators for 1996/97, compared with the MPS's performance targets of 1995/96, were achieved in most cases.

In addition to addressing the Home Secretary's key objectives and performance indicators, the MPS, through consultation, identified specific objectives regarding the policing of London. The MPS set the following six objectives for 1996/97 which were approved by the Home Secretary, which is the MPS's police authority, in consultation with the Metropolitan Police Committee (Condon, 1997).

OBJECTIVE 1: ROBBERY	
To improve performance regarding robberies, in particular:	To achieve a detection rate of a least 15% for street crimes To increase the detection rate for robbery of business properties to 20%

The MPS ended the year with a detection rate of 19% for street crimes[14] (robbery of personal property - bag-snatching/ pickpocketing), and 24 percent with regard to robbery of business property.

OBJECTIVE 2: BURGLARY	
To increase the detection rate of burglary	To achieve a detection rate[15] of at least 20% for burglary

The clear-up rate for the year was 22% and there was a reduction of five percent in the number of recorded burglaries.

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OBJECTIVE 3: DRUGS	
To reduce the supply of illegal drugs and the demand for them	To increase the number of detections for the illegal production of, supply of and intent to supply controlled drugs by at least 10%

The target was achieved by an increase of 26% through Operation Crackdown, where drug dealers and those who are aware of their activities were followed.

OBJECTIVE 4: HIGH-VISIBILITY POLICING	
To provide high-visibility policing so as to reassure the public	To ensure that the time uniformed operational constables spent on visible duties (such as patrolling or policing major public events) should be at least 60% of their total duty time

The percentage 61% was accomplished and it was achieved by reducing absenteeism and limiting time spent working in the police station (eg, in the control room or custody suite), as well as attending court attendance and training courses. Although the MPS achieved this target, a MORI-survey registered a downturn in public satisfaction with the level of policing patrols (Condon, 1997:12).

OBJECTIVE 5: CHARTER	
To achieve the standards defined in the MPS Charter targets	Answer 999 calls within 15 seconds, 80% of the time
	Answer calls to our operators, other than 999 calls, within 18 seconds, 90% of the time

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OBJECTIVE 5: CHARTER
Answer calls which come to direct lines within 30 seconds, 60% of the time
Assist callers at police stations without delay, 75% of the time
Arrive at urgent incidents within 12 minutes, 85% of the time
Respond to letters from the public within 10 working days, 90% of the time
Leave customers with a good impression of service received, 90% of the time
Leave traffic accidents victims with a good impression of service received, 90% of the time
Leave customers with a good impression of service received, 80% of the time for callers at police stations

Answering of calls: 999 calls - 90% within 15 seconds; other than 999 calls - within 18 seconds 92% of the time; come to direct lines - within 30 seconds 72% of the time; assisting callers at police stations - 78% of the time; and arriving at urgent incidents - within 12 minutes 88% of the time. Regarding responses to letters from the public, 93% of the letters had a reply dispatched within ten working days of receipt.

Finally, according to free-post questionnaires, 78% of the respondents said they were attended to without delay and 87% recorded a good impression of the service they received. Regarding traffic accidents, 95% of respondents reported a favourable impression of the service offered by the MPS.

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OBJECTIVE 6: TOTAL NOTIFIABLE OFFENCES[16]	
To increase the detection rate of notifiable offences	To achieve a detection rate: at least 20%

A detection rate of 25% was achieved and the number of arrests for notifiable offences increased by more than three percent. Thus according to these six objectives, the MPS has accomplished all the set targets for the year 1996/97.

To evaluate whether the MPS is doing a "good job", tables and diagrams are used to compare it with other police forces in England and Wales. In the diagrams, police forces are rated in the order of best to worst performers, according to their results achieved (as reflected in the tables) for each indicator. In most tables and diagrams changes are shown over two years, for instance, between 1995/1996 and 1996/1997. This enables members of the different police forces and the general public to observe at a glance how police performance differs across England and Wales and whether a specific police force is improving its performance or not. An example of a comparative data table of the forty-three police forces is contained in Table 3-5, which will be discussed in section 3.4.

In conclusion, it was clear from the interviews[17] held with identified people as well as direct observations of police forces in England and Wales (ie, the MPS and West Mercia Constabulary), that these forces place considerable emphasis on police performance measurement by recognizing the need of providing their customers with a quality service. After the West Mercia Constabulary had been studied, it was evident

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that the Constabulary have their own unique policing, social, and other problems and circumstances, but a similar process of strategic and performance measurement, as described above is followed.

Although the police agencies which the researcher had studied have marginally different approaches to performance measurement, all these agencies were seeking to become more result-oriented and they generally took the following five key steps: (1)They defined the key functions that need to be assessed (this usually forms part of the strategic planning process in which clear missions, corporate strategies and desired outcomes are defined). (2) Performance indicators and targets are identified and set accordingly. (3) Human and physical resources are balanced to accomplish targeted results. (4) Police force effectiveness, the quality of the service rendered and performance to gauge progress are determined. (5) Performance information is used as a basis for decision making. Police officers can be regarded as professional and they are well trained, motivated and committed to rendering a high standard of policing to their customers. To conclude this chapter, performance inspections regarding police forces in England and Wales will now be briefly examined.

3.4. POLICE PERFORMANCE INSPECTION: ENGLAND AND WALES

In England and Wales, there are two public sector audit functions, ie, the National Audit Office and the Audit Commission. All of the MPS indicators are subject to audit by the National Audit Office, which is the

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external auditor of the MPS. To produce the Audit Commission indicators, the National Audit Office carried out an examination of the systems and arrangements used by the MPS.

The Audit Commission, established in 1982, undertakes two types of audits, namely a probity audit to determine whether financial regulations are being adhered to and a value-for-money audit, carried out on the basis of themes or topics. The themes change from year to year and are aimed at establishing best practices in the particular area under investigation. Value-for-money audits present a national picture, since each force is audited every year (Audit Commission, 1997). Legislation was passed in 1992 which requires all police forces (and other service agencies) to account for their performance. The standards for measuring performance are set by the Audit Commission, together with the chief constables. An audit guide, supplied to local authorities and police forces, is used as a tool to collect the information required to answer the series of audit questions posed by the Audit Commission. The guide points out the aspects that should be checked, tested and examined and is, in effect, a set of performance indicators.

The Audit Commission's aim is also to stimulate an informed public debate about differences in the standards of police services provided locally and how these have changed over time. The starting point for the debate is for the public to ascertain what some of the differences between and changes in performance of the forces are. This is the main reason why the Audit Commission publicly publishes the performance

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progress made with regard to police performance indicators (Audit Commission, 1997). Table 3-5 reflects target times and performance of the police forces in England and Wales regarding 999 calls - immediate response.

Table 3-5

999 Calls and immediate response incident target times and performance						
	Local target answering 999 calls	Performance 1997/96	Performance 1995/94	Target time: incidents responding/requiring immediate response	Performance 1997/96	Performance 1995/94
English Shire Police forces						
Avon and Somerset	90% in 10 sec.100% in 20 seconds. Perform. 20 sec. target	99%	97%	15 minutes in urban areas 20 minutes in rural areas	95%	95%
Bedfordshire	15 seconds	86%	84%	Urban=10 minutes Rural=20 minutes	72%	70%
Cambridgeshire	12 seconds	80%	94%	Urban=10 minutes Rural=18 minutes	72%	73%
Cheshire	15 seconds	94%	New target	15 minutes	92%	New target
Cleveland	15 seconds	96%	97%	Urban=10 minutes Rural=20 minutes	93%	66%
Cumbria	10 seconds	99%	99%	Urban=10 minutes Rural=20 minutes	93%	91%
Derbyshire	15 seconds	88%	Not monitor	Urban=10 minutes Rural=20 minutes	86%	82%
Devon and Cornwall	10 seconds	84%	89%	Urban=15 minutes Rural=20 minutes	83%	82%
Dorset	10 seconds	82%	84%	Urban=10 minutes Rural=20 minutes	73%	81%
Durham	10 seconds	98%	95%	10 minutes	93%	89%
Essex	10 seconds	90%	88%	Urban=12 minutes Rural=16 minutes	86%	83%
Gloucestershire	15 seconds	86%	Target change	Urban=10 minutes Rural=20 minutes	87%	85%
Hants and Isle of Wight	10 seconds	86%	85%	15 minutes	86%	82%
Hertfordshire	20 seconds	92%	96%	Urban=15 minutes Rural=20 minutes	88%	91%
Humberside	15 seconds	80%	68%	20 minutes	93%	90%

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999 Calls and immediate response incident target times and performance						
	Local target answering 999 calls	Performance 1997/96	Performance 1995/94	Target time: incidents responding/requiring immediate response	Performance 1997/96	Performance 1995/94
Kent	10 seconds	89%	92%	Urban=10 minutes Rural=20 minutes	94%	Target changed
Lancashire	10 seconds	93%	91%	15 minutes	94%	97%
Leicestershire	15 seconds	69%	84%	15 minutes	66%	74%
Lincolnshire	10 seconds	95%	92%	Urban=10 minutes Rural=20 minutes	84%	80%
Norfolk	10 seconds	86%	86%	Urban=10 minutes Rural=15 minutes	77%	80%
Northamptonshire	10 seconds	95%	Not monitor	Urban=10 minutes Rural=18 minutes	77%	80%
North York-shire	5 seconds	78%	66%	Urban=15 minutes Rural=20 minutes	96%	95%
Nottinghamshire	20 seconds	92%	82%	Urban=10 minutes Rural=15 minutes	86%	84%
Staffordshire	15 seconds	93%	92%	Urban=10 minutes Rural=20 minutes	91%	84%
Suffolk	10 seconds	89%	97%	Urban=10 minutes Rural=18 minutes	84%	81%
Surrey	15 seconds	87%	85%	Urban=10 minutes Rural=20 minutes	92%	89%
Sussex	10 seconds	91%	80%	Urban=10 minutes Rural=20 minutes	91%	88%
Thames Valley	10 seconds	88%	Not monitor	20 minutes	93%	78%
Warwickshire	15 seconds	90%	89%	Urban=10 minutes Rural=20 minutes	83%	73%
West Mercia	10 seconds	89%	95%	Urban=10 minutes Rural=20 minutes	83%	87%
Wiltshire	15 seconds	93%	94%	Urban=10 minutes Rural=20 minutes	86%	87%
Welsh Shire Police forces						
Dyfed Powys	10 seconds	96%	95%	20 minutes	97%	95%
Gwent	6 seconds	99%	98%	20 minutes	91%	90%
North Wales	10 seconds	84%	85%	20 minutes	89%	90%
South Wales	10 seconds	80%	87%	15 minutes	89%	90%
English metropolitan Police Forces						
Greater Manchester	15 seconds	94%	94%	10 minutes	84%	71%
Mereyside	6 seconds	57%	78%	10 minutes	65%	68%

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999 Calls and immediate response incident target times and performance						
	Local target answering 999 calls	Performance 1997/96	Performance 1995/94	Target time: incidents responding/requiring immediate response	Performance 1997/96	Performance 1995/94
Northhumbria	15 seconds	94%	85%	Urban=10 minutes Rural=20 minutes	87%	81%
South Yorkshire	20 seconds	80%	82%	10 minutes	76%	79%
West Midlands	15 seconds	95%	96%	Urban=10 minutes Rural=15 minutes	78%	80%
West Yorkshire	15 seconds	78%	83%	15 minutes	94%	89%
Metropolitan Police	15 seconds	89%	85%	Urban=10 minutes Rural=20 minutes	90%	84%

Audit Commission, (1997)

Table 3-5 reflects that most police forces aim to answer emergency calls within 10 to 15 seconds and respond to such calls within 10 and 15 minutes in urban areas and 20 minutes in rural areas. There is a high level of consistency with regard to the targets set by the different forces to answer 999 calls and to arrive at emergencies. Most police forces answer 80% or more calls within their set target time. There was an improvement in most police forces' performance in responding to 999 calls between 1994/95 and 1996/97 and around two-thirds of the forces improved their performance in relation to their own local target.

The comparisons between one police force and another and comparing performance from one year with the next are designed to assist the public and the police force (s) to develop an understanding of where police services are performing well and where they are not. However, they do not reflect the full picture regarding police performance and these comparisons also do not explain why there are differences between forces in relation to a selection of specific services rendered.

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According to members of the Audit Commission[18] these limitations do not invalidate comparisons, because people have the right to see the impact of local decisions and how they impact on changes over time, and the public also have the right to see how performance varies between the different areas' police forces and to question why this happens. The publishing of police performance findings is regarded by the Audit Commission as of vital importance in order to promote continuous improvement in the quality and effectiveness of local police services.

The Chief Inspector of Constabulary, situated at the Home Office, has an advisory and co-ordinating function, but does little actual inspection. The seven inspectors of Constabulary, and their support staff, who are situated at five regional offices, carry out the actual police force inspections. They also strive to influence and promote the development of policing by disseminating in formation on good practices.

Her Majesty's Inspectorate of the Constabulary on the other hand has been functioning for more than a century. Its present duties are defined by the Police Act of 1964, as amended by the Police and Magistrates' Court Act 1994. This Inspectorate aims to promote the efficiency and effectiveness of the police service through inspection, advice and assistance(Davidoff, 1997).

Inspectors are appointed by the Crown on the recommendation of the Home Secretary and work independently of the police or any other

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Government department. Until recently, appointees were drawn exclusively from the ranks of the most senior police officers and since 1993, three inspectors from non-policing backgrounds have been appointed. The inspection process involves the selection of core issues, the analysis of data on the different forces, pre-inspections by staff officers, formal inspections by the regional Inspectorate and the publication of reports. The integrity of the data collected to measure police performance is crucial. Data are audited and inspected at local as well as at a national level, and it seems that police performance improvements are achieved by persuasion rather than direction.

The functions of this Inspectorate include the formal inspection of the forty-three police forces, police training facilities and regional crime squads and the provision of advice within the tripartite system. Each police force undergoes a primary inspection every three years and a performance review inspection in each of the two intervening years (Davidoff, 1997). Primary inspections cover many core issues and seek to assess the overall efficiency and effectiveness of a police force. Performance review concentrates on policing plans, how a police force's strategy is formulated, costed, communicated, reviewed and improved, and how performance is monitored, evaluated, reviewed and improved.

In addition, the HMIC undertakes thematic inspections on specific areas of interest across a number of forces. Thematic reviews form the basis of good practices and regular conferences are held to facilitate the sharing of good practices. Examples of reviews dealt with community

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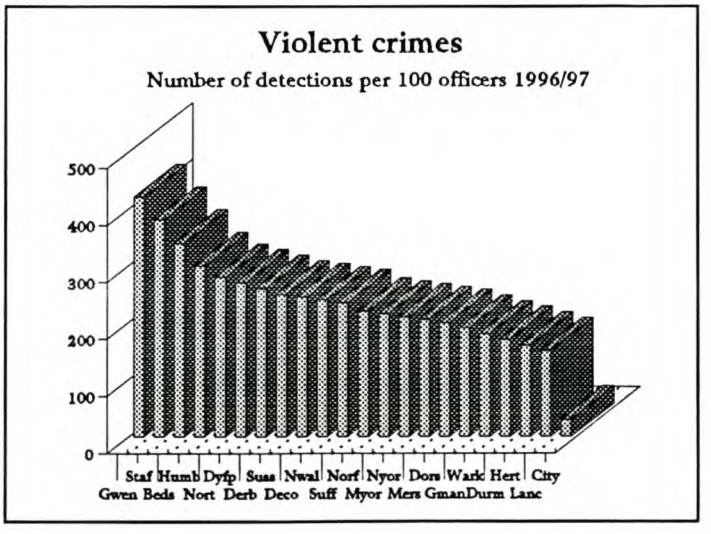
and race relations, police officers' safety, sickness management and crime intelligence. The programme for thematic reviews is decided upon for three years in advance and publicized. Her Majesty's Inspectors are required to report on the efficiency and effectiveness of each force they inspect. These inspectors compiled inspection reports reflecting the forty-three police forces' performance that are based on trends in terms of a wide range of performance measures such as the Government's key objectives for policing, the objectives set locally by police authorities, other priorities determined in consultation with the Home Office Police Policy Department, and issues determined by the HMIC during the inspection process.

The significance of the final HMIC reports to police forces, in particular the annual report, is that any particular force is able to examine its position on any number of factors that have been examined across all forces. Referred to as contextual performance data or league tables, these diagrams are an important incentive to individual police forces to improve local performance (Davidoff, 1997).



An example of a comparative data diagram is given in the opposite diagram box. The data contained in

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this diagram compares the detection rate per officer for violent crime during 1996/97 for some of the forty-three police forces in England and Wales. Finally, the HMIC serves as a crucial link between police forces and the Home Office and provides advice to the Home Secretary on senior appointments in the police service. The Home Secretary relies on the Inspectorate as his main source of objective professional advice on all aspects of policing.

3.5. SUMMARY

This chapter reflects a summary of the findings of a case study that has been presented in a thematic manner. First, it examines the background of the structure, functioning and evolvement of police performance measurement in the United Kingdom, with specific reference to police forces in England and Wales. The Home Office is responsible for policing in England and Wales, which is performed by forty-three police forces. The Home Secretary published national key objectives and performance indicators for these forty-three police forces every year, and through a process of strategic management linked to performance measurement they endeavour to institutionalize a philosophy or culture which strives for continuous quality improvement in the operations and activities performed by the police forces.

Second, the performance measurement process of the MPS was reviewed. The implementation of the concept of performance

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measurement in the MPS provides insight into the MPS's key functions, purpose, corporate strategy, performance indicators and targets which were developed as part of the strategic management process. Human and physical resources were balanced to accomplish targeted results. It was also clear that the MPS has, by applying the concept of performance measurement, aligned its activities and operations to render a quality policing service to its customers.

Lastly, performance inspections of police forces in England and Wales were briefly examined. These inspection initiatives include the Chief Inspector of Constabulary, Her Majesty's Inspectorate of the Constabulary and the two public sector audit functions, namely, the National Audit Office and the Audit Commission. They strive to influence and promote the development of policing, and to promote the efficiency, effectiveness and quality of police services through performance inspections. The development of a performance measurement system for the SAPS, will be discussed in the next chapter.

****

ENDNOTES

1. The use of the male gender throughout this section is purely for the sake of expedience.
2. The West Mercia Police achieves this in a variety of ways, including attending meetings of councils and Police/Community Consultative Groups (PCCGs). A PCCG network in West Mercia enables representatives from a variety of bodies and organizations to meet with the police and regularly discuss policing issues relating to that particular area.
3. The Inspectorate of the Constabulary aims to promote the efficiency and effectiveness of the police service through inspections, advice and assistance.
4. Her Majesty's Inspectorate of the Constabulary (HMIC) identified five customer categories, that is, victims, suspects, callers, participative users and others.
5. The Audit Commission is an independent body enquiring into efficiency, effectiveness and economy and value-for-money in government departments.

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6. The MPS is not subject to the Local Government Act and information is only supplied on a voluntary basis. The auditing of the Audit Commission's indicators, in the case of the MPS, is the responsibility of the National Audit Office through an examination of the systems and arrangements used by the MPS to produce the Audit Commission's indicators.

7. The present total budget of central government amounts to £266 billion.

8. The formula is applied as follows: call management (number of incidents) - 6.6%, crime management (number of recorded crimes) - 22.6%, traffic management - 5.3%, public order - 5.6%, community relations - 2%, patrol - 13.3%, pensions - 12.9%, security - 1.2%, sparsity - 0.5%, establishment - 30%.

9. The Police Resource Unit (PRU) indicated that neither they nor any of the forty-three police forces, have been able to link input to output or outcomes in terms of the budget.

10. During the interviews held with personnel of the strategic planning unit of the MPS, it was acknowledged that there is no scientific human resource formula to determine the establishment (police officers as well as civilians) of the MPS. Up to now, the establishment of the MPS has been determined on gut-feeling by the top management of the MPS.

11. The Metropolitan Police Committee was established in 1995 to advise the Home Secretary on his responsibilities as the police authority for London.

12. The specific source of each indicator is indicated as - HMIC, AC and ACPO.

13. All searches are conducted by a suitably qualified person under section 55, Police and Criminal Evidence Act, 1984 (PACE). It sets out rights pertaining to custody and provides for oversight of this function. PACE provides for the review of each case of detention on arrival at a police station, after six hours and then at nine-hour intervals - in order to monitor unnecessary detention. Scrutiny of suspects in custody also takes place by means of a lay visitor scheme. These checks are unannounced and irregular - the police authority usually operates such a scheme whereby members of the public are appointed to observe, comment, and report upon the conditions under which people are detained at police stations (Condon, 1997).

14. The British Crime Survey indicated in its findings that the majority of "muggings" are not recorded in the official police statistics and that the levels of both types of offences had risen over a period of twelve months (1996/97). This apparent increase in both types of crimes could be attributed to a greater trust or readiness by members of the public to report offences to the police (Condon, 1997).

15. In England and Wales a crime is regarded as solved (or detected or cleared up) when the suspect is charged with, or cautioned for, the offence or admits it for the purpose of being taken into consideration by the court. If the police believe they know the identity of the offender but there are circumstances which make it inappropriate to take the person to court, it is also regarded as solved (or detected or cleared up).

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16. Notifiable offences according to Home Office classifications: Violence committed against a person (murder, grievous bodily harm, actual bodily harm and other), sexual offences (rape and other), robbery (robbery of personal property, robbery of business property and other robberies), burglary (burglary in a dwelling and burglary in other buildings), theft and handling of stolen goods (motor vehicle theft, the unauthorized use of motor vehicle, theft from motor vehicle, theft from a person - snatches, pickpocketing, other theft from persons - all other thefts - theft from shops, theft of pedal cycles, other theft - handling stolen goods, criminal damage to motor vehicles, drug trafficking (Condon, 1997).

17. A list of names of persons which have been interviewed for the purpose of this study is given in Appendix B.

18. See Appendix B for detail.

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CHAPTER 4

A PERFORMANCE MEASUREMENT MODEL

- INTRODUCTION
- TRANSFORMATION PROCESS OF THE SAPS
- A PERFORMANCE MEASUREMENT MODEL FOR POLICING
- SUMMARY

4.1. INTRODUCTION

In this chapter the researcher focuses on the development of a performance measurement system for the SAPS. The previous chapters have provided the necessary theoretical foundations for the information provided here. Since 1994, the SAPS has focused its attention on the issues of transformation and legitimacy. However, the people of South Africa have become more concerned with whether the police are able to create a safe and secure society.

The main aim of this chapter is to develop a performance measurement system for policing, ensuring that - (1) management focus their attention on the fulfilment of the mission of the SAPS and the accomplishment of the organization's objectives which will have a direct impact on crime combating[1]; (2) the police's success can be defined and measured; and (3) customer's needs are satisfied. The three sections to be discussed below are summarized in the following diagram:

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4.2 TRANSFORMATION PROCESS OF THE SAPS
This section focuses on a synoptic background description of the strategic/transformation management process of the SAPS that has led to the development of a performance measurement system for the SAPS.

4.3. A PERFORMANCE MEASUREMENT MODEL FOR POLICING
This section deals with a performance measurement model for the SAPS consisting of the following: Principles to guide police management in the development phase; defining the SAPS's core functions, and developing a vision, mission and corporate strategy; a performance framework for the SAPS consisting of, among other things, five dimensions and thirty-two performance measures; institutionalizing the SAPS's corporate strategy in relation to performance measurement; and assessing performance results.

4.4 SUMMARY
This section provides a summary of the discussions in the preceding sections and subsections.

4.2. TRANSFORMATION PROCESS OF THE SAPS

The purpose of this section is not to reproduce the total transformation process of the SAPS, but to introduce a synoptic background description of the transformation (strategic management) process which has led to the development of a performance measurement system for policing. Since 1994 the police in South Africa have been faced with the challenge of amalgamating eleven police agencies into one police service in an environment of uncertainty, distrust and limited strategic management.

A strategic management approach and methodology were developed to suit the environment in which transformation had to be initiated and managed. This approach and methodology consisted of the development of a plan, as well as the implementation and evaluation thereof. The process was explained by means of eight main tasks which have, as far as possible, been placed in chronological order. The tasks are as follows (SAPS, 1996):

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Task 1: Conducting an external environmental analysis, which is an analysis of the legal policy framework, the influences, the environment and the needs and expectations of the various stakeholders in the country.

Task 2: Conducting an organizational profile analysis (audit) of the current (past) state of policing.

Task 3: Defining the core functions of policing and facilitating the development of a new vision, mission, value system and corporate strategy by the leadership of the SAPS.

Task 4: Conducting a gap analysis which reflects the differences between the past (present) and the future state of policing, in order to clarify what needed and needs to be done.

Task 5: Formulating principles whereby areas of transformation are to be managed, and on which basis new policies are to be developed.

Task 6: Identifying the focus areas of transformation, and prioritizing the focus areas through the necessary strategies. [The development of a performance measurement system for policing formed part of this task. The purpose of this system is to improve service rendering in the fight against crime (combating crime), and to assess police performance (successes) regarding targeted results.]

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Task 7: Implementing and executing the corporate strategy of the SAPS. Institutionalizing the corporate strategy of policing by creating a climate conducive to change by means of aligning management process, structures, resources, leadership styles, and organizational culture. This endeavour also includes explaining the strategy continuously and convincing managers and members of the strategy's advantages and the concomitant changes, creating awareness, clarifying uncertainties, consulting and involving the role-players, and removing obstacles.

Task 8: Ensuring continuous evaluation, intervention, guidance, alignment, as well as the rendering of support by police management.

For the purpose of this study, the development of a performance measurement system for the SAPS should, therefore, be seen as an integral part of the strategic/transformation management process of the SAPS. The following components of the strategic/transformation management process of the SAPS, or certain key elements of these components, have had a direct impact on the development and successful implementation of a performance measurement system for policing, namely: The definition of the core functions of the SAPS; the development of a vision, mission and corporate strategy; strategy-institutionalization; and strategy-monitoring/evaluation.

The following sections and subsections examine a performance measurement model for the SAPS.

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4.3. A PERFORMANCE MEASUREMENT MODEL FOR POLICING

Performance measurement can be considered to be the measuring of the accomplishment of a set goal. Chapter 2 dealt with the theory underpinning this study. As discussed, a performance measurement system should be integrated with an organization's strategic management process, based on a performance framework, sound, unambiguous performance measurement principles and measures that are linked to the organization's management control and monitoring systems.

Chapter 3 contains a summary of the findings of a case study that examines, among other things, the performance measurement process of a foreign police agency, namely, the Metropolitan Police Service (MPS). The implementation of the concept of performance measurement in the MPS provides insight into the MPS's purpose, corporate strategy, performance indicators and targets which were developed as part of the strategic management process. The MPS has, by giving effect to the concept of performance measurement, also aligned its activities and operations to render a quality policing services to its customers.

Thus, the literature review set out in Chapter 2, the description of the performance measurement process of a foreign police agency expatiated in Chapter 3, the researcher's personal experience in strategic and change management in the SAPS, as well as the experience of the international police performance measurement reflection group referred

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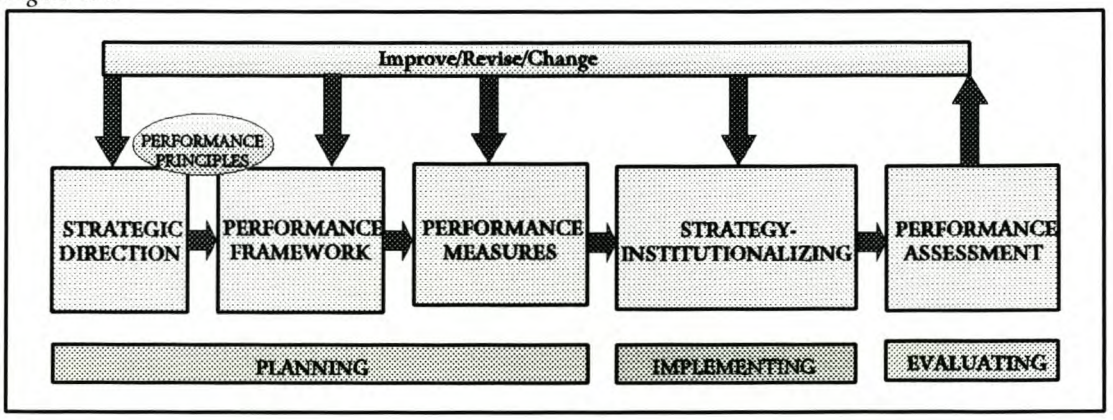
to in Chapter 1, provided the necessary background for the researcher to develop a performance measurement system for the SAPS.

Performance measurement in the SAPS can, therefore, be defined as an integrated component of the strategic management process which can be used to gauge and communicate the police's progress regarding targeted results. This section (in Figures 4-1, 4-2, 4-4 and 4-5) deals exclusively with the key determinants and variables of performance measurement that the researcher developed for the SAPS.

Figure 4-1



These principles and five determinants (strategic direction, performance framework, performance measures, strategy-institutionalizing and performance assessment), illustrate the meaning of the term "performance measurement" for the SAPS. They also indicate the procedure that was followed by the researcher in developing a performance measurement system for the SAPS. This framework will be referred to as the Police Performance Measurement Model (PPMM) and is explored in more detail below.

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4.3.1. PRINCIPLES OF PERFORMANCE MEASUREMENT

For the SAPS to survive in the present political climate or within the budgetary restraints imposed by economic realities, it is essential that all the "right" variables in an operational system be measured. This realization has necessitated the creation of an effective performance measurement system for the SAPS having the following five features, as formulated by the researcher:

4.3.1.1. Identifying the core functions

The direction in which the SAPS is headed over the next five years must be determined. The key functions of policing must be defined in accordance with the law. Why were the police established? What is their main purpose? What must be done to satisfy customer needs, or the needs of the community in general?

Once the direction-setting has been finalized and the scope, purpose and stability of the SAPS's core functional responsibilities have been decided, the next logical step is to examine the overall design of the SAPS. In the course of doing so, the SAPS must first define and consider which value-adding activities should be performed by trained police members or by personnel who do not have formal police training or police powers. Secondly, all non-value adding activities must be listed for possible downsizing or outsourcing (privatization) to a greater or lesser degree.

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4.3.1.2. Quantifying output

Determining, in quantitative terms, that which the police "produce" that contributes to their mission being achieved, may be the central challenge of a performance measurement system for policing. In Lord Kelvin's words: "When you can measure what you are speaking about and express it in numbers, you know something about it, but when you cannot measure it, when you cannot express it in numbers, your knowledge is of a meagre kind" (Commonwealth Convention, 1997). The "right things" must be measured so as to encourage police managers and members to concentrate on output that affects the outcomes of crime combating.

Output, which is linked to performance objectives, must be expressed in quantifiable or measurable terms, to have any value as a management tool. It is, therefore, imperative to continually revisit the following questions: What is the mission of the SAPS? Who are the customers of the SAPS? What is being done that adds value to the service rendered?

4.3.1.3. Developing generic performance targets

Measures (objectives and indicators) that will reflect various dimensions of the core functions of the SAPS must be defined, and targets and standards must be set accordingly. The output and outcomes required to determine the success of policing, which can be assessed at any police station in South Africa must be established.

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4.3.1.4. Involvement and participation of role-players[2]

The involvement and participation of all relevant role-players, internal and external, is a powerful objective. If they are committed to doing so, the role-players build relationships that accelerate the implementation of performance measurement.

4.3.1.5. A manageable and sufficient frequency of measurement

Performance information must be manageable - follow the principle: Keep It Straight and Simple (KISS). It must, therefore, be user-friendly (ie, easy to interpret, understandable, accessible, appropriate, reliable, accurate, timeous, consistent and useful) to management, to assist them in the decision-making process. Measurement must be carried out regularly, to avoid a distorted picture. Therefore, monitoring systems, systems of control and reporting systems must be integrated and aligned.

In conclusion, in developing a performance measurement system for an organization for the first time, it is imperative that the top management of the organization should formulate performance measurement principles to guide the development process. These principles could serve as a yardstick, continuously reminding management during the development phase to remain focused on the key issues, that are reflected in the principles. If not, the development of the system could easily be derailed or managers could get confused or sidetracked, making effective implementation and monitoring nearly impossible.

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The above five principles served as a directional basis for the development of a performance measurement system for the SAPS. These principles, or elements of them, will be reflected in most of the sections to follow.

4.3.2. STRATEGIC DIRECTION

According to the researcher, the future direction of the SAPS should be determined by management, which should express the SAPS's reason for existence by defining and understanding its main purpose. Nevertheless, the successful measurement of the "right" targeted results of policing is subject to certain constraints. Placing the focus on the core functions of the SAPS, which are linked to a well-defined performance measurement system, could assist management in determining whether or not the SAPS is successful in combating crime. The discussion below defines the core functions of the SAPS in relation to their main responsibilities.

The SAPS is part of the service industry. Organizations that render a service "out-and-out", have certain features in common that differentiate them, for instance from, manufacturing industries. Krajewski and Ritzman (1990:6) draw a comparison between the characteristics of service rendering and the manufacture of products. These characteristics are reflected in Table 4-1.

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Table 4-1

MANUFACTURING OF PRODUCTS	RENDERING OF SERVICE
Physical, durable product	Intangible, perishable product
Output can be kept in inventory	Output cannot be kept in inventory
Little direct contact with customers	Frequent contact with customers
Large manufacturing plant	Small service facility
Capital intensive	Labour-intensive
Quality easy to measure	Quality difficult to measure
Products can be resold	Products cannot be resold
Consumption preceded by production	Simultaneous provisioning and consumption

Understanding these contradictory factors cited in Table 4-1 is essential, because they affect the sphere within which a PPMM must function. It is also obvious from Table 4-1, that managers who assess performance in a service-rendering organization face certain difficulties.

Regarding the SAPS, the researcher is of the opinion that, in essence, the greatest problems concern the intangibility of its services and the high degree of labour-intensity. Service intangibility refers to the fact that police services cannot be displayed, demonstrated or communicated easily, and quality control and the standardization of the services are difficult to effect and cannot be kept in an inventory. High labour-intensity refers to the constant human contact between police officials and their various customers or the community as a whole. Most police officials embody the services rendered to their customers and it will take years for policing in South Africa to rely mostly on capital-intensive equipment without regular human contact.

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Although technological development has resulted in policing in South Africa coming to rely increasingly on capital-intensive equipment such as computers, closed-circuit television networks, and communications technology such as cellphones, the SAPS cannot make full use of this new technology. The main reason is that there is still a divide in South Africa between first and third-world components. For example, many police stations, particularly those in the former "homelands", are in want of electricity, telephone lines, and other essential infrastructure. Given the imbalances of the past in South Africa, as well as other key issues such as the transformation of the SAPS, the SAPS will be judged according to one primary criterion in the future - its effectiveness in rendering services that satisfy the needs of customers. The researcher defines these services as follows:

> The rendering and sustaining of explicit and implicit services to customers by using human and physical resources.

The terms explicit and implicit services, customers, and physical and human resources will now be explained. An **explicit service** rendered by police officials refers to their attending to reported complaints or investigating reported criminal cases. Such a service has a relatively high density of tangible elements, making it suitable for direct and indirect monitoring and assessment.

An **implicit service** refers to the involvement of police officials in crime prevention operations (activities) in a specific precinct[3] or area where

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these endeavours affect many people without those beneficiaries having demanded it. An implicit service rendered by the SAPS can also be regarded as a positive externality[4]. Such a service has a relatively low density of tangible elements which are not so difficult to monitor and assess indirectly, but nearly impossible to monitor and assess directly. Nevertheless, most of these services are rendered in a combination. The prevention of crime by police officials is a "pure service", because hardly any tangible service elements are involved in the initial service that is provided. However, such a service becomes an explicit service as soon as a police official performs a specific duty (action) such as arresting a person for an offence or an alleged offence.

SAPS **customers** are police members (officials or civilian personnel) or community members who receive police services. In other words, the customer may be "another process" within the SAPS, for instance, rendering a service to police officials by providing them with vehicles and/or facilities. An external customer may demand a police service, for instance, a member of the community reporting a stolen vehicle at a police station. The customer, whether the final customer or the next process, is the object of the first and most important principle.

Physical resources refer to, for instance, police stations where the SAPS conduct its business, or the vehicles that are used by police officials to attend to complaints or investigate criminal cases. Lastly, human resources refer to the availability of police officials to render a public service twenty- four hours a day, seven days a week.

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Now that the main services rendered by the SAPS have been defined, it is important to identify the key responsibilities of policing in South Africa, that is, the functions that must be performed by the SAPS. The main functions of the SAPS are set out clearly in the South African Police Service Act, 1995 (Act No 68 of 1995), that is, to prevent crime; to investigate any offence or alleged offence; to maintain law and order; and to preserve the internal security of the Republic of South Africa.

In terms of the Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996), the objectives of the Police Service are to prevent, combat and investigate crime; to maintain public order; to protect and secure the inhabitants of the Republic and their property; and to uphold and enforce the law (Constitution, 1996:115). For the purpose of this study, the researcher has made the following two assumptions:

First, the functions of maintaining public order (law and order), protecting and securing the inhabitants of the Republic and their property, and upholding and enforcing the law are merely extensions or results of crime prevention operations and criminal investigation activities. Therefore, if police officials focus their energies (activities) on crime prevention, attending to complaints or investigating offences or alleged offences, law and order will be maintained, the internal security of South Africa will be preserved, and the law will be upheld and enforced.

Second, the core functions of the SAPS mainly comprise two

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components, namely proactive policing and reactive policing. The researcher defines these two concepts as follows:

- Proactive Policing (Crime Prevention): This is the anticipation of crime occurrences and crime-related problems, thereby eliminating the desire or opportunity for a person(s) to commit crime.

- Reactive Policing (Crime Reaction and Investigation): This entails attending to, dealing with, or investigating complaints, emergency calls, offences or alleged offences, and bringing the perpetrators to justice.

For the SAPS to be successful it must concentrate on "what it should do best" to combat crime. The efficiency of the police will be determined according to the resources used for every core function. Jointly, all these functions contribute to the degree of productivity achieved by the organization. In reality, the more the SAPS focuses on its core functions (which are mostly performed at local level), and the closer the organization gets to its targets in terms of resource allocation, distribution and use at local level, the more effective it will become in combating crime. Against this background, and after an environmental scan and an organizational profile analysis had been carried out, the vision, mission, long-term objectives, and corporate strategy of the SAPS were finalized as part of the strategic/transformation process of the SAPS (SAPS, 1995a). The vision of the SAPS is -

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to create a safe and secure environment for all people in South Africa.

The mission of the SAPS is -

to prevent anything that may threaten the safety or security of any community; investigate any crime that threatens the safety or security of any community; ensure criminals are brought to justice; and participate in endeavours to address the root causes of crime.

The following logical step is to establish the long-term objectives of the SAPS. The long-term objectives of the SAPS are as follows:

- To create a result-driven Police Service
- To improve the quality of service rendered by police officials
- To establish a community-oriented service, which entails carrying out policing in consultation and in accordance with the needs of the community as well as with the community's direct participation
- To use the available resources optimally

The corporate strategy for realizing the vision, mission and long-term

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objectives of the SAPS is the establishment of effective community policing. This entails, a customer-centred service, community involvement, participation, networking, shared responsibility, accountability, transparency and the adoption of a problem-solving approach. In broad terms, it involves aligning the police organization with the philosophy and principles of community policing. The following are prerequisites in this regard (SAPS, 1995a):

- Developing a shared vision and value system
- Establishing leadership styles that are based on a shared vision, teamwork and participation
- Drafting new policies and procedures in support of quality service, and the philosophy and style of community policing
- Institutionalizing a new organizational culture that focuses on results, by accommodating principles such as accountability, participation, and transparency aimed at replacing an existing organizational culture and subcultures of militarism and internal orientation (a closed system)

To give effect to the strategy, police managers of the SAPS have an obligation to facilitate the development of a culture of involvement. They must promote participation among members of the community by rendering quality, professional explicit and implicit services. A PPMM

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must, therefore, focus on how well the SAPS is performing its core functions by optimizing its resources to accomplish targeted results.

It should also stimulate improvement, maximize customer satisfaction, increase efficiency and effectiveness, and be an overall integrated management system, without being unduly burdensome for police managers and members who have the responsibility to know where, when and how to introduce a wide range of changes in their policing activities. For this purpose, the researcher designed a performance framework to create a balance between achieving the mission of the SAPS, and measuring performance. This framework consists of the key holistic operations of the police system at local level which are linked to short-term performance objectives and indicators. The sections to follow explore this framework and measures for policing in more detail.

4.3.3. PERFORMANCE FRAMEWORK

The seven independent performance frameworks discussed in Chapter 2 focus on various sectors and enterprises, but the SAPS as a public sector entity, as well as an organization with unique characteristics (referred to in section 4.3.2 above), will have to follow its own path for building a police performance framework. The researcher identified eight general steps for developing a performance framework for policing:

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Step 1: Identify the core functions of policing or identify the main services of the mission statement [eg, crime prevention (proactive policing), crime investigation (reactive policing) - see section 4.3.2 above, and community needs - see subsection 4.3.4.2 for detail below].

Step 2: Define the identified functions/services of policing (eg, see section 4.3.2 above for detail).

Step 3: To optimize the essential functions/services, identify the primary support functions of policing (eg, crime intelligence and resource establishment, allocation, utilization - see sections 4.3.4 to 4.3.6 below for detail).

Step 4: Describe police success (eg, the Eupolsa index police success rate- see section 4.3.6 below for detail).

Step 5: Identify generic performance measures (eg, measures that reflect the identified core functions or key services of policing - see section 4.3.4 below for detail).

Step 6: Assimilate the performance framework (eg, integrate essential functions/services and support functions that are linked to the overall success of policing - see Figure 4-2 below for detail).

Step 7: Pilot-test the assimilated performance framework (eg, - see Appendix C and sections 4.3.5 and Chapter 7 for detail).

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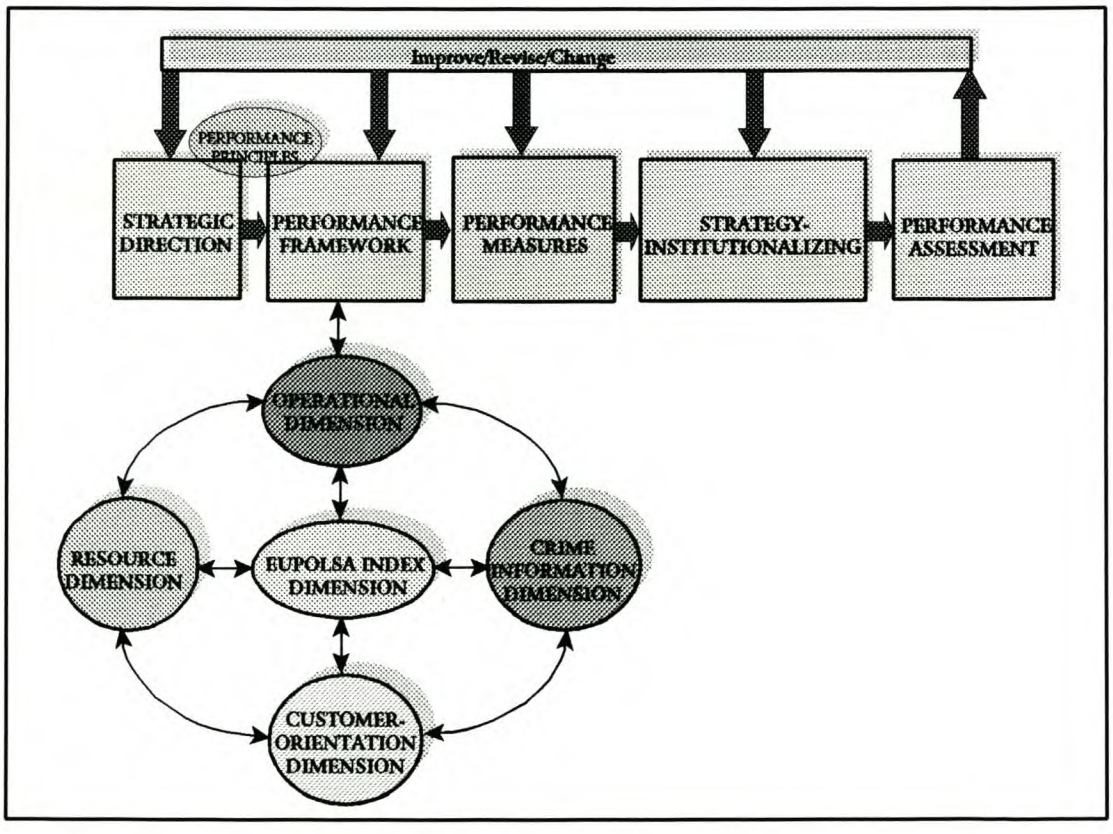
Step 8: Implement and assess (eg, align reward systems, organizational structures, management processes and continuously monitor and evaluate them with a view to improving/revising/changing them - see sections 4.3.5 and 4.3.6 for detail).

The performance framework (as illustrated in Figure 4-2) is an integrated part of the strategic/transformation management process of the SAPS and will be referred to as the Performance Chart (PC). It contains five key dimensions that aim to balance achieving the mission of the SAPS and measuring police performance (successes).

Figure 4-2



It is clear from Figure 4-2 that the Eupolsa index dimension (police

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success rates) forms the cornerstone of the PC. These accumulated success rates are derived from the four interactive dimensions of the PC, namely, the operational dimension, the customer-orientation dimension, the crime information dimension, and the resource dimension. The operational and customer-orientation dimensions consist of specific focus areas (measures) which should comprise the core functions of policing, to reflect these dimensions' respective "internal and external quality elements". The crime information and resource dimensions symbolize the "support component" of the PC and their targeted measures, lending imperative support to the successes of the operational and customer-orientation dimensions. To achieve successful policing in combating crime in South Africa, these related dimensions of the PC should function synergistically.

As indicated above, the main aim of the PC is to create a balance between fulfilling the mission of the SAPS and measuring police performance (successes). The following are key complementary features of the PC:

- This PC was developed to assist police management in combating crime.

- The PC makes provision for a holistic perspective on a police station's crime combating operations, and it is not, in its current format, applicable to individual assessment.

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- A distinction is drawn between quantity and quality assessments, as well as the correlation between them.

- All performance objectives and indicators of the PC are quantified in terms of percentages (%) or concrete numbers (n).

- These indicators and objectives are generic, in other words, they could be applied and assessed at any police station in South Africa.

- The performance indicators and objectives are not cast in stone, and are subject to change according to organizational needs.

The PC has also been computerized to obviate the need for physical calculations[5]. The Corel Quattro Pro 8 spreadsheet software package was used to developed the PC. The PC consists mainly of input sheets, output/result sheets, implementation sheets and evaluation scorecard sheets. The latter (output, implementation and evaluation scorecard sheets) are a direct result of the input sheets after the information has been processed. Monthly, quarterly, biannual and annual performance reports of police stations are presented in tables and in graphic format and are automatically reproduced monthly, quarterly, biannually or annually.

Quarterly and annual evaluation reports, reflecting targeted results, are also communicated to all relevant role-players, because customer

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feedback also plays a critical role throughout the entire process of the PPMM. This package[6] will be used by the SAPS until funds are voted for developing an integrated police performance measurement database that will automatically generate (download) statistical analyses[7] from the SAPS's existing computerized information systems.

In conclusion, the PC will mainly focus on operationalizing the organization's mission in terms of the PC's five dimensions, namely, police operations, customer-orientation, crime information analysis, the allocation and utilization of resources, and police success rates. These dimensions consist of specific performance objectives and indicators which in turn are tied to the strategy-implementing and strategy-evaluating/monitoring processes.

4.3.4. PERFORMANCE MEASURES

The researcher defines performance objectives and indicators as the tools which are relevant, specific, achievable and measurable in order to improve the quality of the service rendered by the SAPS and are of value to police customers and/or communities. All performance indicators of the PC are divided into three categories, namely actual baselines, targets and standards. Actual baselines indicate past (historic) observations or elements of performance levels over a specific period. Most of these baselines are determined[8] in terms of population arithmetic means (μ) or sample arithmetic means ($\bar{x}$).

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Targets reflect future aims to be achieved by a station and are set between the actual baselines and standard targets. Standards constitute the specific performance targets to be achieved by a police station, and have two elements, that is, moving standards (targets of a police station that are determined according to their best performances over a specific period), and fixed standards (predetermined, standardized targets/values which are set by the Head Office of the SAPS). Standard-setting[9] has become imperative for policing, because without it the process of accurate performance evaluation would be ineffectual.

All targets and moving standards that are set for a police station for a certain period apply only to that police station. On the other hand, fixed standards determined by the Head Office of the SAPS are prescribed targets (standards) that apply to all police stations in South Africa. Therefore, in respect of target and standard setting, all police stations will be assessed ∓75% according to their own targeted results, and ∓25% in respect of fixed national standards. To consolidate the above, the dimensions that are reflected in Figure 4-2 will be dealt with as follows: (1) The four dimensions, namely police operations, customer-orientation, crime information and resource management, consist of specific elements and performance measures which will be dealt with according to each dimension. (2) There is a discussion on how to calculate the Eupolsa index in which the performance (successes) of the SAPS is accumulated in section 4.3.6. The discussion will commence with the operational dimension of the PC, which consists of proactive and reactive policing.

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4.3.4.1. Performance Chart: Operational dimension

The key elements of each component (proactive and reactive policing), as well as the component's identified performance indicators, are discussed below.

4.3.4.1.1. Performance Chart: Operational dimension - proactive policing

One of the biggest challenges of policing is quantifying proactive policing (crime prevention) operations and their impact. As defined in subsection 4.3.2, proactive policing refers to the anticipation of crime occurrences and crime related problems, and the subsequent elimination of the desire or opportunity for a person(s) to commit crime. Proactive policing will, therefore, focus on sector policing with the emphasis on smaller, manageable geographical areas within a police precinct, in order to ensure effective crime prevention operations are conducted in conjunction with the relevant role-players.

Sector policing should be seen as a cohesive part of community policing where the SAPS renders services closer to the community. It can be defined as "a method of policing in smaller, manageable geographic areas within a police precinct, which involve all role-players in identifying the particular policing needs in each sector and in addressing the root causes of crime, as well as the enabling and contributing factors, in order to ensure effective crime prevention" (Burger, 1998:3).

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The number and size of sectors within each police precinct will vary from precinct to precinct, but in the end, given the shortage of resources, a precinct contains not more than ten sectors[10]. A police sector consists of the following characteristics[11]: Sector size (km^2); population density; growth rate; unemployment rate; type of neighbourhood (consisting of industrial-polluted, industrial-clean, business, mines, residential, farms, small-holdings, squatter camps and uninhabited areas); infrastructure breakdown (consisting of corporate offices, factories, houses, flats, hostels, shacks/informal housing and no infrastructure); road breakdown (consisting of tar, dirt, and off-road); and issues contributing to the causes of crime (including shebeens, gangs, unemployment, lack of recreational centres, housing - provision/security/electricity, provision/maintenance of street lighting, availability of drugs, seasonal influx of people, daily influx of commuters, lack of telecommunication, and lack of public transport).

The information regarding these variables per sector is imperative for management at a police station, as it assists them in planning, organizing, executing and monitoring crime prevention activities/operations. For example, a police station can address, with the involvement of all role-players, the possible causes of crime in each sector. It is also possible to focus on criminals who are involved in criminal activities according to the defined sectors. The residences of the alleged offenders, as well as the crimes they allegedly committed, could be narrowed down to a specific sector. Targeted crime prevention activities such as foot patrols could now be launched by the SAPS and

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in the process narrow the gap between the SAPS and the community.

Ideally, according to Burger (1998), a minimum of two police officials should be allocated to each sector, to have the responsibility as a team to prevent crime on a full-time basis, by patrolling a specific sector on foot or in a vehicle. These members should also familiarize themselves with the prevailing situation in the sector, consult with role-players, determine problems or potential problems and find possible solutions to these problems. Thus, in an attempt to bridge the gap between the SAPS and the community by introducing the philosophy of community policing, sector policing should be seen as the method to enhance this process.

Another important aspect regarding this section is determining the "dark figure of crime" (crimes not reported) at local level in South Africa. The SAPS is at present unable to determine the "dark figure of crime" at local level (police stations). The police at local level must, therefore, rely exclusively on crimes reported by the community. This situation creates a distorted picture of the incidence of crime in a specific station's precinct/area. The following serves as an example:

"High" figures of reported crime in a specific police precinct/area do not represent a less safer place, vis-a-vis a police precinct with relative "low" figures of reported crime, because it could be argued that "high" figures of reported crime in a specific police precinct/area represent a "high" level of trust placed in the SAPS by the community, and *vice versa*. This

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situation only contributes to the distorted picture created by figures of reported crime. Until the SAPS is able to determine the "dark figure of crime" at local level, figures of reported crimes will be used as a misrepresented indicator.

The researcher developed a Crime Frequency Index (CFI) for crime prevention, aiming to quantify the occurrence of crime in relation to crime prevention activities/operations and to assist management at local level to determine their police station's priority crimes. The CFI consists of all crimes reported at local level, and with small adjustments to this Index, a future "dark figure of crime" could be accommodated. These reported crimes were categorized[12] and submitted to several leading role-players in the field of crime prevention, for comments. These comments were consolidated and the CFI was finally developed for crime prevention units at police stations.

The categories of crimes of the CFI were divided into five main crime categories which mostly reflect dominant elements of a specific, defined crime category. Category A mainly consists of elements of violence-related crimes. Category B mainly comprises elements of socially unacceptable crimes. Category C mainly reflects elements of economically-related crimes. Category D mainly consists of elements of impact-related crimes that are not listed in categories A, B or C. Category E comprises of all other crimes that are not listed in categories A, B C or D. The assumption is made that a police station with a zero frequency rate or a rate closest to this, reflects a relative safe police

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precinct/area. Through this exercise, police management are able to determine which police precinct/area needs additional assistance from higher levels (provincial or national) to combat of crime.

These categories of crime are reviewed regularly by senior management for clustering relevance and are, therefore, subject to change. For the purpose of the CFI, Categories A, B, C and D crimes apply to the determination of the zero frequency rate of the CFI. Category E crimes, as well as all the other categories of crime, are used to determine the theoretical (ideal) personnel (establishment) of police stations[13].

The CFI is also assisting police management in determining specific priority crimes which should be combated in their respective police precincts. The defined categories of crime make it possible for management to direct or focus their crime prevention activities/operations on specific crimes which have the highest incidence as reflected in a specific crime category. Further, a list of all reported crimes in a specific police precinct, is sorted from the highest to the lowest incidence. This list forms part of guidelines/criteria used by the management of police stations, in conjunction with all role-players, to identify their respective police stations' priority crimes. The following five factors are used as guidelines to identify crime priorities at local level (SAPS, 1995a: 5-6):

- Crime information involves crime statistics based on reported crime, as reflected in official crime returns (CFI - lists)

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- Impact of crime - how big is the problem? How many people are affected economically, socially, as well as in terms of security, freedom of movement and association?

- Seriousness of crime - how much danger, damage, injury, public concern and political "sensitivity/insecurity" does the crime generate or cause?

- Complexity and solve-ability - how complex is the problem? Will/ can the SAPS do something worthwhile about the problem? What is the degree of impact that police efforts will have on the problem? Can the matter be solved by police action?

- Interest - what is the interest in solving the problem on the side of the SAPS and/or on the side of the community?

By adopting the above criteria, a police station can determine its priorities concerning crime, after which focused crime prevention operations can be conducted to combat the crime according to each sector. In Table 4-2 the following two performance indicators in respect of proactive policing (crime prevention) are included in this dimension:

Table 4-2

DIMENSION: OPERATIONAL - PROACTIVE POLICING (CRIME PREVENTION)	
PI no	**Performance Indicator**
1	Percentage of people arrested for station priority crimes (SPC) [Equations[14] 12-1 ☞ 12-4]
2	CFI (zero crime: frequency rate) [Equations 12-1 ☞ 12-4]

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Proactive policing is measured against the two performance indicators referred to in Table 4-2. Table 4-3 provides an example of a performance indicator and ratings for proactive policing, namely, "the percentage of people arrested for station priority crimes" for one quarter.

Table 4-3

DIMENSION: OPERATIONAL - PROACTIVE POLICING (CRIME PREVENTION)						
1. OBJECTIVE: To improve the performance of crime prevention to a minimum level of 60%						
PI-1 (+). Percentage of people arrested for: Station Priority Crimes (SPC)						
	Actual	Indicator status*	Target	Standard ($w_i = 1/4$)		
	32.34%	1	45.90%	59.45%		
Period	Result	Indicator status	Target (Achieved)	Standard (Achieved)	Performance outcomes (%)	Result rate
Month 1	29.76%	1	No	No	20%	1
Month 2	49.28%	1	Yes	No	60%	3
Month 3	48.75%	1	Yes	No	60%	3
Qr. 1-Avg	42.60%	1	No	No	20%	1
*Indicator status rate: 1% » 24.99%=0, 25% » 49.99%=1, 50% » 74.99%=3, 75% » 100%=5						

According to Table 4-3, the police station started off with a poor indicator status rate of 1. However, their set target of 45.90% was achieved in months 2 (with a rate of 49.28%) and 3 (with a rate of 48.75%), but their set standard was never achieved. A satisfactory performance outcome of 60% was accomplished for months 2 and 3 with a performance result rate of 3. For the quarter, the police station maintained a poor average quarterly indicator status rate of 1, and achieved a poor performance outcome of 20% with a performance result rate of 1. All the performance indicators of the PC are analyzed and rated according to the example in Table 4-3.

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In conclusion, in terms of accomplishing targeted results, the "internal quality element" of proactive policing is measured against the two performance indicators referred to in Table 4-2. These indicators consist of moving standards with no fixed, predetermined standards. The "external quality element" of this dimension reflects public satisfaction and trust in the SAPS that is dealt within the dimension of customer-orientation (see subsection 4.3.4.2). The other component of this dimension, reactive policing, is examined below.

4.3.4.1.2. Performance Chart: Operational dimension - reactive policing

As defined in subsection 4.3.2, reactive policing (crime reaction and investigation) entails attending to, dealing with, or investigating complaints, emergency calls, offences or alleged offences, and bringing the perpetrators to justice. The key elements of this component, as well as its identified performance indicators, are discussed next, commencing with crime reaction.

The Community Service Centre (CSC) mainly performs the following activities or tasks: Attending to complaints/collisions; completing register entries and forms; certifying documents; issuing receipts/permits; dealing with process documents/warrants/enquiries, obtaining statements, administrating the Criminal Administration System (CAS); and conducting cell visits (safekeeping of detainees).

To improve these activities/tasks, they were grouped into three service

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clusters, namely, the response time of attending to complaints; the waiting time at the community service counter; and escapes from custody. The information regarding these service clusters is mostly downloaded from the computerized CAS, of the SAPS.

In respect of crime investigation, the detectives at local level mainly perform the following activities or tasks: Attending to crime scenes; searching premises and/or suspects (confiscating property/exhibits); performing general investigative duties such as processing crime investigative data and obtaining statements; gathering information regarding cases being investigated; tracking suspects; and preparing cases for the court. The data regarding these activities/tasks are mostly downloaded from the computerized Crime Management Information System (SAPS 6) of the SAPS.

This system mainly captures crime statistics regarding complaints and crime reported, as well as the controlling and administering of criminal cases (dockets). Regarding crime investigation, the latter function enables management to establish the progress and results of all cases (complaints) being investigated.

The SAPS 6 also has a specific format that is of assistance to management in ascertaining the performance levels of detectives (investigators). This format consists of the following thirteen columns (SAPS, 1995b:9-18):

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Column 1 represents the number of cases (complaints) that are reported during the month concerned for a specific offence code. Column 2 indicates the total number of cases that were not settled during the previous month and are carried forward.

Column 3 reflects the number of cases (complaints) that are referred to court during the month for a specific offence code. Column 4 reflects the number of cases (complaints) that are closed as "withdrawn" by an investigating official or the station commissioner during the month for the offence code concerned.

Column 5 signifies the number of cases (complaints) that are closed as "undetected" during the month for the offence code under consideration. Column 6, indicates the number of cases (complaints) closed as "false" for the offence code under consideration during the month. Column 7 points out the number of cases (complaints) that are not accommodated under columns 3 to 6. The total of this column is carried over to column 2 of the following month.

Column 8.1 represents the number of cases that were referred to court under column 3 during previous months, but were not settled in court. Column 8.2 expresses the number of convictions for the month and crime code concerned.

Column 8.3 indicates the number of acquittals for the month and crime code concerned. Column 8.4 indicates the number of cases (complaints)

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that are withdrawn in court for the month and crime code concerned.

Column 8.5 reflects the number of cases (complaints) that are referred to court in which a person fails to attend the court and a warrant is issued for his/her arrest. These cases are, therefore, not settled in court during the month concerned, as convictions, or discharges or withdrawals in court are not documented.

Column 8.6 indicates the number of cases (complaints) that were referred to court during the present or previous months and that have not yet been grouped/settled under columns 8.2 to 8.5. The total of this column is carried over to column 8.1 of the following month.

The data in respect of police stations that are not linked to the computerized information systems of the SAPS, are collected manually from existing registers at police stations. Thus, for the detectives at local level to improve their investigative services, the focus is placed mainly on the quality of investigations (success rates).

As can be seen from the listed activities/tasks of reactive policing, establishing quantifying measures is less troublesome in relation to proactive policing. In Table 4-4 the following eleven performance indicators regarding reactive policing (crime reaction and crime investigation) are included in this dimension:

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Table 4-4

DIMENSION: OPERATIONAL - REACTIVE POLICING (Crime reaction+Investigation)	
PI no	**Performance Indicator**
3	Emergency calls: Alpha complaints: Response time (minutes, seconds) [Equations[15] 12-1 ☞ 12-4]
4	Crimes committed: Bravo complaints: Response time (minutes, seconds) [Equations 12-1 ☞ 12-4]
5	Attempted crimes: Charlie complaints: Response time (minutes, seconds) [Equations 12-1 ☞ 12-4]
6	Visits to CSC: Response time (min, sec) [Equations 12-1 and 12-2, Standard: maximum sixty seconds]
7	Escapes out of police custody [Target and Standard = zero]
8	24-Hour docket inspection [Front Page $_A \times {}^{20}/_1$ + Confiscation $_B \times {}^{30}/_1$ + Arrest $_C \times {}^{50}/_1$, Standard = 100%]
9	% of dockets (on hand) older than three months [Equations 12-1 ☞ 12-4]
10	Average number of cases per detective [SAPS 6: Column 7+8.6 ÷ # of detectives Standard: Equation 12-3 and 12-4]
11	Cases reported versus cases "on hand" [SAPS 6: Column 1-7÷7×$^{100}/_1$ Standard: Equation 12-3 and 12-4]
12	Average Detection rate [SAPS 6: Column 4+5+6+8.2+8.3+8.4+8.5/1+2+8.1×$^{100}/_1$ Standard: Equation 12-3 and 12-4]
13	Average Clearance rate[16] [SAPS 6: Column 3+4+6 ÷ 3+4+5+6 × $^{100}/_1$ Standard: Equation 12-3 and 12-4]

Table 4-4 indicates that the accomplishment of targeted results, the "internal quality element" of reactive policing is measured against the eleven performance indicators referred to above. These indicators consist of eight moving standards, three fixed predetermined standards, ten variable targets determined between the actual baselines and standards, and one fixed target determined by the National Head Office of the SAPS. The "external quality element" of this dimension reflects public satisfaction with police treatment, reaction/response and investigations that is dealt within the dimension of customer-orientation (see subsection 4.3.4.2). Thus, the operational dimension consists of thirteen performance indicators which complement the "internal quality

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element" of this dimension. On the other hand, the "external quality element" of this dimension reflects five public satisfaction performance indicators which are part of the dimension of customer-orientation which is explored below.

4.3.4.2. Performance Chart: Customer-orientation dimension

The discussion to follow provides an overview of certain key aspects of this dimension as well as its identified performance indicators. As stated previously, the customers of the police should be the objects of the first and most important principle. The main aim of this dimension is to accelerate the establishment of a result-driven culture in the SAPS, by optimizing its services, ultimately satisfying customer needs or community expectations at large.

In this regard, Community Police Forums and Boards play an important role in this dimension. Establishing Community Police Forums (on local level) and Community Police Boards (on area and provincial levels), which are as far as possible representative of the communities in a defined precinct or area, should be seen as a co-operative effort involving all role-players in identifying, addressing and resolving problems relating to crime, service delivery and police/community relations.

It is also a structure through which the community can be consulted and it creates mechanisms and processes through which the SAPS can be made accountable to community concerns and requests, as outlined in

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section 221(2) of the Constitution, 1994 and section 18(1) of the South African Police Service Act, 1995. This dimension focuses mainly on a specific community's trust in their local police, as well as community satisfaction with the elimination of the causes of crime, reaction time, the police's treatment of victims of crime, and the investigation of crime. The researcher developed five external surveys, which are conducted twice a year to obtain the required information for the identified indicators. All these surveys were pilot-tested and appropriate modifications were made, for instance, the wording of certain items was simplified.

The final surveys were thoroughly contemplated before being implemented, but it was not part or purpose of this study to determine the validity of these surveys. Complementary studies are needed to explore the measuring capabilities of these surveys, in order to ascertain when further investigation and investment in these instruments are justified. These surveys, therefore, only serve as pilot instruments aimed at ascertaining the quality of certain policing services rendered to customers or the community in general. The sample size depends largely on how homogeneous or heterogeneous the community of a specific police precinct is that is to be sampled. Another important factor is the population density and the number of complaints reported or criminal cases investigated for a specific period (some police stations in South Africa receive an average of only four complaints a year).

At "smaller" police stations[17] the total population of complainants could

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be selected as subjects for a survey, while at "larger" police stations, the principle of random sampling is used to select participants for a specific survey where each sampling unit in the population has the same chance of being selected. Applying the correct procedures of random sampling is the responsibility of the researchers involved in conducting these questionnaires. Thus, these surveys are, as far as possible, conducted by independent research consultants or members of the non-governmental organizations involved in research to ensure consistency and objectivity regarding this process.

These questionnaires consist of a maximum of five questions per survey. To produce the most valid results and to overcome the halo effect (rating errors), forced-choice scales with no neutral positions are used, forcing subjects to choose between a positive choice or a negative choice. The hypothesis is that: If subjects are satisfied with certain policing services, they will be more likely to indicate the positive choices than the subjects who are not satisfied with the services. Table 4-5 provides an example of an extracted question and rating from the survey 'Public satisfaction with police reaction/response":

Table 4-5

QUESTION	
1. Did the police attend to your complaint after your **first call**?	
RATING	
☺Yes	☹No

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When these questionnaires are completed, vertical lines are created for each question and a numerical rating of 1 is allocated to each of the positive choices. The numbers in each vertical line are added up, after which the sum total per questionnaire is converted to a percentage outcome rating (eg, 24.99% or less is unacceptable, 80% or more is excellent).

To improve on any of these identified external focus areas, targets and standards are set according to the same principles which are applied to set targets and standards for all the other performance indicators of the PC. In Table 4-6 the following five performance indicators in respect of customer-orientation are included in this dimension:

Table 4-6

DIMENSION: CUSTOMER-ORIENTATION	
PI no	**Performance Indicator**
14	% of public satisfaction: Authorities addressing the causes of crime [Equations[15] 12-1 ☞ 12-4]
15	% of public who has a high level of trust in the SAPS [Equations 12-1 ☞ 12-4]
16	% of public satisfaction with police reaction [Equations 12-1 ☞ 12-4]
17	% of victim satisfaction with police treatment [Equations 12-1 ☞ 12-4]
18	% of public satisfaction with police investigations [Equations 12-1 ☞ 12-4]

According to Table 4-6, the achievement of targeted results, the "external quality element" of the SAPS's core functions, referred to as the customer-orientation dimension, is measured against the five performance indicators referred to above. Proactive policing focuses on public satisfaction in relation to the causes of crime, as well as the level of trust placed in the police. Crime reaction (in the CSC) focuses on

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public satisfaction in relation to police reaction/response, as well as the treatment of victims at the police station. Detectives (crime investigators), on the other hand, focus on public satisfaction in relation to police investigations.

The indicators consist of only moving standards, with no fixed, predetermined standards. In terms of the correlation between the "internal" and "external quality elements" of the operational and customer-orientation dimensions respectively, the following hypothesis can be formulated:

> If the SAPS renders (performs) an excellent service to customers (or to the community in general) according to its "internal quality element", then, in respect of its "external quality element", the customers' (or members of the community in general) perceptions of the SAPS will be reflected accordingly and *vice versa*.

However, for the SAPS to be successful in performing its core functions, it is dependent on the effective and efficient development, availability, allocation and utilization of resources, and on the accessibility of sufficient crime information/intelligence. This leads to the discussion on the "support" dimensions of the PC. The dimension of crime information is examined first, after which the resource dimension is explored.

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4.3.4.3. Performance Chart: Crime information dimension

The discussion to follow gives a synopsis in relation to certain key functional roles of this dimension, as well as its identified performance indicators. The Crime Information Analysis Centre (CIAC) was established at police stations in 1996 and 1997. The main purpose of the CIAC is to manage all crime information analyses and matters relating to crime intelligence at station level (Cunninghen, 1998). It has the following key functions and responsibilities:

- Ensuring that crime information analysis is managed effectively and efficiently at a designated police station.

- Establishing, expanding and maintaining a crime information analysis capacity at the level of police stations.

- Rendering a crime information analysis support service to neighbouring police stations that do not have this capacity, with the consent of the station commissioner concerned.

The CIAC is also responsible for drawing up a police station's Crime Threat Analysis and continually briefing and advising the police station's management regarding the crime threats and crime tendencies for purposes relating to crime prevention and investigation. The CIAC at local level is, therefore, the main disseminator of crime information/intelligence in the police station. It continually evaluates

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information on crime that is received from police officials and members of the community, and gives feedback and guidance regarding crime information/intelligence to the police station's management. In Table 4-7 the following three performance indicators regarding crime information are embodied in this dimension:

Table 4-7

DIMENSION: CRIME INFORMATION	
PI no	Performance Indicator
19	% of suspects identified and arrested versus information received [Equations[19] 12-1 ☞ 12-4]
20	% of suspects identified and arrested for station priority crimes [Equations 12-1 ☞ 12-4]
21	% of suspects identified but not arrested for station priority crimes [Equations 12-1 ☞ 12-4]

According to Table 4-7, the accomplishment of targeted results, the dimension of crime information, is measured against the three performance indicators referred to above. These indicators consist of three moving standards with no fixed predetermined standards. As stated previously, the aim of crime information is to submit appropriate crime information/intelligence in support of proactive and reactive policing, enabling the police to perform their duties more effectively and efficiently.

The other "support component", namely the resource dimension, focuses mainly on the development, availability, allocation and utilization of human resources, and the allocation and utilization of vehicles. This dimension is explored next.

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4.3.4.4. Performance Chart: Resource dimension

This discussion synoptic focuses on certain crucial issues concerning human and physical resources, as well as indicators which lend support to the successes of the operational and customer-orientation dimensions. The human resource element focuses on the allocation (distribution) of personnel according to the Resource Establishment Plan (REP), the training needs of members, personnel absenteeism and professional conduct of members - consult Appendix E for more detail.

The physical resource element of the PC focuses specifically on certain cost figures and vehicle management at local level. Cost figures are determined in respect of absenteeism expenditure and the running cost of vehicles. Absenteeism expenditure is determined according to each member's average annual salary package, and the running cost of vehicles is determined according to the figures of the annual running cost of vehicles obtainable from the Logistics division of the SAPS. Although expenditures relating to personnel and vehicles are the highest and second highest expenditures, respectively of the budget of the SAPS, station management can hardly influence these cost figures, because they have no control over the budget (see subsection 4.3.5.3 below). These cost figures are, therefore, only used as management information at local level.

However, vehicles are allocated (distributed) according to the REP (see Appendix E) the availability (utilization) of vehicles, and the number of

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accidents and damages of police vehicles which are specific focus areas (indicators) against which performance targets are set to support the police stations in achieving their targeted results. All police stations have to perform against a predetermined, fixed standard of zero accidents and damages. To assist management in accomplishing these predetermined, fixed standards, the members involved in 80% of police accidents and damages are identified. In Table 4-8 the following eleven performance indicators regarding human and physical resources are embodied in this dimension:

Table 4-8

DIMENSION: RESOURCE	
PI no	Performance Indicator
22	% of members performing core functions [Equation[20] 12-1 and 12-2 Standard: Equations 12-19 ☞ 12-27]
23	% of core members in possession: drivers' licences [Equation 12-1 and 12-2 Standard: Equations 12-19 ☞ 12-27]
24	% of personnel in possession: Grade 12 qualification [Equation 12-1 and 12-2, Standard = 100%]
25	% of personnel in possession of Grade 7 and lower qualifications [Equation 12-1 and 12-2, Standard = zero]
26	Average professional conduct rate [Equations 12-6, 12-7 and Table 12-2, Standard = 100%]
27	Average % police station absenteeism rate [Equation 12-8, Standard: Equation 12-9]
28	% of personnel above the fixed, standard absenteeism rate of 4.77% [Equation 12-1 and 12-2, Standard = zero]
29	% of vehicles allocated to core policing [Equation 12-1 and 12-2, Standard: Table 12-10]
30	% of vehicles available for duty (core policing) [Equation 12-11, Standard: Equation 12-12]
31	% of members involved in 80% of vehicle accidents [Equation 12-1 and 12-2, Standard = zero]
32	% of members involved in 80% of vehicle damages [Equation 12-1 and 12-2, Standard = zero]

According to Table 4-8, the accomplishment of targeted results, the resource dimension, is measured against the eleven performance

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indicators referred to above. These indicators consist of ten predetermined standards and one moving standard. As stated previously, the aim of this dimension is to optimize the existing resources at a police station, so that proactive and reactive policing can be more effective and efficient.

The performance results of the identified performance indicators of the four dimensions discussed above accumulated in the Eupolsa index which is examined section 4.3.6. However, as indicated previously, implementing an organization's strategy is an action-oriented task and is, therefore, reliant on the skill of working through people to accomplish targeted results by focusing on the alignment of management processes and organizational functioning. The discussion to follow focuses on certain key elements which are essential for institutionalizing the corporate strategy of the SAPS in relation to performance measurement.

4.3.5. STRATEGY-INSTITUTIONALIZING

To implement the corporate strategy of the SAPS successfully, it must be institutionalized [must penetrate (permeate) the SAPS's day-to-day life]. Thus, community policing (the corporate strategy of the SAPS) is a multidimensional model which can produce certain changes, for instance, in police leadership, organizational structure and culture of the organization. If community policing is considered to be the best strategy to combat crime and to provide safety and security, then the allocation

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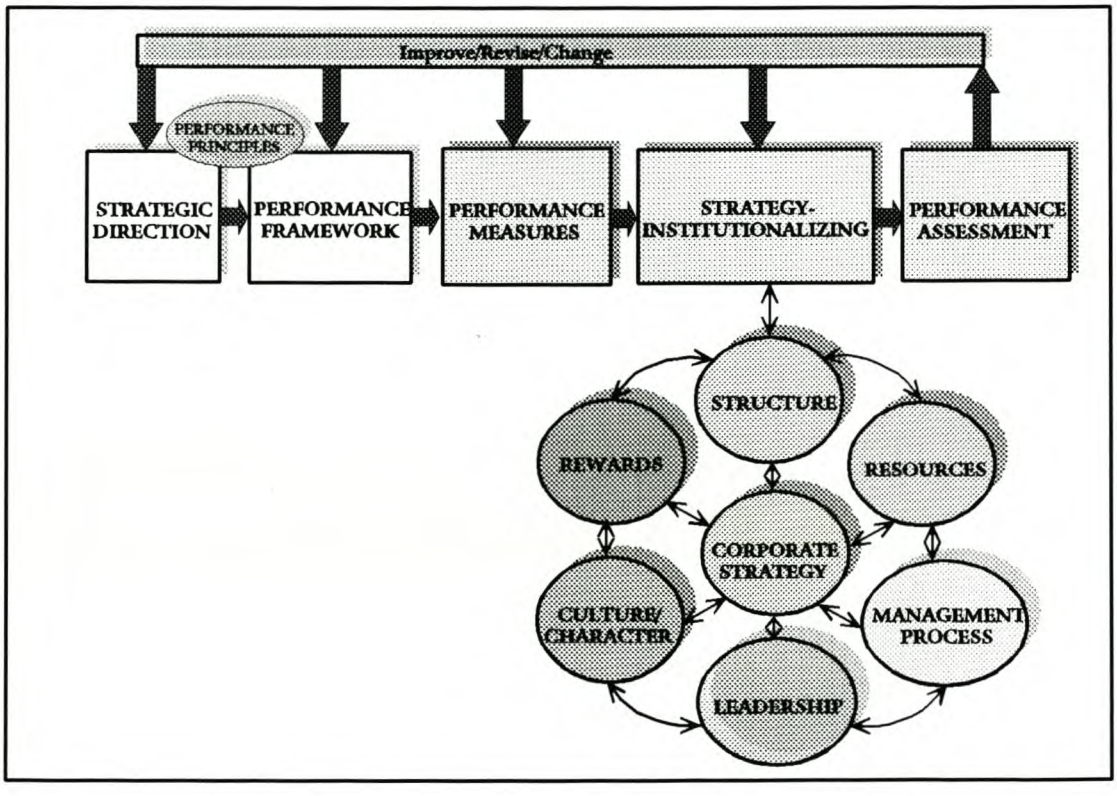
of resources, as well as the orientation of the providers of safety and security becomes critical. This integrated process of change focuses on the kinds of services the police offers their customers. This implies that the SAPS has a responsibility towards its customers or the community in general, by accomplishing targeted results. A strategy-institutionalization framework for the SAPS is shown in Figure 4-3.

Figure 4-3



As indicated in Figure 4-3, the researcher identified the following variables, which in relation to performance measurement, should provide the fundamental, long-term means for institutionalizing the SAPS's corporate strategy: (1) Structure (2) Resource establishment (3) Management processes (4) Leadership (5) Organization culture/ character (6) Rewards. These elements are briefly investigated below.

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4.3.5.1. Organizational structure

Successful strategy implementation depends on the structure[21] of an organization. This structure should reflect the organization's core (main) functions and activities, as well as the manner in which they will be coordinated to achieve the organization's strategic purpose and strategy. To institutionalize the corporate strategy of the SAPS, managers and members should be empowered at the lowest level.

Thus, for community policing to be successful, the structure should emphasize the status of the station commissioner and his/her personnel. This entails, for instance, more discretion at operational level, appointment of experienced, skilled and well-trained operational managers (leaders), delegation of responsibility and authority, space for flexibility and adaptability to local customer (community) needs, and coordination of functions and activities to create a generalized working environment in contrast to a specialized one (Jansen van Vuuren, 1994).

The researcher developed a quasi Strategic Business Unit structure for policing to root out the "silo" (functional) organizational structure that created years of conflict between crime prevention and crime investigation which has led to the perception that two police agencies exist in South Africa. The main aim of this quasi structure for policing is to improve the coordination of activities and operations between proactive policing (crime prevention) and reactive policing (crime reaction and investigation) which have the same crime concerns, as well

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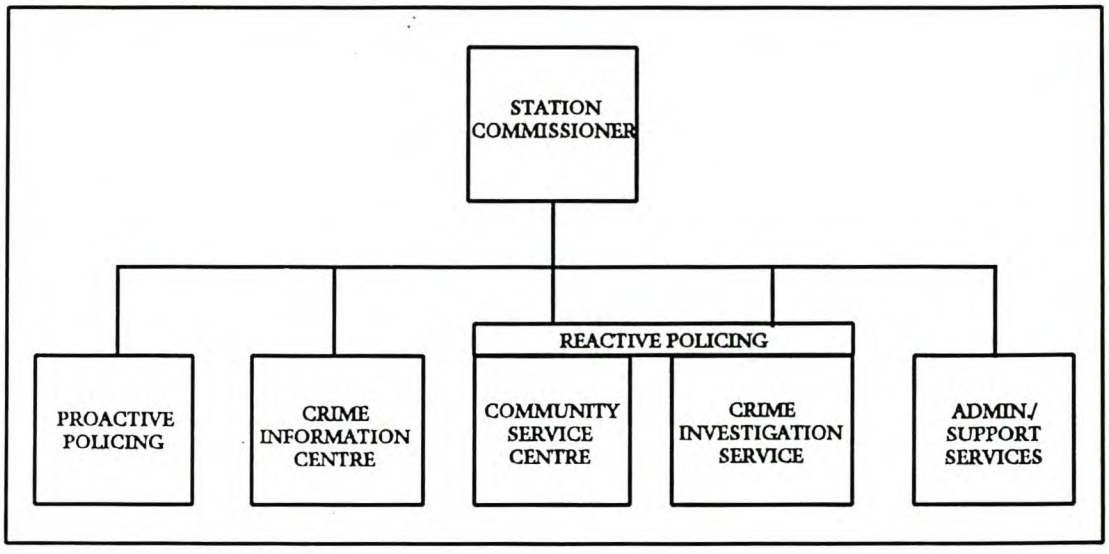
as local customer/community needs. Figure 4-4 reflects a quasi Strategic Business Unit structure for policing at local level for the SAPS:

Figure 4-4



It is apparent from Figure 4-4 that the core (operational) functions, ie the proactive and reactive policing of a specific police precinct, are performed under the sole control of the station commissioner. The station commissioner is also responsible for the support functions such as crime information, human management and logistical services. Thus, the creation of an integrated organizational structure for policing at local level - (1) promotes accountability of station management and members to local communities; (2) prevents the duplication of functions and unnecessary work; (3) optimizes police resources; (4) focuses a team on targeted results; and (5) fundamentally improves the quality of service rendered to customers/communities. Finally, this structure has also portrayed how key activities and operations of proactive and reactive policing have been divided to achieve efficiency and effectiveness.

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4.3.5.2. Resource establishment

Human resource management in the SAPS consists of numerous activities such as job analysis/descriptions, career planning, member recruitment, selection, orientation, transfers, appointments of senior managers, safety, health, quality of work life, affirmative action, equal employment, training and development, labour relations, and compensation. However, for police stations or their units to maintain (achieve) superior policing services and performance levels, members must perform at an optimal level so that targeted results can be achieved. Police officials must, therefore, master the skills needed to institutionalize the corporate strategy of the SAPS and they must be trained well, and assigned to the right jobs to exercise their talents.

Furthermore, by aligning the corporate strategy, the intangible nature of police services makes it a demanding exercise to determine the exact human and physical resources required for operational policing. The allocation of desired human and physical resources to police stations is vitally important for the SAPS's performance and success.

For the SAPS to render a professional service to its customers or the community in general, it is essential that available resources are allocated equitably and in accordance with policing priorities. A programme[22] was developed whereby ratio analyses and standard times were established for nearly 80% of the activities or tasks performed at police stations. Direct work measurement in the form of time studies and activity sampling, as

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well as indirect work measurement in the form of analytical estimates was used to determine standard times for these policing activities or tasks (Jansen van Vuuren, 1999).

The programme, (see Appendix E - section 12.3 REP for detail), therefore, consists of ratio analyses, standard times, time percentages, and time estimates (required) of specific elements of tasks or activities performed at the Crime Prevention Unit, CSC, Detective Service, CIAC and Support Services (ie, Logistics) of the police station in question. The total number of tasks or activities that are performed at each police function/unit, the time required to complete these activities, taking contingency factors (ie, absence/leave from duty) into account, and external, environmental factors (eg, size of the station's precinct and its population density) determine the total establishment needed to enable police stations to render a service to their customers (communities).

The distribution and redistribution of resources are also an important aspect of the accomplishment of targeted results at local level. This aspect is dealt with according to a resource balance sheet[23] that was specifically developed for this purpose. All police stations in South Africa are prioritized in terms of shortages and surpluses according to these balance sheets, after which human and physical resources are distributed and redistributed accordingly.

However, it must be stressed that the determination of human and physical resources according to the REP model represents an "ideal"

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situation and personnel and physical resources cannot be increased to the desired level overnight. It should be borne in mind that posts are linked to the budget of the SAPS and like all other Government departments, the SAPS operates under severe budgetary constraints (it has limited funds to appoint, ie, recruit and place personnel). This leads on to the discussion on the management processes in the SAPS, with specific reference to the budgeting process.

4.3.5.3. Management process

This process may be regarded as those instruments available to management for the implementation of strategy. This includes, *inter alia*, the planning process, budgeting process, administrative support processes and management information processes. Although all these instruments are essential for management to successfully execute their strategy for the successful implementation of a corporate strategy in an organization, the linking of the budget to organizational output and outcomes is a prerequisite for success.

For the purpose of this study, a synoptic reflection of the SAPS's budgeting process in relation to police performance (output and outcomes), as well as a proposal to link the budget of the SAPS to the PPMM will be focused on. The SAPS's overall budgeting system and the process the Government prescribes, need thorough examination and fall beyond the scope of this study.

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The budgeting in the SAPS is incrementally adjusted in each financial year. This takes place in accordance with the overall practices of Government. At present there is no link between the SAPS's budgeting and specific output and outcomes that must be produced through the activities and services of policing. The present process of budgeting in the SAPS, therefore, has several shortcomings.

For example, there are no incentives aimed at accomplishing targeted results by cultivating a culture of saving among police managers and members, or encouraging them to use resources cost-effectively, because all savings or any portion of the budget that is not spent, reverts back to State (Government) coffers. Instead, a philosophy of "spending" (*spend it or lose it*) was institutionalized in the SAPS. Despite these facts, police managers regard the process of budgeting in the SAPS in terms of a variance reporting system[24].

The existing budgeting system presents difficulties concerning the method of variance reporting (Jansen van Vuuren, 1999). The first of these difficulties is that only unfavourable variances are explained, which then implies that favourable variances reflect excellent performance. However, favourable variances could be the result of a favourable environment (eg, the environmental differences between Gauteng Province and the Northern Cape Province) and could also result from excessive slackness built into budgets, making favourable variances a poor measure of performance.

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Second, the method leads to managerial ingenuity and often creativity in explaining unfavourable variances. Creativity is poured into devising excuses for unsatisfactory performances, instead of into developing creative methods of operational budgeting aimed at improving the service performance. There is also no genuine penalty for unfavourable variance or performance.

Third, these budget reports seldom encourage police managers to take innovative and creative action, as only unfavourable variances need to be reacted to. Lastly, the existing budget does not reflect the impact of the expenses to date (variances-to-date on the year-end performance), because of the shortage of financial resources during the financial year which regularly has a negative impact on service performance.

A decrease in the availability of scarce resources in South Africa requires more cost-effective ways of rendering policing services to the community, but establishing an efficient cost structure for the police services rendered is an arduous task. For instance, a specific service takes longer than was envisaged, or a service has to be provided in circumstances that are more difficult and with other resources than anticipated. However, if the SAPS is constitutionally under an obligation to be accountable for desired "results" in combating crime, it should consider the following broad questions for the compilation of budgets (Jansen van Vuuren, 1999):

- How was the money spent and on what?

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- Were the costs incurred by activities and services identified?

- Which sections of identified activities and services could be outsourced and/or contracted out to the private sector more cost-effectively?

- Were funds spent on particular activities and were services rendered as planned and within the budget?

- What portion of the budget was spent on human and physical resources?

These are only some of the questions that the SAPS must consider and provide answers to, to demonstrate accountability and responsibility. The researcher proposed the following for the SAPS regarding the linking of the budget with the PPMM. To create a result-driven and accountable police service, budgeting must be done at local level to provide insight into costs (cost visibility), what results in costs and how costs will be managed. Police productivity, therefore, needs to be raised, that is, the ratio between the level of resources (human and physical) used by the police for a specific purpose at a specific point in time, and the results achieved.

A budgeting system framework must be designed for the SAPS, reflecting contemporary techniques of budgeting, and linking the costs and the performance of major police activities and services. These

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activities that are performed at a specific level, for instance, local level must also be evaluated in terms of productivity, efficiency, and effectiveness. In an attempt to achieve a more realistic budget for the SAPS, some form of decentralization concerning budgets must take place by means of delegating a great deal of decision-making authority to managers at operational level. This process of decentralization could divide the service into individual segments, in which the managers have control over their own costs and savings. These cost centres are expected to perform within the scope of the costs budgeted for over a specific period.

Managers of cost centres must, therefore, be innovative and entrepreneurial to obtain the optimum output with the limited resources. These cost centres may lead to a performance-based type of budgeting according to which specific output and outcomes are identified and targets set, basing the budget request on these projected targets. Implementing performance-based budgeting at local level may have certain benefits for the SAPS (Jansen van Vuuren, 1999):

First, present performance levels could be used to initiate innovative managerial action, improving performance levels. Second, by incorporating the service goals into a formalized plan for the coming year, managers refine their operational and financial objectives, thereby removing unforeseen pitfalls and preventing a shortage of resources. The performance-based budget could enforce coordination and communication between the functional areas in the SAPS.

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Third, a performance-based budget provides members/managers with a target. They therefore know what is expected of them prior to performing their duties, instead of being notified afterwards that their performance was not in accordance with the SAPS priorities. Lastly, the performance-based budget provides the SAPS with a plan which measures a police station's performance and pinpoints unsatisfactory performance. If a performance budget is not used, there is no financial standard against which the actual results of police stations can be measured. By preparing a performance-based budget for the present year's operations, and making frequent comparisons, the SAPS has a financial standard according to which financial performance and troublesome areas can be evaluated.

Performance-based budgets[25] (incrementally adjusted or zero-base) are, therefore, useful in the controlling process, since they provide budget variance information after actual and budgeted results have been compared. This operating approach can be based on cost behaviour. In conclusion, having performance-based budgeting implemented in the SAPS should, as a method to determine the accomplishment of targeted results, become an objective. A PPMM should be aimed at fulfilling the SAPS's mission and assessing successes linked to the budget, thereby playing a vital role in taking the SAPS into the future. The following elements should provide the fundamental, long-term means for institutionalizing the SAPS's corporate strategy, namely leadership, organizational culture/character and rewards. These will collectively be dealt within the next subsection.

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4.3.5.4. Leadership, organizational culture/character and rewards

In this subsection, the main endeavours the police leadership[26] have undertaken to assign key managers to execute the SAPS's corporate strategy and to change a police culture[27] and character[28] from an over-regulated organization through the process of transformation to a result-oriented organization, will be discussed briefly. The alignment of managers' performance agreements with the targeted results of the PC will also be touched on.

The senior management of the SAPS have accepted responsibility to lead and guide the organization through the process of transformation to a result-oriented organization. The National Commissioner of the SAPS played an important role in achieving this role through his commitment to the implementation of community policing. The Commissioner introduced a new process of appointing senior managers by advertising all vacant posts. Through this process, he endeavoured to appoint the "right" managers to implement the new corporate strategy.

The characteristics of suitability of such managers mainly comprise the following: (1) Previous job-related experience. (2) Ability and personality. (3) Educational level. This, together with the National Commissioner's own perception about the individual, provides the basis for appointing such a person. These appointed senior managers formulated a Code of Conduct for policing involving relevant role-

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players. A buy-in process was set in motion, whereby all managers and members of the SAPS have accepted this new Code of Conduct, fundamentally committing themselves by signing it. These new beliefs and values of the organization read as follows (SAPS/CC, 1998):

> I commit myself to the creation of a safe and secure environment for all people in South Africa by - participating in endeavours to address the root causes of crime in the community; preventing action which may threaten the safety or security of any community; and investigating criminal conduct which has endangered the safety or security of the community and bringing the perpetrators thereof to justice.
>
> To realize this, I shall at all times - uphold the Constitution and the law; be guided by the needs of the community; give full recognition to the needs of the SAPS as employer; and cooperate with the community, government at every level and all other related role-players.
>
> In order to achieve a safe and secure environment for all the people of South Africa I undertake to - with integrity, render a responsible and effective service of high quality which is acceptable to every person and continuously strive towards improving this service; utilize all available resources responsibly, efficiently and cost-effectively to maximize their use; develop my own skills and participate in the development of my fellow

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members to ensure equal opportunities for all; contributing to the reconstruction and development of, and reconciliation in the country; uphold and protect the fundamental rights of every person; act impartially, courteously, honestly, respectfully, transparently and in an accountable manner; exercise the powers conferred upon me in a responsible and controlled manner; and work actively towards preventing any form of corruption and to bring the perpetrators thereof to justice.

By reinforcing accountability and transparency for actions taken, members progressively internalize the beliefs and values of the SAPS as their personal beliefs and values. In the behaviour of the senior police officers of the SAPS, the organizational culture is most clearly revealed as they are the most visible members of the SAPS and are perceived as controlling desired rewards such as promotion, and work assignments. Through their personal behaviour and the formal systems created by them, they assert assumptions or prerogatives to reinforce the existing culture or change in response to important stimuli.

Culture change in the SAPS will have more of a medium- to long-term effect, but short-term actions can be implemented to activate or accelerate the process. In the SAPS the present role and power culture is characterized by: Bureaucracy, high standardization, conformity to rules and regulations, limited or no empowerment of subordinates, and control centred in senior management. The power culture must be transformed to a task- and person oriented culture characterized by

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performance-based rewards, the encouragement of risk-taking by members, a focus on people, teamwork, the empowerment of members, growth and development of members and collaboration (Du Plessis, 1994).

Actions such as the appointment of the "right" leaders/managers, training, and symbolic gestures have reinforced positive behaviour, stimulating (enhancing) this process in the SAPS. Thus, the marketing concept should be the central theme of police conduct. It implies that each police official should be sensitive towards community needs and continuously strive to improve the level of service to accomplish targeted results. In order to assimilate the above, the SAPS is in a process of transforming its organizational character and operations from an organization closed to outsiders, not very flexible, characterized by solid hierarchies, superfluous standing orders and regulations to a result-oriented organization (Jansen van Vuuren *et al*, 1995). The intention is to improve police performance by articulating its mission and objectives, determining how set objectives and performance targets will be met by means of the activities of members, and comparing actual performance to predetermined targeted results for a given period.

The purpose of this approach is to shift attention away from a police agency which was exclusively input-driven, for example, the management of resources according to prescribed procedures and regulations, to a result-oriented police agency that includes among others: (1) Using sound management principles to plan, implement and evaluate police

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operations and programmes. (2) Engaging every member in the SAPS in result-oriented management. (3) Involving other role-players. (4) Communicating results (Jansen van Vuuren *et al*, 1995).

The pilot-testing of the PPMM in the SAPS has accelerated the process of creating a result-driven organization. Managers have aligned their annual performance agreement (a reward/personnel appraisal system introduced by the Department of Public Service and Administration) between themselves and their immediate supervisors with the expected targeted results of the PC. The purpose of this performance agreement between the parties is to ascertain the achievement of results/responsibilities agreed upon for the purpose of increment or merit bonuses (see Chapter 5 for more detail). Future evaluation of these managers will, therefore, include an assessment of performance during a specific year and an evaluation of progress toward the five-year strategy and objectives of the SAPS.

In conclusion, when every manager and member of the SAPS is actually institutionalizing the SAPS's corporate strategy and the organization's guiding values, the SAPS will not need to use multiple policy manuals, rules and regulations to enforce norms and discipline. The commitment of managers in implementing the SAPS's corporate strategy will also motivate personnel, acting as catalysts in building a result-driven culture in which members focus their energies on achieving targeted results. This discussion leads to the last link in the chain of performance measurement, namely, the assessment of performance results.

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4.3.6. PERFORMANCE ASSESSMENT

There is a saying that an organization's employees will perform because anything that is measured, improves. The search for the improvement of policing activities and operations call for continuous corrective adjustments thereof. The execution of the SAPS's corporate strategy is also never static but there is always a search for a better strategy to be carried into action.

The formulation and implementation of the SAPS's mission, corporate strategy and targeted results are never final because the assessment of policing performance and making of adjustments where necessary are indispensable for the performance measurement process. As discussed previously, a good performance measurement system uses a few selected measuring indicators to assess an organization's performance and progress. Thus, the performance of the SAPS will be assessed according to their input, output, outcomes, effectiveness and efficiency. The researcher developed the following general definitions of these measuring indicators for policing:

Input refers to the resources allocated and used by the SAPS (human, financial, facilities, equipment and other physical resources) in rendering a service to its customers.

Output is the direct result of the application of police resources. It is mostly measured in terms of the quantity of output produced - how

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many or how much. Output attributes for policing are, for instance, availability, accessibility, and timeliness. A policing output is, therefore, the *quantity* of a police service rendered - to *count* the service rendered.

Outcomes constitute the quantified results (output), or impact of police actions: What happened to police output? It is how and to what degree police customers are intended to be served, or are being served - police service ranging from poor and satisfactory to excellent. Outcomes are the effects (impact) of police output on the customers and/or on problem areas. Progress is assessed by comparing outcomes with targeted results, using quantified measures. An outcome is the result or impact of the output, and is not the output itself.

Effectiveness is the extent to which the SAPS achieve its targeted results by satisfying the needs and demands of its customers. It measures quality in terms of user satisfaction, with police services. Effectiveness is the measurement of output relative to the achievable objectives of policing - the doing and measuring of the right things. The more output contributes to the accomplishing of set objectives of the core functions of policing, the more effective the SAPS will become.

Efficiency represents the relationship between input and output, that is, between the quantity of resources used, and the policing activities performed. It measures cost or productivity associated with a given output. Efficiency determines the extent to which resources of the SAPS are utilized optimally, to produce a specific output.

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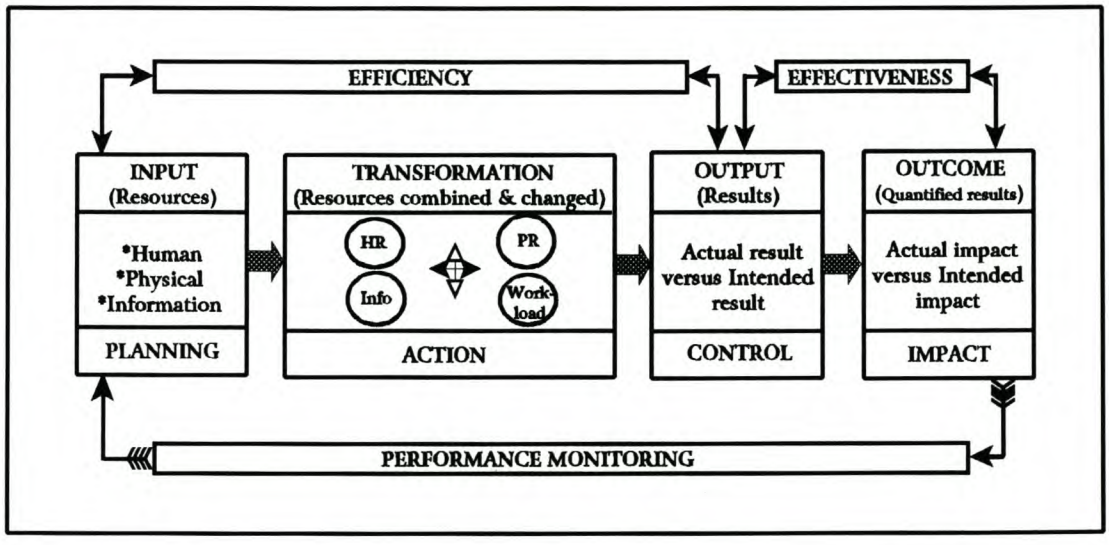
In Figure 4-5, designed by the researcher, these aspects (input, output, outcomes, effectiveness and efficiency), form the cornerstone for the assessment of police performance.

Figure 4-5



According to Figure 4-5, the policing system receives input, ie the resources the SAPS intend using for the transformation process. During the transformation process, human and physical resources are combined and changed to create police services that satisfy certain demands. Then output reflects the results of the transformation process of completed police services. Outcomes represent the quantified output or impact of police actions. Lastly, the process of giving feedback entails comparing the planning versus the transformation process, and determining whether the transformed police services have the desired results to improve police efficiency and effectiveness.

This total process is an inherent part of the performance measurement model for policing. By continuously assessing police performance

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according to the assessment indicators reflected in Figure 4-5, police management will be able to establish what went "right" or "wrong". If police performance exceeds the set targeted results, it is important to determine what went "right" and whether it can be applied elsewhere in the SAPS. If targeted results are not met, it should be determined what went "wrong" and how to get "back on track" - apply lessons learned.

To assimilate the above, the discussion to follow focuses on the accomplishment of set performance measures of the discussed dimensions (as reflected in Figure 4-2), as well as on the establishment of the Eupolsa index for policing in South Africa. This dimension encompasses an integrated police success rate which measures police effectiveness and efficiency. For the purpose of assessing the performance of police stations, the researcher developed a performance outcomes scale. It entails the following:

First, achieving the targets and/or standards of the PC are valued in terms of the points[29] scored. These points are allocated on a performance outcomes scale ranging from 1 (poor), 3 (satisfactory), to 5 (excellent). A point of 1 (20%) is allocated, if a specific target was not achieved. A point of 3 (60%) is obtained, if a specific target was achieved, but it does not equal the set standard. A point of 5 (100%) is attained if a specific target was achieved and it equals or improves on the set standard.

Second, each performance indicator, in respect of its actual baselines, is also grouped into a specific indicator status. The main purpose of the

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grouped indicator status is to determine a police station's present performance level (outcomes status) regarding a specific performance indicator, and to compare it with the performance levels of other police stations (outcomes statuses) regarding the same performance indicator.

Each performance indicator has its own, unique grouped indicator status- (see the example in Table 4-3 above). The grouped performance indicator status of a performance indicator can be divided into four category levels, namely, zero-level, first-level, second-level, and third-level categories. These category levels are also given a value in terms of points scored on a scale of 0, 1, 3 and 5, and are scored as follows:

- A point of 0 (unacceptable) is allocated if a specific performance level regarding a specific positive performance indicator setting (indicator setting to achieve a rate of 100%) falls in the lowest category (zero-level) of a grouped indicator status, and *vice versa* regarding a negative performance indicator setting (indicator setting to achieve a rate[30] of 0 frequency points).

- A point of 1 (20% = poor) is allocated if a specific performance level regarding a specific positive performance indicator setting falls above the lowest category (zero-level), but below the second highest category (second-level) of a grouped indicator status, and *vice versa* regarding a negative performance indicator setting.

- A point of 3 (60% = satisfactory) is allocated if a specific

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performance level concerning a specific positive performance indicator setting falls above the second-last category (first-level), but below the highest category (third-level) of a grouped indicator status, and *vice versa* regarding a negative performance indicator setting.

- A point of 5 (100% = excellent) is allocated if a specific performance level regarding a specific positive performance indicator setting falls in the highest category (third-level) of a grouped indicator status, and *vice versa* regarding a negative performance indicator setting.

Third, the scoring of the thirty-two performance indicators of the PC, referred to as the performance result rates, determines the performance outcome of a performance indicator and it affects the setting of objectives for a police station. All the performance objectives of the PC dimensions will, therefore, vary between the minimum baseline of 20% and a maximum target of 100%. For example, if a police station wants to accomplish only their set targets (not standards) for the first financial year, then most of the performance objectives are set at the median of 60%. After the first year, each objective is adjusted according to the police station's performance over the past year.

Performance objectives are, therefore, set between a minimum baseline of 20% and a maximum target of 100%. With respect to the accomplishment of these objectives, an objective result rate is divided

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between three performance levels (outcome levels). First, achieving an objective result rate of between (20% ≫ 59.99%) represents a lower (poor) performance level. Second, attaining an objective result rate of between (60% ≫ 79.99%) represents an average (satisfactory) performance level. Lastly, achieving an objective result rate of between (80% ≫ 100%) represents an upper (excellent) performance level. Accomplishing an objective and setting a new objective for the following year are illustrated in the following example. Table 4-9 reflects the performance levels of a police station over a period of a year with respect to the crime prevention objective that was set: To improve performance to a minimum level of 60%.

Table 4-9

PERFORMANCE MEASURE	A	T	S	PERIOD + FINDINGS				
				Qr 1	Qr 2	Qr 3	Qr 4	Year
1. % of persons arrested for SPC (%)	32.35	45.90	59.45	42.62	52.41	62.13	59.87	54.26
	Performance rate (%) ☞			20	60	100	100	60
2. CFI (n)	9.3	8.94	8.57	9.38	9.2	8.67	8.38	8.91
	Performance rate (%) ☞			20	20	60	100	60
CP Objective: minimum level=60%	Objective result rate (%)☞			20	40	80	100	**60**

According to Table 4-9, the police station, during the first two quarters, maintained a poor performance level with objective result rates of 20% and 40% respectively. During the last two quarters, the performance levels improved drastically to excellent performance levels with objective result rates of 80% and 100% respectively. However, a minimum performance level of 60% was required for this objective and it was accomplished at the end of year.

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A new performance objective for the year to follow must be set either at a minimum of the current performance level of 60%, or at a performance level that is an improvement on the 60% achieved the previous year. Finally, in setting a new performance objective for the following year regarding a specific dimension, it should never be set lower than the performance level accomplished the previous year. The discussion leads to the establishment of the Eupolsa index.

The main aim of the Eupolsa index is to cumulate police performance results/successes (output and outcomes) that have a direct impact on crime combating and are of value to the police's customers. The Eupolsa index, therefore, consists of the performance rates and performance indicator status rates of the thirty-two performance indicators in the dimensions that are discussed. In Appendix E a formula reflected in Equation 12-13 is applied to determining of the Eupolsa index: Effectiveness rate (EI)[31] for policing in South Africa. The Eupolsa index is determined quarterly and annually. However, the performance indicators of the dimension customer-orientation are only measured biannually, and the achievement of minimum qualifications for policing is measured once a year.

Twenty-four of the thirty-two performance indicators are, therefore, monitored once a month, as well as measured once every quarter; five of the thirty-two performance indicators are assessed biannually; and three of the thirty-two performance indicators are measured once a year.

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Table 4-10 contains an example of the performance rates (PR) and performance indicator status rates (PISR) of the thirty-two performance indicators for a police station, as referred to in the dimensions **proactive policing, reactive policing, community-orientation and resources** which were accumulated in the Eupolsa index for the police station. For the purpose of the example, the assessment periods (quarterly, biannually and annually) have been consolidated (assimilated) into an annual assessment.

Table 4-10: Proactive policing

EUPOLSA INDEX: PARK POLICE STATION				
PROACTIVE POLICING (CRIME PREVENTION)				
PI #	Performance Indicator	PISR ($^{6}/_{20}$)	PR ($^{14}/_{20}$)	Result-points
1	*% of people arrested for station priority crimes	1	1	20
2	*CFI: Frequency rate	3	1	32
	∑crime prevention (4·2/0.1·0.3) + (2·2/0.1·0.7)	4	2	52

Table 4-10: Reactive policing: Crime Reaction

EUPOLSA INDEX: PARK POLICE STATION				
REACTIVE POLICING (CRIME REACTION)				
PI #	Performance Indicator	PISR ($^{6}/_{20}$)	PR ($^{14}/_{20}$)	Result-points
3	*Emergency (Alpha complaints): Response time (minutes)	3	3	60
4	*Crimes committed: Bravo complaints: Response time (minutes)	3	3	60
5	*Attempted crimes: Charlie complaints: Response time (minutes)	3	1	32
6	*Visits to CSC: Response time (minutes)	1	1	20
7	*Escapes out of police custody	5	5	100
8	*24-Hour docket inspection	3	3	60
	∑crime reaction (18·2/0.1·0.3) + (16·2/0.1·0.7)	18	16	332

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Table 4-10: Reactive policing: Crime Investigation

EUPOLSA INDEX: PARK POLICE STATION				
REACTIVE POLICING (CRIME INVESTIGATION)				
PI #	Performance Indicator	PISR ($^{6}/_{20}$)	PR ($^{14}/_{20}$)	Result-points
9	*% of dockets older than three months	1	1	20
10	*Average number of cases per detective	0	1	14
11	*Cases reported versus cases "on hand"	5	3	72
12	*Detection rate	3	1	32
13	*Clearance rate	1	5	76
∑crime investigation (10·2/0.1·0.3) + (11·2/0.1·0.7)		10	11	214

Table 4-10: Community-orientation

EUPOLSA INDEX: PARK POLICE STATION				
COMMUNITY-ORIENTATION				
PI #	Performance Indicator	PISR ($^{6}/_{20}$)	PR ($^{14}/_{20}$)	Result-points
14	*°% of public satisfaction: Authorities addressing - causes of crime	1	5	76
15	*°% of public who has a high level of trust in the SAPS	5	3	72
16	*°% of public satisfaction with police reaction	5	5	100
17	*°% of victim satisfaction with police treatment	5	3	72
18	*°% of public satisfaction with police investigations	3	5	88
∑community-orientation (19·2/0.1·0.3) + (21·2/0.1·0.7)		19	21	408

Table 4-10: Crime Information

EUPOLSA INDEX: PARK POLICE STATION				
CRIME INFORMATION				
PI #	Performance Indicator	PISR ($^{6}/_{20}$)	PR ($^{14}/_{20}$)	Result-points
19	*% of suspects identified and arrested versus information received	1	1	20
20	*% of suspects identified and arrested for station priority crimes	3	5	88
21	*% of suspects identified but not arrested for station priority crimes	1	1	20
∑crime information (5·2/0.1·0.3) + (7·2/0.1·0.7)		5	7	128

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Table 4-10: Human Resources

EUPOLSA INDEX: PARK POLICE STATION				
HUMAN RESOURCES				
PI #	Performance Indicator	PISR ($^{6}/_{20}$)	PR ($^{14}/_{20}$)	Result-points
22	*% of members performing core (operational) functions	1	1	20
23	*% of core (operational) members in possession of drivers' licences	1	1	20
24	•% of personnel in possession of a minimum Grade 12 qualification	3	1	32
25	•% of personnel in possession of Grade 7 and lower qualifications	5	5	100
26	*Average professional conduct rate	5	3	72
27	*Average % police station absenteeism rate	5	5	100
28	•% of personnel above the fixed, standard absenteeism rate: 4.77%	5	5	100
∑human resources (25·2/0.1·0.3) + (21·2/0.1·0.7)		25	21	444

Table 4-10: Physical Resources

EUPOLSA INDEX: PARK POLICE STATION				
PHYSICAL RESOURCES				
PI #	Performance Indicator	PISR ($^{6}/_{20}$)	PR ($^{14}/_{20}$)	Result-points
29	*% of vehicles allocated to core (operational) policing	5	5	100
30	*% of vehicles available for duty (operational policing)	3	1	32
31	*% of members involved in 80% of vehicle accidents	3	3	60
32	*% of members involved in 80% of vehicle damages	3	3	60
∑physical resources (14·2/0.1·0.3) + (12·2/0.1·0.7)		14	12	252

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Table 4-10: Eupolsa index

EUPOLSA INDEX: PARK POLICE STATION				
PI #	DIMENSIONS	PISR- $^{6}/_{20}$	PR - $^{14}/_{20}$	Result
1	∑crime prevention (4·2/0.1·0.3) + (2·2/0.1·0.7)	4	2	52
2	∑crime reaction (18·2/0.1·0.3) + (16·2/0.1·0.7)	18	16	332
3	∑crime investigation (10·2/0.1·0.3) + (11·2/0.1·0.7)	10	11	214
4	∑community-orientation (19·2/0.1·0.3) + (21·2/0.1·0.7)	19	21	408
5	∑crime information (5·2/0.1·0.3) + (7·2/0.1·0.7)	5	7	128
6	∑human resources (25·2/0.1·0.3) + (21·2/0.1·0.7)	25	21	444
7	∑physical resources (14·2/0.1·0.3) + (12·2/0.1·0.7)	14	12	252
	∑Eupolsa index (95·2/0.1·0.3) + (90·2/0.1·0.7)	**95**	**90**	**1830**

(twenty-four of the thirty-two performance indicators are measured every quarter. *° five of the thirty-two performance indicators are assessed biannually. • three of the thirty-two performance indicators are measured once a year.)*

Table 4-10 indicates that the police station has an Eupolsa index of 1830 points. Although the police station has accomplished its targets/ standards with a performance rate of 90 points below the performance indicator status rate of 95 points, this performance rate represents a point of 1260 in relation to the performance indicator status rate of 570.

To simplify the Eupolsa index for police management and members, the researcher developed, therefore, a Police Class Grading Classification (PCGC). This PCGC consists of five classes, each with a specific grading. These classes are divided between the quarterly and annual assessment periods. Table 4-11 reflects the five classes with their accompanying grading:

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Table 4-11

POLICE CLASS GRADING CLASSIFICATION						
	Class: E 96»(14 »31)	Class: D (32 »48)	Class: C (49 »65)	Class: B (66 »82)	Class: A (83 »100)	Result
CLASS INTERVAL ☞	336»755	756»1163	1164»1571	1572»1979	1980»2400	
Quarter 1: (24 indicators)						
CLASS INTERVAL ☞	406»913	914»1406	1407»1899	1900»2392	2393»2900	
Quarter 2: (29 indicators)						
CLASS INTERVAL ☞	336»755	756»1163	1164»1571	1572»1979	1980»2400	
Quarter 3: (24 indicators)						
CLASS INTERVAL ☞	406»913	914»1406	1407»1899	1900»2392	2393»2900	
Quarter 4: (29 indicators)						
CLASS INTERVAL ☞	448»1007	1008»1551	1552»2095	2096»2639	2640»3200	
Annual: (32 indicators)			1830			C=1830 (57%)

The classes reflected in Table 4-11 are ranked from the lowest (Class E) to the highest (Class A) according to the Eupolsa index. A police station can accomplish an Eupolsa index that either falls in the lowest (unacceptable) class (E), a poor class (D), a satisfactory class (C), a respectable class (B) or the highest (excellent) class (A).

The lowest Eupolsa index a police station can achieve is a point of 336 (Class E, assessed during quarters one and three), while the highest index rate a police station can accomplish is a point of 3200 (Class A, assessed at the end of the year). All the Eupolsa indexes of police stations are also rolled-up to area, provincial and national levels and these levels are then collectively clustered (classified) according to the above-mentioned grading categories (classes).

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Thus, becoming a Class B or A police station in terms of the Eupolsa index, will depend mainly on how well a police station focuses its activities and operations on the accomplishment of targeted results. Corrective action by a police station is encouraged through the initiation of continuous improvement in activities and operations by comparing, for instance the performance levels (activities and operations) to "best in class" police stations that embody the qualities to accomplish targeted results. Such corrective action also enables managers and members to learn about policing practices used by others, in order to replace sub-optimal practices presently in place. It stimulates a process of finding a better way of doing things, without attempting to reinvent the proverbial wheel. This uncovering of best practices is a sure route to superior performance. It is also now possible to determine the efficiency of this police station.

Although the SAPS does not function as a profit centre, the public contributes to police services by paying taxes. The public's return on investment is safety and security. As indicated in subsection 4.3.5.3, station commissioners of police stations in the SAPS are, at present not accountable (liable) for policing activities or operations in terms of costs incurred.

Therefore, productivity index equations will be added as soon as station commissioners are liable for costs incurred at local level. Other productivity measures (the cost of services) with regard to policing will also be classified, for instance, the rendering of police services, ie,

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proactive and reactive policing. However, to evaluate police efficiency, given the discussed constraints regarding liability concerning costs in the SAPS, the researcher developed an Eupolsa index: Efficiency rate for local policing, as reflected in Equation 4-1 - (see Appendix E for detail).

$$EIER = \frac{(EI)(PLI_d)}{(AOP)} \qquad [4\text{-}1]$$

*EI = quarter or annual result of a police station
*PLI_d = director-level police station - a maximum of 730 operational personnel
*AOP = actual operational personnel (pro- and reactive policing)

eg: $\frac{(1830)(730)}{304}$

4394→ (Eupolsa index: Efficiency rate - Director-level)

By applying Equation 4-1, police management are able to determine which police station's Eupolsa index: Efficiency rate is the best in terms of relationship between the quantity of human resources used and the policing activities performed to reflect the desired output. An Eupolsa index: Efficiency rate of a police station could, therefore, indicate that a police station is more efficient than other police stations, because it uses fewer resources than other police stations, but it has the same or more favourable output and outcome levels. It could also happen that a specific police station has the same resources than other police stations, but it has more positive outcome levels.

A police station is, therefore, encouraged to focus their activities and operations on the accomplishment of targeted results, to ensure an effective (satisfactory or excellent) performance level and Eupolsa index. By doing this, ie continuously focusing on the accomplishment of targeted results by improving policing activities and operations, a police station institutionalizes a result-driven culture. Consequently, the

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performance indicator status rate may improve automatically over time to a satisfactory or excellent level.

Finally, the performance measurement process is never final and all actions are, therefore, subject to adjustments. Modifications may include fine-tuning or major reorientations. Improved police performance needs regular revisions in the SAPS's mission, strategy, performance measures and approaches to strategy execution. Performance monitoring/evaluation and initiating corrective adjustments are both the end and the beginning of the strategic management cycle.

To summarize, the Eupolsa index serves as the cornerstone and overall indicator of the SAPS's performance results. The performance levels and rates are linked to set objectives and targets of a police station accumulating into this Index. The Eupolsa index, therefore, determines policing successes regarding the combating of crime and the rendering of a quality and professional service to customers on a quarterly and annual basis. It also acts as a grading system for policing by grading all police stations according to a specific class category. This, in turn, should encourage police managers and members to focus on targeted results by continuously improving their activities and operations.

Thus, performance measurement for the SAPS is intended to allow management to assess the extent to which resources are utilized to achieve targeted results, with a view to creating and promoting a safe and secure environment for all people in South Africa. The task of

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optimizing and allocating police resources, as well as ensuring that an effective service is rendered to police customers, will be meaningfully facilitated by the availability of significant and accurate performance information.

In conclusion, developing a performance measurement system involves more than just the collection of data associated with predefined objectives and indicators. The commitment of management is a prerequisite for the achievement of targeted results. The role of management, especially top management, is both symbolic and substantive. Managers are accountable for desired results, therefore, the right managers must be in the right positions, ensuring the successful implementation of strategies and related measures. They should communicate the process, measures, results and progress to police personnel and the community, to ensure their commitment and participation.

4.4. SUMMARY

This chapter deals with the development of a performance measurement system for the SAPS. As discussed, the development of a model of this nature for the SAPS, has formed part of the strategic/transformation management process of the SAPS. Components of the strategic/transformation management process such as defining the SAPS's core functions, and developing a new vision, mission, long-term

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objectives and corporate strategy have had a direct impact on the development of a PPMM.

During the development (planning) phase, the vision and core functions of the SAPS, which are reflected in the mission of the organization, as well as corporate strategy has been defined. A performance framework for the SAPS has been developed, consisting of five dimensions, namely: Operational, customer-orientation, crime information, resources, and an Eupolsa index dimension, as well as thirty-two key performance indicators (internal and external indicators) which are essential for the SAPS's survival and long-term growth. As discussed, the Eupolsa index has served as the main cornerstone and overall indicator of the SAPS's performance results. The performance levels and rates, linked to set objectives and targets of a police station, are accumulated in this Index.

During the institutionalization phase, the following elements were identified which, in relation to performance measurement, provided the fundamental, long-term means for institutionalizing the SAPS's corporate strategy: Structure, resource establishment, management processes (budgeting), leadership, organization culture/character, and rewards. It has also been evident that the successful institutionalization of the corporate strategy of the SAPS depends largely on the commitment of managers. To create a result-driven culture in the SAPS, mangers have an obligation to motivate personnel, and to focus their activities and operations on the accomplishment of targeted results.

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The performance assessment phase includes the integration of performance measures which are subjected to regular assessment according to the SAPS's input, output, outcomes, effectiveness and efficiency. It was pointed out that by continuously assessing police performance according to these assessment indicators, police management could establish what went *right* or *wrong* and assess the extent to which resources are utilized to achieve targeted results, with a view to creating and promoting a safe and secure environment for all people in South Africa.

Thus, in dealing with an SAPS with a relatively low success rate in combating crime, low morale, and a damaged image, it is essential that all dimensions or critical areas of a performance measurement framework be integrated or linked before a PPMM can be established and successfully implemented.

As referred to earlier, this chapter deals with the development of a performance measurement system for the SAPS, whereas Chapters 2 and 3 provided the necessary theoretical foundations for the information provided here. If the PPMM could be regarded as the ideal performance measurement model for the SAPS, then it is imperative to examine the current reality regarding performance measurement in the SAPS. Therefore, the Policing Priorities and Objectives and other related performance inspection initiatives will be examined next.

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ENDNOTES

1. The Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996) determines that the police must combat crime independently from crime prevention and crime investigation, but for the purpose of this study the term **combat crime** will be used as a collective term for crime prevention and crime investigation.

2. Role-players attached to the SAPS include police officials (members), trade unions, elected officials (national, provincial and local), representatives of community police forums, representatives of the business community, and representatives of non-governmental organizations.

3. For the purpose of this study, at local level (police station level) the term precinct will be used as an alternative to area.

4. Spillover effect: Public good provided by government (Samuelson and Nordhaus, 1989:977).

5. See Appendix E for detail.

6. An example of a police station's PC consisting of input, output, implementation and evaluation scorecard sheets of the dimension Proactive policing (Crime Prevention) is provided in Appendix F.

7. Statistical analyses would include, for instance, means, standard deviations, correlation coefficients, multiple regression analyses and analyses of variances.

8. See Appendix E for detail.

9. See Appendix E for detail.

10. A maximum of ten sectors is only an interim rule applied by the SAPS and is subject to change.

11. The identified variables and ratings were finalized with the assistance of Assistant Commissioner Johan Burger of the SAPS, and consultants of McKinsey and Company.

12. See Appendix F for detail.

13. See Appendix E for detail.

14. See Appendix E for detail.

15. See Appendix E for detail.

16. Reference: SAPS (1999).

17. See Appendix E for detail.

18. See Appendix E for detail.

19. See Appendix E for detail.

20. See Appendix E for detail.

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21. **Organization structure** defines "how tasks are to be allocated, who reports to whom, and the formal coordinating mechanisms and interaction patterns that will be followed" (Robbins, 1990:5).

22. An example of a REP of a police station is attached as Appendix G.

23. Appendix H contains an example of a balance sheet of police stations, indicating the shortages of listed police stations.

24. See Appendix E for detail.

25. A potential operating budget formula is reflected in Appendix E - Equation 12-29.

26. **Leadership** can be defined as "a process involving two or more persons in which one party attempts to influence the other's behaviour with respect to accomplishing some goals" (Callahan, Fleenor, Knudson, 1986:167).

27. **Organizational culture** refers to "a system of shared meaning held by members that distinguishes the organization from other organizations" (Robbins, 1986: 431).

28. **Character of an organization** is the "personality of the individual organization, or it is the DNA of the organizational life form" (Bridges, 1992:1).

29. For the purpose of this study, the terms point(s) and mark(s) are synonymous and are used interchangeably.

30. For the purpose of this study, the term **rate** will be expressed as a percentage (%) or as a concrete number (n), depending on the circumstances of the expression.

31. The use of the term Eupolsa index (instead of Eupolsa index: Effectiveness rate) throughout this section is purely for the sake of expedience.

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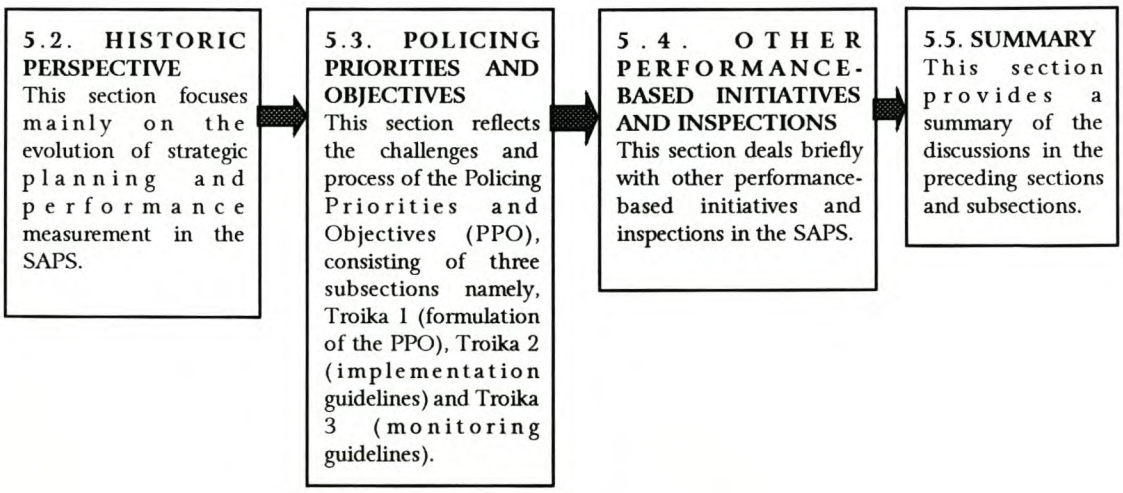
CHAPTER 5
PERFORMANCE MEASUREMENT: SAPS

- INTRODUCTION
- HISTORIC PERSPECTIVE: STRATEGIC PLANNING: SAPS
- POLICING PRIORITIES AND OBJECTIVES
- OTHER PERFORMANCE-BASED INITIATIVES/INSPECTIONS
- SUMMARY

5.1. INTRODUCTION

The SAPS has been engaged in a strategic management process since the early ninety nineties, in terms of which the strategic planning process received ample attention. This chapter focuses on the current situation of strategic management and performance measurement in the SAPS. The following diagram summarizes the succeeding sections to be discussed:



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5.2. HISTORIC PERSPECTIVE: STRATEGIC PLANNING: SAPS

This section briefly discusses how strategic management originated in the SAPS. In the late ninety eighties and early ninety nineties, due to rapid political, economical, technological, and social changes, the lack of resources, the transformation and improvement of international policing, and pressure exerted by communities, the rendering of more effective and efficient policing services became a prerequisite for the continued survival and legitimacy of the police in South Africa (SAP, 1991a:1). According to a Cabinet decision, strategic planning will specifically deal with these challenges which affect the survival and legitimacy of the police, as well as the continuous adaptations the police must make to meet future demands.

In November 1990, under the auspices of a police general, strategic planning came into effect in the former South African Police (SAP). According to a Cabinet decision, each Government department was compelled to draw up a five-year plan that should serve as a broad framework on how the activities of the specific Government department would be implemented over a period of five years. This plan had to be submitted to Cabinet for consideration and amended according to changing circumstances (SAP, 1991b:1). In 1991, some changes were made to lend more impetus to the SAP's strategic planning process, including the reformulation of a mission and the development of a code of conduct.

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The strategic plan of the SAP was formulated on the basis of a comprehensive, internal and external environment analysis, the identification of strategic issues and related action steps, to affect the effectiveness and efficiency of policing. The management of the SAP also essayed to institutionalize a philosophy of Management by Objectives (MBO), ie - to establish a proactive, rather than a reactive style of management; to create a result-oriented organization; and to focus on environmental (internal and external) changes to improve individual and organizational effectiveness. The philosophy and methodology of MBO, which are linked to the SAP's strategic planning process, were initially alien to most police managers and members, but over years of continuous sensitizing, many line functionaries have used it successfully in their strategic planning processes.

In 1992 further steps were taken to fine-tune the existing strategic plan of the SAP and a new plan for 1992-1997 was developed in view of various internal and external changes. The new plan was approved by the top management of the SAP, following extensive consultation and deliberations with relevant role-players. The approved plan cascaded downwards to all levels of the organization where it provided guidelines for the respective plans of regions (now provinces), districts (now areas) and police stations. Through this endeavour strategic planning has also become a part of the organization's management activities and responsibilities.

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However, the election on 27 April 1994 ushered in a democratic Constitution that relies strongly on a bill of fundamental rights. This new constitutional reality demanded a fundamental reassessment of the nature and style of policing in South Africa that entailed, among other things, the transformation and amalgamation of the eleven "independent" police agencies into one Police Service. The SAP's strategic plan for 1992-1997 was "filed", and the management have never referred to it again.

For the immediate years to follow, police management focused their energies on changing the SAPS and the aim was to meet the requirements of the interim Constitution, to comply with the policies of the Government of National Unity, and to respond to the urgent need for a reduction in the levels of crime and violence that beset South Africa (SAPS, 1994).

A SAPS transformation/strategic plan was formulated for 1994-1999. The main purpose of transformation was to increase the effectiveness of the SAPS in performing its core functions. This transformation/strategic plan led to a new vision, mission, value system and corporate strategy (see chapter 4), for an integrated SAPS, as well as a process of change, consisting of the following three phases (SAPS, 1996):

Phase 1: Rationalisation - to ensure effective administration at national and provincial levels of Government, as prescribed by the Constitution.

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Phase 2: Amalgamation - the physical amalgamation of the various existing policing agencies, and the standardization of organizational structures, policies and procedures.

Phase 3: Transformation - the transformation of the SAPS into a representative, efficient, impartial, transparent and accountable service which upholds and protects the fundamental rights of all people, and which carries out its mission in consultation and cooperation with, and according to the needs of the community.

The SAPS has, since the election in April 1994 until 1998, focused mainly on the enormous task of rationalising and amalgamating the eleven police forces in South Africa into a unified SAPS. This process was also augmented with the development of various plans and strategies to combat crime and violence. The process rationalization and the amalgamation were for the most part completed in 1998. The SAPS has since then focused on transforming and reforming the amalgamated police into a professional, representative, efficient, effective, impartial, transparent, and accountable service.

With the adoption of the White Paper on the Transformation of the Public Service, the SAPS's transformation process (phase three) was aligned with the approach adopted by Government. The overall transformation objectives for the Public Service, as prescribed in the White Paper on Transformation of the Public Service, form the cornerstones of the SAPS's third phase of transformation, namely: (1)

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Restructuring and rationalization. (2) Institution-building and management. (3) Representivity and affirmative action. (4) Transforming/improving service delivery. (5) Human resources development and training. (6) Promoting the ethics of professional service. (7) Democratizing the workplace (SAPS, 1996:11-12). The focus shifted from a largely administrative process of rationalization and amalgamation, to a more fundamental priority of transforming the SAPS to improve the quality of its services to all the people of South Africa.

Transformation is, therefore, now seen as a dynamic, focused and relatively short-term process, designed fundamentally to reshape the Public Service (it includes the SAPS), for its appointed role in the new democratic dispensation in South Africa. This is complimented by the process of reform, which is considered a broader, and longer-term process than transformation, and which is required to ensure that the SAPS keeps pace with the changing needs and requirements of the domestic and international environments (SAPS, 1996:11). These processes are not divorced from each other, as both are part of an integrated strategy to improve the service delivery of the police. The challenge is to manage the process holistically, while identifying and focusing on those areas which will impact on police performance and service delivery in the shortest possible time.

During this period (1994-1998), many parallel and concurrent initiatives existed in the SAPS, for example: (1) The development of a White Paper for Safety and Security. (2) The development of the

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National Crime Prevention Strategy that seeks to address the environmental and social factors which facilitate criminality. (3) The development of an implementation plan for the initiatives of the Reconstruction and Development Programme. (4) The development of a Policing Priorities and Objectives (PPO) annual plan, as prescribed by the South African Police Service Act, 1995 (Act No 68 of 1995). The PPO have become the driving force behind the improvement of performance and the quality of service in the SAPS. The development, processes and composition of the PPO are discussed below.

5.3. POLICING PRIORITIES AND OBJECTIVES

Since the appointment of George Fivaz as the National Commissioner of the SAPS in 1994, he has repeatedly stressed that the effectiveness of the SAPS must be improved. The National Commissioner may, therefore, in terms of the powers, duties and functions as determined in section 11(2)(a) of the South African Police Service Act, 1995, draw up a plan before the end of each financial year, setting out the priorities and objectives for policing for the following financial year. These priorities and objectives relate primarily to the interim Constitution of 1995, and prescribe the functions of the SAPS, ie to prevent crime, investigate any offence or alleged offence, maintain law and order, and preserve the internal security of the Republic (SAPS, 1995a).

The main purpose of the PPO is to identify the priorities and objectives

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which have the most adverse effect on society and in which respect strategies are to be developed and implemented in the coming year. The vision and mission developed as part of the transformation/strategic process for the SAPS, were used as a reference for the development of the PPO annual plans.

A National Team, under the command of an assistant commissioner at the component Operational Planning: was made responsible for the development of the PPO before the end of each financial year. Provincial Management Services was mainly responsible for facilitating the PPO's implementation plans, and giving feedback or submitting progress reports on identified performance indicators. The processes of implementation and monitoring will be discussed in some detail in the sections to follow. There were three primary challenges in development of the PPO (Kirstein and Rossouw, 1999:26-28). They are as follows:

The first challenge: To determine the exact purpose of section 11(2)(a) of the Act. After numerous consultations and deliberations it was concluded that the aim is to ensure that - the PPO for each financial year are identified; these PPO are published to enhance transparency and generate the support and cooperation of the community; all line functionaries work towards the same goals and focus their energy and resources on achieving the objectives; and the SAPS can be held accountable for progress made towards achievement of the set objectives by means of the identified performance indicators.

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The second challenge: To institutionalize the notion enshrined in section 11(2)(a), within the SAPS. The PPO have set the foundation for the development of an integrated strategic management and performance measurement process for the SAPS, consisting of planning, implementation and monitoring/evaluation. In practice, this means the creation of a climate in which the development, implementation, monitoring and evaluation of the Annual PPO could be incorporated into the day-to-day activities of line functionaries at all levels. Since 1996, the following clearly defined four phases of the PPO addressing the various dimensions of the PPO, have evolved from practice:

- The development phase entails determining the obligations on the SAPS (legislation, white papers, community expectations, etc); evaluating the previous PPO ("Lessons Learnt" and "Best Practices"); consolidating gathered information; compiling draft documents; designing the layout, and editing the document; consulting with line functionaries and other relevant role-players; and presenting the document to the appropriate forums for approval.

- The implementation phase implies distributing the document; facilitating interpretation of the PPO; supporting line functionaries in compiling the Implementation Plans; and facilitating and coordinating provincial and national Implementation Plans.

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- The monitoring phase involves developing a fixed format for measuring progress; supporting line functionaries to activate monitoring mechanisms; consolidating progress reports; and compiling quarterly monitoring reports.

- Lastly, the evaluation phase embodies evaluating quarterly reports; using information as a management tool by reviewing implementation plans and identifying successes and problems towards achieving the set objectives, and implementing corrective measures where necessary.

In practice, the development phase for the following financial year overlaps with the monitoring and evaluation phase for the previous financial year. This creates an ongoing process without a specific beginning or end.

The third challenge: To develop a practical process that would incorporate the fundamental values of the SAPS.

The PPO have, therefore, over the years (1996-1999) culminated into the development of the three Troikas ("three is one") as the three dimensions of one concept affecting policing. They are as follows: Troika 1 deals with the PPO, and the strategic framework within which the PPO were developed. It also endeavours to explain the role of the SAPS in the overall fight against crime (SAPS, 1999:11). The PPO comprise of operational (crime) and organizational priorities, goals,

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objectives and performance indicators. Troika 2 deals with the development of implementation plans to achieve specific objectives, as stated in Troika 1 (SAPS, 1999:25). Troika 3: It aims to give guidance regarding the "why", "what", "how", "when" and "who" of the monitoring process (SAPS, 1999:29).

These Troikas were developed as three separate booklets, resulting in an administrative burden for the line functionaries. They were later consolidated into one document which alleviates the burden imposed by the extensive volumes of documentation generated by the three separate Troika booklets. These Troikas (1, 2 and 3) are synoptically discussed below.

5.3.1. Troika 1: Formulation of the PPO

As suggested earlier, Troika 1 is aimed at determining the PPO in the SAPS's fight against crime. To achieve this, it sets out the operational and organizational priorities and related objectives to be achieved in relation to each priority (SAPS, 1999:11). PPO were identified by using a consultative approach, in the sense that the SAPS and the community jointly identified crime priorities.

At local level (police stations), the key concern was the fears, anxieties and needs of the community. At area level, the concern was not only with the community's wants and needs, but also with the type of problems that are unlikely to be resolved at local level (eg, where there

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are important features common to station areas or where problems in one station impact on policing in other station areas). The same principles apply at provincial and national level, where interregional (areas and provinces) coordination and cooperation must be ensured (SAPS, 1995a).

As a result, the following crime priorities and objectives were identified for the 1999/2000 financial year, which are reflected in Table 5-1. They consists of six operational (crime) priorities, six goals, and seventeen objectives which are attached to ninety-seven performance indicators (SAPS, 1999).

Table 5-1

SAPS: OPERATIONAL PRIORITIES and OBJECTIVES	
Priority 1: FIREARMS	
GOAL: A decrease in violent crimes committed with firearms	
OPERATIONAL OBJECTIVE	PERFORMANCE INDICATOR
1. To increase the clearance rate in firearm-related cases (Clearance rate=SAPS6: Col.3+4+6/3+4+5+6×100/1)	1.1. Clearance rate: Murder with firearm
	1.2. Clearance rate: Robbery with firearm
	1.3. Clearance rate: Theft of firearm
	1.4. Clearance rate: Illegal possession of firearms/ ammunition
	1.5. Number of cases to court: Murder with firearm
	1.6. Number of cases to court: Robbery with firearm
	1.7. Number of cases to court: Theft of firearm
	1.8 Number of cases to court: legal possession of firearms/ ammunition
2. To improve control over firearms/ammunition	*2.1. Number of illegal firearms seized (inside - RSA)
	*2.2. Number of firearms lost by/stolen from the Police

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SAPS: OPERATIONAL PRIORITIES and OBJECTIVES	
	*2.3. Number of cases registered for negligent loss of firearms/ammunition
	*2.4. Number of persons declared unfit to possess firearms in terms of sections 11 and 12 of the Firearms and Ammunition Act 1969
Priority 2: CRIMINAL ORGANIZATIONS	
GOAL: A decrease in the number of criminal organizations	
OPERATIONAL OBJECTIVE	**PERFORMANCE INDICATOR**
3. To improve intelligence on the activities of criminal organizations	*3.1. Number of criminal organizations identified
	3.2. Number of criminal organizations infiltrated
	3.3. number of Crime Threat Analysis (CTA) projects running on criminal organizations
	3.4. Number of profiles compiled on members of criminal organizations
4. To improve measures aimed at curbing the activities of criminal organizations	*4.1. Number of cases to court by Diamond and Gold units
	*4.2. Number of cases to court by Commercial Branch
	*4.3. Number of cases to court by Endangered Species and Environmental Protection Unit
	*4.4. Number of cases to court by Special Investigating Unit
	*4.5. Number of cases to court by Illegal Firearms Investigation Unit
	*4.6. Number of cases to court by Illegal Aliens Investigation Unit
	*4.7. Number of cases to court by Murder and Robbery units (robbery or cash-in-transit)
	*4.8. Number of cases to court by Murder and Robbery units (robbery at financial institutions)
	*4.9. Number of cases to court by South African Narcotics Bureau (SANAB)
	*4.10. Number of cases to court by: Stock Theft units
	*4.11. Number of cases to court by Transito Theft units

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SAPS: OPERATIONAL PRIORITIES and OBJECTIVES	
	*4.12. Number of cases to court by Vehicle Crime Investigation units
	*4.13. Number of persons convicted for involvement in activities of criminal organizations
Priority 3: CRIMES AGAINST WOMEN AND CHILDREN	
GOAL: Improved quality of service to women and children as victims of crime	
OPERATIONAL OBJECTIVE	**PERFORMANCE INDICATOR**
5. To enforce the relevant sections of the Domestic Violence Act, 1998 (Act No 116 of 1998)	*5.1. Issuing of a National Instruction
	*5.2. Number of protection orders applied for by the SAPS
	*5.3. Number of arrests for domestic violence
6. To improve multi-disciplinary cooperation in combating crimes against women and children	6.1. Conviction rate: Rape and attempted rape (Conviction rate= SAPS6: Column 8.2)
	6.2. Conviction rate: Murder (only children under 18 years of age)
	6.3. The % of reported cases withdrawn before trail for rape and attempted rape
	6.4. The % of reported cases withdrawn before trail for assault with intent to inflict grievous bodily harm (only children under 18 years of age)
	6.5. The % of reported cases withdrawn before trail for common assault (only children under 18 years of age)
	6.6. The % of reported cases withdrawn before trail for cruelty towards, and ill-treatment of children (excluding sexual offences, assault and murder)
	6.7. Number of joint initiatives to combat crimes against women and children
Priority 4: CORRUPTION WITHIN THE POLICE	
GOAL: A decrease in corruption in the SAPS	
OPERATIONAL OBJECTIVE	**PERFORMANCE INDICATOR**
7. To increase the detection of corruption within the SAPS	*7.1. Number of investigations conducted by the Anti-corruption units
	*7.2. Number of employees charged for corruption
	*7.3. Number of employees convicted for corruption

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SAPS: OPERATIONAL PRIORITIES and OBJECTIVES	
	*7.4. Number of employees discharged for corruption
8. To limit the opportunity for corruption within the SAPS	8.1. Issuing of a National Instruction to facilitate the prevention of corruption
	8.2. Number of audits conducted by the National Head Office, Internal Audit sub-components
Priority 5: ACTIVE VISIBLE POLICING	
GOAL: To improve the public's perception of safety	
OPERATIONAL OBJECTIVE	**PERFORMANCE INDICATOR**
9. To conduct visible policing patrols based on crime pattern analysis	9.1 Number of visible policing patrols based on crime pattern analysis
10. To develop a policy for sector policing	10.1 Issuing of a National Instruction
11. To improve the ability to gather proactive crime intelligence	*11.1. Number of active informants
	*11.2. Number of input into the Individuals and Structures Information System (ISIS)
12. To improve the ability to do crime analysis	12.1. Number of members trained in crime analysis
13. To improve the quality of service through the Service Delivery Improvement Programme (SDIP) in identified areas	13.1. Number of police stations where service charters have been agreed upon between the SAPS and local Community Police Forums (CPF)
	13.2. Programme Johannesburg's progress report
	13.3. Number of police areas where best practices are implemented
14. To formulate a policy for the optimal use of police reservists	14.1. Issuing of a National Instruction
	14.2. Number of reservists per police area
Priority 6: INVESTIGATION SERVICES	
GOAL: To effect an improved capacity for effective criminal investigations	
OPERATIONAL OBJECTIVE	**PERFORMANCE INDICATOR**
15. To increase the number of investigators	15.1 Average number of new case dockets per investigator per month
16. To improve the competency of investigators	16.1. Number of members trained in basic investigative skills
	16.2. Number of members trained in basic intelligence skills
	16.3. Clearance rate: Malicious damage to property

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SAPS: OPERATIONAL PRIORITIES and OBJECTIVES
16.4. Clearance rate: Murder
16.5. Clearance rate: Attempted murder
16.6. Clearance rate: Robbery with aggravating circumstances - with firearm (including attempts)
16.7. Clearance rate: Robbery with aggravating circumstances - other weapon (including attempts)
16.8. Clearance rate: Other robbery (including attempts)
16.9. Clearance rate: Rape (0-17 years - including attempts)
16.10. Clearance rate: Rape (18 years and older - including attempts)
16.11. Clearance rate: Assaults with intent to inflict grievous bodily harm (GBH)
16.12. Clearance rate: Common Assault
16.13. Clearance rate: Burglary (Business premises-including attempts)
16.14. Clearance rate: Burglary (Residential premises-including attempts)
16.15. Clearance rate: Stock theft
16.16. Clearance rate: Theft of motor vehicles and motorcycles (including attempts)
16.17. Clearance rate: Theft out of or from motor vehicles (including attempts)
16.18. Clearance rate: Theft not mentioned elsewhere (including attempts)
16.19. Clearance rate: Drug-related crimes
16.20. Clearance rate: Car hijacking
16.21. Clearance rate: Truck hijacking
16.22. The % of cases withdrawn in court: Malicious damage to property
16.23. The % of cases withdrawn in court: Murder
16.24. The % of cases withdrawn in court: Attempted murder

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SAPS: OPERATIONAL PRIORITIES and OBJECTIVES	
	16.25. The % of cases withdrawn in court: Robbery with aggravating circumstances - with firearm (including attempts)
	16.26. The % of cases withdrawn in court: Robbery with aggravating circumstances - other weapon (including attempts)
	16.27. The % of cases withdrawn in court: Other robbery (including attempts)
	16.28. The % of cases withdrawn in court: Rape (0-17 years - including attempts)
	16.29. The % of cases withdrawn in court: Rape (18 years and older - including attempts)
	16.30. The % of cases withdrawn in court: Assaults with intent to inflict grievous bodily harm (GBH)
	16.31. The % of cases withdrawn in court: Common Assault
	16.32. The % of cases withdrawn in court: Burglary (Business premises - including attempts)
	16.33. The % of cases withdrawn in court: Burglary (Residential premises including attempts)
	16.34. The % of cases withdrawn in court: Stock theft
	16.35. The % of cases withdrawn in court: Theft of motor vehicles and motorcycles (including attempts)
	16.36. The % of cases withdrawn in court: Theft out of or from motor vehicles (including attempts)
	16.37. The % of cases withdrawn in court: Theft not mentioned elsewhere (including attempts)
	16.38. The % of cases withdrawn in court: Drug-related crimes
	16.39. The % of cases withdrawn in court: Car hijacking
	16.40. The % of cases withdrawn in court: Truck hijacking
17. To ensure the optimal utilization of investigators	17.1. Number of detective units where the project Effective Detective is implemented

**Not to set targets - performance will be measured by reporting on progress, trends and tendencies.*

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The organizational priorities and objectives are likewise augmented in support of the operational (crime) priorities and objectives. In this regard, the following key operational priorities and objectives were determined for the 1999/2000 financial year, which are reflected in Table 5-2. They consist of three organizational priorities, three goals, and seven objectives which are attached to twenty-two performance indicators (SAPS, 1999).

Table 5-2

SAPS: ORGANIZATIONAL PRIORITIES and OBJECTIVES	
Priority 7: VICTIM EMPOWERMENT	
GOAL: To improve the capacity of members to render a professional service to victims	
OPERATIONAL OBJECTIVE	**PERFORMANCE INDICATOR**
18. To develop a policy defining the role and responsibility of members in terms of victim empowerment	18.1. Issuing of a National Instruction
	18.2. Number of members trained in victim empowerment
	18.3. Number of police stations equipped with facilities to ensure privacy during statement taking
19. To improve programmes to support employees exposed to trauma	*19.1. Date of implementation of the Employee Assistance Programme
	*19.2. Number of employees counselled by the helping professions of the SAPS
	*19.3. Number of employees who committed suicide
Priority 8: BUDGET and RESOURCE MANAGEMENT	
GOAL: The optimal management of resources	
OPERATIONAL OBJECTIVE	**PERFORMANCE INDICATOR**
20. To cultivate a culture of saving in the SAPS	*20.1. Setting of National Standards per identified expenditure item
	*20.2. Submitting a quarterly assessment report on expenditure against standards

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SAPS: ORGANIZATIONAL PRIORITIES and OBJECTIVES	
21. To reduce human and physical resources at national, provincial, and area head offices for distribution to police stations, units or operational components	21.1. The % decrease of personnel at head offices
	21.2. Number of members redeployed for operational policing duties
	21.3. Number and type of physical resources redeployed for operational policing duties
Priority 9: PROFESSIONAL CONDUCT	
GOAL: To improve the levels of professionalism in the SAPS	
OPERATIONAL OBJECTIVE	**PERFORMANCE INDICATOR**
22. To motivate all employees to live up to the Code of Conduct	22.1. Number of working days per month lost due to employees being absent from duty
	*22.2. Number of complaints against members received by the component: Service Investigation at national level
	*22.3. Number of complaints against members received by the Independent Complaints Directorate
	22.4. Number of civil claims registered
23. To enhance management/employee relations by establishing participative management structures	23.1. Number of participative management structures established
	23.2. Issuing of a National Instruction
	23.3. Number of grievances registered by employees
	23.4. Number of police stations visited by national, provincial and area management
24. To present programmes/courses that will improve the competency of all employees	24.1. Number of employees trained in relevant essential basic skills: Vehicle driving, community policing, human rights, diversity, and Adult Basic Education Training
	24.2. Number of members who participate in Management Development Programmes
	24.3. Number of members trained for relevant post: Station commissioner, Crime Prevention and frontline personnel

**Not to set targets - performance will be measured by reporting on progress, trends and tendencies.*

To summarize Tables 5-1 and 5-2, the PPO for the financial year

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1999/2000 constitute nine priorities, nine goals and twenty-four objectives attached to hundred-and-nineteen performance indicators. Targets must be set against almost eighty-five (71.43%) of these performance indicators. Almost thirty-four (28.57%) of these performance indicators' progress is measured by determining trends, tendencies, etc.

Since the formulation of the first Annual Police Plan of 1996/1997, priorities and objectives were continuously reviewed, amended, scrapped or added. However, the 1998/1999 priorities and objectives remained unchanged for the 1999/2000 financial year. The almost eighty-five performance indicators (where target setting is compulsory) for the financial year 1999/2000 were reduced by more than 50% in comparison with the previous PPO (for the 1998/1999 financial year). It should be borne in mind that these objectives (including all previous objectives of the SAPS) were not costed. The development of implementation plans (Troika 2) to achieve identified objectives (as declared in Troika 1), will be discussed next.

5.3.2. Troika 2: Implementation guidelines

As stated above, the PPO implementation plans were developed by applying the Management by Objectives (MBO) methodology. The main purpose of the PPO implementation plan is, therefore, to ensure that actions aimed at achieving the objectives are implemented, actions are well-coordinated, and responsibilities are linked to specific line

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functionaries (SAPS, 1999:25). The compilation of a PPO implementation plan should comply with the following five steps (SAPS, 1999:25-27):

Step 1: Selecting Objectives - this step entails the selection of those objectives contained in Troika 1, which place a primary or a secondary responsibility on a manager to implement actions, to achieve a specific objective. An integrated and consultative approach should be followed when responsibilities are allocated, together with the powers developed, to line functionaries.

Step 2: Determining Action Steps - during this step, managers must determine (from available human and physical resources) the action steps which will achieve each selected objective. It is imperative that the relevant role-players are consulted to define an integrated approach between the role-players ensuring cooperation and synchronization in executing the identified action steps towards achieving a particular objective. Managers should also establish whether existing initiatives regarding policies, procedures, programmes and projects, which are applicable on the achievement of objectives, are still adequate. If existing initiatives are inadequate, additional, new action steps should be well-considered by taking into account the following: (1) The performance indicators of that particular objective. (2) The existing structures, mechanisms, partnerships such as Community Police Forums, and interdepartmental structures at local level dealing with, eg, child abuse.

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Step 3: Determining of Responsibility - according to this step, action steps should be linked to an appropriate manager who will be held accountable for the execution of the steps.

Step 4: Determining of Baselines - during this step, managers must determine the present status of a performance indicator, as reported during the previous financial year.

Step 5: Setting Targets - the main purpose of this step is to determine an estimate of a realistic future end result that could be achieved within the financial year, and against which progress/performance can be measured. A target (as in the case of a baseline) could be expressed as a number, weight, value, percentage or date. To establish targets, the following must be taken into consideration: (1) Internal factors such as level of experience, morale, personnel levels, budgetary realities and available resources. (2) External factors such as root causes of crime (eg, unemployment), and enabling factors (eg, disrespect for the law).

To conclude this subsection, following the steps discussed above will ensure that a uniform approach is taken in compiling a PPO implementation plan. On the other hand, Troika 3 attempts to ensure uniformity in the measuring of police performance.

5.3.3. Troika 3: Monitoring guidelines

As expressed in subsection 5.3, this Troika gives guidance regarding the

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"why", "what", "how", "when" and "who" of the PPO monitoring process. Each of these important questions is dealt with separately, starting with the "why" of the monitoring process.

Chapter 12, paragraph 12.3 of the Public Service's White Paper on Transformation, determines that "...appropriate performance measures and targets will be set for Director-Generals, for which they will be accountable, both to their political heads (Ministers and Provincial Premiers) and to Parliament and Provincial Legislators" (SAPS, 1999:29). The National Commissioner also remains legally accountable/ liable to the Minister for the execution of his responsibilities and for the overall performance of the SAPS. Therefore, the National Commissioner is obliged to report the National Minister - (1) regularly on progress-related issues such as the achievement of objectives, work programmes, resource allocation, performance against budget, service levels, and training and development; and (2) immediately on any difficulties experienced in relation to the achievement of the objectives.

Section 3 (1), (g), (h), (i) and (j) of the South African Police Service Act, 1995 empowers the National Minister to use the Secretariat for Safety and Security (Secretariat) to research any policing matter or to perform any other function, and obliges the Secretariat to monitor the implementation of policy, as well as to evaluate the functioning of the SAPS. The Secretariat's functions are not merely to assist the National Minister, but also to promote democratic accountability and

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transparency in the SAPS. These functions are complementary, but not identical. In monitoring the PPO, the Secretariat will be fulfilling both tasks (SSS, 1995).

The Secretariat is a part of the executive arm of the State and is not an elected body, nor is it directly accountable to the electorate. Like the SAPS itself, the Secretariat answers to the National Minister of Safety and Security, and it is only through this person that the Secretariat is accountable to Parliament. The consequence of this is that the Secretariat is a professional institution, as opposed to a political body. The Secretariat cannot, therefore, develop or propagate arbitrary or inadequately researched views, but the monitoring and evaluation responsibilities of the SAPS are in fulfilment of the constitutional requirements for appropriate forms of civilian oversight over the SAPS (SSS, 1995 and SAPS, 1999).

Lastly, monitoring the PPO is imperative, because it - (1) enables the National Commissioner to keep the Minister informed, and in the process the National Commissioner fulfils his/her obligation in terms of the White Paper on Safety and Security as well as the conditions of his/her appointment; and (2) assists with the evaluation of police performance, as conducted by the various Secretariats for Safety and Security (SAPS, 1999:29-30).

The responsibility for monitoring of the PPO varies from situation to situation (SAPS, 1999:30) for example: (1) Day-to-day monitoring is

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the responsibility of every member who implements action steps to achieve an objective measured in terms of an identified performance indicator. (2) All offices in the SAPS are responsible for collecting and consolidating recorded data, to compile feedback reports for specific periods, and geographical or functional areas. (3) Centres or nodal points at provincial and divisional offices are responsible for collecting and consolidating data in terms of relevant performance indicators. (4) Responsibilities are allocated to lower-level offices for the monitoring of relevant performance indicators. (5) Consolidated information is provided via the various offices to the National Monitoring Centre, to be consolidated into the National Quarterly Progress Report, which is submitted to the National Commissioner and the National Secretariat for Safety and Security.

Performance indicators give an indication of precisely what will be monitored and measured concerning progress and performance, based on the results or outcome of specific action steps implemented to achieve a specific objective (SAPS, 1999:25). Performance indicators cover a wide range of activities and end results expressed in quantifiable terms (eg, crime statistics) and non-quantifiable products (eg, the development of policies or national instructions). The ideal is to assess actual police performance in achieving the objectives (SAPS, 1999:30).

Operational performance indicators are recorded and monitored at local level. Area, provincial and national levels are responsible for the consolidation of progress reports (SAPS, 1999:30-31).

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The frequency of monitoring entails (SAPS, 1999:31):

- Daily monitoring by operators at local level, to ensure that daily activities are on track and recorded in registers or captured on the relevant database.

- Monthly monitoring which involves the consolidation of information for managerial purposes at a police station, or at unit, area or provincial level.

- Quarterly monitoring which consists of the submission of progress reports by provincial and divisional commissioners to the National Monitoring Centre. A consolidation period of about six weeks after the end of each quarter is allowed for provincial and divisional commissioners to provide information to the National Monitoring Centre.

- Quarterly and national evaluations of the data by the National Secretariat for Safety and Security. Their findings are reported to the Minister's Committee and the Executive Coordinating Committee.

There is a five-step procedure available to those involved in the monitoring process (SAPS, 1999:31). The procedure is as follows:

Step 1: Determine Monitoring Responsibility - managers must

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determine the performance indicators for which they have a monitoring responsibility to.

Step 2: Establish a Reporting Network for Feedback - a reporting network consisting of the relevant role-players and information sources should be established.

Step 3: Communicating Information Needs - the feedback network referred to in Step 2, all target dates, as well as relevant information must be communicated to the role-players.

Step 4: Feedback and Progress Reports - completed quarterly feedback reports should be forwarded to the National Monitoring Centre, or completed quarterly progress reports to the National Project Centre.

Step 5: Utilizing Information - information must be used as a management tool by evaluating feedback, identifying successes and difficulties towards achieving objectives, reviewing the implementation plan, and implementing corrective measures.

The Secretariat for Safety and Security and the SAPS have agreed that police performance monitoring of progress reports on identified performance indicators will be evaluated in the context of the overall crime situation in South Africa (SAPS, 1999). Provincial Management Services are mainly responsible for collecting and compiling quarterly and annual feedback, as well as progress reports for the National

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Monitoring and Project Centres. In turn, these centres integrate all information received from the provinces in comparative data tables. Table 5-3 serves as an example of such a comparative data table.

Table 5-3

PRIORITY 1: FIREARMS									
GOAL: To curb violent crimes committed with firearms									
OBJECTIVE: To increase the detection rate in firearm-related cases									
PERFORMANCE INDICATOR: The detection rate of specific crimes: Robbery with firearms									
PROVINCE		Baseline% (1997/98)	Target %	Qtr-avg (%)	Qtr 1 1998	Qtr 2 1998	Qtr 3 1998	Qtr 4 98/99	Avg% 98/99
A	Western Cape	25.04	25.04	25.04	24	28	22	24	24.50
B	Northern Cape	45	47	47	41	45	43	41	42.50
C	Free State	66.1	67.6	67.6	25	24	25	25	24.75
D	Eastern Cape	36	39	39	33	36	33	33	33.75
E	KwaZulu-Natal	18	21	21	14	14	17	14	14.75
F	Mpumalanga	34	36.67	36.67	23	20	37	23	25.75
G	Northern Prov	65	68.3	68.3	58	42	54	58	53
H	Gauteng	13	18	18	10	11	11	10	10.50
J	North West	37.7	39.7	39.7	27	33	35	27	30.50

The data contained in Table 5-3 compares the detection rate regarding robbery with a firearm during 1998/99 for the nine provincial police services in South African (SAPS/PI, 1999). However, these comparative tables are seldom used by the line functionaries of the SAPS as an incentive or punitive measure to improve their performance. (For details, see section 5.4 and Chapters 6 and 7.)

Regarding the PPO, the SAPS relies mostly on feedback or progress reports submitted by the respective provinces and divisions and

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performance-based evaluations/inspections/audits are seldom conducted in relation to the PPO. The section to follow deals specifically with other so-called performance-based initiatives and inspections of the SAPS.

5.4. OTHER PERFORMANCE-BASED INITIATIVES (INSPECTIONS)

As stated above, several independent, so-called performance-based initiatives and inspections are performed in the SAPS, with hardly any link to the PPO. The following initiatives and inspections serve as examples:

The Secretariat for Safety and Security have at their disposal a Monitoring Directorate with a key function of "monitoring" the SAPS. Besides their involvement in the process of monitoring the PPO, this Directorate adopted a project-based approach to monitor "aspects" of policing. The focus on the delivery of one or other "aspect" of policing is threefold, namely - input (resources available), output (the immediate products of the use of those resources) and outcomes (analysing that output in terms of the intention of the Government in appropriating resources). The following projects serve as examples: The role and effectiveness of mortuaries, response time, personnel reward systems, and the nature and use of pounds for police vehicles (Altbeker, 1996).

This project-based approach enables the Monitoring Directorate of the Secretariat to make meaningful interpretations and conclusions about

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changes in the effectiveness of policing, authorizing them to provide informed and constructive advice to the National Minister. These projects are primarily directed at establishing the present state of affairs, and not to address the issues raised. These projects are diagnostic, not curative (Altbeker, 1996). The Secretariat is also responsible for monitoring the implementation of the White Paper for Safety and Security. Monitoring this Paper is an example of how the Secretariat would perform a function in response to Ministerial request and for its own, independent mandate, because the requirement for the Paper is a policy choice of the legislature.

The Auditor-General is an independent State institution that is subject only to the Constitution and the law. It must be impartial and must exercise its powers and perform its functions without fear, favour or prejudice. This office must audit and report on the accounts, financial statements and financial management of national and provincial State departments such as the SAPS, and must submit these audit reports to any legislature that has a direct interest in the audit, as well as to any other authority prescribed by national legislation. All reports must also be made public (Constitution of the RSA, 1996:99 and 103). In 1999 the Auditor-General evaluated the measures instituted to ensure that human resource management in the SAPS promotes the efficient and effective utilization of resources. The audit criteria included, *inter alia*:

- The evaluation of output of police officials and civilians against measurable objectives, performance criteria, and standards.

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- Measures to ensure a productive workforce and to curb regular absenteeism and negligence of duties.

- Measures to identify and prevent inadequate allocation and distribution of resources (Eksteen, 1999).

These are only some performance evaluation questions formulated by the Auditor-General for the SAPS on which they must report, to discover if the SAPS is committed to ensure an effective and efficient utilization of resources. The key findings are reflected in chapter 7.

The Independent Complaints Directorate (ICD) was established in 1997 as an independent body of the SAPS. This body must give the public the assurance that the SAPS is acting in a transparent way and that it will be held accountable for the performance of its functions. The ICD's aim is to investigate offences and misconduct allegedly committed by members of the SAPS in an effective and efficient manner (Geldenhuys, 1997). This Directorate is not part of the Anti-corruption unit of the SAPS which is responsible for all investigations into corruption in the SAPS.

Inspectorates at national, provincial and area levels of the SAPS play the role of "watchdog", where these functionaries are mostly involved with formal compliance inspections regarding the execution of National Instructions and compliance with the Standing Orders and Regulations of the SAPS. These inspections refer to the execution of any form of

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activity that has as it's objective the finding of any shortcomings in past transactions and is undertaken by any member at any level or at any office (Chetty, 1997:2).

These inspectorates must enable the National Commissioner to act in accordance with the duties and responsibilities with which he/she has been charged in terms of legislation, as well as to investigate complaints received from the public with the view to advise, remedy and improve the service rendered of the SAPS to the community at large (SAPS, 1998). Most of these compliance inspections are focused on local-level policing and will include, for instance, the inspection of a police station's SAPS 13 register (Property taken into custody by the police) or SAPS 14 (Cell register). By conducting these inspections, the inspectorates bear the responsibility of maintaining a SAPS which is impartial, accountable, transparent and efficient.

The SAPS has an Internal Audit Directorate that provides the Management of the SAPS with independent, management-oriented advice on the Department's internal control systems, operations and performance, with a view to improve the accountability and performance of the SAPS. This Directorate's main functions include (SAPS, 1998):

- Evaluating the reliability of personnel, logistical aspects, financial aspects and matters relating to information technology, as well as the methods used to identify, measure and report such aspects.

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- Evaluating the systems that should ensure that specific policies, plans, procedures, laws and regulations which may have a significant impact on management and reports, are adhered to.

- Evaluating the methods of safeguarding assets and, if applicable, verifying the existence of such assets.

- Evaluating the effective, efficient and economic use of all resources within the SAPS.

- Giving the accounting officer the assurance that the standard of financial and administrative management is maintained at a satisfactory level, that internal controls are appropriate, and that legislation, as well as police performance, operations, policies and procedures are being observed.

National Ad-hoc Inspection Teams is another initiative that mainly focuses on the service rendering of police stations and units. The National Commissioner of the SAPS, has requested all senior officers having the rank of assistant commissioner and higher at National Police Head Office, to assist him with inspections/visits to police stations and units. The purpose of these unannounced or ad-hoc inspections is to ensure that policing, in general, is focused on the police's theme of "Improved Service Delivery". Visiting senior officers will critically evaluate police performance aspects such as discipline, morale, competency, neatness, uniforms, equipment and vehicles in terms of

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improved service rendering to the public. For this purpose, a standard evaluation form is used to record inspections in detail (Fivaz, 1997). The following are examples of performance evaluation questions:

- Was the flag hoisted/struck according to SO 202 and what is the condition of the flag?

- What is the condition, in general, of the garden and premises? [SO (S) 28(2)(i)]

- Does an officer/station commissioner read the Occurrence Book on a daily basis? (SO 256.2.6. and SO 256.2.7.)

- Is good telephone etiquette used?

- Are members dressed properly and neatly? SO 28 (1)(b)

These are only some of the numerous performance evaluation questions that were formulated by senior officers of the SAPS and on which they must report, in order to ascertain whether the SAPS is committed to better service rendering to its customers or the community in general.

The Saambou Bank's annual Community Policing Competition initiative focuses on endeavours aimed at improving the quality of service rendered to the police's customers. This competition targets police stations and specialized units that feel they have contributed to

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the realization and implementation of community policing. The efforts of these stations and units are gauged against other police stations and units countrywide. The evaluation of these police stations and units is carried out by members of the Police Inspectorate and Community Policing Directorate. The following focus areas were identified for Saambou Bank's annual Community Policing Competition:

- Management of police station/unit - focus on resources, budget, crime intelligence and the quality of investigations.

- Service orientation - outlay of police station/unit, community service centre, cells, customer-oriented rendering of service.

- Partnerships (police/community) - role-players' initiatives and community projects.

- Victim empowerment/support - internal procedures, external procedures and victim support centre.

The winners of this competition could receive prizes ranging from a certificate for the forty-two area winners, to R20 000 for the overall national winner (Holtzhausen, 1998:1).

The Service Delivery Improvement Programme (SDIP) was developed as a management tool or problem-solving programme for police stations. In the past, various initiatives were in operation to improve service

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rendering in the SAPS, including Project Lifeline, Project CPPP, Project Adopt a Police Station or Specialized Unit, and Project MBO. In view of the confusion that reigned concerning these projects, it was decided that all these initiatives/projects should be integrated, giving rise to the SDIP (Simelane, 1998: 44). An integrated SDIP was designed, to identify focus areas or problems at police stations and to provide a framework of practical ideas to address these problems. The main purpose of the SDIP is to develop the skills and knowledge of members so that they can provide quality policing services and approach policing from a customer-centred, problem-solving perspective in effective and efficient ways. Focus areas such as training, absenteeism, community programmes, docket management, victim support and community satisfaction have been identified for improvement and assessment.

The SDIP police station, in collaboration with relevant role-players, compiles and signs a service charter, and then develops an implementation plan that reflects SDIP objectives and key performance indicators which are measured against specific targets and a time frame (Holtzhausen, 1999:3). The SDIP plan does not replace the PPO plan, but it may integrate the focus areas (priorities) of the PPO. Monthly and quarterly progress reports are used, to monitor the SDIP's key performance indicators.

In 1998, Programme Johannesburg was piloted which is aimed at developing a model for policing (pocket of excellence). The Johannesburg police area was selected as an area, not only in view of its

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crime situation and the need to redress policing in general, but also because it is seen as the economic and development barometer of South Africa. Further the Johannesburg police area is perceived as an indication of the safety and security situation in relation to the rest of the country (Eloff, 1997). The four main focus areas of this Programme are:

- Improving service in the Community Service Centre.
- Improving the attendance of complaints.
- Improving criminal investigations.
- Establishing sector policing (SAPS, 1999).

This initiative is intended to result in numerous best practices (*pockets of excellence*) which, after having been successfully piloted in Johannesburg, can be applied elsewhere in the country. Quarterly progress reports are compiled by national and provincial Management Services to monitor this Programme.

The last initiative to be discussed is the development of an employment policy by the Department of Public Service and Administration. This policy includes a system to monitor and manage personnel performance in the public sector. The purpose of this initiative is to introduce an effective Personnel Performance Management System that focuses on

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the appraisal of all public servants, including senior management (DPSA, 1997). All senior managers of the SAPS having the rank of director and higher, enter into an annual performance agreement with their equals and immediate supervisors/managers. The parties agree to enter into an agreement in terms of which the performance expected from a junior manager by his/her immediate supervisor/ manager is described.

These parties have a *carte blanche* in determining their responsibilities which could be anything from vague issues (such as institutionalizing a vision-driven culture), to specific and quantifiable issues (such as improving the detection rate of detectives). This performance agreement, that is entered into by the relevant parties, does not have to reflect any issues contained in the PPO.

However, the assessment (quarterly and annually) will be based on the responsibilities agreed upon between the junior manager and his/her immediate supervisor/manager, focusing the evaluation on aspects such as work performance (productivity), job relationships, communication, equity, job knowledge and insight, personal competencies, and resource management (Eloff, 1999). The performance assessment of the junior manager is always managed in a consultative, supportive and non-discriminatory manner.

These are only a handful of the so-called performance-based initiatives that are presently operating in the SAPS. Thus, a police station or unit

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could be targeted by all of these initiatives, including the PPO, and there is a strong possibility that the management of such a police station or unit could experience confusion as to what it should focus on and perform against.

5.5. SUMMARY

This chapter examined three fundamental issues concerning the SAPS. First, it studied the evolution of strategic planning and performance measurement in the SAPS. The SAPS has focused much of its time and effort on the philosophy and methodology of strategic management. The process has been developed over the years and numerous initiatives were initiated by police management to improve policing and to assess the performance of the SAPS.

Second, the challenges and methodology of the PPO were dealt with. The main purpose of the PPO is to identify the priorities and objectives which have the most adverse effect on society and in which respect actions must be developed and implemented during the coming year. The present PPO consist of three Troikas, namely, Troika 1 - formulating the PPO; Troika 2 - implementing the PPO; and Troika 3- monitoring the PPO.

Third, other performance-based initiatives and inspections that are still operating in the SAPS, were studied. Although the PPO have become

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the driving force behind the efforts of the SAPS to improve its performance, as well as its quality of service, numerous other concurrent initiatives and inspections were developed or implemented to improve service rendering, accountability and transparency. Initiatives such as the SDIP and Police Inspectorates are among the initiatives that were examined in this chapter. To continue with this discussion, a comparative analysis of the PPO and the newly developed PPMM for the SAPS will now be undertaken.

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CHAPTER 6
A COMPARATIVE ANALYSIS

- INTRODUCTION
- DESCRIPTIVE INFORMATION: THE ANALYSIS OF DATA
- EVALUATION: PPMM VS PPO
- SUMMARY

6.1. INTRODUCTION

This chapter presents a comparative analysis of the present situation regarding performance measurement in the SAPS, namely the PPO process compared with the proposed PPMM process of the researcher. The following diagram contains brief descriptions of the sections to be discussed in this chapter:

6.2: DESCRIPTIVE INFORMATION
This section synoptically reflects the data analysis process for this study. During this process, five key performance measurement determinants emerged which are essential to the successful development and implementation of a performance measurement system for the SAPS, namely, strategic direction, performance framework, performance measures, strategy-institutionalizing and performance assessment.

→

6.3 COMPARE: PPMM VS PPO
This section reflects the comparative analysis of the PPO process against the PPMM process regarding the identified performance measurement determinants' related variables.

→

6.4 SUMMARY
This section provides a summary of the discussions in the preceding sections.

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6.2. DESCRIPTIVE INFORMATION: THE ANALYSIS OF DATA

As indicated in Chapter 1, a data analysis based on successive approximation was done for this study. The researcher began by formulating a broad framework of assumptions, research questions, purpose and related aims, and hypotheses. The initial data were focused on through reading through a mass of data, police sources, personal notes on the subject, and other relevant information, all of which were condensed by noting the main themes or ideas and by assigning preliminary codes[1]. Through this process the data were analytically reduced and categorized.

After all the data had been collected, they were reviewed, examined, compared and clustered together. Definite performance measurement determinants emerged during the phase of data analysis, and the conspicuousness of these determinants can be regarded as an outcome of the multiple methods used to collect the data.

Five key determinants and thirty-five variables of performance measurement for the SAPS were, consequently, identified by the researcher. They will be essential to the successful development and implementation of the system, with reference to strategic direction, a performance framework, performance measures, strategy-institutionalizing and performance assessment. A synopsis of these determinants and related variables of performance measurement[2] for the SAPS is provided below:

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Strategic direction entails determining the future direction to be taken by the SAPS. This is achieved by the SAPS expressing its reason for existence through defining and understanding its main purpose. The formulation of the SAPS's vision, mission, objectives and corporate strategy is indispensable to preparing the SAPS for the future, establishing long-term direction and tracking the organization's performance and progress.

Performance framework involves creating a balancing framework within which the SAPS can achieve its mission and assess organizational performance by designing and evolving ongoing processes to which all police officials and other role-players can make an active contribution.

Performance measures involve defining the tools which are relevant, specific, achievable and measurable in order to improve the quality of the service (operations and activities) rendered by the SAPS and which are of value to police customers and/or communities.

Strategy-institutionalizing entails penetrating the day-to-day life in the SAPS by implementing the corporate strategy of the organization. The following elements should provide the fundamental, long-term means for institutionalizing the SAPS's corporate strategy: (1) Structure (2) Resource establishment (3) Management processes (4) Leadership (5) Organization culture/character (6) Rewards.

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Performance assessment refers to gauging the SAPS's success in accomplishing targeted results by assessing organizational performance (operations and activities) according to its input, output, outcomes, effectiveness and efficiency. These variables continuously interact with one another, support one another and are managed in alignment with one another. This enables the SAPS to "track" its corporate strategy as it is being implemented, by detecting problems, identifying changes or deviations from the norm (standard), and by making the necessary adjustments, as well as holding managers and personnel accountable for targeted results.

All the above determinants should be present and combined in an interactive pattern when embarking on the development of a performance measurement system for policing. Thus, the concepts, ideas and patterns that fall within the ambit of this study were mainly analyzed in terms of these determinants. In conclusion, the definition of an organization's core business and the identification of its key success factors are the results of an all-inclusive strategic planning exercise in terms of which the organization's vision, mission, strategy, performance framework, with objectives and related performance measures, are developed. The phase of implementation, which includes the alignment of organizational structure, resources and culture, and the performance monitoring/evaluation phase, which includes the integration of performance objectives and measures subject to regular assessment, collectively form an integral part of the strategic management and performance measurement process of an organization.

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For purposes of the comparative analysis of the study, the performance measurement determinants referred to, are those that are applicable to policing in South Africa.

6.3. COMPARATIVE ANALYSIS: PPMM VS PPO

Against this background, the subsections below will compare the process of the PPO and the researcher's proposed PPMM process against the identified performance measurement determinants and related variables. The statistical analyses of these determinants and related variables are presented in tabular format. The two processes are compared and scored against each variable of a specific determinant.

The allocation of points was done by means of interactive group[3] discussions between key personnel of the component: Strategic Management[4] of the SAPS. Although the main focus of the study was to develop a performance measurement system for the SAPS, the researcher "stood back" during the comparative analysis of the PPO process and the proposed PPMM process and became a participant during the scoring of the two processes. The researcher followed the following procedure:

- The personnel of the Strategic Management component were provided with all the relevant documents regarding the PPO and PPMM processes, and ample time (fourteen days) was given to study the documents.

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- The participants were involved in numerous interactive group discussions to explain the researcher's proposed PPMM process and the scoring instructions of the identified variables.

- Points for each variable were allocated on a scale of 0, 2 to 4.

- A point of 0 was awarded, if that specific variable was not addressed.

- If a variable was partially addressed, a point of 2 was allocated.

- A point of 4 was accomplished, if a variable of a specific determinant was fully addressed.

- Each variable was scored after participants had thoroughly debated and argued the point.

- After consensus had been reached on each variable, a final decision was made by the researcher.

The discussions/interaction between the participants gave them a clear understanding of the two processes. Tables 6-1 to 6-6 reflect the final scores the interactive group allocated on the variables, comparing the present process of the PPO with the researcher's proposed PPMM process. The findings and specific recommendations of the results are examined in Chapter 7.

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6.3.1. Comparative analysis: Strategic direction

Table 6-1 reflects the comparative analysis of the PPO process as against that of the PPMM process regarding this determinant's variables.

Table 6-1

COMPARATIVE ANALYSIS: STRATEGIC DIRECTION			
	VARIABLES	**PPO**	**PPMM**
1.	Following a process (strategic management model) to plan, implement and evaluate policing in South Africa	4	4
2.	Formulating principles whereby police performance of the SAPS is to be managed	0	4
3.	Defining the core functions of the SAPS	4	4
4.	Formulating a new vision for the SAPS	4	4
5.	Formulating new mission for the SAPS	4	4
6.	Formulating new value system for the SAPS	4	4
7.	Formulating long-term objectives for the SAPS	0	4
8.	Formulating a corporate strategy for the SAPS	0	4
9.	Defining the gap analysis between the present and future state of policing in the SAPS	4	4
	Total (Strategic Direction)	**24**	**36**

Table 6-1 reflects that the PPO was awarded a point of 24 (67.67%) and the PPMM received a point of 36 (100%). The PPO received zero points for variables 2, 7, and 8.

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6.3.2. Comparative analysis: Performance framework

Table 6-2 reflects the comparative analysis of the PPO process as against that of the PPMM process regarding this determinant's variables.

Table 6-2

COMPARATIVE ANALYSIS: PERFORMANCE FRAMEWORK			
	VARIABLES	**PPO**	**PPMM**
1.	Selecting/developing a performance framework for the SAPS	0	4
2.	Defining a framework to fulfill the mission of the SAPS and to assess organizational performance	0	4
3.	Identifying the key elements of the SAPS's mission	2	4
4.	Defining the essential output and outcomes of measuring policing regarding the combating of crime	2	4
5.	Defining the quality of the service of the SAPS which is of value to police customers or communities	2	4
6.	Defining the main support elements (resource and crime information elements) which will assist management in combating crime	0	4
7.	Establishing the overall success, effectiveness and efficiency of the SAPS	0	4
8.	Institutionalizing a culture of continuous improvement	0	4
	Total (Performance Framework)	**6**	**32**

According to Table 6-2, the PPO was awarded a point of 6 (18.75%) and the PPMM received a point of 32 (100%). The PPO received zero points for variables 1, 2, 6, 7, and 8, and 6 points (2 points each) for variables 3, 4 and 5.

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6.3.3. Comparative analysis: Performance measures

Table 6-3 reflects the comparative analysis of the PPO process as against that of the PPMM process regarding this determinant's variables.

Table 6-3

COMPARATIVE ANALYSIS: PERFORMANCE MEASURES			
	VARIABLES	**PPO**	**PPMM**
1.	Defining the essential performance objectives/measures, that will enable the SAPS to achieve its mission	2	4
2.	Identifying quantifiable, generic performance measures that will enable the SAPS to compare police stations and/or units	0	4
3.	Standardized method to set targets and standards for quantifiable measures of the SAPS	0	4
4.	Defining performance objectives/measures which are, for instance, relevant, specific and achievable	2	4
5.	Identifying performance measures that are of value for the customers and/or communities of the SAPS	2	4
	Total (Performance Measures)	**6**	**20**

Table 6-3 reflects that the PPO was awarded a point of 6 (30%) and the PPMM received a point of 20 (100%). The PPO received zero points for variables 2 and 3, and 6 points (2 points each) for variables 1, 3, 4 and 5.

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6.3.4. Comparative analysis: Strategy-institutionalizing

Table 6-4 reflects the comparative analysis of the PPO process as against that of the PPMM process regarding this determinant's variables.

Table 6-4

COMPARATIVE ANALYSIS: STRATEGY-INSTITUTIONALIZING			
	VARIABLES	**PPO**	**PPMM**
1.	Aligning the organizational structure with the SAPS's corporate strategy	0	4
2.	Aligning human and physical resources with the SAPS's corporate strategy	0	4
3.	Synchronizing of management processes (decision making, joint problem solving) in support of the corporate strategy	0	4
4.	Aligning management processes (budget) with the SAPS's corporate strategy	0	0
5.	Reinforcing the SAPS's management/leadership accountability and transparency for accomplishing targeted results	0	4
6.	Changing the culture/character of the SAPS to a results-oriented police service	0	2
7.	Aligning the reward systems with the SAPS's corporate strategy	0	2
	Total (Strategy-institutionalizing)	**0**	**20**

According to Table 6-4, the PPO was awarded a point of zero and the PPMM received a point of 20 (71.43%).

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6.3.5. Comparative analysis: Performance assessment

Table 6-5 reflects the comparative analysis of the PPO process as against that of the PPMM process regarding this determinant's variables.

Table 6-5

COMPARATIVE ANALYSIS: PERFORMANCE ASSESSMENT			
	VARIABLES	PPO	PPMM
1.	Gauging the success of the SAPS in accomplishing targeted results by assessing organizational performance according to their input	0	4
2.	Gauging the success of the SAPS in accomplishing targeted results by assessing organizational performance according to their output	0	4
3.	Gauging the success of the SAPS in accomplishing targeted results by assessing organizational performance according to their outcomes	0	4
4.	Gauging the success of the SAPS in accomplishing targeted results by assessing organizational performance according to their effectiveness	0	4
5.	Gauging the success of the SAPS in accomplishing targeted results by assessing organizational performance according to their efficiency	0	4
6.	Gauging the success of the SAPS in accomplishing targeted results by assessing organizational performance according to their overall performance	0	4
	Total (Performance Assessment)	**0**	**24**

According to Table 6-5, the PPO was awarded a point of zero and the PPMM received a point of 24 (100%).

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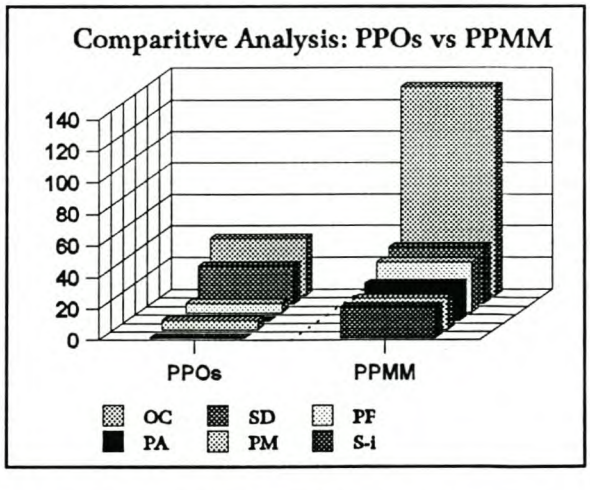
6.3.6. Comparative analysis: Overall Comparison

Table 6-6 reflects an accumulated comparative analysis of the PPO process as against of that of the PPMM process regarding the five identified determinants' variables.

Table 6-6

COMPARATIVE ANALYSIS: OVERALL COMPARISON		
VARIABLES	PPO	PPMM
1. Table 6-1: Total (Strategic Direction)	24	36
2. Table 6-2: Total (Performance Framework)	6	32
3. Table 6-3: Total (Performance Measures)	6	20
4. Table 6-4: Total (Strategy-institutionalizing)	0	20
5. Table 6-5: Total (Performance Assessment)	0	24
Total (Overall Comparison)	**36**	**132**

Table 6-6 reflects that the PPO was awarded an accumulated point of 36 (25.71%) and the PPMM received an accumulated point of 132 (94.29%). The PPO received zero points for the last two variable tables (6-4 and 6-5). A comparative data diagram is given in the opposite diagram box. The data contained in this diagram compare an overall comparative analysis of the PPO process with that of the proposed PPMM process. These two processes were



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compared against thirty-five variables of the identified performance measurement determinants. Thus, a maximum point of 140 (100%) [35x4=140≈100%] could be awarded and a point of 70 (50%) representing the arithmetic mean of the thirty-five variables. The interpretation of these research results is presented in the next chapter.

6.4. SUMMARY

This chapter dealt with the comparative analysis between the PPO process and the PPMM process of the SAPS. As discussed, the comparative analysis of these two processes was done in terms of the identified performance measurement determinants, namely, strategic direction, performance framework, performance measures, strategy-institutionalizing, performance assessment and thirty-five related variables. In terms of this comparative analysis, the PPMM process scored an accumulated point of 132 (94.29%) against the 36 (25.71%) of the PPO process. The findings and specific recommendations of the results will be examined in the next chapter.

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ENDNOTES

1. Codes are tags or labels for assigning units of meaning to the descriptive or inferential information complied during a study. Codes usually are attached to "chunks" of varying size - words, phases, sentences or whole paragraphs, connected or unconnected to a specific setting (Miles and Huberman, 1994:56).

2. See Tables 6-1 to 6-5 of Chapter 6 as well as Chapter 4 for detail.

3. An interacting group is a decision making group in which members openly discuss, argue about, and/or agree on the best alternative (Griffin, 1990:141).

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4. Personnel of this component were selected because the Head: Strategic Management of the SAPS is responsible for the formulation, facilitation and coordination of an integrated strategic and performance management process for the SAPS. The PPO process is also well known to these officials. Lastly, the selected officials are also post-graduate Business Administration students.

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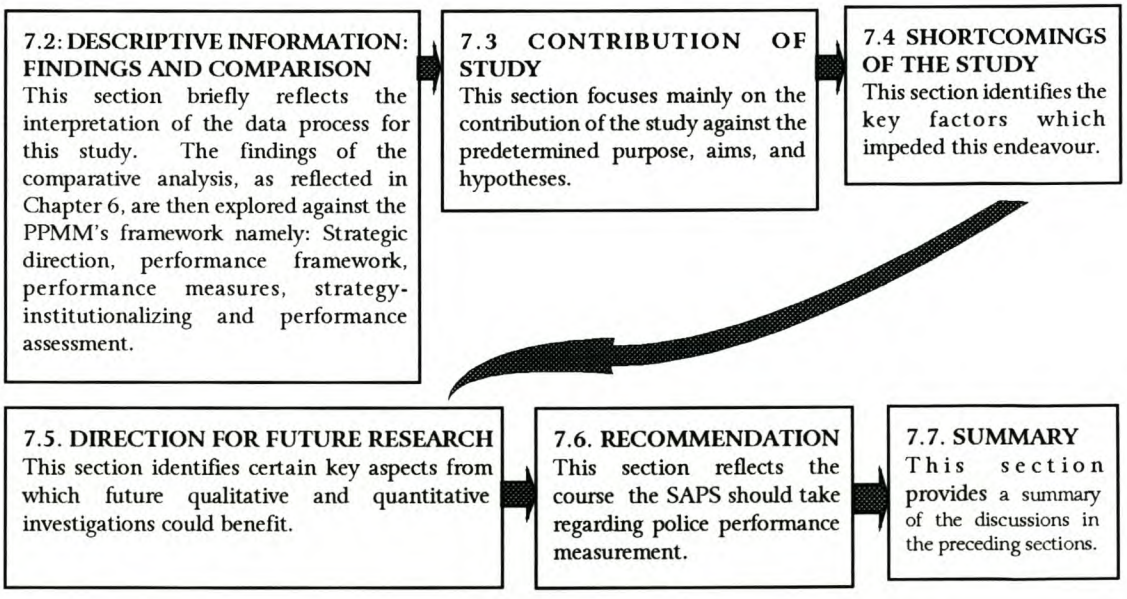
CHAPTER 7
INTERPRETATION OF RESULTS

- INTRODUCTION
- DESCRIPTIVE INFORMATION: FINDINGS
- CONTRIBUTION OF THE STUDY
- SHORTCOMINGS OF THE STUDY
- DIRECTION FOR FUTURE RESEARCH
- RECOMMENDATION
- SUMMARY

7.1. INTRODUCTION

This chapter integrates and summarizes the findings presented in the previous chapter. The implications of the comparative analysis of the PPO process and the proposed PPMM process will be interpreted. The various sections to be discussed below are summarized in the following diagram:



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7.2. DESCRIPTIVE INFORMATION: FINDINGS

The description of qualitative data in the form of words, phrases or text must be organized so that it can be interpreted. Neuman (1997:420-421) states that in all instances of qualitative analysis, a researcher places raw data into categories that he or she manipulates in order to identify patterns and arrive at generalizations. Qualitative analysis is also less abstract than statistical analysis because the data are in the form of words, which are relatively imprecise, diffuse, and context-based, and can have more than one meaning.

It became apparent in the course of conducting this study that performance measurement, as an integrated part of the strategic management process, is being implemented fairly extensively in various sectors and industries but the concept is relatively new in the policing industry[1]. Performance measurement is also considered as a powerful instrument for achieving the organizational mission and accomplishing targeted results. For the purpose of this study, the researcher's goal is, therefore, to organize a large quantity of specific details into a performance measurement system (model) of interlocking concepts for the SAPS.

The unique circumstances of the SAPS cannot be compared with those of any police agency in a free democracy. The following are some of the unique features of the SAPS which were considered in the course of this study - the size of the organization, the process of transformation in the

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SAPS, the amalgamation and rationalization of eleven police organizations, crime phenomena, military culture, lack of resources and infrastructure, and the disparity between different police operations in rendering a quality service[2]. All these major issues have multiple sub-issues such as the educational level of police officials, affirmative action and an over-regulated police service, which have a specific impact on policing in South Africa.

However, a systematic and comprehensive performance measurement system (model) for the SAPS was developed by the researcher aiming to: (1) Ensure that the SAPS is achieving its mission and accomplishing targeted results. (2) Measure police successes in respect of output, outcomes and performance which will have a direct impact on crime combating and be of value to customers and/or communities served by the police. (3) Compare a newly developed and pilot-tested model with the present performance measurement initiative used by the SAPS to prove that the new model has promise.

The development of a performance measurement system for the SAPS has, therefore, been based on the key components of strategic management, which are linked to performance measurement - by doing an analysis of organizational literature; conducting interviews; and synthesizing these concepts into a unitary, common framework. It has been compared with the present performance measurement process in the SAPS and the findings of this comparison will now be discussed.

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7.2.1. Findings: Strategic direction

Table 6-1 reflects that the PPMM was awarded a point of 36 (100%), in comparison with a point of 24 (67.67%) received by the PPO process. As reflected in Chapter 4, the development of the PPMM was an integral part of the transformation/strategic management process of the SAPS. The mark received is an indication that the PPMM process addressed all identified variables reflected in Table 6-1.

Regarding the PPO, the process scored full marks for addressing variables 1, 3, 4, 5, 6, and 9, and received zero marks for the variables 2, 7 and 8 of Table 6-1. Although full marks were allocated for variables 3, 4, 5, 6 and 9, the process of developing these variables was part of the transformation/strategic management process of the SAPS. It was merely incorporated into the PPO process. Therefore, points were awarded based on the assumption that these variables will guide the other components of the PPO process to accomplish effective and efficient policing in South Africa.

7.2.2. Findings: Performance framework

Table 6-2 reflects that the PPMM was awarded a mark of 32 (100%), in comparison with a mark of 6 (18.75%) received by the PPO process. This is an indication that the PPMM process addressed all the identified variables reflected in Table 6-2. A performance framework was developed for the SAPS, as discussed in Chapter 4, consisting of the

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following five dimensions: (1) Eupolsa-index dimension (2) Operational dimension (3) Customer- orientation dimension (4) Crime information dimension (5) Resource dimension. The main aim of this framework is to create a balance between the achieving the mission of the SAPS and to measuring police performance (successes).

In respect of the PPO process, 2 marks each were awarded for variables 3, 4, and 5 of Table 6-2. A performance framework was not developed beforehand to fulfill the mission of the SAPS and to assess police performance accordingly. The conclusion is therefore reached that addressing the scored variables was not anticipated while this process was being formulated as there was no conscious intention to address these variables, as reflected in Table 6-2.

7.2.3. Findings: Performance measures

Table 6-3 reflects that the PPMM was awarded a mark of 20 (100%), in comparison with a mark of 6 (30%) received by the PPO process. This is an indication that the PPMM process addressed all the identified variables reflected in Table 6-3. As reflected in Chapter 4, the development of performance measures was an integral part of the PPMM process. All thirty-two formulated measures focused on achieving the mission of the SAPS; they are quantifiable, generic, divided into three categories, namely actual baselines, targets and standards, relevant, specific and achievable to combat crime, and are of value for the customers and communities served by the SAPS.

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Regarding the PPO process, 2 marks each were awarded for variables 1, 4, and 5 of Table 6-3. As discussed in Chapter 5, the PPO for the financial year 1999/2000 contain nine priorities, nine goals and twenty-four objectives associated with a hundred and nineteen performance indicators. Targets must be set against almost eighty-five (71.43%) of these performance indicators.

Most of these objectives and indicators are not aligned to fulfill the SAPS's mission. The following are examples of the PPO's performance indicators, which are not generic measures to combat crime, or of any value to police customers and/or the community in general, namely: The issuing of national instructions; the number of joint initiatives undertaken; the number of audits conducted by the Internal Audit subcomponent; the number of investigations by the Anti-Corruption Unit; the number of entries made into the Individuals and Structures Information System (ISIS); the date of implementation of the Employee Assistance Programme; the number of employees counselled by the helping professions within the SAPS; and number of employees who have committed suicide.

The following five additional shortcomings of the PPO's performance indicators have also been identified:

- Some of the performance indicators' equations determined by the National Office are incorrect, eg, the absenteeism rate.

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- The indicator - number of police stations visited by national, provincial and area management to improve the professional conduct of members, is unexplainable.

- Nearly 60% of the performance indicators relating to objective 16 (to improve the competency of investigators) are in most cases not applicable to the investigative services of police stations.

- Nearly 70% of the priorities and their related objectives and indicators are not relevant to many police stations in the SAPS.

- The development of a performance appraisal system[3] for the personnel of the SAPS was set in the PPO for the 1998/99 financial year, but the performance indicator was never reached/addressed and it was also not set as an objective or indicator for the 1999/2000 PPO.

Finally, target-setting for performance objectives and indicators of the PPO is mostly done without analysing and interpreting previous performance levels of objectives and indicators. Instead, factors such as level of experience, as well as moral and root causes of crime are taken into account. Thus, targets are generally set based on an individual manager's gut feelings, without him/her adopting a standard approach to target-setting that reflects and interprets previous performance. This makes defending the fact that targets have not been reached as easy as falling off a log.

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7.2.4. Findings: Strategy-institutionalizing

Table 6-4 reflects that the PPMM was awarded a mark of 20 (71.43%), in comparison with the mark of zero that was received in terms of the PPO process. As reflected in Chapter 4, strategy-institutionalizing formed an integral part of the PPMM process of the SAPS. However, the single most identified shortcoming of the PPMM process was the impossibility of aligning the total (integrated) process with the budgeting process of the SAPS. The following are the main reasons:

- The budget in the SAPS is incrementally adjusted during every financial year and it takes place in accordance with the overall policy of Government.

- The budgeting cycle is managed independently from any planning process in the SAPS.

- The budget structure is item-based and not performance-based according to the targeted results of the SAPS.

- The SAPS has only one accounting officer, the National Commissioner; consequently, managers do not have a responsibility towards maintaining sound financial management.

- There is no incentive for cost-effective management because all savings revert back to State coffers.

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Against this background, it was impossible to link the budgeting process of the SAPS with the PPMM and is it still impossible to establish a cost structure that is linked to targeted results and reward systems. Public scrutiny of policing is driving the use of performance measurement in policing to determine the effectiveness of the SAPS and to hold police officials accountable for delivering the wished-for results when dealing with rampant crime in South Africa. However, the present state of financial management and lack of budgetary accountability will make this initiative (a result-driven culture) difficult to accomplish.

In respect of the PPO process, it was never aligned with the corporate strategy of the SAPS. The identified strategy- institutionalizing variables discussed in Chapter 4, have, therefore, never been addressed. Progress reports on the implementation process of the PPO are absolutely essential, as they will enable the National Commissioner to meet his/her obligations in terms of the White Paper on Safety and Security, South African Police Service Act, 1995 and the conditions of his appointment. Thus, the PPO process is a regulated process rather than a process which is based on institutionalizing the defined corporate strategy of the SAPS.

7.2.5. Findings: Performance assessment

Table 6-5 reflects that the PPMM was awarded a mark of 24 (100%), in comparison with a mark of zero received by the PPO process. This is an indication that the PPMM process addressed all the identified variables reflected in Table 6-5. As reflected in Chapter 4, the development of

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performance assessment variables was an integral part of the PPMM process of the SAPS.

In respect of the PPO, as indicated in Chapter 5, all the offices in the SAPS are responsible for collecting and consolidating the recorded data to draw up feedback reports for specific periods. Geographical or functional areas, and centres or nodal points at provincial and divisional offices, are further responsible for collecting and consolidating data in terms the of relevant performance indicators. The PPO of the SAPS mostly rely on feedback or progress reports from various provinces and divisions and performance-based inspections are seldom conducted in relation to the PPO.

In the course of developing the PPO, the outcome of a specific priority or objective was hardly defined at all. For example; Priority 6-Investigation Services; Objective 16 - to improve the competency of investigators; and Performance Indicator 16.3 - the clearance rates for priority crimes. The clearance rate is determined as follows: SAPS 6 columns [3+4+6÷3+4+5+6], and if a manager closes zero cases (complaints) as undetected (SAPS 6 column 5) in the course of a month, the specific investigating service scored a 100% for its effort.

The following question immediately arises: Is this 100% good or bad? If it is "good", managers (commanders) of investigation services will be tempted not to close cases (or see to it that they are not closed) as undetected, thereby scoring 100% (or nearly 100%). Doing so will

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drastically increase investigators' workload, negatively affecting morale of investigators. If it is "bad", then, what is an acceptable clearance rate level to be maintained for investigative services? This is only one example used. There are many similar problems with the PPO performance indicators.

Specific generic output categories reflecting the desired outcomes were therefore also not defined. The available information, which is more or less relevant to a priority or objective, was used as an indicator (output), which is reflected in comparative tables. The following are a few reasons why these comparative tables[4] of the PPO do not pose an incentive or a threat for police line-functionaries to improve their service rendering:

- These comparative indicator tables only reflect the performance of the provinces. Most police stations or units have received hardly any feedback from the Head Office of the SAPS on their performance in terms of any of the indicators of the PPO.

- Although line-functionaries are responsible for accomplishing target results, the process (nearly 95% of it) is managed on the behalf of these line-functionaries by the Management Services of the SAPS.

- For units to be successful in achieving the targeted results, they simply have to amend their targets according to acceptable levels of achievement.

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- Performance indicators are compared per indicator and not in an integrated manner to determine the overall successes of policing. It is far easier to defend one indicator not accomplished, than an overall poor performance of indicators. This also makes it easy for managers to justify why certain indicators have not been met instead of identifying the causes of the problem.

- There are no incentive schemes or punitive measures if targets are met or not met.

Finally, it seems that the performance indicators of the PPO were developed in a hotchpotch manner without fully considering their impact on crime or their value to customers/communities.

7.2.6. Findings: Overall comparison

Table 6-6 reflects that the PPMM was awarded an accumulated mark of 132 (94.29%), in comparison with an accumulated mark of 36 (25.71%) received by the PPO process. This is an indication that the PPMM process addressed most of the identified variables reflected in all the comparative tables. The contribution of the PPMM will be discussed in section 7.3.

Regarding the PPO, it is clear from the preceding discussions that although some of the variables reflected in Tables 6-1 to 6-6 have been addressed as part of the PPO process, they have not been managed as

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part of an integrated strategic management and performance measurement process, but have only been used as an incidental point of reference. The following are some of the main shortcomings of the PPO process:

- Many of the priorities, objectives and indicators in the PPO are not applicable to the police stations, which are mainly responsible for performing the core functions of the SAPS. Consequently, the management of these stations or units are hardly committed to the process. It is, therefore, an impossible task to monitor and evaluate the core policing functions performed by police stations effectively.

- Data from the Information Systems[5] of the SAPS which are used for assessing of the PPO performance indicators can be called into question, as the integrity of the data cannot be vouched for. Many police stations and units in the SAPS still need to gain access to the Information Systems of the SAPS and most provinces that have access to these systems are years behind in updating them. The results, therefore, reflect a distorted picture of the true situation.

- No effective management information system exists which is linked to PPO *per se* to assist police managers to improve their services (for example, identifying of best practices).

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- PPO are not the only initiative focusing on the improvement of police performance. This leads to immense confusion among police officials.

- No incentive schemes are linked to the PPO process. Members of senior management are not bound to align their annual performance contracts with the PPO.

- Police managers are in general, more comfortable complying with the rules and regulation of the SAPS than creating a result-driven organization.

- The PPO process is not costed and police managers are not accountable for cost-effective management (a spend it or lose it attitude).

In 1997 a United Kingdom Police Advisory Team visited South Africa and recommended the following regarding the PPO of 1997/98 (UKPAT, 1997):

> "Given the rate of change in the SAPS its current levels of properly trained staff and its reactive style policing of a burgeoning workload, the five declared priorities for a single year seem ambitious. Too many priorities can diffuse effort to the extent that, in practice, there are no priorities. A public perception of falling street crime with an enhanced feeling of security is the

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impact sought. This may be best achieved by declaring crime prevention as the SAPS single and sole priority for 1998/99. This does not entail abandoning all other activity as success in crime prevention will impact on every area. It also sets strategic level policy within which provincial, area and station plans can be devised."

This advice has never been taken seriously by police management, because for the financial year 1998/99 the priorities expanded from five to nine (increased by 80%) and remained unchanged for the financial year 1999/2000.

Finally, the present PPO process could be compared with the experience of the people who undertook the "Great Trek". When they started "trekking" they did not know where they were going, when they got there they did not know where they were, when some of them got back they did not know where they had been, and they did it all without knowing what it cost. The PPO are, therefore, mainly a seemingly impressive exercise on paper for interested parties. The following section explores the contribution (successes) of the PPMM.

7.3. CONTRIBUTION OF THE STUDY

The purpose of the present, exploratory study was to provide a conceptual framework for performance measurement by developing a

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systematic and comprehensive performance measurement system (model) for the SAPS which will have long-term advantages for both the SAPS and the customers and/or communities they serve. The study, therefore, focused on the relevance of performance measurement for the SAPS and identifying the essential performance measurement determinants for improving the rendering of a quality police service to customers and/or the community in general.

For the purpose of this discussion, before the initially formulated aims and hypotheses of the study (see Chapter 1) are examined, some general comments are presented on the contributions of the performance measurement system that has been developed for the SAPS. The PPMM has the following key strengths which contributed to making this study a meaningful exercise:

- It sets the foundation for a sustainable and integrated strategic management process for the SAPS.

- It facilitates the creation of a result-driven organization.

- It creates the groundwork for establishing a performance-based budgeting process (system) for the SAPS.

- It influences the establishment of an integrated organizational structure for the SAPS at local policing level.

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- It sets into motion the development of a comprehensive resource allocation/utilization plan which embraces personnel needs and strengths.

- It assesses, for the first time in the history, policing performance in South Africa according to input, output, outcomes, effectiveness and efficiency. In essence this model is of primary importance for ensuring optimal police performance.

- It is a management tool that integrates key aspects of policing in South Africa. For example, it prevents management from focusing on only one policing approach but enables them to grasp policing as a holistic integrated system made up of multi-policing approaches[6]. It focuses, for instance, on improving the police's core processes and quality, using of management information, becoming customer-oriented, optimizing resources, encouraging participation (teamwork), emphasizing workforce development, determining police success, and guiding management to set performance standards, measure actual performance, identify deviations from targets (standards) and initiate corrective action.

- It enhances consultation with and participation by the community in order to accomplish targeted results.

- Since its implementation in the Southern Cape police area, crime combating has improved drastically[7].

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It is obvious from these strengths that the PPMM was designed to have substantial consequences on police operations and activities, which will continuously stimulate improved performance and provide greater customer value. Against this background, the formulated aims and hypotheses of the study are examined.

First, a conceptional performance measurement framework was developed which reflected the fulfilment of the mission of the SAPS and accomplishing of targeted results.

Second, this model also measures the performance (successes) of the SAPS in respect of input, output, outcomes, effectiveness, and efficiency which have a direct impact on crime combating and is of value to police customers and/or communities.

Third, the PPMM was compared with the PPO process, and received an accumulated mark of 132 (94.29%), in comparison with an accumulated mark of 36 (25.71%) received by the PPO process.

Lastly, a performance measurement system for the SAPS that consists of the following performance measurement determinants, namely, strategic direction, performance framework, performance measures, strategy-institutionalizing and performance assessment provides an important building block in the process of analysing the quality of service.

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This empirical investigation, therefore, confirms the formulated hypotheses, because the information obtained from the newly developed performance measurement system for the SAPS enables the researcher to establish the extent to which:

- Resources (human and physical) could be used effectively and efficiently by focusing on performance measurement.

- Police operations and activities could continuously be improved by focusing on targeted results.

- Police operations and activities will have a positive impact on the combating of crime.

In conclusion, according to this exploratory study the newly developed performance measurement system for the SAPS shows a strong indication that it has long-term advantages for both the SAPS and the customers and/or communities they serve. It also shows that the SAPS can apply the PPMM, in its current format, fully and optimally. However, some shortcomings or problems connected to the PPMM, have been identified and will now be explored.

7.4. SHORTCOMINGS OF THE STUDY

The concept of performance measurement is new to most foreign police agencies and specifically the SAPS. This exploratory study endeavoured

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to provide a conceptual framework for performance measurement by developing a systematic and comprehensive PPMM for the SAPS that will have long term advantages for both the SAPS and the customers and/or the communities they serve, but certain factors impeded this attempt. They included the following:

- The lack of theories, concepts, themes, models and contemporary literature on police performance measurement could affect (influence) the researcher whose perceptions and interpretations may, therefore, have been biased.

- The developing of a PPMM without the benefit of testing the model in all the areas (police stations and units) of the SAPS to prove its ultimate validity.

- The identification of police agencies and access to interviews with informed people (locally and internationally), may have restricted the area of investigation.

- The language barrier, with countries that have different official languages than the official languages of South Africa.

- Studying foreign police agencies is time-consuming and complex. Related problems are the high travelling and other associated costs that are involved.

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- The answers to the questions could have been wishful thinking, as people said how they would like to see the functioning of performance measurement in their respective police agencies, instead of describing the reality of the situation. No mechanisms were built into the test to control for this possible tendency.

- The results may also reflect a slice of how people perceived performance measurement of their respective police agencies, which do not necessary reflect the dynamic nature of performance measurement in their agencies.

- The difficulty in measuring policing (expressing it quantitatively is an arduous task), and the difficulty in establishing the quantifying impact that policing will have on social outcomes.

- The ignorance of managers of the SAPS on the subject of performance measurement.

- The present budgeting process/system of the SAPS and the impossible task of linking an integrated PPMM for the SAPS with such a process/system.

Despite the above, the study has been of considerable use. This exploratory study enabled the researcher to develop a holistic picture of the concepts, variables, ideas, features, dimensions and determinants of

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organizational performance measurement and which contributed significantly to the process of developing and testing a performance measurement system for the SAPS.

Therefore, to complement, support or build on this study, may lay the foundation for future research in which a specific part, aspect, variable or determinant could be addressed exclusively.

7.5. DIRECTION FOR FUTURE RESEARCH

It should be borne in mind that this study was only exploratory and that the qualitative research approach adopted in the study succeeded in capturing the essence of performance measurement in the SAPS. It therefore identifies areas for future qualitative and quantitative investigations such as:

- Establishing the ultimate validity and reliability of the conceptual framework for performance measurement which was developed for the SAPS

- Establishing the ultimate validity and reliability of the performance framework for the SAPS, which creates a balance between achieving the organization's mission and measuring police performance (successes)

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- Establishing the ultimate validity and reliability of policing measures (output) which determine the SAPS performance (successes)

- Establishing the ultimate validity and reliability of a specific questionnaire or all questionnaires used to determine the customer-orientation dimension, that is, the quality of police services rendered to customers and/or communities. Standardizing chosen items in a questionnaire which could be applied in the South African context (environment) is, therefore, important

- Establishing the ultimate validity and reliability of the Eupolsa index which accumulates the overall performance (successes) of the SAPS

- Establishing the ultimate validity and reliability of the variables which institutionalize the corporate strategy of the SAPS

- Establishing the ultimate validity and reliability resource establishment (human and physical resources), ratio analyses, standard times, time percentages, and time estimates that are required for specific elements of tasks or activities performed at a police station's Crime Prevention Unit, Community Service Centre, Detective Services, Crime Information Analysis Centre and Administrative Services (ie, Logistical and Financial services)

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- Establishing the ultimate validity and reliability variables (input, output, outcomes, effectiveness and efficiency), that are used to assess the performance (successes) of the SAPS

- Identifying (developing) specific "generic" performance measures (output) for the SAPS which will add value to the organization and customers/communities served

- Developing a measuring instrument to determine the "dark figure" of crime at local level (police station level) in South Africa

- Creating a measuring instrument to determine the root causes of crime in South Africa as well as the correlation between dependent and independent variables of social/economic determinants and outcomes: correlation between investment and a high/low crime rate, unemployment and a high/low crime rate, etc

- Creating a measuring instrument to determine the positive/ negative impact that police operations and activities are having on solving or not solving the root causes of crimes in South Africa

- Developing a budgeting process/system for the SAPS that links an integrating performance measurement system with the particular budgeting process/system

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- Assessing the culture/character of the SAPS and developing a measuring instrument that can contribute towards rapidly establishing a result-driven organization

- Defining the conative (action) profile of personnel at the local level of the SAPS to create effective team building, a more efficient use of human and physical resources, the accomplishment of targeted results and, ultimately, more satisfied police officials and customers/communities

- Developing an integrated outsourcing (privatizing) model for functions/operations/activities that do not add direct value to the core functions (business) of the SAPS

- Developing an integrated information system (IS) for the SAPS to collect, retrieve, process, store and disseminate information for the purpose of facilitating strategic and performance management/ measurement in the SAPS

All these identified future research topics require urgent attention, even though they have fallen outside the ambit of this study. Conducting studies on these research topics can make a significant contribution towards the scientific establishment of the concept of performance measurement in policing. However, it would make sense to standardize the conceptual framework for performance measurement, then develop new, related initiatives regarding performance measurement for policing.

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Therefore, establishing the validity and reliability of the conceptual framework as the main focus for future studies is advisable. In this way empirical support can be provided for the model or the non-application possibilities of the model and related tests can be explored. Finally, for the SAPS to institutionalize its corporate strategy and become a result-driven (or performance-based organization), certain recommendations are made. They will be set out in section 7.6.

7.6. RECOMMENDATIONS

It has become absolutely clear from this exploratory study that a different approach to the strategic management and performance measurement process is required by the management of the SAPS because of identified factors such as a lack of market forces operating and constraints in the internal systems which contribute to the complexity of the internal systems.

Although a complete, integrated, effective and efficient performance measurement system for the SAPS will require years of consistent, intensive, incremental work before it is fully implemented, the SAPS should for now only focus on what it must do best. It has become imperative to optimize the operations and activities of the core functions of the SAPS, as well as linking them to an effective police performance measurement system which is part of the strategic management process.

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However, it is essential to note that restructuring of the SAPS alone will not ensure a fundamental improvement in core policing processes and performances. Neither will restructuring change the basic beliefs and assumptions in the SAPS about which customers/ communities to serve, which technologies to master and how to get the best out of their human and other resources to accomplish the targeted results. It is also imperative for all managers and members to realize that merely restructuring the SAPS is not sufficient to meet the demands of a rapidly changing environment. They should consider the demands of the information and technological age of the first century of the new millennium.

The SAPS must re-engineer all its present processes, root out unnecessary (duplicated) functions and activities, optimize customer satisfaction and fundamentally improve the service rendered by focusing on effectiveness and efficiency. It must, therefore, create a new organizational environment by redesigning organizational processes to achieve dramatic improvements in critical, contemporary measures for performance such as cost and quality service. As indicated in Chapter 4, the SAPS should rather regenerate their core (operational) processes by fundamentally reconciling with and adapting to the measuring of police performance (success).

The structuring of policing in South Africa must aim to continuously challenge the present situation, by regenerating the SAPS at the level that affects its customers/communities the most. The SAPS is presently

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made up of two main types of people, namely:

- Members performing core functional duties (value-adding functions) which are essential for the SAPS's survival and success.

- Members who carry out non-value adding functions such as maintenance of police vehicles, or support work such as management training which could be sensibly contracted out (outsourcing) to professionals who should be able to do the work at a lower cost.

In this newly redesigned organizational environment and for the SAPS to improve their overall efficiency and effectiveness, all functions that do not contribute directly to the core functions of policing should be eliminated or outsourced[8].

Nearly all functional SAPS units must be integrated into the newly formed proactive policing and reactive policing components at local level. During this exercise (process), many of the so-called operational proactive and reactive specialized units[9] in the SAPS will become redundant. Crimes committed across police station precincts can be combatted by a multi-disciplinary project team which should be disbanded once a particular project is completed.

Only in unique circumstances should the establishing of specialized units be permitted in the SAPS, for instance, if a person requires additional,

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specialized training to perform his/her duties[10] or if a specific action threatens the country's social order and/or economy. This usually leads to other unlawful actions[11].

Instead of several independent and fragmented "specialized" units in the SAPS, the functions (operations and activities) of these units should as far as possible be performed at local level[12]. The police station capacities must then be strengthened with sufficient resources, by training, capacity building, involvement (participation), the motivation of personnel as well as corresponding of output (results) and outcomes to accomplish targeted results more effectively. Financial accountability should also be delegated to police station level. The management and members could then be held accountable for desired results.

Consequently, if operational proactive and reactive functions (operations and activities) are fragmented, duplicated and not costed it will be nearly impossible to hold management and members accountable for their actions and achieve desired targeted results. Management and members can only be held liable or accountable for how well they use their authority and live up to their responsibility of performing predetermined functions' operations and activities.

If the operations and activities of these operational functions are integrated and not performed, some type of penalty or punishment will justifiably be forthcoming. On the other hand, some kind of reward should follow if predetermined operations and activities are performed

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well. This will also ensure a greater emphasis on generalization as well as promoting community-partnership policing. It is also important for the SAPS to move from its present state of centralized control towards a more decentralized approach. This entails a shift away from a top-heavy police service, with highly autocratic centralized structures and many levels of command[13]. The creation of a decentralized SAPS will have the following consequences:

- Police officials will be pushed "downward" by the flattening of hierarchies in the SAPS - (maximum of three levels). Police officials will be used for what they are trained for.

- Authority will be given to police officials to accept responsibility and to be made accountable for the desired targeted results.

- Police officials at local level will be enabled to respond quickly to changing circumstances and customer/community needs.

- Police - community trust and satisfaction will be improved.

- Interactions, communications and participation between management and operational members will be improved.

- Greater efficiency, effectiveness and innovation will be ensured; higher morale will be generated; a greater commitment and productivity of police officials will ensue.

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In conclusion, the course which the SAPS should take regarding police performance measurement has been mapped out. At present it may be that the competencies, skills, attitudes and mind-sets of police managers and members in general, are simply not geared to the demands of a new environment. Although many police officials dislike the idea of accountability, which is associated with the measurement of effectiveness and efficiency, the SAPS must proceed with such measurements despite any resistance that may be encountered.

Failure to promote the development of the SAPS to a result-oriented service organization, will result in more of the same results (or lack of them) that the SAPS is experiencing at this stage. However, it has become apparent that knowledge and experience in performance/results management are essential if the SAPS is to meet the challenges and demands of the information and technological age of the coming new millennium.

7.7. SUMMARY

The five fundamental performance measurement determinants identified by the researcher - strategic direction, performance framework, performance measures, strategy-institutionalizing and performance assessment - have provided the basis for developing a performance measurement system for the SAPS.

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Strategic direction is intended to create an impetus for the future course that management has mapped for the SAPS.

A performance framework for the SAPS creates a balance between the mission that is achieved and the performance (success) that is measured.

Performance measures identify/define the indicators that are relevant, specific, achievable and measurable in order to -

- improve the quality of the service rendered by the SAPS, and
- are of value to police customers/communities.

Strategy-institutionalizing penetrates the day-to-day life in the SAPS by implementing its corporate strategy.

Performance assessment for the SAPS gauges the organization's success in accomplishing targeted results by assessing organizational performance according to its input, output, outcomes, effectiveness and efficiency.

Against this background, this chapter, after the newly developed performance measurement system of the SAPS was compared with the current initiatives regarding performance measurement in the SAPS in Chapter 6, has interpreted the findings, explored the contributions of the study, identified the shortcomings of the exploratory study,

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established certain key aspects for future research, and made certain recommendations regarding performance/result-management which are crucial to the SAPS if it wants to meet the challenges and demands of the new millennium.

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ENDNOTES

1. Organizations that are involved in crime prevention and investigation.

2. For one police station ten minutes' reaction time to complaints will be an acceptable norm and for another police station three days' reaction time to complaints will be an acceptable norm. The latter situation can be justified because that specific police station or suburb (township) has little or no infrastructure or resources to improve police operations and the only manner in which to attend to complaints is by foot.

3. The fact that the objective/indicator was not being addressed is also of great concern to the Office of the Auditor-General as the assessment of employee performance is a crucial step in the process of human resource management, especially in the light of the objectives the SAPS set for itself (Oberholzer, 1999:11).

4. See Chapter 5 section 5.3.3 Table 5-3, for detail.

5. Appendix I reflects an example of an data integrity audit - (it was downloaded from the Information Systems of the SAPS).

6. Policing approaches (philosophies) include, for instance, military or quasi-military, community policing, and partnership policing.

7. Since its implementation in the Southern Cape police area, crime has declined by 45% (Wicomb, 1999).

8. The SAPS is in a process of outsourcing (contracting out) non-essential functions and the following is a list of functions that should be reviewed, namely, legal services, the administration of single quarters, mess services, guard duties, the Air Wing, Technical Services, the Water Wing, museums, music services, the video production unit, the police magazine (*Servamus*), clinical psychology services, Spiritual Services, social services, sport, language services, publication services, pharmaceutical services, hospital services, gardening services, building services, upholsterers, tailors, gunsmiths, radio-technical services, mechanical services (police garages), transportation services (road carriers), consultant services (engineers), cleaning services (handymen), printing services, information systems, creativity development, tertiary training, management training, veterinary services, clubs and semi-official institutions, funds - charitable/IPA, court duties, liquor licenses, art services, logistical stores management, vehicle fleet management, research, medical aid scheme, firearm register/licences, and financial administration services.

9. Operational "specialized" units such as the Murder and Robbery Unit, the Vehicle Crime Investigation Unit, the Illegal Immigrant Unit, and the Illegal Firearm Unit.

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10. Forensic analysis requires more than just ordinary police training and most of the forensics experts employed by the SAPS are post-graduates.

11. Drug trafficking in South Africa has become, as in most countries in the world, one of the most critical criminal issues that affect a country's social order and economy.

12. Although the SAPS has gradually began, since 1994, to integrate some of the so-called specialized units at local level, police top management still believes in "specialized units" to combat crime. Therefore, it will take years before the police in South Africa will have a total integrated-policing model at local level. Until then, the SAPS will be a fragmented police service with limited success in solving the crime problem in South Africa.

13. The SAPS consists of four organizational levels namely, national provincial, area, and local level with 12 personnel post (rank) levels, that is, student constable, constable, sergeant, inspector, captain, superintendent, senior superintendent, director, assistant commissioner, divisional/provincial commissioner, national deputy commissioner, and national commissioner.

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APPENDIX A

INTERVIEW SCHEDULE

APPENDIX A

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PERFORMANCE MEASUREMENT: INTERVIEW SCHEDULE

SUBJECT NAME: ---------- POLICE AGENCY:----------

DATE: ----------

Question 1: **How would you describe your organization's or department's/unit's performance measurement process?**

1.1 Is the process linked to the organization's strategic management process?

1.2 What are the basic principles of performance measurement?

Question 2: **To improve police operations, how are resources (human and physical) linked to the performance measurement process?**

2.1 How are human and physical resources determined?

2.2 How are resources distributed and allocated between the different policing functions?

Question 3: **Against which police performance indicators must targets be set to combat crime?**

3.1 How are targets of police operations/activities identified to address problems concerning crime?

3.2 Who are responsible for target setting?

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Question 4: **Which variables do you consider to be essential in order to determine police successes?**

4.1 *What will make your organization a world-class police agency?*

4.2 *How are police services monitored and assessed?*

Question 5: **How could a police agency successfully implement performance measurement?**

5.1 *What steps should be followed for the successful implementation of performance measurement for the first time?*

5.2 *Which elements are essential to provide the fundamental, long-term means of institutionalizing the police's corporate strategy?*

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APPENDIX B

INTERVIEWS

APPENDIX B

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INTERVIEWS: (FACE-TO-FACE AND FOCUS GROUP)
ENGLAND AND WALES

Blakey, David: Chief Constable, West Mercia Constabulary.

Briggs, Michael: Assistant Inspector of Her Majesty Inspectorate of Constabulary.

Cartwright, John: Dept. Chairman, (Investigation), Police Complaints Authority, UK.

Clark, Ian: Detective Inspector, West Mercia Constabulary.

Elliott, Gary: Superintendent, Crime Policy Unit, Metropolitan Police Service.

Evans, Brain: Chief Inspector, Planning Unit, Metropolitan Police Service.

Kilmister, Claire: Audit Support, Audit Commission, United Kingdom.

Lockyer, Lynda: Head, Police Resource Unit, Home Office, United Kingdom.

Laycock, Gloria: Head, Police Research Group, Home Office, United Kingdom.

Moorhouse, Peter: Chairman, Police Complaints Authority, United Kingdom.

O'Dowd, David: Her Majesty's Chief Inspector of Constabulary, United Kingdom.

Perfect, Mark: Youth Justice Effectiveness, Home Office, United Kingdom.

Pugh, Paul: Regulation of the Private Security Industry, Home Office, UK.

Rawlings, Malcolm: Crime Prevention Agency, Home Office, United Kingdom.

Raxster, George: Chairman, West Mercia Police Authority.

Thursfield, David: Deputy Chief Constable, West Mercia Constabulary.

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SOUTH AFRICA

Burger, Johan: Head, Operational Planning, South African Police Service.

Coetzee, Stokkies: Management Services, Gauteng, South African Police Service.

Du Plessis, Pieter: Head, Strategic Planning, South African Police Service.

Du Toit, Piet: Head, Criminal Record Centre, South African Police Service.

Eloff, Louis: Divisional Commissioner, Management Services, SA Police Service.

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Eksteen, Albert: Head, Detective Development, South African Police Service.

Engelbreght, Christie: Performance Measurement, South African Police Service.

Moorcroft, George: Head, Efficiency Services, South African Police Service.

Rabie, Leon: Strategic Planning, Mpumalanga, South African Police Service.

Swart, Hannes: Director, Detective Development, South African Police Service.

Venter, Andre: Head, Management Services, Gauteng, South African Police Service.

Vermeulen, Gideon: Management Services, Southern Cape, SA Police Service.

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INTERNATIONAL WORKING (REFLECTION) GROUP

Ahonen, Guy: Research Director Swedish Business School - Helsinki, Finland

Baeck, M: Social Security Department, Belgium

De Greve, Patrick: Deputy Director General, Gent University, Belgium

Ekström, Göran: Deputy Director General, Custom Office, Sweden

Elefalk, Kjell: Head of Department, Swedish National Police Board

Jansen van Vuuren, Eugene: Director, South African Police Service

Johansen, Knut Kvaerner: Assistant Director, Ministry of Justice, Norway

Larsson, Matz: Deputy County Commissioner, County of Jämtland, Sweden

Laine, Eero: Director General, Minister of Interior, Finland

Lindbäck, Peter: Head of Administration, Aland Government

Määtää, Seppo: Special Adviser, Nordic Council of Ministers

Mathlein, Lars: Assistant Undersecretary, Minister of Finance, Sweden

Songstad, Stein-Ove: Special Advisor, Ministry of Justice, Norway

Van Belle, Jaques: Colonel, Ministry of the Interior, Belgium

Vereecken, Luc: Rijkswacht Gendarmerie, Belgium.

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APPENDIX C

PILOT-TESTING

APPENDIX C

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POLICE PERFORMANCE MEASUREMENT MODEL (PPMM) PILOT-TESTING

Contrasting leadership styles, organizational cultures/subcultures, organizational character, organizational (unit) size, organizational age, infrastructure, communities and clientele are variables that may affect the successful implementation of a PPMM. Thus, to address most of the identified variables, such a model should be pilot-tested before it is rolled out (implemented) as a final product in an organization. The PPMM was therefore pilot-tested in one police area of the SAPS before the model and its related PC dimensions have been finalized. The pilot-testing of such a new initiative creates the latitude to rectify and amend the concept model, because the implementation of a PPMM is a challenging task and highly situational what works for one police station/unit or even a police agency will, quite likely, not work for another police station/unit or police agency.

For this purpose, twenty police stations of the Southern Cape area of the Western Cape were selected for the pilot-testing of the newly developed PPMM. The pilot-testing of the PPMM was aimed at the following:

- Focusing performance measurement on a selected police area comprising a number of stations, and integrating all efforts relating to performance measurement, to improve service rendering to customers, and to help in forging a shared vision of

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creating a safe and secure environment. The police corporate strategy should be made real and concrete (operationalize) at these police stations in terms of deliverable police services. This includes changing the style of station management from a top-down, power-based style, to a collaborative approach with the focus on building effective, self-directed (problem-solving) teams.

- Addressing the inequality in services rendered which is a legacy of the past, by including police stations and their respective communities, in which low levels of safety and security are an obstacle to the successful implementation of the corporate strategy of the SAPS.

- Showing visible improvements regarding the quality of service at these police stations, and adjusting service rendering to the needs of the police's customers.

- Improving the effectiveness of police operations and activities, in particular addressing crime in conjunction with the relevant role-players in the precincts (areas) served by the police stations.

- Addressing internal obstacles that constrain the implementation of the PPMM.

- Creating an environment in which new recruits are able to apply the new approaches which are inculcated on them in training.

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- Integrating all police activities at station level so that the resources allocated to crime prevention and investigation can be utilized by station managers as part of an effective and co-ordinated team effort.

- Freeing pilot police stations from the bulk of existing plans, and superfluous rules and regulations. (In view of this, the Southern Cape Area was excluded from the Policing Priorities and Objectives and other performance evaluations/inspections).

- Creating a framework of ownership and involvement by provincial and area management, as well as other role-players, in an initiative that is co-ordinated nationally.

- It is expected that the pilot-testing will create an atmosphere of healthy competition and enthusiasm among all stations in the Souther Cape Area, and its effect will not be limited to those stations ultimately selected.

- The initiative is intended to result in numerous best practices that, after having been successfully piloted in an identified area, can be applied elsewhere in the country.

To test the PPMM, one police station was initially identified in the Southern Cape Area by the management of the Western Cape police. After the PPMM had been implemented, tested and fine-tuned at the

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identified police station, it was implemented at the other nineteen police stations in the Southern Cape Area. Area management are mainly responsible for facilitating the process. The execution of the implementation plan, with the emphasis on target achievement, is mainly the responsibility of station and unit management and their members. The Southern Cape Area and its police stations (management and members) received attention in terms of training of personnel in performance measurement, problem-solving, using international experts in the field of policing, as well as ongoing consultancy and monitoring by practitioners of National and Provincial Management Services.

Finally, with respect to the pilot-testing of the PPMM, it aimed at improving and assessing operational police performance through the rendering of quality service to customers. It focuses on areas such as crime prevention, crime reaction, crime investigation, crime intelligence/information, human resource development, professional conduct, utilization and allocation of human and physical resources, and monitoring/evaluation of targeted results. Clear working examples were provided of the implementation of all aspects of the PPMM from selected pilot stations, that serves as a basis of how other police stations are to proceed in the Western Cape and the rest of South Africa.

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APPENDIX D

SUPPLEMENTARY MATERIAL

APPENDIX D

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SUPPLEMENTARY MATERIAL CONSULTED (ENGLAND & WALES)

Annual reports

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Membership of the Police Complaints Authority.
The creation of the Police Complaints Authority.
Making a complaint.
Supervising investigations.
Police and firearms.
Unsupervised complaints and the disciplinary process.
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PCA10. Police Complaints Authority - The first ten years.

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Guidelines to police involvement in drug related incidents in schools, Metropolitan Police Service.

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Crime Prevention Agency Board: Briefing and Terms of Reference, Home Office.

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- Repeat victimisation - what is it?

- Repeat victimisation - useful reading

- Once bitten, twice bitten: Repeat victimisation and tis implications for crime prevention. Home Office. Police research Group Briefing Note. Crime Prevention Unit Series Paper No. 46.

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- Preventing repeat victimisation: A report on progress in Huddersfield. Home Office Police Research Group Briefing Note 4/95.

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- Crime Risk management: Making it work. Home Office Police Research Group Briefing Note. Crime Detection and Prevention Series Paper No. 70.

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The victim Charter: A statement of service standards for victims of crime, Home Office Communications Directorate.

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Let's get ready for court: An activity book for child witnesses. The Child Witness Pack, Home Office. Tell me more about court: A book for young witnesses. The Child Witness Pack, Home Office. Your child is a witness: Information and advice for parents. The Child Witness Pack, Home Office.

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- Police service performance indicators 1997/98.
- Key objectives (1997/98); Performance indicators (1997/98); Proposed key objectives (1998/99); Proposed performance indicators (1998/99).
- Pack of overheads explaining the structure and functioning of policing in the UK

The job. Volume 30, Issue 765. October 17, 1997. Metropolitan Police Service.

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APPENDIX E

EQUATIONS

APPENDIX E

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EQUATIONS

- PERFORMANCE CHART
- RESOURCE ESTABLISHMENT PLAN

12.1. INTRODUCTION

If the delivery of service is to improve in the SAPS, every level of management in the organization must have more and better knowledge of actual performance at their disposal. The formulation and refinement of the Performance Chart (PC) and the Resource Establishment Plan (REP) of the SAPS rely largely on numerical data as well as on the development and use of statistical methods and techniques to interpret the data.

Although the statistics are calculated automatically (electronically) by computer according to a mathematical model designed by the researcher and key management practitioners of the SAPS, it is important to recognize that the results of this program cannot be interpreted without a basic understanding of statistics. In this Appendix the researcher provides a synoptic description of some statistical equations of the PC and REP.

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12.2. PERFORMANCE CHART

The main aim of the PC is to create a balance between fulfilling the mission of the SAPS and measuring police performance (successes). The following two formulas are used to determine the arithmetic means of the PC's baselines (Levin, 1987):

$$\mu = \frac{\sum x}{N}$$

μ = population mean
$\sum x$ = sum of values of all observations
N = number of observations in the population

[12-1]

$$\bar{x} = \frac{\sum x}{n}$$

$\bar{x}$ = sample mean
$\sum x$ = sum of values of all observations
n = number of observations in the sample

[12-2]

The researcher formulated the following formulas for the PC and REP. The following formulas are used to determine the moving standards of the PC:

$$W_t = N(w_t)$$

W_t = amount of the best performance values for period t
N = number of observations in the population
w_t = weight assigned to N for period t ($^1/_4$ or $^3/_4$)

[12-3]

$$\therefore Ms_t = \frac{\sum p_x}{W_t}$$

Ms_t = moving standard for period t
$\sum p_x$ = represents the sum of the best performance values of the observation x
W_t = amount of the best performance values for period t

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$$W_t = n(w_t)$$

W_t = amount of the best performance values for period t
n = number of observations in the sample
w_t = weight assigned to n for period t ($^1/_4$ or $^3/_4$)

$$\therefore Ms_t = \frac{\sum p_x}{W_t} \qquad [12\text{-}4]$$

Ms_t = moving standard for period t
$\sum p_x$ = represents the sum of the best performance values of the observation x
W_t = amount of the best performance values for period t

To determine the amount of the best performance values for period t (W_t.), as reflected in Equations 12-3 and 12-4, the number of observations in the population or sample is multiplied by a weight assigned to this number of observations for period t. Then, to establish a moving standard for a performance measure for period t (Ms_t), the amount of best performance values for period t is used to select the best values from these observations and are then added up, and the sum of the best performance values of period t is divided by the amount of the best performance values for period t.

Table 12-1 illustrates how to calculate actual baselines, targets and moving standards over a period of one year. The data in Table 12-1 represent the crime frequency rates (see Equation 12-5) of a police station referred to as Park Police Station[1], for a period of twelve months.

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Table 12-1

CRIME FREQUENCY RATES: PER MONTH											
1	2	3	4	5	6	7	8	9	10	11	12
7.23	8.44	6.32	4.81	8.54	7.21	6.78	3.72	5.32	3.55	7.37	6.22
ACTUAL				TARGET				STANDARD ($w_t = {}^1/_4$)			
$\bar{x} = \sum x/n$ =75.51/12				←Between→				$Ms_t = \sum p_x / W_t$ = 12.08/3			
6.29				5.16				4.03			

It is assumed that the above twelve months are a sample drawn from a larger population of crime frequency rates. Equations 12-1 and 12-4 were, therefore, used to determine the actual baseline and standard for this rate. However, the data in Table 12-1 show that the lowest (best) crime frequency rates were recorded during months 4, 8, and 10.

This police station has already performed according to the rates reflected in months 4, 8 and 10 and it can, therefore, be assumed that, they could most probably achieve the same good rates again. This demonstrates the rationale of setting moving standards for a police station, which involves selecting their best performances over a period and setting realistic, achievable targets, to gradually improve their overall performance to such best performance levels.

By applying Equation 12-5, the frequency rate of the Crime Frequency Index (CFI) can be determined:

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$$\frac{[Cat_a(w) + Cat_b(w) + Cat_c(w) + Cat_d(w)]}{(IOP)}\left(\frac{10}{1}\right) \qquad [12\text{-}5]$$

Cat_a = category A crimes
Cat_b = category B crimes
Cat_c = category C crimes
Cat_d = category D crimes
w = weight assigned to each crime category ($^4/_{10}$, $^3/_{10}$, $^2/_{10}$, $^1/_{10}$)
IOP = ideal operational personnel (police officials: pro-& reactive policing)
$\frac{10}{1}$ = frequency relative

Crime statistics per category are multiplied by a weight assigned to each category of crime, divided by the ideal establishment of core personnel per station and multiplied by $\frac{10}{1}$, to establish a frequency of crime for every 10 operational members of personnel of the police station. The following scenario serves as an example:

The top management of the SAPS have decided that violent crimes are their priority for the next five years. Their priority crimes for the next five years will be the following categories (highest to lowest priority): First, violent crimes (Cat_a); second, social crimes (Cat_b); third, economic crimes (Cat_c); and fourth, other impact-related crimes (Cat_d).

If Equation 12-5 is applied to Park Police Station (reported crimes: Cat_a=40, Cat_b=30, Cat_c=20, Cat_d=10; with an operational personnel of 35) and to View Police Station (reported crimes: Cat_a=10, Cat_b=20, Cat_c=30, Cat_d=40; with an operational personnel of 35), the following is discovered:

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Park Police Station:

$$\frac{[Cat_a(w) + Cat_b(w) + Cat_c(w) + Cat_d(w)]}{(IOP)}\left(\frac{10}{1}\right)$$

$$\frac{[40(^4/_{10}) + 30(^3/_{10}) + 20(^2/_{10}) + 10(^1/_{10})]}{(35)}\left(\frac{10}{1}\right)$$

$= \underline{8.57} \Rightarrow$ (Crime frequency: per 10 operational police members)

View Police Station:

$$\frac{[Cat_a(w) + Cat_b(w) + Cat_c(w) + Cat_d(w)]}{(IOP)}\left(\frac{10}{1}\right)$$

$$\frac{[10(^4/_{10}) + 20(^3/_{10}) + 30(^2/_{10}) + 40(^1/_{10})]}{(35)}\left(\frac{10}{1}\right)$$

$= \underline{5.71} \Rightarrow$ (Crime frequency: per 10 operational police members)

As can be seen from these two simplistic examples, Park Police Station (with an 8.57 crime frequency: per 10 operational police members) is above the crime frequency mean ($\bar{x}$) of 6.87 and View Police Station (with an 5.71 crime frequency: per 10 operational police members) is below it. Although reported crime figures give a distorted picture, the following deductions can be made from these examples: The police precinct of View Police Station is "safer" than the police precinct of Park Police Station. The latter police station is, therefore, classified by police management as a "high risk" precinct regarding the incidence of violence-related crimes.

Finally, if combating violence related crimes is police management's number one priority, then Park Police Station should also become the number one priority station of the SAPS in receiving the necessary support from provincial or national level. On the contrary, View Police Station should focus on combating their respective priority crime

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categories (category or categories with the highest reported crimes), with limited support from higher levels. However, both these police stations will be measured quarterly, biannually and annually against their targets and respective standards.

The researcher developed a professional conduct rate to quantify the conduct of police officials. The following issues were taken into account namely, complaints against police members, discrimination in the workplace, grievances submitted by members, disciplinary actions against members, the absenteeism rate and personnel turnover. Thus, the professional conduct rate is determined by applying Equation 12-6, Table 12-2 (a percentage interval scale) and Equation 12-7.

$$\frac{(\text{Total number of incidents per category per annum}) \div 12 \text{ months}}{(\text{Total number of personnel})} \left(\frac{100}{1}\right) \qquad [12\text{-}6]$$

eg: $\frac{(64) \div 12}{84} \left(\frac{100}{1}\right)$

$= \underline{6.35\%} \rightarrow$ (Fault factor rate)

To equalize all the fault factors of the identified categories, the allocation of points in respect of each category's fault factor rate (6.35%) is determined according to the following percentage interval scale:

Table 12-2

SCORE	20	19	18	17	16	15	14	13	12	11	10
*INTERVAL%	0-0.5	0.51-5.49	5.5-10.49	10.5-15.49	15.5-20.49	20.5-25.49	25.5-30.49	30.5-35.49	35.5-40.49	40.5-45.49	45.5-50.49
SCORE	9	8	7	6	5	4	3	2	1	FINAL SCORE	
INTERVAL%	50.5-55.49	55.5-60.49	60.5-65.49	65.5-70.49	70.5-75.49	75.5-80.49	80.5-85.49	85.5-90.49	90.5-⇑	**18 Points**	

*(*An interval of 0.5 is used for the category "absenteeism")*

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According to Table 12-2, the highest value allocated to a category is 20 points, with a fault factor ranging between 0%-0.5% (this also represents the predetermined, fixed standard of 100%). A minimum of 1 point is allocated to a category with a fault factor of 90.5% and higher. The category's fault factor rate of 6.35%, therefore, scored 18 points. All these final scores (points scored) of identified categories are added up, and converted to a professional conduct rate by applying Equation 12-7.

$$\frac{(\sum c_x)}{(\sum X_N \div 100)} \left(\frac{100}{1}\right) \qquad [12\text{-}7]$$

$\sum c_x$ = sum of points scored
$\sum X_N$ = sum of highest allocated values in the population
$\frac{100}{1}$ = percentage relative

eg: $$\frac{(18+19+20+17+18+19+20+18+19+19+17+17+20+19)}{280} \left(\frac{100}{1}\right)$$

$= \underline{92.86\%} \Rightarrow$ (Professional conduct rate)

The final performance rate of the calculated example is 92.86%. This is a satisfactory indicator status rate, given that the standard for the performance rate is a predetermined, fixed standard of 100%. Finally, by applying these uncomplicated professional conduct formulas, the SAPS can determine which police stations are performing not according to police standards.

Regarding absenteeism, it can be defined as a period during which members are absent from work or duty. Leave of absence may include, for instance sick leave, vacation leave or study leave. A distinction is made between sick leave and total absenteeism (all categories of absenteeism). The SAPS is experiencing tremendous problems with

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members "booking off-sick", therefore, the absenteeism rates of the PC are determined in respect of this leave of absence.

The discussion to follow also focuses mainly on the determining of sick leave. Most members of the SAPS work either office hours (08h00 - 16h00), or eight-hour shifts or twelve-hour shifts. There is an average of 365.25 days a year, 52.18 weekends, 10 public holidays (Monday to Friday), and 30 vacation days (including days of rest) per member per year.

Thus, if a member works only office hours, he or she works a maximum of 229 days or 1832 hours a year [365.25-(52.18×2)-(10)-(21.74)= 229.15⇒229 days × 8= 1832 hours]. A member working eight-hour shifts and forty-six shift cycles a year (multiplied by six shifts, equaling 276 shifts a year) works a maximum of 253 days or 2024 hours a year [365.25-(89)-(23)=253.25⇒253 days × 8= 2024 hours]. If a member works twelve- hour shifts and forty-six shift cycles a year (multiplied by four shifts, minus one shift, equaling 183 shifts a year) then he or she works a maximum of 168 days or 2016 hours a year - [(365.25÷2)-(15)= 167.63⇒168 days × 12= 2016 hours].

The absenteeism rate for the SAPS can be determined, as illustrated by the following example: A police station, unit, office or shift has a total of ten members and these members were absent from duty for one year, 3000 hours (office and/or shift hours). By applying Equation 12-8 and the same data for each prescribed working hour example, the following

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absenteeism rates can be determined for members working (a) office hours, (b) eight-hour shifts, (c) twelve-hour shifts, and (d) the average of the police station.

$$\frac{(\text{Total number hours absent} \div \text{Total no of members})}{(\text{Total number of prescribed working hours pa})} \left(\frac{100}{1}\right)$$

eg: (a) $\frac{(3000 \div 10)}{(1832)} \left(\frac{100}{1}\right)$

$= \underline{16.38\%} \Rightarrow$ (Absenteeism rate: Office hours) [12-8]

(b) $\frac{(3000 \div 10)}{(2024)} \left(\frac{100}{1}\right)$

$= \underline{14.82\%} \Rightarrow$ (Absenteeism rate: Eight-hour shifts)

$$\frac{(\text{Total number hours absent} \div \text{Number of members})}{(\text{Total number of prescribed working hours pa})} \left(\frac{100}{1}\right)$$

eg: (c) $\frac{(3000 \div 10)}{(2016)} \left(\frac{100}{1}\right)$

$= \underline{14.88\%} \Rightarrow$ (Absenteeism rate: Twelve-hour shifts) [12-8]

(d) $\frac{(3000 \div 10)}{(1952)} \left(\frac{100}{1}\right)$

$= \underline{15.37\%} \Rightarrow$ (Absenteeism rate: Average for the police station)

The example shows that when the same data are applied to the example's categories, the members working office hours have the highest absenteeism rate at 16.38%, and the eight-hour shifts represent the lowest absenteeism rate at 14.82%. The predetermined, fixed standard for absenteeism is determined by applying the following formula:

$$\frac{(\text{Maximum days allowed for absenteeism per member pa})(\text{Average prescribed working hours pd})}{(\text{Average working hours per annum})} \left(\frac{100}{1}\right)$$

eg: $\frac{(10)(9.33)}{1957.33} \left(\frac{100}{1}\right)$ [12-9]

$= \underline{4.77\%} \Rightarrow$ (Absenteeism rate: National fixed standard)

According to SAPS regulations, all police officials are allowed to be

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absent from duty without a sick note for a maximum of ten days a year, but these days may not run continuously for more than three days. In respect of the example's categories reflected in Equation 12-8, neither of them are close to the predetermined, fixed absenteeism standard of 4.77% reflected in Equation 12-9. Finally, Equation 12-10 reflects a simplified monthly absenteeism formula for police managers, to determine their total monthly absenteeism rate which includes all categories of leave of absence from work or duty at an office/unit or regarding an eight-hour or twelve-hour shift.

$$\frac{\text{(Number of working days absent pm)}(\sum \text{ of members absent pm})}{\text{(Total working days per month)(Total number of members per station/unit)}}\left(\frac{100}{1}\right) \qquad [12\text{-}10]$$

Office hours = 21.74 working days per month
Eight-hour shifts = 23 working days per month
Twelve-hour shifts = 15 working days per month
Average hours = 19.91 working days per month

Note: Number of working days absent per month may equal the total working days per month, but never exceed them

eg: $\frac{(8)(2)}{(15)(10)}\left(\frac{100}{1}\right)$

$= \underline{10.67\%}$ (Monthly absenteeism rate: Twelve-hour shifts)

By applying Equation 12-10, the monthly absenteeism rates for office hours, and eight-hour and twelve-hour shifts are determined as follows: The monthly absenteeism rate for twelve hour shifts is 10.67%; the monthly absenteeism rate for eight hour shifts is 6.96%; the monthly absenteeism rate for office hours is 7.36%; and the monthly average absenteeism rate is 8.04%. The members working twelve-hour shifts have the highest monthly absenteeism rate at 10.67%, and the eight-hour shifts represent the lowest monthly absenteeism rate at 6.96%. Thus, it appears from the preceding discussion that the SAPS benefits the most when members work in eight- hour shifts.

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Regarding vehicles, the actual baseline and standard of the availability of vehicles are determined by means of the following formulas:

$$\frac{\text{-Average number of vehicle availability minutes lost pa}}{\sum\text{minutes pa}}\left(\frac{100}{1}\right)+\{100\}$$

eg: $\frac{-230400}{525960}\left(\frac{100}{1}\right)+\{100\}$ [12-11]

$=\underline{\mathbf{56.19\%}}\rightarrow$ (Actual baseline: Vehicle availability rate)

$$\frac{\text{-Average number of routine service minutes lost pa}}{\sum\text{minutes pa}}\left(\frac{100}{1}\right)+\{100\}$$

eg: $\frac{-42000}{525960}\left(\frac{100}{1}\right)+\{100\}$ [12-12]

$=\underline{\mathbf{92.01\%}}\rightarrow$ (Standard: Vehicle availability rate)

The main aim of this focus area is to optimize the current vehicle fleet of a police station or unit by determining the percentage availability of vehicles for police duties. By applying Equation 12-11, the actual baseline rate for vehicle availability is determined by taking into account the average minutes lost due to routine services, accidents and damage to vehicles. Police vehicles undergo routine services after an average of 10000 kilometre, this figure is subject to change according to new vehicles' routine service requirements. By applying Equation 12-12, the standard rate for vehicle availability is determined by only taking into account the routine services of vehicles (accidents and damages of vehicles are excluded).

Therefore, the more vehicles that are damaged or involved in accidents, the lower the availability rate percentage will be. The standard vehicle availability rate is also not a fixed standard rate and will fluctuate from police station to police station.

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The discussion leads to the establishment of the Eupolsa index. The main aim of the Eupolsa index is to cumulate police performance results/successes (output and outcomes) that have a direct impact on crime combating and are of value to the police's customers. The Eupolsa index, therefore, consists of the performance rates and performance indicator status rates of the thirty-two performance measures in the dimensions that are discussed. The formula reflected in Equation 12-13 below is applied to the determination of the Eupolsa index: Effectiveness rate (EI)[2] for policing in South Africa.

$$EI=[PISR_{pp}(w)+Pr_{pp}(w)]+[PISR_{rp}(w)+Pr_{rp}(w)]+[PISR_{co}(w)+Pr_{co}(w)]+[PISR_{r}(w)+Pr_{r}(w)] \quad [12.13]$$

$PISR_{pp}$ = performance indicator status rate: pro active policing
$PISR_{rp}$ = performance indicator status rate: reactive policing
$PISR_{co}$ = performance indicator status rate: community-orientation
$PISR_{r}$ = performance indicator status rate: resource
Pr_{pp} = performance rate: proactive policing
Pr_{rp} = performance rate: reactive policing
Pr_{co} = performance rate: community-orientation
Pr_{pp} = performance rate: resource
w = weight assigned to each indicator status rate ($^{6}/_{20}$) and each performance rate ($^{14}/_{20}$)
Note: PISR and Pr rates represent: 1=20 points, 3=60 points and 5=100 points

The Eupolsa index is determined quarterly and annually. However, the performance indicators of the dimension Customer-orientation are only measured biannually, and the achievement of minimum qualifications for policing is measured once a year. By applying Equation 12-13, twenty-four of the thirty-two performance indicators are, therefore, monitored once a month, as well as measured once every quarter; five of the thirty-two performance indicators are assessed biannually; and three of the thirty-two performance indicators are measured once a year.

Although the SAPS does not function as a profit centre, the public

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contributes to police services by paying taxes. The public's return on investment is safety and security. Station commissioners of police stations in the SAPS are, at present not accountable (liable) for policing activities or operations in terms of costs incurred.

Therefore, productivity index equations will be added as soon as station commissioners are liable for costs incurred at local level. Other productivity measures (the cost of services) with regard to policing will also be classified, for instance, the rendering of police services, ie, proactive and reactive policing. To evaluate police efficiency, given the discussed constraints regarding liability concerning cost in the SAPS, the researcher developed an Eupolsa index: Efficiency rate for local policing, as reflected in Equations 12-14 to 12-19.

$$EIER_{=} \frac{(EI)(PLI_d)}{(AOP)}$$

EI = quarter or annual result of a police station
PLI_d = director-level police station - a maximum of 730 operational personnel
AOP = actual operational personnel (pro-and reactive policing) [12-14]

eg: $\frac{(1830)(730)}{304}$

<u>4394</u>⇒ (Eupolsa index: Efficiency rate - Director-level)

$$EIER_{=} \frac{(EI)(PLI_{ss})}{(AOP)}$$

EI = quarter or annual result of a police station [12-15]
PLI_{ss} = senior superintendent-level police station - a maximum of 384 operational personnel
AOP = actual operational personnel (pro-and reactive policing)

eg: $\frac{(1830)(384)}{160}$

<u>4392</u>⇒ (Eupolsa index: Efficiency rate - Senior superintendent-level)

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$$EIER = \frac{(EI)(PLI_s)}{(AOP)}$$

EI = quarter or annual result of a police station
PLI_s = superintendent-level police station - a maximum of 174 operational personnel
AOP = actual operational personnel (pro-and reactive policing)
eg: $\frac{(1830)(174)}{73}$
<u>4362</u>→ (Eupolsa index: Efficiency rate - Superintendent-level)

[12-16]

$$EIER = \frac{(EI)(PLI_c)}{(AOP)}$$

EI = quarter or annual result of a police station
PLI_c = captain-level police station - a maximum of 69 operational personnel
AOP = actual operational personnel (pro-and reactive policing)
eg: $\frac{(1830)(69)}{29}$
<u>4354</u>→ (Eupolsa index: Efficiency rate - Captain-level)

[12-17]

$$EIER = \frac{(EI)(PLI_{insp})}{(AOP)}$$

EI = quarter or annual result of a police station
PLI_{insp} = inspector-level police station - a maximum of 24 operational personnel
AOP = actual operational personnel (pro-and reactive policing)
eg: $\frac{(1830)(24)}{10}$
<u>4392</u>→ (Eupolsa index: Efficiency rate - Inspector-level)

[12-18]

$$EICER_{d,ss,s,c,insp} = (EI)[PLI_d(1+w)+PLI_{ss}(1+w)+PLI_s(1+w)+PLI_c(1+w)+PLI_{insp}(1+w)] + OPS_{cat}$$

EI = quarter or annual result of a police station
$PLI_{d,ss,s,c,insp}$ = police station level interval
1+w = weight assigned to each crime category: $(1+{}^{4}/_{10})$, $(1+{}^{3}/_{10})$, $(1+{}^{2}/_{10})$, $(1+{}^{0.6}/_{10})$, $(1+{}^{0.4}/_{10})$
OPS_{cat} = operational personnel shortage per police station level category: ≤10=<u>1.015</u>, 10.01-20=<u>1.025</u>, 20.01-30=<u>1.03</u>, 30.01-40=<u>1.06</u>, 40.01-50=<u>1.09</u>, 50.01-60=<u>1.12</u>, 60.01-70=<u>1.15</u>, 70.01-80=<u>1.16</u>, 80.01-90=<u>1.17</u>, 90.01-100=<u>1.18</u>

[12-19]

eg: $EICEI_d$ = 1830(1.4)+12%
= <u>2869.44</u>→ (Eupolsa index: Consolidated efficiency rate - Director-level)
$EICEI_{ss}$ = 1830(1.3)+12%
= <u>2664.48</u>→ (Eupolsa index: Consolidated efficiency rate - Sr Supt-level)
$EICEI_s$ = 1830(1.2)+12%
= <u>2459.52</u>→ (Eupolsa index: Consolidated efficiency rate - Supt-level)
$EICEI_c$ = 1830(1.06)+12%
= <u>2172.58</u>→ (Eupolsa index: Consolidated efficiency rate - Captain-level)
$EICEI_{insp}$ = 1830(1.04)+12%
= <u>2131.58</u>→ (Eupolsa index: Consolidated efficiency rate - Inspector-level)

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The Eupolsa index of each quarter or annum is multiplied by the maximum personnel of a police station level, divided by the actual operational personnel per station, to establish the police station's Eupolsa index: Efficiency rate. By applying Equations 12-14 to 12-19, police management are able to determine which police station's efficiency index is the best in terms of relationship between the quantity of human resources used and the policing activities performed to reflect the desired output.

Finally, an Eupolsa index: Efficiency rate[3] of a police station could, therefore, indicate that a police station is more efficient than other police stations, because it uses fewer resources than other police stations, but it has the same or more favourable output and outcome levels. It could also happen that a specific police station has the same resources than other police stations, but it has more positive outcome levels. The discussion to follow, therefore, focuses on the establishment of Police Stations and their units.

12.3. RESOURCE ESTABLISHMENT PLAN

To accomplish set objectives and measures of the PC, the discussion to follow will focus exclusively on the establishment of the "ideal" human resources and key physical resources required for policing at local level. For the SAPS to render a professional service to its customers or the community in general, it is essential that available resources are allocated equitably and in accordance with policing priorities.

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A programme was developed whereby ratio analyses and standard times were established for nearly 80% of the activities or tasks performed at police stations. Direct work measurement in the form of time studies and activity sampling, as well as indirect work measurement in the form of analytical estimates was used to determine standard times for these policing activities or tasks (Jansen van Vuuren, 1999).

The programme therefore consists of ratio analyses, standard times, time percentages, and time estimates (required) of specific elements of tasks or activities performed at the Crime Prevention Unit, CSC, Detective Service, CIAC and Support Services (ie, Logistics) of the police station in question. The total number of tasks or activities that are performed at each police function/unit, the time required to complete these activities, taking contingency factors (ie, absence/leave from duty) into account, and external, environmental factors (eg, size of the station's precinct and its population density) determine the total establishment needed to enable police stations to render a service to their customers (communities).

The following assumptions were made:

- An average police year consists of 365.25 days.

- An average police month consists of 21.74 working days[4] (365.25/12=30.44 - 8.70=21.7375⇒21.74).

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- An average of 21.74 police working days[5] consists of 547848 seconds (7 hours×60 minutes=420×21.74=9130.80×60 seconds =547848).

- Concerning absenteeism among personnel, a contingency allowance (Ca) of 19.17% was allocated to all functions/units. (An accepted percentage of 6.67% + 12.5% was allowed for vacation leave and other contingencies such as sick leave and study leave respectively).

- Unavoidable contingencies are part of the daily working routine of every member/official. These contingencies will include, for instance, reporting for and off duty, station/unit lectures, meetings, reading/studying governance, instructions and policies, hygiene needs, acquisition/procurement of stationery/ materials, interaction or consultation with commanders or peers, preparing for work at the workplace (fetching dockets/registers/forms/ stationary from lockers, or ensuring that vehicles are fuelled), and tidying up after a day's work (locking dockets away, closing standing advance accounts and registers, switching off computers and lights, etc).

These interruptions can also be seen as paid interruptions. An acceptable daily working routine contingency allowance of 10.4% was allocated for all elements of specific tasks or activities, determining the amount of time taken to perform them. Equation 12-20 was therefore applied to determine the standard time taken

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to perform a specific element of a task or activity.

ST = Ta(1+DCA) ST = standard time TA = time allowed DCA = daily contingency allowance	[12-20]

- Six general external environmental determinants[6] (Ed) were identified and a collective, cumulative weighted percentage was applied to the police station's core units/ functions, ie Crime Prevention, Detective Service and CSC. These determinants consist of the following:

*Informal population vs Total population (class intervals)	▸	Informal population/Total population: 0.01- 5 = 1%
	▸	Informal population/Total population: 5.01-10 = 2%
	▸	Informal population/Total population: 10.01-15= 3%
	▸	Informal population/Total population: 15.01-20= 4%
	▸	Informal population/Total population: 20.01-∝ = 5%
*Size of area	▸	1-10 000 km² = 1%
	▸	10 001-20 000 km² = 2%
	▸	20 001-30 000 km² = 3%
	▸	30 001-40 000 km² = 4%
	▸	40 001-∝ km² = 5%
*Mountainous areas	If policing is mostly confined to mountainous areas, 1% is added	
*Urban vs rural areas	If policing is mostly confined to an urban area, 1% is added	
*Regional Court	If there is not a local regional court for a police station, 1% is added	
*High Court	If there is not a local High Court for a police station, 1% is added	

This background information leads to the theoretical paradigm underlying the determination of posts and physical resources (eg, vehicles) at a police station's Crime Prevention Unit, CSC, Detective Service, CIAC, and Support Services.

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12. 3.1. Resource establishment: Proactive policing (crime prevention)

The intangibility of tasks and activities related to crime prevention makes it an arduous task to determine the theoretical establishment of Crime Prevention units. The following circumstances/determinants were taken into account to determinate theoretical personnel for crime prevention units located at police stations, namely, reported crimes, population density, social and economic factors, contingency factors, and environmental factors (Jansen van Vuuren, 1999).

A CFI for crime prevention was developed, aiming to quantify the incidence of crime in relation to crime prevention activities/operations. It consists of all crimes reported at local level which were categorized into five categories[7] reflected in Table 12-3.

Table 12-3

Crime Frequency Index (CFI): Crime prevention			
Category A (1:20)	Category B (1:25)	Category C (1:30)	Category D (1:35)
Assault (GBH)	Abduction	All types of fraud, forgery and embezzlement	Contempt of court
Escape from custody	Assault common	Arson	Crimen injuria
Explosives Act	Child theft	Burglary: Businesses (including attempts)	Culpable homicide
Hijacking of cars	Cruelty towards' ill-treatment of children	Burglary: Residential (including attempts)	Disturbance of the peace
Hijacking of trucks	Indecent assault	Drug-related crimes	Driving under the influence of alcohol
Illegal possession of firearms/ammunition	Incest	Illegal strikes	Perjury
Murder	Kidnaping	Malicious damage to property	Public indecency
Attempted murder	Rape (incl attempts)	Possession of suspected stolen goods	Trespassing

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Crime Frequency Index (CFI): Crime prevention			
Category A (1:20)	Category B (1:25)	Category C (1:30)	Category D (1:35)
Pointing of a firearm	Statutory rape	Shoplifting	Use of a vehicle without permission
Public violence		Theft of bicycles	Category E (1:40)
Robbery: (Aggravating circumstances, incl attempts)		Theft of firearms	All crime (above and below 500) minus Category A+B+C+D
Robbery: Banks		Theft of vehicles/cycles (including attempts)	
Robbery: Cash in transit		Theft: Other (including attempts)	
Robbery: Other		Theft out/from vehicles (including attempts)	
		Theft: Stock	

Table 12-3 casts light on the following: Category A reflects the dominant violence-related crimes - allocate one member per 20 crimes reported in a month. Category B reflects the dominant socially unacceptable crimes - allocate one member per 25 crimes reported in a month. Category C reflects the dominant economical crimes - allocate one member per 30 crimes reported in a month. Category D reflects impact-related crimes that are not listed in categories A, B or C - allocate one member per 35 crimes reported in a month. Category E reflects all other crimes that are not listed in categories A, B or C - allocate one member per 40 crimes reported in a month.

Regarding population density, one member is allocated for every 12000[8] members of the community. Finally, Table 12-4 reflects the social and economic factors ($CPSE_f$) that could hamper the crime prevention officer's efforts to address the root causes of crime in his/her specific station's area.

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Table 12-4

CRIME PREVENTION: SOCIAL and ECONOMIC FACTORS		
FACTORS (Max: 10%) (Indicate with "1")	**YES**	**NO**
Shebeens/liquor stores		
Gangs		
Unemployment		
Lack of recreation centres		
Lack of housing - provision/security/electricity		
Provision/maintenance of street lighting		
Availability of drugs		
Seasonal influx of people		
Daily influx of commuters		
Lack of telecommunication/phones		
LIST OTHER FACTORS (Max: 5%)	**YES**	**NO**
Lack of public transport		

According to Table 12-4, a maximum of fifteen percent is allocated to crime prevention personnel, if all listed factors are present in a specific police station's precinct. Thus, the determination of the theoretical establishment of a police station's Crime Prevention unit is accommodated in Equation 12-21:

$$[(\sum CIA \times CIAR) + (\sum CIB \times CIBR) + (\sum CIC \times CICR) + (\sum CID \times CIDR) + (\sum CIE \times CIER)] + (Nps + nps) + [(CPSE_t) + (Ca) + (Ed)] \qquad [12\text{-}21]$$

$\sum CIA$ = crime frequency index category A
$\sum CIB$ = crime frequency index category B
$\sum CIC$ = crime frequency index category C
$\sum CID$ = crime frequency index category D
$\sum CIE$ = crime frequency index category E
CIAR = member crime frequency ratio: $[^1/_{15}]$
CIBR = member crime frequency ratio: $[^1/_{20}]$
CICR = member crime frequency ratio: $[^1/_{25}]$
CIDR = member crime frequency ratio: $[^1/_{30}]$
CIER = member crime frequency ratio: $[^1/_{35}]$
Nps = total population of a police station
nps = invariable population sample size of police stations [12 000]
$CPSE_t$ = crime prevention social and economic factors [max: 15%]
Ca = contingency allowance [19.17]
Ed = environmental determinants [max: 12%]

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Equation 12-21 establishes, for the meantime, a balance between the population numbers and the crime (reported crimes and causes of crime) in the area of the police station concerned. This formula was tested at twenty police stations and is considered sufficiently adequate to be implemented in crime prevention operations (activities) in the area of the station commissioner concerned. It also ensures a balance between the establishment of personnel for reactive and proactive policing respectively, when crime prevention operations and activities are successful (eg, fewer complaints to attend to or investigate), a little adjustment to the formula decreasing reactive policing and increasing proactive policing. The discussions to follow focus on the establishment of personnel for reactive policing.

12.3.2.1. **Resource establishment: Reactive policing (crime reaction: CSC)**

The first step entailed creating a database of relevant activities/tasks[9] which are performed at the CSC. These identified activities/tasks on which time studies were conducted, include the following: Completing register entries and forms, conducting cell visits (feeding and guarding of detainees), certifying documents, issuing receipts/permits, dealing with process documents/ warrants/enquiries, and attending to complaints/collisions (including obtaining statements and other duties relating to the CAS). The formulas (12-22 to 12-24) applied to these activities/tasks to determine the establishment of the CSC are as follows (Jansen van Vuuren, 1999):

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$$\frac{(\sum x)(ST)}{(\text{Total seconds pm}) + (Ca)} \qquad [12\text{-}22]$$

$\sum x$ = sum of entries per month per register
ST = standard time
Total seconds per month = 547848
Ca = contingency allowance [19.17%]

By applying Equation 12-22, the number of members needed to complete the entries in registers (eg, SAPS 14: Cell register) at the CSC are determined. At police stations that have a 24-hour CSC service, detainees in the cells must be visited at the following intervals: (1) An ordinary prisoner - at least every hour. (2) A prisoner who is in restraints - at least every hour and the restraints must be removed if his/her condition or behaviour warrants it. (3) A prisoner who is insensible due to alcohol or other causes - at least every half-hour, until he/she has recovered. (4) A member who conducts a cell visit should, whenever possible, be accompanied by another member, to obviate the risk of violence or escape. If there is not a 24-hour CSC service, the commanding officer will, taking the safe detention of prisoners into consideration, make arrangements for visits to be paid to the cells. Against this background, Equation 12-23 was developed to determine the establishment required for cell visits.

$$\frac{(\text{No of cells})(ST)}{(2\text{ members})(\text{Total seconds per month}) + (\text{Contingency allowance})} \qquad [12\text{-}23]$$

ST = standard time
2 members = minimum of 2 members needed per cell visit
Total seconds per month = 547848
Contingency allowance = [19.17%]

In the case of attending to complaints and collisions (CC), a member must not, under any circumstance, attend to complaints, unless a second member is present. Therefore, complaints that are received from the

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public must be attended to by a minimum of two members. Equation 12-24 reflects the determination of the establishment in this regard.

[(Number of CC received per month)(CC_m)]+[(Contingency allowance)+(Environmental determinants)]

CC_m = member attending to complaints and collisions ratio per month: [$^1/_{50}$] or Alpha complaints=10min, Bravo+Charlie complaints=20min, Other=30min
Contingency allowance = [19.17%]
Environmental determinants = [max: 14%] [12-24]
Note: *1-62 complaints/collisions/cases per month = maximum of 12 members per police station
*63-100 complaints/collisions per month = minimum of 2 members × number of shifts
*Every optional CSC will add 4 additional members to the CSC, excluding satellite police stations
*CSC-members, if not attending to complaints, should be deployed to prevent crime

Regarding guard duties, certain police stations still use trained police members as guards for safety reasons. Table 12-5 was developed to determine the establishment of guards at each police station.

Table 12-5

GUARD DUTIES			
Number of days	Guard duty per shift system	# of members needed per post	(Result # guards)
Seven days (w)	24-Hours	one=	4 x members
	24-Hours	two=	8 x members
	24-Hours	three=	13 x members
	24-Hours	four=	17 x members
	16-Hours	one=	3 x members
	16-Hours	two=	6 x members
	16-Hours	three=	8 x members
	16-Hours	four=	11 x members
Five days (w)	24-Hours	one=	3 x members
	24-Hours	two=	6 x members
	24-Hours	three=	9 x members
	24-Hours	four=	12 x members
	16-Hours	one=	2 x members
	16-Hours	two=	4 x members
	16-Hours	three=	6 x members
	16-Hours	four=	8 x members
	8-Hours	one=	1 x members
	8-Hours	two=	2 x members
	8-Hours	three=	3 x members
	8-Hours	four=	4 x members

(Apply 7/5 - five day, 8-hours baseline, 7/5 diversion from 5 to 7 days)

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The following example explains the application of Table 12-5. Seven-day guard duty refers to cases in which one or more police officials are needed for 24-hour guarding posts, seven days a week. If one member is indicated for each guarding post, four members will automatically be allocated to perform that specific guard duty.

Finally, in respect of court duties, the following guidelines should be complied within establishing the human resources: (1) The actual number of court rooms in which only one member is needed. (2) The actual number of court rooms in which two members are needed [one member for court supervision and the other for court cells]. (3) The number of members needed to render support in court. (4) The number of members needed to guard court cells. The next subsection of reactive policing, namely, crime investigation is explained below.

12.3.2.2. **Resource establishment: Reactive policing (crime investigation)**

For crime investigators (detectives) to accomplish targeted results, a study was conducted in all the provinces regarding the number of cases or complaints which had been investigated successfully by detectives each month. Almost every possible type of criminal case[10] that had been investigated was identified, listed and categorized, to create a study of each case (Jansen van Vuuren, 1999). The detectives' workload was then analyzed regarding the average time that had been spent on the process of investigation which reflected the following tasks/activities:

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Firstly, the acceptance of cases by an investigating official. Secondly, the attendance of crime scenes. Thirdly, the searching of premises and/or suspects (confiscating property/ exhibits). Fourthly, the gathering of information. Fifthly, tracking suspects. Sixthly, attending to and preparing cases for the court. Seventhly, performing general investigative duties [processing crime investigative data, obtaining statements (including the number of statements taken, the length of the statements), receiving forensic reports (which are imperative in specific types of cases), taking fingerprints, writing/typing letters, making telephone calls and other administrative duties].

The criminal cases (or complaints) that had been investigated by detectives based at police stations, were clustered (grouped) into four categories according to the number of the above tasks/activities concerned in all cases/complaints, and according to the time spent on investigating these crimes/complaints. Seeing that certain elements of the identified tasks/activities differ from each other in each case or complaint of a specific category, an average was determined of these elements. Table 12-6 reflects the four categories.

Table 12-6

POLICE STATION'S DETECTIVES: CRIME CATEGORIES			
Category A (1:10)	Category B (1:15)	Category C (1:20)	Category D (1:25)
Abduction	Assault (GBH)	Assault (common)	Possession of a dangerous weapon
Fraud	Blackmail	Possession of illegal substances	Trespassing
Children's Act	Possession of suspected stolen goods	Possession of housebreaking implements	Crimen Injuria
Kidnapping	Bigamy	Driving under the influence of alcohol	Prevention of Cruelty towards Animals Act

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POLICE STATION'S DETECTIVES: CRIME CATEGORIES			
Category A (1:10)	Category B (1:15)	Category C (1:20)	Category D (1:25)
Murder	Incest	Bomb threats	Agricultural Act
Public violence	Arson	Theft of a bicycle	Libel (written or verbal)
Robbery (armed)	Theft (common)	Illegal gambling	Contempt of court
Culpable homicide (other than vehicles)	Stock theft	Trading in illegal substances	Failure to maintain a child
Culpable homicide (vehicle)	Theft of motor vehicle	Perjury	Parking offences
Rape	Theft of explosives	Bribery	Defeating the ends of justice
Inquests	Theft from a motor vehicle	Escapes from custody	Disturbing the peace
	Theft out of a motor vehicle	Squatter Act	Demonstrations in or near court
	Theft of a firearm	Public indecency	Forbidden - radius gatherings
	Use of a motor vehicle without permission	Malicious damage to property	Selling liquor without a licence
	Housebreaking and theft (residential)	Police Service Act	Hotel Act - failure to pay
	Housebreaking and theft (business)	Pointing of a firearm	Courts Act
	Intimidation	Reckless driving	Shoplifting
	Indecent assault	Pickpocketing	Number of cases reopened
	Illegal strikes	Concealment of birth	
	Robbery (other)	Coins and banknotes	
	Act on credit agreements	Corruption Act	
	Explosives Act on second-hand goods		
	Firearms Act		

According to Table 12-6, the four categories[11] for station detectives are as follows: Category A (DCA) reflects ten complaints received a month, to be investigated (54784.80 seconds pm). Category B (DCB) reflects fifteen complaints received a month, to be investigated (36523.20 seconds pm). Category C (DCC) reflects twenty complaints received a month, to be investigated (27392.40 seconds pm). Category D (DCD) reflects twenty-five complaints received a month, to be investigated (21913.92 seconds pm). Furthermore, a ratio of 1:50 (10956.96 seconds pm) is used for the number of detectives' enquiries (De)

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received by each detective in a month (ie, statements compiled by detectives on the behalf of other stations). To assimilate this information, Equations 12-25 to 12-28 were developed.

$$[(\sum DCA_c \times DCACR)+(\sum De \times De_R)] + (Ca + Ed) \quad [12\text{-}25]$$

$\sum DCA_c$ = sum of detective category "A" complaints received per month
DCACR = detective category "A" complaints ratio [$^1/_{10}$]
$\sum De$ = sum of detective enquiries received per month
De_R = detective enquiry ratio [$^1/_{50}$]
Ca = contingency allowance [19.17%]
Ed = environmental determinants [max: 14%]

$$[(\sum DCB_c \times DCBCR)+(\sum De \times De_R)] + (Ca + Ed) \quad [12\text{-}26]$$

$\sum DCB_c$ = sum of detective category "B" complaints received per month
DCBCR = detective category "B" complaints ratio [$^1/_{15}$]
$\sum De$ = sum of detective enquiries received per month
De_R = detective enquiry ratio [$^1/_{50}$]
Ca = contingency allowance [19.17%]
Ed = environmental determinants [max: 14%]

$$[(\sum DCC_c \times DCCCR)+(\sum De \times De_R)] + (Ca + Ed) \quad [12\text{-}27]$$

$\sum DCC_c$ = sum of detective category "C" complaints received per month
DCCCR = detective category "C" complaints ratio [$^1/_{20}$]
$\sum De$ = sum of detective enquiries received per month
De_R = detective enquiry ratio [$^1/_{50}$]
Ca = contingency allowance [19.17%]
Ed = environmental determinants [max: 14%]

$$[(\sum DCD_c \times DCDCR)+(\sum De \times De_R)] + (Ca + Ed) \quad [12\text{-}28]$$

$\sum DCD_c$ = sum of detective category "D" complaints received per month
DCDCR = detective category "D" complaints ratio [$^1/_{25}$]
$\sum De$ = sum of detective enquiries received per month
De_R = detective enquiry ratio [$^1/_{50}$]
Ca = contingency allowance [19.17%]
Ed = environmental determinants [max: 14%]

By applying these formulas, the theoretical establishment of crime investigators at police stations can be determined. Establishing the allocation of personnel at the CIAC is dealt with next.

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12.3.3. Resource establishment: CIAC

The CIAC was established during 1996 to 97 at police stations with the purpose of managing all crime information analyses and matters relating to crime intelligence at station level. A national project team determined the distribution of personnel of the CIAC according to the post levels of police stations. Table 12-7 reflects the allocation of personnel at these centres (Jansen van Vuuren, 1999):

Table 12-7

CIAC: DISTRIBUTION OF PERSONNEL: LOCAL LEVEL			
DIRECTOR	Snr SUPERINTENDENT	SUPERINTENDENT	INSPECTOR-CAPTAIN
1 x captain	1 x captain	1 x inspector	1 x sergeant
1 x inspector	1 x inspector	1 x sergeant	
2 x sergeant	1 x sergeant	1 x constable	
3 x constable	2 x constable		

The distribution of personnel according Table 12-7 enables post structures for police stations which are subject to change as soon as the time-study elements of the CIAC tasks/activities are finalized. After this exercise has been completed, the theoretical establishment of the CIAC at police stations will be determined according Equation 12-29.

$$(\sum CICA_c \times CICAR_R) + [(Ca)+(Ed)+(Oca)] \qquad [12\text{-}29]$$

$\sum CICA_c$ = sum of crime intelligence reports per crime category submitted per month
$CICAR_R$ = member crime intelligence category report ratios: $[^1/_{20}][^1/_{15}][^1/_{10}][^1/_5]$
Ca = contingency allowance [19.17%]
Ed = environmental determinants (max: 14%)
Oca = other contingency allowances (max: 6%)

This concludes the establishment of the theoretical (ideal) establishment for proactive policing, reactive policing and crime information analysis.

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The determined personnel posts constitute/represent the minimum personnel post requirements needed by police stations to perform their duties effectively and efficiently.

12.3.4. Resource establishment: Administrative (Support) Services

To render administrative (support) services at local level, it is imperative that commanders/managers of these functions must be responsible for rendering effective and efficient services to the police station's core (operational) functions. The following supporting functions are performed at local level: Administrative and communication services; human resources development; logistics; and financial services.

It is imperative for police stations, if they intend to accomplish their targeted results, to determine the exact personnel posts for these functions, otherwise personnel of the operational functions will be used to perform these activities or tasks. Most of these administrative functions should also be performed by civilian personnel. They could also be performed separately by independent units or by a single individual, depending on the size of the police station.

The establishment of administrative personnel is determined according to standard times and ratio analyses of certain elements' tasks/activities performed at the police station. Equations 12-20 and 12-22 also apply to administrative elements that are performed by the personnel of Administration Services at police stations. These administrative

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elements include the number of licences to trade in firearms that are issued or the number of injury boards dealt with.

In establishing "accountable" (standing advance accounts) police stations (according to the delegation of Authority of the SAPS), the effectiveness of six district offices in a specific region of the former South African Police was evaluated in 1995. Various elements of the tasks/activities of identified functions were analyzed, to determine the theoretical establishment of these district offices. By using analytical sampling, standard times were determined for elements of these elements (Jansen van Vuuren, 1999).

Thus, a proportional formula was constructed regarding the establishment of the accounting personnel in relation to their functions, and according to the number of police members they must serve. The size and the level of the police stations are fixed, authoritative factors in the placement of the personnel who render supporting services to police officials such as the issuing of registered informants' claims.

To summarize, the establishment of administrative (support) units and their personnel post levels at local level mainly support the core (operational) functions of policing, to accomplish the station's/unit's targeted results. On average, support post/personnel should only represent 10% of the total post/personnel of police stations. This leads to the discussion of the cumulation of the determined personnel posts and the establishment of post levels for police stations and their units.

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12.3.5. Resource establishment: Determination of posts and post levels

The preceding subsections lead to the determination of post and post levels for police stations and their units. Table 12-8 reflects the post ratio analyses or percentage distributions of the following: (1) Non-commissioned police officials. (2) Post of captain (core policing functions at police stations) in relation to non- commissioned officials. (3) Post of commissioned police officials. (4) Posts of police officials used for Administrative (support) Services at local level.

Table 12-8

RATIO DESCRIPTION	SUBCOMPONENT or RANK	RATIO or %
Criteria for non-commissioned officials	Constable	50%
	Sergeant	30%
	Inspector	20%
Criteria for captains (core policing): Non-commissioned officials	CSC	1: 18
	Crime Prevention	1: 30
	Police station's detective service	1: 12
Criteria for police officials (superintendent and up)	Director (invariable)	1:3 Snr Supt
	Senior Superintendent (variable)	1:4 Supt
	Superintendent (variable)	1:5 Captain
Criteria for station level: post of officers/officials (Support Services)	Director-stations: Log, Fin, HRD	1:1= 3 Supt
	Snr Supt-stations: Log, Fin, HRD	1:1= 3 Capt
	Superintendent: [Log, Fin, HRD]	1:1= 1 Captain

Although Table 12-8 shows that constables represent 50%, sergeants 30% and inspectors 20% of the total posts determined, these non-commissioned officials' posts are interchangeable. Therefore, many police stations in the SAPS may have none or only a few constables at police stations (Jansen van Vuuren, 1999). However, when the personnel posts of a police station are determined according their

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activities and tasks, they are firstly determined according to the ratio and percentage distributions, as reflected in Table 12-8, then added up to establish the final post level of the police station. The post levels at the level of station commissioner (as reflected in Table 12-9) were determined by means of the following interval categories:

Table 12-9

No	POST LEVELS OF POLICE STATIONS (PLI)	INTERVALS
1	Director (PLI_d)	385 ☞ up
2	Senior Superintendent (PLI_{ss})	175 ☞ 384
3	Superintendent (PLI_s)	70 ☞ 174
4	Captain (PLI_c)	25 ☞ 69
5	Inspector*(PLI_{insp})	1 ☞ 24

**Inspector stations rendering a 24-hour policing service.*

According to Table 12-9, there are five category levels for police stations in the SAPS. Police stations with a maximum of 24 members fall in the Inspector category and they represent the smallest police stations in the SAPS. On the other hand, police stations with a minimum of 385 members fall in the Director category and they represent the largest police stations in the SAPS. The different post levels of police stations commanded by commissioned police officers (Captain, Superintendent, Senior Superintendent and Director), as reflected in Table 12-9, were determined as follows (Jansen van Vuuren, 1999):

The average variance % between a senior officer Director's salary and a junior officer Captain's salary amounts to 144%. A director-level police station could also obtain an average of ten captains per station (one

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captain represents therefore a weighted value of $^{10}/_{100}$), thus, the variance % between a director-level police station and a captain-level police station is 1440% - (25+1440%=385 members).

Thus, the proportional rank interval variance % between the police stations commanded by commissioned police officers was determined as follows: Captain to superintendent=180% ∴ 25+180%=70 members; superintendent to senior superintendent=150% ∴ 70+150%=175 members; and senior superintendent to director=120% ∴ 175+120%=385 members.

Finally, there are 1094 police stations in the SAPS at present. The personnel posts of these police stations were determined according their activities/task (Equations 12-20 to 12-28). By applying the interval category levels (Table 12-9), the following was established: 187 police stations fell into the category of Inspector level; 424 police stations fell into the category of Captain level; 307 police stations fell into the category of Superintendent level; 133 police stations fell into the category of Senior Superintendent level; and 43 police stations fell into the category of Director level.

Lastly, at each "accountable police station" where the post level of the station commissioner is that of a director or senior superintendent, posts up to the level of superintendent and captain respectively are allocated to the administrative (support) functions of finances, logistics and human resources development, respectively. At "accounting

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superintendent-level police stations", one accountable officer up to the level of captain is allocated to the administrative (support) functions of finances, logistics and human resources development.

At an "accounting captain-level police station", *accounting officers* are allocated as follows: If the police station's theoretical establishment exceeds ten, *accountable inspectors* will equal one. If the police station's theoretical establishment exceeds thirty, *accountable inspectors* will equal two. If the police station's theoretical establishment exceeds fifty, *accountable inspectors* will equal three.

In conclusion, posts and post levels are determined once a year and are, therefore, subject to change, because this model is dependant on many variables and the SAPS finds itself in a dynamic environment in which crime is not static or bound to a specific area. To adapt to fluctuations in post levels, all "borderline" police stations (10% above or below a specific post interval level, as reflected in Table 12-9), are dealt with over a period of three (3) years. "Borderline" police stations should, for three years in succession, achieve a specific post level before they will be up- or downgraded.

12.3.6. **Resource establishment: Physical resources**

The effective and efficient allocation and utilization of physical resources are as essential as human resources. Seeing that vehicles and computers are expensive, while also being essential to the

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accomplishment of targeted results, their determination and distribution in the provinces must be based on sound principles and/or criteria. These resources must be allocated and redistributed according to priorities and not according to a system based on a waiting list. Table 12-10 reflects the ratio criteria for the determination and distribution of vehicles and computers.

Table 12-10

SUBCOMPONENT (FUNCTION)	VEHICLES	COMPUTERS
Station commissioner	1: 1	1: 1
Crime Prevention	1: 4	1:1 per unit + 1:30 members
CSC	1: 4	1: 1
Detective services	1: 2	1:1=officers + 1:3 detectives
CIAC	1: 4	1: 2
Support Services (79 ≤)	1: 8	1:1 per unit + 1:5 members
Support Services (80 ≥)	1: 12	1:1 per unit + 1:5 members

In order to render a high-quality police service at local level, physical resources are determined according to the criteria reflected in Table 12-10. After these criteria had been developed, all the minimum requirements stipulated in the police regulations were taken into account (eg, the attending to a complaint by a minimum of two police officials). It should be borne in mind that posts are linked to the SAPS's budget and like all other government departments, the SAPS has severe budgetary constraints (it has limited funds to appoint personnel, ie, recruit and place). Police managers regard the process of budgeting in the SAPS in terms of a variance reporting system. Variance reporting is illustrated as follows (Jansen van Vuuren, 1999):

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*Budget amount - actual amount = variance

This existing budget variance report system is traditionally based on the assumption that the following equations are valid:

*Budget + *unfavourable variance* = poor performance
*Budget + *unfavourable variance* + *explanation* = acceptable performance
*Budget + *favourable variance* = satisfactory performance

The existing budgeting system presents difficulties concerning the method of variance reporting. The first of these difficulties is that only unfavourable variances are explained, which then implies that favourable variances reflect excellent performance. However, favourable variances could be the result of a favourable environment (eg, the environmental differences between Gauteng Province and the Northern Cape Province) and could also result from excessive slackness built into budgets, making favourable variances a poor measure of performance.

Secondly, the method leads to managerial ingenuity and often creativity in explaining unfavourable variances. Creativity is poured into devising excuses for unsatisfactory performances, instead of into developing creative methods of operational budgeting aimed at improving the service performance. There is also no genuine penalty for unfavourable variance or performance.

Thirdly, these budget reports seldom encourage police managers to take

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innovative and creative action, as only unfavourable variances need to be reacted to. Lastly, the existing budget does not reflect the impact of the expenses to date (variances-to-date on the year-end performance), because of the shortage of financial resources during the financial year which regularly has a negative impact on service performance. A potential operating budget formula is reflected in Equation 12-30:

$$Y = \sum a + \sum bx \qquad [12\text{-}30]$$

Y = total cost
$\sum a$ = fixed cost (land and buildings, professional and special services, miscellaneous expenditure)
$\sum b$ = variable cost (personnel expenditure, Admin. expenditure, stores and livestock, equipment)
x = number of personnel (number of personnel - quantity)

By applying Equation 12-30, the budgets (cost structures) for police stations and units at local level are easily determined when the resources of such stations and units are established according to the Resource Establishment Plan, as discussed above. If the resource levels of police stations and units at local level change according to the Resource Establishment plan every financial year, the budgets will automatically be amended accordingly. Thus, policing activities and operations that are performed at local level by police stations and units can now be assessed in terms of productivity (related to input costs), efficiency (use of resources), and effectiveness (oriented to output and outcomes).

****

ENDNOTES

1. Park and View Police Stations are hypothetical police stations.
2. The use of the term Eupolsa index (instead of Eupolsa index: Effectiveness rate) throughout this section is purely for the sake of expedience.
3. The Police Class Grading Classification (PCGC) is also used for the Eupolsa index: Efficiency rate that consists of five classes, each with a specific grading. Table 4-11, reflected in Chapter 4, indicates the five classes with their accompanying grading.

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4. When applicable, if a member works eight-hour shifts it equals 23 days [365.25-(89)-(23)=253.25⇒ 253 days = 2024 hours], and 15 days if a member work twelve- hour shifts [(365.25÷2)-(15)= 167.63⇒168 days = 2016 hours].

5. When applicable, 23 police working days consists of 579600 seconds (7hours×60min=420× 23=9660×60 seconds=579600), and 15 police working days consists of 594000 seconds (11 hours×60 min= 660×15=9900×60 seconds=594000).

6. These environmental determinants and related percentage ratings are subject to change.

7. The following two main factors, that is, (1) the focus of the SAPS's Priorities to address specific crimes, and (2) the complexity to solve the root causes of a specific crime category, were considered when the ratio analysis per crime category was determined. The historically disadvantaged police stations are benefiting from the ratio analysis distribution.

8. The ratio 1:12 000 is subject to change.

9. These identified activities/tasks are subject to change, given the computerization of registers, and the drafting/promulgation of new legislation, policies, national instructions, and regulations of the SAPS. Thus, standard times for specific elements of activities/tasks, established during time studies, are also subject to change, in that time studies are conducted continually on newly identified or existing activities and tasks of CSC.

10. A criminal case (docket) can also have more than one complaint that must be investigated (ie, the main complaint could be theft of a motor vehicle, the second complaint could be public indecency and the last complaint could be escape from custody). The establishment of the police station's detectives was determined according to the total number of complaints received for investigation over a specific period, minus those complaints investigated by the Specialized Detectives (this was done to avoid double counting).

11. The daily contingency allowance (Ca) of 10.4% was also allocated to each category.

****

REFERENCES

Jansen van Vuuren, E. (1999). *Guidelines: Restructuring Establishment Plan - South African Police Service.* Unpublished working paper.

Levin, R.I. (1987). *Statistics For Management.* (Fourth Edition). New Jersey: Prentice-Hall, Inc.

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APPENDIX F

PERFORMANCE CHART

PROACTIVE POLICING (CRIME PREVENTION)

APPENDIX F

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Perf. Chart MENU

STATION PERFORMANCE CHART 1998 - 1999

Station	PARK
Station Commissioner	PT HAY
Area	South
Province	WC

EXTERNAL ENVIRONMENT

Total Population	36500	Population : % Growth rate	0.00%
Total km² of station precinct	47.4	Population : % Unemployed	0.00%

Station Priority Crimes :

i.	A = Violent crimes
ii.	B = Social crimes
iii.	C = Economic crimes
iv.	D = Other serious crimes
v.	

Station's critical issues/ causes of crime :

i.	ɹx of co	vi	
ii.	ɹx of co	vii	
iii.	ɹx of co	viii	
iv.	ɹx of co	ix	
v.		x	

	Q1	Q2	Q3	Q4	Annual
STATION PERFORMANCE RATE	42.36%	53.19%	56.53%	58.75%	52.71%
Performance Rate : Crime Prevention	40.00%	100.00%	70.00%	80.00%	72.50%
Performance Rate : Crime Information	20.00%	20.00%	20.00%	20.00%	20.00%
Performance Rate : Community Service Center	40.00%	30.00%	70.00%	60.00%	50.00%
Performance Rate : Detective Service	86.67%	86.67%	86.67%	80.00%	85.00%
Performance Rate : Human Resources	27.50%	37.50%	42.50%	62.50%	42.50%
Performance Rate : Physical Resources	40.00%	45.00%	50.00%	50.00%	46.25%

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SECTOR POLICING

CP MENU

Worksheet CP EX-EN 2.1 (SF)

Input Sheet CP EX-EN 2.1

(EXTERNAL ENVIRONMENT : STATION PRECINCT)

Station : PARK

Please fill out by sectors if possible. Otherwise, fill out by total for the station precinct (1st column)(Do not complete shaded columns)

	SECTOR										
	1	2	3	4	5	6	7	8	9	10	Station Total
Size (Sq Km)	9	8.6	14.9	14.9							47.4
Population	6800	15500	12700	1500							36500
Annual growth rate per station											
Unemployment rate per station											
Type of neighbourhood (%)											
Industrial (Pollution)	0%	0%	0%	0%							
Industrial (Clean - No Pollution)	0%	0%	0%	0%							
Business	15%	10%	20%	15%							
Mines	0%	0%	0%	0%							
Residential	85%	90%	80%	85%							
Farms	0%	0%	0%	0%							
Small holdings	0%	0%	0%	0%							
Squatters	0%	0%	0%	0%							
Uninhabited	0%	0%	0%	0%							
Total (=100%)	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Infrastructure breakdown (%)											
Corporate offices	15%	10%	20%	5%							
Factories	0%	0%	0%	0%							
Houses	64%	75%	65%	85%							
Flats	20%	15%	15%	10%							
Hostels	1%	0%	0%	0%							
Shacks / Informal housing	0%	0%	0%	0%							
No infrastructure	0%	0%	0%	0%							
Total (=100%)	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Road breakdown (%)											
Tar	100%	100%	100%	100%							
Dirt	0%	0%	0%	0%							
Off-Road	0%	0%	0%	0%							
Total (=100%)	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
**** Critical issues / Causes of crime (First identify number of issues per sector e.g. 3, then prioritize issues from most to less important e.g. 3,2,1 per sector.***											
Shebeens / Liquor Stores	1	1									
Gangs											
Unemployment			2	2							
Lack of recreation centres											
Housing - Provision/Security/Electricity											
Provision / Maintenance Street Lighting											
Availability of drugs	2	2	1	1							
Seasonal influx of people											
Daily influx of commuters	3	3	3	3							
Telecommunication / Phones											
Total	6	6	6	6	0	0	0	0	0	0	

* Note : List other critical issues (causes) of crime : Lack of proper public transport Development-business-main routes Drug lords

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Station : PARK

CP MENU

ENVIRONMENT : POLICE SECTORS

Table CP EX-EN 2.1

2.1.1	Total number of sectors	4

		Type of Neighborhood	%	Infrastructure	%
2.1.2	Sector 1 mostly dominant of	Residential	85%	Houses	64%
2.1.3	Sector 2 mostly dominant of	Residential	90%	Houses	75%
2.1.4	Sector 3 mostly dominant of	Residential	80%	Houses	65%
2.1.5	Sector 4 mostly dominant of	Residential	85%	Houses	85%
2.1.6	Sector 5 mostly dominant of				
2.1.7	Sector 6 mostly dominant of				
2.1.8	Sector 7 mostly dominant of				
2.1.9	Sector 8 mostly dominant of				
2.1.10	Sector 9 mostly dominant of				
2.1.11	Sector 10 mostly dominant of				

		Type of Roads	%	Causes of Crime	# of Issues
2.1.12	Sector 1 mostly dominant of	Tar	100%	Daily influx of commuters	6
2.1.13	Sector 2 mostly dominant of	Tar	100%	Daily influx of commuters	6
2.1.14	Sector 3 mostly dominant of	Tar	100%	Daily influx of commuters	6
2.1.15	Sector 4 mostly dominant of	Tar	100%	Daily influx of commuters	6
2.1.16	Sector 5 mostly dominant of				
2.1.17	Sector 6 mostly dominant of				
2.1.18	Sector 7 mostly dominant of				
2.1.19	Sector 8 mostly dominant of				
2.1.20	Sector 9 mostly dominant of				
2.1.21	Sector 10 mostly dominant of				

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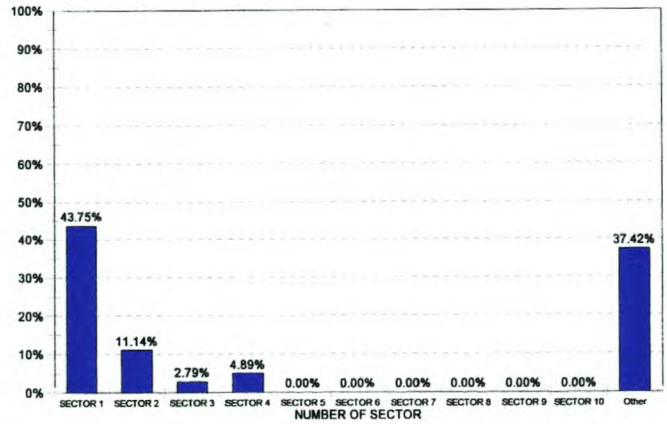
CRIME PREVENTION : SECTOR POLICING

CP MENU

Graph CP 2.2.4

SECTOR POLICING
Residence of Suspect



Time Period	Sector 1#	Sector 2#	Sector 3#	Sector 4#	Sector 5#	Sector 6#
Month 1	142	7	8	25	0	0
Month 2	125	31	1	2	0	0
Month 3	37	36	1	2	0	0
Q 1: Avg	101.33	24.67	3.33	9.67	0.00	0.00
Month 4	12	2	1	2	0	0
Month 5	33	12	1	2	0	0
Month 6	12	1	5	6	0	0
Q 2: Avg	19	5	2	3	0	0
Month 7	33	12	5	3	0	0
Month 8	44	11	4	8	0	0
Month 9	11	2	1	2	0	0
Q 3: Avg	29	8	3	4	0	0
Month 10	55	11	3	5	0	0
Month 11	44	11	2	1	0	0
Month 12	33	12	5	7	0	0
Q 4: Avg	44	11	3	4	0	0
Ann: Avg	48	12	3	5	0	0

Time Period	Sector 7#	Sector 8#	Sector 9#	Sector 10#	OTHER#
Month 1	0	0	0	0	138
Month 2	0	0	0	0	128
Month 3	0	0	0	0	168
Q 1: Avg	0	0	0	0	145
Month 4	0	0	0	0	7
Month 5	0	0	0	0	7
Month 6	0	0	0	0	7
Q 2: Avg	0	0	0	0	7
Month 7	0	0	0	0	7
Month 8	0	0	0	0	7
Month 9	0	0	0	0	7
Q 3: Avg	0	0	0	0	7
Month 10	0	0	0	0	7
Month 11	0	0	0	0	7
Month 12	0	0	0	0	7
Q 4: Avg	0	0	0	0	7
Ann: Avg	0	0	0	0	41

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Station : PARK

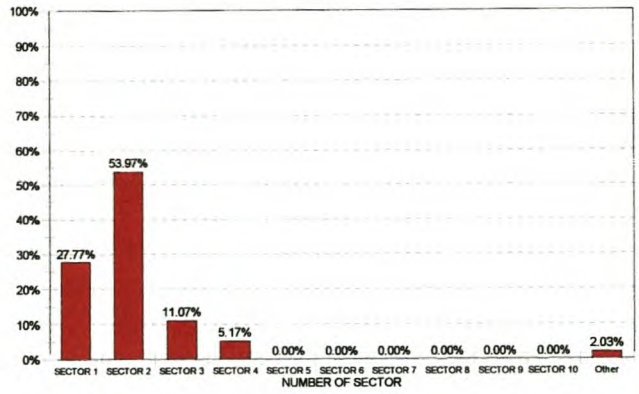
CRIME PREVENTION : SECTOR POLICING

CP MENU

Graph CP 2.2.5

SECTOR POLICING

Crime Scenes Per Sector



Time Period	Sector 1#	Sector 2#	Sector 3#	Sector 4#	Sector 5#	Sector 6#
Month 1	2	168	8	0	0	0
Month 2	100	75	9	5	0	0
Month 3	16	96	5	6	0	0
Q 1: Avg	39	113	7	4	0	0
Month 4	11	22	2	7	0	0
Month 5	12	44	7	11	0	0
Month 6	100	45	12	0	0	0
Q 2: Avg	41	37	7	6	0	0
Month 7	12	23	2	2	0	0
Month 8	12	33	33	2	0	0
Month 9	2	11	22	2	0	0
Q 3: Avg	9	22	19	2	0	0
Month 10	1	13	1	7	0	0
Month 11	11	22	11	2	0	0
Month 12	22	33	8	12	0	0
Q 4: Avg	11	23	7	7	0	0
Ann: Avg	25	49	10	5		

Time Period	Sector 7#	Sector 8#	Sector 9#	Sector 10#	OTHER#
Month 1	0	0	0	0	6
Month 2	0	0	0	0	1
Month 3	0	0	0	0	6
Q 1: Avg	0	0	0	0	4
Month 4	0	0	0	0	1
Month 5	0	0	0	0	1
Month 6	0	0	0	0	1
Q 2: Avg	0	0	0	0	1
Month 7	0	0	0	0	1
Month 8	0	0	0	0	1
Month 9	0	0	0	0	1
Q 3: Avg	0	0	0	0	1
Month 10	0	0	0	0	1
Month 11	0	0	0	0	1
Month 12	0	0	0	0	1
Q 4: Avg	0	0	0	0	1
Ann: Avg					2

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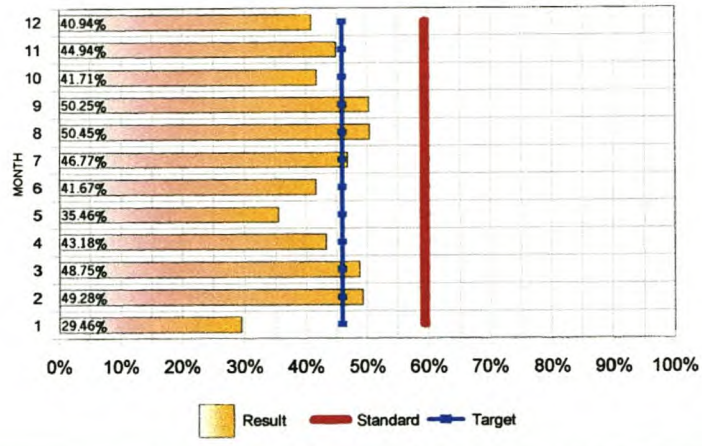
Station : PARK

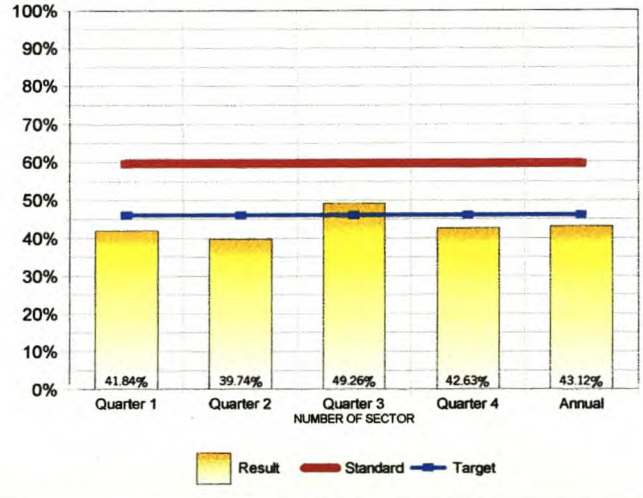
CRIME PREVENTION : SECTOR POLICING | CP MENU

Graph CP 2.2.1/2/3

CRIME PREVENTION

ARRESTS: PRIORITY VS OTHER CRIMES





PERFORMANCE INDICATOR: % OF PERSONS ARRESTED FOR SPC

	Actual (Past 12 months)	Indicator status (Past 12 months)	Target	Standard	Future Target	Future Standard vs reported crime ratio
	32.34%	0	45.90%	59.45%	42.86%	42.61%
Time Period	**Result**	**Indicator status**	**Accomplished .....** Target	**Accomplished .....** Standard	**Performance Rate**	**Result Rate**
Month 1	29.46%	0	No	No	20.00%	1
Month 2	49.28%	0	Yes	No	60.00%	3
Month 3	48.75%	0	Yes	No	60.00%	3
Quarter 1: Avg	41.84%	0	No	No	20.00%	1
Month 4	43.18%	0	No	No	20.00%	1
Month 5	35.46%	0	No	No	20.00%	1
Month 6	41.67%	0	No	No	20.00%	1
Quarter 2: Avg	39.74%	0	No	No	20.00%	1
Month 7	46.77%	0	Yes	No	60.00%	3
Month 8	50.45%	0	Yes	No	60.00%	3
Month 9	50.25%	0	Yes	No	60.00%	3
Quarter 3: Avg	49.26%	0	Yes	No	60.00%	3
Month 10	41.71%	0	No	No	20.00%	1
Month 11	44.94%	0	No	No	20.00%	1
Month 12	40.94%	0	No	No	20.00%	1
Quarter 4: Avg	42.63%	0	No	No	20.00%	1
Annual average	43.12%	0	No	No	20.00%	1

Footnote: Status (Indicator & Rate): 0 = Unacceptable, 1 = Poor, 3 = Satisfactory, 5 = Excellent

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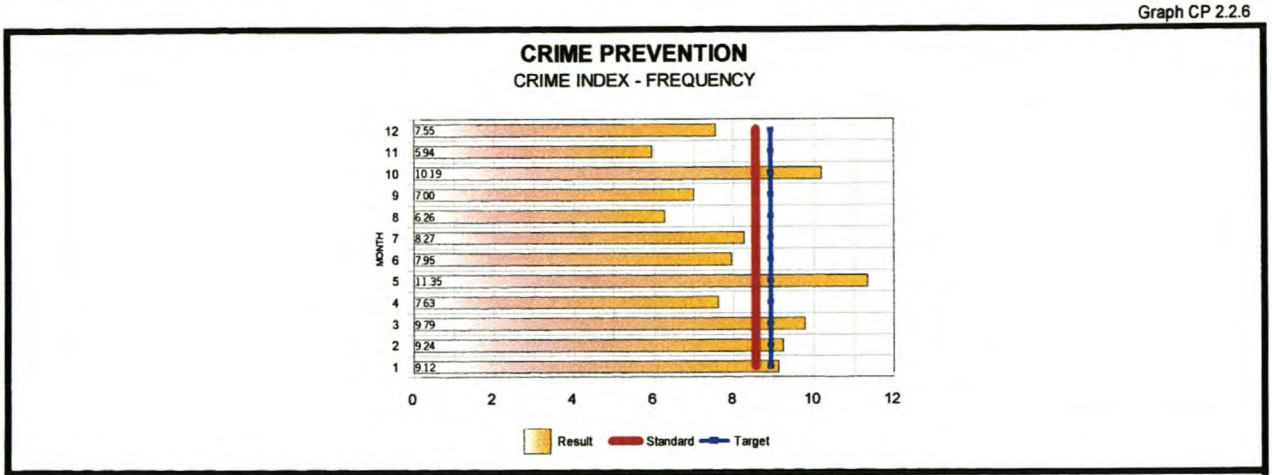
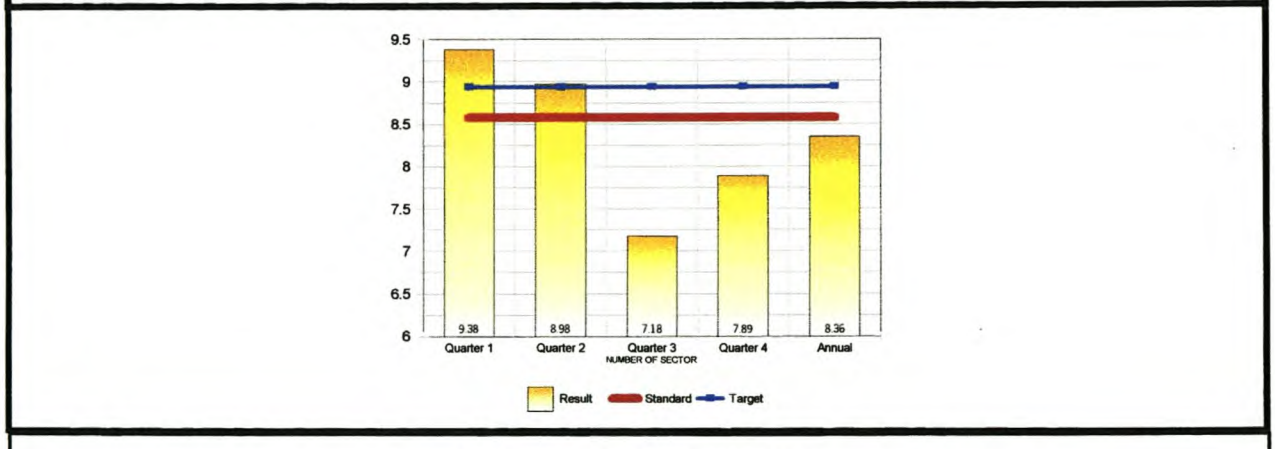
Station : PARK

CP MENU

CRIME INDEX

Graph CP 2.2.6





PERFORMANCE INDICATOR: CRIME INDEX

	Actual (Past 12 months)	Indicator status (Past 12 months)	Target	Standard	Future Target	Future Standard
	9.30	0	8.94	8.57	7.77	7.18
			Accomplished			
Time Period	Result	Indicator status	Target	Standard	Performance Rate	Result Rate
Month 1	9.12	0	No	*No*	20.00%	1
Month 2	9.24	0	No	*No*	20.00%	1
Month 3	9.79	0	No	*No*	20.00%	1
Quarter 1: Avg	9.38	0	No	*No*	20.00%	1
Month 4	7.63	0	Yes	*Yes*	100.00%	5
Month 5	11.35	0	No	*No*	20.00%	1
Month 6	7.95	0	Yes	*Yes*	100.00%	5
Quarter 2: Avg	8.98	0	No	*No*	20.00%	1
Month 7	8.27	0	Yes	*Yes*	100.00%	5
Month 8	6.26	0	Yes	*Yes*	100.00%	5
Month 9	7.00	0	Yes	*Yes*	100.00%	5
Quarter 3: Avg	7.18	0	Yes	*Yes*	100.00%	5
Month 10	10.19	0	No	*No*	20.00%	1
Month 11	5.94	0	Yes	*Yes*	100.00%	5
Month 12	7.55	0	Yes	*Yes*	100.00%	5
Quarter 4: Avg	7.89	0	Yes	*Yes*	100.00%	5
Annual average	8.36	0	Yes	*Yes*	100.00%	5

Footnote: Status (Indicator & Rate): 0 = Unacceptable, 1 = Poor, 3 = Satisfactory, 5 = Excellent

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Station : PARK

CP MENU

CRIME INDEX : PRIORITY CRIMES

List CP 2.2.6

Prioritization of station crimes

Crime	Total # of cases	Crime	Total # of cases
1 Abduction	1546	36 Robbery: Banks	0
2 Explosive Act	719	37 Public Violence	0
3 Theft : Other	239	38 Robbery: Cash in transit	0
4 Theft : Out of/from motor vehicle	216	39 Theft : Stock	0
5 Burglary : Residential (inc. attempts)	204	40 Statutory Rape	0
6 Assault GBH	162	41 Rape (including attempts)	0
7 Theft : Motor vehicle / -cycle	154	42 Illegal strikes	0
8 All fraud, forgeries, embezzlements,	117	43 Disturbance of peace	0
9 Malicious damage to property	99	44 Incest	0
10 Escape from custody	56	45 Child Theft	0
11 Public indecency	50	46 Perjury	0
12 Contempt of court	47	47 Use of vehicle without permission	0
13 Robbery : Aggravating circumstances	38		
14 Assault Common	26		
15 Burglary : Business (inc. attempts)	23		
16 Robbery: Other	14		
17 Shoplifting	11		
18 Possession suspected stolen goods	9		
19 Hijacking of cars	6		
20 Murder: Attempted	6		
21 Theft : Bicycles	6		
22 Drug related crimes	5		
23 Kidnaping	4		
24 Pointing of firearm	4		
25 Illegal possession of firearm & ammunition	3		
26 Crimen injuria	3		
27 Hijacking of trucks	2		
28 Driving under influence of alcohol	2		
29 Theft : Firearm	1		
30 Indecent Assault	1		
31 Cruelty towards ill-treatment of children	1		
32 Arson	1		
33 Trespassing	1		
34 Murder	1		
35 Culpable Homicides	1		

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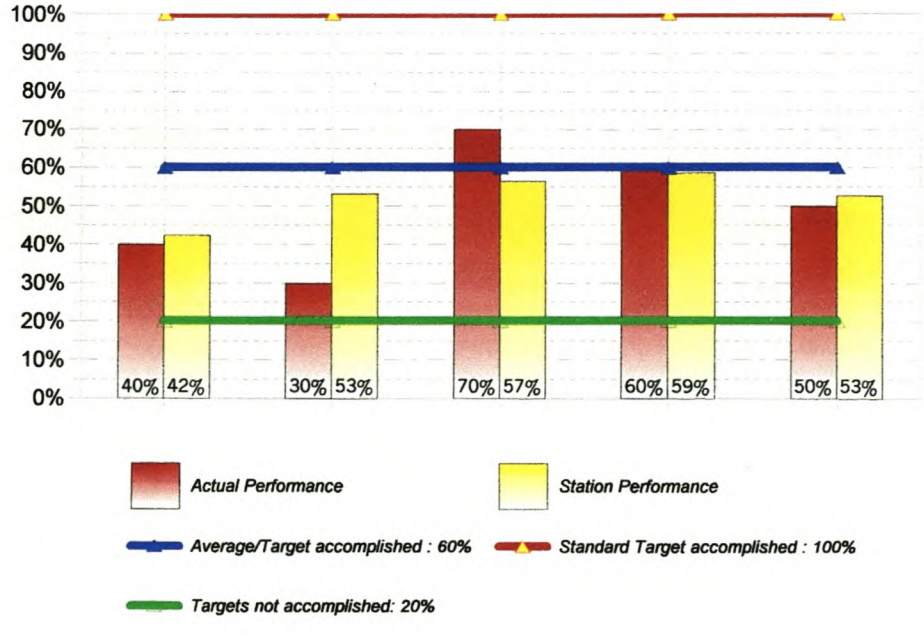
PERFORMANCE RATE

Crime Prevention

PERFORMANCE RATE

Community Service Center



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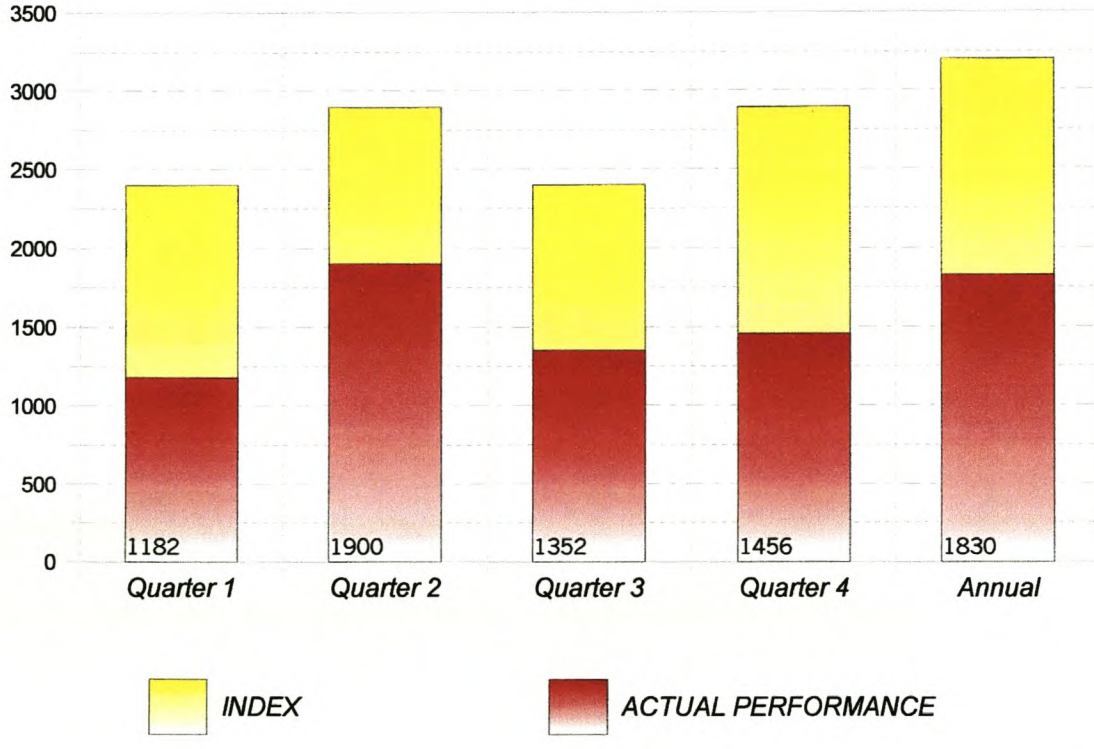
POLICE PERFORMANCE INDEX



POLICE STATION GRADING

QUARTER ONE & THREE		QUARTER TWO & FOUR		ANNUAL	
E	336 - 755	E	406 - 913	E	448 - 1007
D	756 - 1163	D	914 - 1406	D	1008 - 1551
C	1164 - 1571	C	1407 - 1899	C	1552 - 2095
B	1572 - 1979	B	1900 - 2392	B	2096 - 2639
A	1980 - 2400	A	2393 - 2900	A	2640 - 3200

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MENU

EVALUASIE - VERSLAG

SUID - KAAP AREA

VERW 23/1/5/17

	DOELTREFFENDHEID			EUPOLSA RATIO		
TYDPERK	PUNT	%	SIMBOOL	PUNT	%	SIMBOOL
1999 - 04 - 01 TOT 1999 - 06 - 30	1126	46.92%	D	1366.44	56.94%	C
1999 - 07 - 01 TOT 1999 - 09 - 30	1343.6	46.33%	D	1617.8	55.79%	C
1999 - 10 - 01 TOT 1999 - 12 - 31	1143.6	47.65%	D	1387.17	57.80%	C
2000 - 01 - 01 TOT 2000 - 03 - 31						
1999 / 2000 FINANSIëLE JAAR						

GE - EVALUEER DEUR :	
KOMPONENT	SUID - KAAP AREAKANTOOR
SUB - KOMPONENT	BESTUURSDIENSTE
KANTOORHOOF	ADJ - DIR DEON VERMEULEN
BESTUURSKONSULTANT	ADJUNK DIREKTEUR VERMEULEN
TELEFOONNOMMER	044 - 203 9082
DATUM	29-Mar-2000
HANDTEKENING	

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1.2 PRESTASIE - EVALUASIE PER PRESTASIE - INDIKATOR

PRESTASIE - INDIKATOR	Werklik	Teiken	Standaard	RESULTAAT KWARTAAL 1	2	3	4	JAAR
% persone ge-arresteer vir stasie prioriteitskategoriee	39.99%	41.91%	43.83%	37.65%	36.34%	34.27%		
Misdaadindeks	4.87	4.59	4.31	5.92	6.18	7.02		
% Gemeenskapstevredenheid : Oorsake van misdaad	53.54%	58.14%	62.74%		57.21%			
% Gemeenskapstevredenheid : Vertroue in SAPD	72.86%	73.28%	73.70%		73.76%			
Reaksietyd : Alpha klagtes	14.39	9.7	5	17.71	32.33	28.35		
Reaksietyd : Bravo klagtes	27.04	17	8.95	30.73	30.19	23.10		
Reaksietyd : Charlie klagtes	21.8	13.4	5	27.48	19.16	23.24		
Reaksietyd : GDS	3.25	2.13	1	1.13	1.14	1.56		
Aantal ontsnappings uit polisiebewaring	104	0	0	8	16	10		
% van dossiere in GDS korrek ge-open	69.33%	84.67%	100.00%	77.56%	82.28%	79.92%		
% Gemeenskapstevredenheid : Reaksietyd	72.69%	73.69%	74.89%		67.38%			
% Gemeenskapstevredenheid : Slagoffertevredenheid	56.61%	62.64%	68.67%		67.28%			
% van dossiere ouer as drie maande	41.58%	39.69%	37.79%	50.12%	50.86%	47.36%		
Gemiddelde aantal sake per ondersoekbeampte	59.05	54.32	48.58	77.29	73.40	73.49		
% verskil - Nuwe sake teenoor sake op hand buite hof	-39.34%	-19.67%	0.00%	-47.19%	-44.19%	-38.09%		
Gemiddelde "Detection Rate"	22.31%	23.58%	24.58%	23.28%	24.38%	22.37%		
Gemiddelde "Clearance Rate"	72.10%	74.31%	76.51%	68.67%	69.19%	71.01%		
% Gemeenskapstevredenheid : Ondersoekdienste	58.39%	59.95%	61.51%		61.76%			
% verdagtes ge-arresteer/ID vs info ontvang	39.99%	41.91%	43.83%	4.21%	10.00%	10.00%		
% verdagtes ge-arresteer en ID vir stasie prioriteitsmisdrywe	39.99%	41.91%	43.83%	4.08%	6.67%	6.25%		
% verdagtes ID, nie ge-arresteer vir prioriteitsmisdrywe	39.99%	41.91%	43.83%	4.08%	6.67%	6.25%		
% personeel op kernfunksies	73.63%	74.44%	75.25%	76.42%	77.48%	77.48%		
% kernpersoneel met bestuurderslisensie	83.66%	92.83%	100.00%	86.32%	85.78%	86.21%		
% persone met graad 12 kwalifikasie	82.04%	91.02%	100.00%					
% persone met graad 7 kwalifikasie	3.93%	1.97%	0.00%					
% professionele gedrag	96.79%	98.39%	100.00%	97.32%	96.89%	96.34%		
% afwesigheid [siekverlof]	7.76%	6.17%	4.78%	6.36%	7.45%	7.36%		
% personeel bo standaard afwesigheidsratio [siekverlof]	30.30%	15.15%	0.00%	20.08%	26.79%	22.07%		
% voertuie op kernfunksies	89.34%	81.24%	81.24%	85.25%	85.41%	82.98%		
% tyd beskikbaar vir diens [voertuie]	91.95%	93.97%	96.00%	97.48%	95.89%	95.29%		
% van personeel wat 80% van ongelukke uitmaak	10.25%	5.13%	0.00%	2.02%	0.50%	0.82%		
% van personeel wat 80% van beskadigings uitmaak	12.49%	6.25%	0.00%	0.97%	3.51%	0.80%		

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PERFORMANCE EVALUATION

SOUTHERN CAPE AREA : POLICE STATIONS

QUARTER ONE [1999-04-01 to 1999-06-30]

1	RIVERSDAL	1,714.94	71.46%	B
2	LADISMITH	1,658.54	69.11%	B
3	MURRAYSBURG	1,533.86	63.91%	C
4	PLETTENBERGBAAI	1,506.05	62.75%	C
5	ALBERTINIA	1,478.66	61.61%	C
6	STILBAAI	1,474.16	61.42%	C
7	MOSSELBAAI	1,422.42	59.27%	C
8	HEIDELBERG	1,417.52	59.06%	C
9	GEORGE	1,412.45	58.85%	C
10	BEAUFORT-WES	1,391.78	57.99%	C
11	PRINS ALBERT	1,371.30	57.14%	C
12	OUDTSHOORN	1,359.15	56.63%	C
13	DE RUST	1,337.95	55.75%	C
14	GROOT - BRAKRIVIER	1,277.72	53.24%	C
15	KNYSNA	1,260.72	52.53%	C
16	CONVILLE	1,238.93	51.62%	C
17	CALITZDORP	1,199.31	49.97%	C
18	UNIONDALE	1,146.84	47.78%	D
19	PACALTSDORP	1,124.55	46.86%	D
20	DYSSELSDORP	1,002.00	41.75%	D
	AREA	1,366.44	56.94%	C

QUARTER TWO [1999-07-01 to 1999-09-30]

1	LADISMITH	1,920.14	66.21%	B
2	ALBERTINIA	1,896.64	65.40%	C
3	RIVERSDAL	1,838.59	63.40%	C
4	PLETTENBERGBAAI	1,765.54	60.88%	C
5	OUDTSHOORN	1,764.23	60.84%	C
6	CALITZDORP	1,763.14	60.80%	C
7	GROOT - BRAKRIVIER	1,740.57	60.02%	C
8	UNIONDALE	1,733.31	59.77%	C
9	PRINS ALBERT	1,683.56	58.05%	C
10	HEIDELBERG	1,678.70	57.89%	C
11	KNYSNA	1,671.07	57.62%	C
12	DYSSELSDORP	1,614.59	55.68%	C
13	MURRAYSBURG	1,545.73	53.30%	C
14	GEORGE	1,535.04	52.93%	C
15	STILBAAI	1,510.12	52.07%	C
16	BEAUFORT-WES	1,460.68	50.37%	C
17	MOSSELBAAI	1,414.50	48.78%	C
18	DE RUST	1,331.02	45.90%	D
19	PACALTSDORP	1,305.79	45.03%	D
20	CONVILLE	1,182.96	40.79%	D
	AREA	1,617.80	55.79%	C

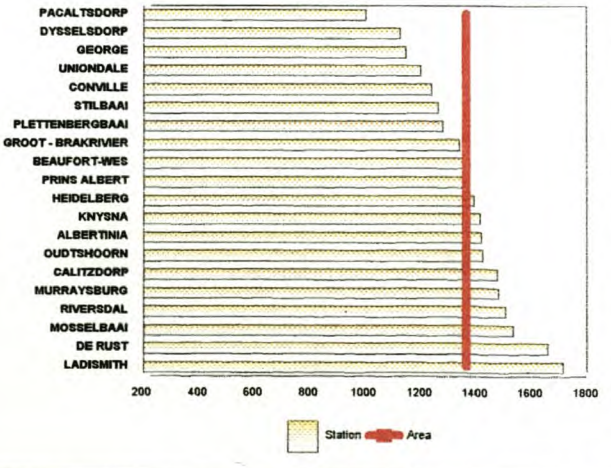
QUARTER THREE [1999-10-01 to 1999-12-31]

1	LADISMITH	1,799.81	74.99%	B
2	DE RUST	1,640.67	68.36%	B
3	MOSSELBAAI	1,622.99	67.62%	B
4	RIVERSDAL	1,602.05	66.75%	B
5	MURRAYSBURG	1,569.48	65.39%	C
6	CALITZDORP	1,541.30	64.22%	C
7	OUDTSHOORN	1,455.09	60.63%	C
8	ALBERTINIA	1,431.47	59.64%	C
9	KNYSNA	1,394.21	58.09%	C
10	HEIDELBERG	1,372.40	57.18%	C
11	PRINS ALBERT	1,356.02	56.50%	C
12	BEAUFORT-WES	1,344.93	56.04%	C
13	GROOT - BRAKRIVIER	1,319.01	54.96%	C
14	PLETTENBERGBAAI	1,299.98	54.17%	C
15	STILBAAI	1,298.88	54.12%	C
16	CONVILLE	1,259.28	52.47%	C
17	UNIONDALE	1,229.94	51.25%	C
18	GEORGE	1,193.92	49.75%	C
19	DYSSELSDORP	1,016.24	42.34%	D
20	PACALTSDORP	995.72	41.49%	D
	AREA	1,387.17	57.80%	C

QUARTER FOUR [2000-01-01 to 2000-03-31]

ANNUAL [1999-04-01 to 2000-03-31]

QUARTER THREE



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APPENDIX G

RESOURCE ESTABLISHMENT PLAN

APPENDIX G

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RESOURCE ESTABLISHMENT PLAN

POLICE STATION PARTICULARS

Station Commissioner:	Senior Superintendent TY Roos
Chairperson: CPF:	Mr ES Zulu
Police Station:	Oudtshoorn
Area:	Southern Cape
Province:	Western Cape

EXTERNAL ENVIRONMENT

Station Population:	68 000
Informal Population:	4 000
Area km^2	2 600

			DIFFERENCE	
FUNCTION	GRANTED	ACTUAL	%	NUMBER
PERSONNEL				
CORE: (SC, CSC, CI, CPU)	193	155	-19.69%	-38
SUPPORT: (CIAC, Admin, Log, Fin, HRM)	39	34	-12.82%	-5
SUB-TOTAL	232	189	-18.53%	-43
VEHICLES				
CORE: (CSC, CI, CPU)	48	36	-25.00%	-12
SUPPORT: (CIAC, Admin, Log, Fin, HRM)	5	4	-20.00%	-1
SUB-TOTAL	53	40	-24.53%	-13
COMPUTERS				
CORE: (CSC, CI, CPU)	28	27	-3.57%	-1
SUPPORT: (CIAC, Admin, Log, Fin, HRM)	10	17	70%	7
SUB-TOTAL	38	44	15.79%	6

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MENU

CRIME PREVENTION & INVESTIGATIVE SERVICES - Reported cases & cases investigated

OUDTSHOORN

SAPS 6 CAS-function 6.3 [Reported Crimes] & Ad Hoc Report [Cases investigated by spe

Complete columns from left (past) to right (current) per financial year (April - March): [0.1, 0.2, 0.3, 0.4] for a period of four years

		1996 / 1997		1997 / 1998		1998 / 1999		1999 / 2000	
		Total	Spec	Total	Spec	Total	Spec	Total	Spec
Category A - Violent Crimes [40%]									
Explosive Act	PEP01	0		1		1		0	
Bomb Threats	PEP02								
Hijacking of cars	PEP03	0		1		0		0	
Hijacking of trucks	PEP04	0		0		0		0	
Illegal possession of firearm & ammunition	PEP05	6		10		8		13	
Intimidation Act	PEP06								
Murder	PEP07	44		32		48		41	
Murder: Attempted	PEP08	24		40		29		36	
Pointing of firearm	PEP09	20		24		26		37	
Possession of dangerous weapon	PEP10								
Public Violence	PEP11	0		5		7		1	
Robbery : Aggravating circumstances	PEP12	25		32		53		68	
Robbery: Banks	PEP13	0		0		0		1	
Robbery: Transito	PEP14	1		0		0		0	
Robbery: Other/including attempts	PEP15	65		97		154		200	
Sub-Total		**185**	**0**	**242**	**0**	**326**	**0**	**397**	**0**
Category B - Social unacceptable crimes [30%]									
Abduction	PEP16	3		3		3		3	
Cruelty to animals	PEP17								
Assault Common	PEP18	1131		1092		1053		898	
Assault GBH	PEP19	868		999		1045		1090	
Bigamy	PEP20								
Concealment of Birth	PEP21								
Child Theft	PEP22	2		1		1		0	
Ill-treatment of children	PEP23	1		2		2		10	
Failure to maintain a child	PEP24								
Incest	PEP25	14		18		13		0	
Indecent Assault	PEP26	1		1		0		26	
Kidnapping	PEP27	1		0		0		7	
Rape (including attempts)	PEP28	75		73		73		93	
Statutory Rape	PEP29	1		0		3		2	
Alien Control Act	PEP30								
Sub-Total		**2097**	**0**	**2189**	**0**	**2193**	**0**	**2129**	**0**
Category C - Economic crimes [20%]									
All fraud, forgeries, embezzlements,	PEP31	98	26	141	26	90	26	83	26
Agriculture Act	PEP32								
Arson	PEP33	16		17		25		13	
Blackmail	PEP34								
Bribery	PEP35								
Burglary : Business (inc. attempts)	PEP36	177		226		410		372	
Burglary : Residential (inc. attempts)	PEP37	387		389		515		541	
Demonstrations in or near court	PEP38								
Drug related crimes - Trading [Exluding liquour]	PEP39	120	20	131	20	124	20	99	20
Drug related crimes - In possession of [Exluding liquour]	PEP40								
Hotel Act : Failure to pay	PEP41								
Illegal Gambling	PEP42								
Illegal strikes	PEP43	0		0		0		0	
Malicious damage to property	PEP44	477		528		548		555	
Pickpocketing	PEP45								
Possession of suspected stolen goods	PEP46	30		19		44		55	
Selling of liquour without licence	PEP47								
Shoplifting	PEP48	217		204		242		227	
Theft : Bicycles	PEP49	116		90		119		149	
Coins & Banknotes	PEP50								
Theft : Firearm	PEP51	8		6		2		5	
Theft : Motor vehicle / -cycle /including attempts	PEP52	17		19		53		25	
Theft : Not mentioned elsewhere/including attempts	PEP53	1033	101	1091	101	1334	101	1550	101
Theft : Out of/from motor vehicle/including attempts	PEP54	203		196		226		238	
Theft : Stock	PEP55	35		51		68		52	
Sub-Total		**2934**	**147**	**3108**	**147**	**3800**	**147**	**3964**	**147**
Category D - Other specific crimes not included above [6%]									
Contempt of court	PEP56	12		32		19		39	
Corruption Act	PEP57								
Crimen injuria	PEP58	366		415		334		323	
Culpable Homicides	PEP59	23		15		13		21	
Defeating the ends of justice	PEP60								
Disturbance of peace	PEP61	65		125		131		145	
Driving under influence of alcohol	PEP62	85		68		49		68	
Perjury	PEP63	9		5		9		7	
Police Act	PEP64								
Public indecency	PEP65	2		2		2		0	
Reckless Driving	PEP66								
Squatter Act	PEP67								
Trespassing	PEP68	141		105		102		76	
Use of vehicle without permission	PEP69	22		27		22		26	
Escape from custody	PEP70	18		26		12		14	
Sub-Total		**743**	**0**	**820**	**0**	**693**	**0**	**719**	**0**
Total A & B crimes		11033		12698		11606		12215	
Drunkenness	PEP71	4455		5141		3601		3816	
Category E - Other crimes excluding category A, B, C, D & drunkenness [4%]		619	-147	1198	-147	993	-147	1190	-147
NUMBER OF ENQUIRIES (Statements compiled by detectives on behalf of other stations) CAS 8.5.4.1		72		72		72		72	
NUMBER OF INQUESTS (CAS 8.5.3.5)		15		15		15		15	
NUMBER OF CASES RE-OPENED (CAS 4.12.4)		61		61		61		61	

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MENU

EXTERNAL & INTERNAL ENVIRONMENT

OUDTSHOORN

Work sheet must be completed with regard to the external environment as requested in brackets for each factor.

DEMOGRAPHICS	Indication
Population figure (up to 5%) (Number)	68000
Area Size (up to 5%) (Km²)	2600
Informal population figure (No organized housing) - (Number)	4000
Distance from nearest Regional Court (Kilometres)	0
Distance from nearest place of safety (Kilometres)	65
Distance from nearest Correctional Services facility (Kilometres)	0
Distance from nearest Supreme Court (Kilometres)	0
Mountainous (up to 1%) (Yes = 1 : No = 0)	1
Investigations mostly dominant: (up to 1%) (Urban = 1 ; Rural = 0)	1
Border area (up to 1%) (Yes = 1 ; No = 0)	0

CRIME PREVENTION: CRIME FACTORS - INDICATE WITH "1"

FACTOR (up to 20%)	Indication
Shebeens / Liquor stores (10 and above = 1 ; Less than 10 = 0)	1
Registered Gangs [10 & above = 1 ; Less than 10 = 0]	1
Unemployment (Growth in informal settlements) (Yes = 1 ; No = 0)	1
Lack of recreation centres (Yes = 1 ; No = 0)	0
General lack of housing - Provision / Security / Electricity (Yes = 1 ; No = 0)	0
Lack in provision / maintenance of street lighting (Yes = 1 ; No = 0)	0
Availability of drugs (Yes = 1 ; No = 0)	1
Seasonal influx of people (Yes = 1 ; No = 0)	1
Daily influx of commuters (Yes = 1 ; No = 0)	1
Lack of telecommunication / phones (Yes = 1 ; No = 0)	0
Major sporting events (Yes = 1 ; No = 0)	0
International hotels / Main Casino's (Yes = 1 ; No = 0)	0
Strikes / Marches (Yes = 1 ; No = 0)	0
Highways (Yes = 1 ; No = 0)	0
Social degradation (Yes = 1 ; No = 0)	1
Lack of public transport (Yes = 1 ; No = 0)	0
City Malls [3 and more in policing area = 1 ; Less than 3 = 0]	1
Nightclubs / Brothels [10 and more = 1 ; Less than 10 = 0]	1
Tribal allegiance [Yes = 1 ; No = 0]	0
Conditions of roads [Mostly dominant gravel = 1 ; Mostly dominant tar = 0]	1
Illegal Immigrants (Yes = 1 ; No = 0)	0

INTERNAL FUNCTIONING	
Number of sectors per station precinct after approval by HQ (Maximum of 10)	
Functioning of CSC Personnel - Shift changes (12 hour shift = 1 ; 8 hour shift = 0)	1
Number of CSC's with a distance of 26 metres and more between CSC & flag pole	1
Number of CSC's with a distance of 25 metres and less between CSC & flag pole	4
Number of Community Service Centres (Min. of 1)	3
Utilization of crime card (7 day lead time) : Assault Common (Yes = 1 ; No = 0)	1
Utilization of crime card (7 day lead time) : Crimen Injuria (Yes = 1 ; No = 0)	1
Utilization of crime card (7 day lead time) : Malicious damage to property (Yes = 1 ; No = 0)	1
Number of official buildings / grounds to be inspected per week [Camp Inspection] (Min. of 1)	4
Building m² size allocated to local police station (m²)	6000
Area Size of grounds excluding building m² size allocated to local police station (m²)	6000
Standing Advance Account (Yes = 1 ; No = 0)	1
Number of personnel being served by support functions excluding police station personnel	256
Number of actual computers in Radio Control Room	3

ALIGNMENT OF GRANTED RESOURCES VS ACTUAL RESOURCES (0% = GRANTED; - = Decrease; + = Increase) - Type in , before % figure E.g ,15 = +15%)

Director and equivalent	0.00%
Senior Superintendent & equivalent	0.00%
Superintendent & equivalent	0.00%
Captain & equivalent	0.00%
Inspector & equivalent	0.00%
Sergeant & equivalent	0.00%
Constable & equivalent	0.00%
Other	0.00%
Vehicles	0.00%
Computers	0.00%

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MENU

COMMUNITY SERVICE CENTRE : ACTIVITY LIST

STATION	OUDTSHOORN		NUMBER OF ACTIVITIES PER MONTH													
PROCESS	REGISTERS	STANDING ORDER	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL	AVERAGE
Registering of vacant houses	SAPS 2		8	9	6	0	3	10	7	9	3	3	0	1	59	5
Hoisting / Lowering of flags	SAPS 10	SO(A) 202	304	304	304	304	304	304	304	304	304	304	304	304	3653	304
Camp inspections	SAPS 10		17	17	17	17	17	17	17	17	17	17	17	17	208	17
Number of Road Traffic Accidents handled	SAPS 176		54	74	75	80	99	75	74	71	60	82	60	51	855	71
Number of Information Register entries	IB	SO(A) 253	86	94	105	102	109	78	87	92	83	107	89	111	1143	95
Number of entries in Bail Register	SAPS 10	SO(A) 381.26.1	1	3	2	3	2	2	1	2	1	3	6	4	30	3
Number of entries in terms of admission of guilt	J70, Written Notice (J127)		134	121	79	117	98	109	90	92	97	94	69	77	1177	98
Number of certified copies		SO(A) 210, 327, Service Order (A) 18/99	7200												7200	600
Total number of SAPS 10 - entries (To determine general reports - 10%)	SAPS 10	S O (G) 256	6598	4968	4694	5060	4859	4710	4516	5239	4427	4816	4237	4293	58417	4868
Number of cases in terms of Domestic Violence	SAPS 508 (A)	Cons Notice 028/1999, Nat. instr. 7/1999	240												240	20
Number of shift changes	SAPS 10, SAPS 15	SO(A) 256, SO 303.14/15	183	183	183	183	183	183	183	183	183	183	183	183	2192	183
Number of complaints received	CAS 8.5.1.4.1	S O 259	1777	1628	1470	1510	1554	1401	1237	1383	1561	1668	1680	1432	18301	1525
Number of Alpha Complaints attended (Crimes in progress + Code 037)	CAS 8.5.1.4.1		1279												1279	107
Number of Bravo Complaints attended (Serious crimes already occurred)	CAS 8.5.1.4.1		1963												1963	164
Number of Charlie Complaints attended (Attempted serious crime)	CAS 8.5.1.4.1		55												55	5
Number of Other Complaints attended (Exl. Alpha, Bravo & Charlie complaints)	CAS 8.5.1.4.1		15004												15004	1250
Opening of case dockets	SAPS 6 (Col 1) - CAS function 6.3	SO (A) 321 / 322.5	661	661	661	661	661	661	661	661	661	661	661	661	7930	661
Number of SAPS 14 - entries	SAPS 14		643	774	839	695	546	597	420	459	595	570	612	655	7405	617
Number of hours out of cells for medical treatment	SAPS 10		300												300	25
Number of entries in firearm register	Firearm Register	SO 256 & 359	270	301	469	537	250	217	219	270	301	469	337	250	3890	324

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Station OUDTSHOORN

ACTUAL HUMAN RESOURCES

CORE FUNCTION

FUNCTION	Director	Sr - Supt	Supt	Captain	Inspector	Sergeant	Constable	Other	TOTAL
Station Commissioner			1						1
SATELLITE POLICE STATIONS									
									0
									0
									0
									0
									0
									0
									0
									0
									0
Crime Prevention - Visible Policing			1	4	6	21	3		35
Crime Prevention - Sector Policing									
Crime Prevention - Designated Police Official									0
Investigative Services				4	21	14	1		40
CSC & Complaints - General				1	18	51	9		79
CSC - Court Duties / Guards					10				10
CSC - Mortuary									0
SUB - TOTAL : CORE FUNCTION	0	0	2	9	55	86	13	0	165

SUPPORT FUNCTIONS

FUNCTION	Director	Sr - Supt	Supt	Captain	Inspector	Sergeant	Constable	Other	TOTAL
CIAC				1		2			3
FUNCTION			Asst - Dir : Finances	Sr State Accountant	Chief Acc. Clerk / State Accountant	Asst State Acc.	Snr Acc. Clerk	Accounting Clerk	TOTAL
FINANCIAL SERVICES				1	2	2			5
FUNCTION			Asst - Dir : Provisioning Administration	Sr Provisioning Admin Officer	Provisioning Administrative Officer	Asst Provisioning Official	PAC / Senior PAC	Cleaner / Grondsman	TOTAL
LOGISTICAL SERVICES				1	2			2	5
FUNCTION			Asst - Dir : Personnel Management	Sr Personnel Practitioner	Personnel Practitioner	Asst Personnel Practitioner		Personnel Officer	TOTAL
HUMAN RESOURCE MANAGEMENT				1	1			4	6
FUNCTION				Senior Administrative Official	Chief Admin Clerk / Chief Reg Clerk / Chief Typist	Sr Secretary / Sr Admin Clerk / Sr Operator / First Typist	Sen Admin Clerk / Sen Typist	Admin Clerk / Typist / Secretary / Reg Clerk / Operator	TOTAL
ADMINISTRATION SERVICES				1	3	1	2	7	14
FUNCTION			Asst - Dir : Communication	Sr Communication Officer	Communication Officer	Deputy Crime Information Officer			TOTAL
COMMUNICATION SERVICES				1					1
FUNCTION				Captain	Inspector	Food Service Aid Supervisor 2	Food Service Aid Supervisor 1	Food Service Aid	TOTAL
MESS							1	3	4
SUBTOTAL : SUPPORT FUNCTION	0	0	0	6	8	5	3	16	38
TOTAL	0	0	2	15	63	91	16	16	203

ACTUAL VEHICLES

FUNCTION	NUMBER
Station Commissioner	1
Support Services	3
Crime Information	1
Crime Prevention	9
CSC (Excluding court duties & Mortuary)	7
Investigative Services	19
TOTAL	40

ACTUAL COMPUTERS

FUNCTION	NUMBER
Station Commissioner	1
Support Services	14
Crime Information	3
Crime Prevention	1
CSC (Excluding court duties & Mortuary)	6
Investigative Services	19
TOTAL	44

ESTIMATED ACTUAL PERSONNEL COST (PCP = 80% of total cost per annum)

FUNCTION	Director	Sr - Supt	Supt	Captain	Inspector	Sergeant	Constable	Other	TOTAL
Station Commissioner	R 0	R 0	R 137,518	R 0	R 0	R 0	R 0	R 0	R 137,518
Support Services	R 0	R 0	R 0	R 563,413	R 750,354	R 224,329	R 123,167	R 618,920	R 2,280,182
Crime Information	R 0	R 0	R 0	R 112,683	R 0	R 149,553	R 0	R 0	R 262,235
Crime Prevention	R 0	R 0	R 137,518	R 450,730	R 562,766	R 1,570,303	R 184,750	R 0	R 2,906,066
CSC (Excluding court duties & Mortuary)	R 0	R 0	R 0	R 112,683	R 1,688,297	R 3,813,593	R 554,250	R 0	R 6,168,822
Investigative Services	R 0	R 0	R 0	R 450,730	R 1,969,679	R 1,046,869	R 61,583	R 0	R 3,528,862
TOTAL	R 0	R 0	R 275,035	R 1,690,239	R 4,971,095	R 6,804,646	R 923,749	R 618,920	R 15,283,685

ESTIMATED ACTUAL VEHICLE/EQUIPMENT COST

FUNCTION	COST
Station Commissioner	R 58,621.46
Support Services	R 175,864.39
Crime Information	R 58,621.46
Crime Prevention	R 527,593.16
CSC (Excluding court duties & Mortuary)	R 410,350.24
Investigative Services	R 1,113,807.79
TOTAL	R 2,344,858.51

ESTIMATED GRANTED ADMINISTRATION COST (PCP + Vehicles x 15%)

FUNCTION	COST	% overtime
Station Commissioner	R 29,420.86	
Support Services	R 368,406.98	
Crime Information	R 48,128.51	
Crime Prevention	R 515,048.93	23.43%
CSC (Excluding court duties & Mortuary)	R 986,875.79	44.89%
Investigative Services	R 696,400.41	31.68%
TOTAL	R 2,644,281.48	

ESTIMATED GRANTED TOTAL COST

FUNCTION	COST	% of total
Station Commissioner	R 225,559.92	1.11%
Support Services	R 2,824,453.54	13.93%
Crime Information	R 368,985.24	1.82%
Crime Prevention	R 3,948,708.45	19.48%
CSC	R 7,566,047.70	37.32%
Investigative Services	R 5,339,069.80	26.34%
TOTAL	R 20,272,824.66	

SIGNATURE OF APPROVAL

PERSAL NR	
RANK	
NAME:	
PROVINCE:	
DATE:	
SIGNATURE:	

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OUDTSHOORN

Variable (Granted) personnel strength	Granted personnel strength before officers / supervisors (See note*)	246

INDICATE STATION COMMISSIONER POST LEVEL STATUS WITH "1"

Post of station commissioner (Indicate post level: See note*)	Dir	Snr Supt	Supt	Captain	Insp
		1			

Note*:

Director post	Granted = 385 and above
Senior Superintendent post (200%)	Granted = 175 to 384
Superintendent post (200%)	Granted = 70 to 174
Captain post	Granted = 25 to 69
Inspector post	Granted = 0 to 24

Complete granted posts of satellite stations [Only CSC : General & Guards excl. courts & mortuaries

NAME OF SATELLITE POLICE STATION (Max of 10)	GRANTED

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Station OUDTSHOORN

GRANTED HUMAN RESOURCES

CORE FUNCTION

FUNCTION	Director	Sr - Supt	Supt	Captain	Inspector	Sergeant	Constable	Other	TOTAL
Station Commissioner	0	1	0	0	0				1
SATELLITE POLICE STATIONS									
									0
									0
									0
									0
									0
									0
									0
									0
									0
Crime Prevention - Visible Policing	0	0	1	1	9	13	22		46
Crime Prevention - Sector Policing									
Crime Prevention - Designated Police Official	0	0	0	1	0	0	0		1
Investigative Services	0	0	1	3	9	14	23		50
CSC & Complaints - General	0	0	1	4	18	27	45		95
SUB - TOTAL : CORE FUNCTION	0	1	3	9	36	54	90	0	193

SUPPORT FUNCTIONS

FUNCTION	Director	Sr - Supt	Supt	Captain	Inspector	Sergeant	Constable	Other	TOTAL
CIAC				1	1	1	2		5
FUNCTION			Asst - Dir : Finances	Sr State Accountant	Chief Acc. Clerk / State Accountant	Asst State Acc.	Snr Acc. Clerk	Accounting Clerk	TOTAL
FINANCIAL SERVICES			0	1	1	3			5
FUNCTION			Asst - Dir : Provisioning Administration	Sr Provisioning Admin Officer	Provisioning Administrative Officer	Asst Provisioning Official	PAC / Senior PAC	Cleaner / Groundsman	TOTAL
LOGISTICAL SERVICES			0	1	1	3		7	12
FUNCTION			Asst - Dir : Personnel Management	Sr Personnel Practitioner	Personnel Practitioner	Asst Personnel Practitioner		Personnel Officer	TOTAL
HUMAN RESOURCE MANAGEMENT			0	1	1	2			4
FUNCTION				Senior Administrative Official	Chief Admin Clerk / Chief Reg Clerk / Chief Typist	Sr Secretary / Sr Admin Clerk / Sr Operator / First Typist	Sen Admin Clerk / Sen Typist	Admin Clerk / Typist / Secretary / Reg Clerk / Operator	TOTAL
ADMINISTRATION SERVICES				1	1	2	2	4	10
FUNCTION			Asst - Dir : Communication	Sr Communication Officer	Communication Officer	Deputy Crime Information Officer			TOTAL
COMMUNICATION SERVICES				1	1	1			3
SUBTOTAL : SUPPORT FUNCTION	0	0	0	6	6	12	4	11	39
TOTAL	0	1	3	15	42	66	94	11	232

GRANTED VEHICLES

FUNCTION	NUMBER
Station Commissioner	1
Support Services	4
Crime Information	1
Crime Prevention	12
CSC (Excluding court duties & Mortuary)	10
Investigative Services	25
TOTAL	53

GRANTED COMPUTERS

FUNCTION	NUMBER
Station Commissioner	1
Support Services	7
Crime Information	3
Crime Prevention	1
CSC (Excluding court duties & Mortuary)	7
Investigative Services	19
TOTAL	38

ESTIMATED GRANTED PERSONNEL COST (PCP = 80% of total cost per annum)

FUNCTION	Director	Sr - Supt	Supt	Captain	Inspector	Sergeant	Constable	Other	TOTAL
Station Commissioner	R 0	R 208,344	R 0	R 0	R 0	R 0	R 0	R 0	R 208,344
Support Services	R 0	R 0	R 0	R 563,413	R 468,971	R 822,540	R 123,167	R 523,701	R 2,501,792
Crime Information	R 0	R 0	R 0	R 112,683	R 93,794	R 74,776	R 123,167	R 0	R 404,420
Crime Prevention	R 0	R 0	R 137,518	R 225,365	R 844,148	R 972,092	R 1,354,832	R 0	R 3,533,956
CSC (Excluding court duties & Mortuary)	R 0	R 0	R 137,518	R 450,730	R 1,688,297	R 2,018,961	R 2,771,248	R 0	R 7,066,753
Investigative Services	R 0	R 0	R 137,518	R 338,048	R 844,148	R 1,046,869	R 1,416,416	R 0	R 3,782,998
TOTAL	R 0	R 208,344	R 412,553	R 1,690,239	R 3,939,359	R 4,935,238	R 5,788,829	R 523,701	R 17,498,262

ESTIMATED GRANTED VEHICLE/EQUIPMENT COST

FUNCTION	COST
Station Commissioner	R 58,621.46
Support Services	R 234,485.85
Crime Information	R 58,621.46
Crime Prevention	R 703,457.55
CSC (Excluding court duties & Mortuary)	R 586,214.63
Investigative Services	R 1,465,536.57
TOTAL	R 3,106,937.53

ESTIMATED GRANTED ADMINISTRATION COST (PCP + Vehicles x 15%)

FUNCTION	COST	% overtime
Station Commissioner	R 40,044.82	
Support Services	R 410,441.63	
Crime Information	R 69,456.18	
Crime Prevention	R 635,611.98	24.72%
CSC (Excluding court duties & Mortuary)	R 1,147,945.20	44.65%
Investigative Services	R 787,280.17	30.62%
TOTAL	R 3,090,779.98	

ESTIMATED GRANTED TOTAL COST

FUNCTION	COST	% of total
Station Commissioner	R 307,010.28	1.30%
Support Services	R 3,146,719.17	13.28%
Crime Information	R 532,497.40	2.25%
Crime Prevention	R 4,873,025.21	20.56%
CSC	R 8,800,913.18	37.14%
Investigative Services	R 6,035,814.63	25.47%
TOTAL	R 23,695,979.87	

SIGNATURE OF APPROVAL

PERSAL NR	
RANK	
NAME:	
PROVINCE:	
DATE:	
SIGNATURE:	

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Station OUDTSHOORN

CUMULATIVE RESOURCE ESTABLISHMENT PLAN

FUNCTION		Director	Sen Supt	Supt	Captain	Inspector	Sergeant	Constable	Other	TOTAL	Vehicles	Computers	Cost
STATION COMMISSIONER	Granted	0	1	0	0	0	0	0	0	1	1	1	R 307,010
	Actual	0	0	1	0	0	0	0	0	1	1	1	R 225,560
	Difference (Number)	0	-1	1	0	0	0	0	0	0	0	0	-R 81,450.36
	Difference (%)	0.00%	-100.00%	100.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	-26.53%
CRIME PREVENTION	Granted	0	0	1	2	9	13	22	0	47	12	1	R 4,873,025
	Actual	0	0	1	4	6	21	3	0	35	9	1	R 3,948,708
	Difference (Number)	0	0	0	2	-3	8	-19	0	-12	-3	0	-R 924,316.76
	Difference (%)	0.00%	0.00%	0.00%	100.00%	-33.33%	61.54%	-86.36%	0.00%	-25.53%	-25.00%	0.00%	-18.97%
INVESTIGATION SERVICES	Granted	0	0	1	3	9	14	23	0	50	25	19	R 6,035,815
	Actual	0	0	0	4	21	14	1	0	40	19	19	R 5,339,070
	Difference (Number)	0	0	-1	1	12	0	-22	0	-10	-6	0	-R 696,744.82
	Difference (%)	0.00%	0.00%	-100.00%	33.33%	133.33%	0.00%	-95.65%	0.00%	-20.00%	-24.00%	0.00%	-11.54%
CSC & COMPLAINTS (Excl. Courts, Guards & Mortuaries)	Granted	0	0	1	4	18	27	45	0	95	10	7	R 8,800,913
	Actual	0	0	0	1	18	51	9	0	79	7	6	R 7,566,048
	Difference (Number)	0	0	-1	-3	0	24	-36	0	-16	-3	-1	-R 1,234,865.49
	Difference (%)	0.00%	0.00%	-100.00%	-75.00%	0.00%	88.89%	-80.00%	0.00%	-16.84%	-30.00%	-14.29%	-14.03%
SUB TOTAL CORE FUNCTION	Granted	0	1	3	9	36	54	90	0	193	48	28	R 20,016,763
	Actual	0	0	2	9	45	86	13	0	155	36	27	R 17,079,386
	Difference (Number)	0	-1	-1	0	9	32	-77	0	-38	-12	-1	-R 2,937,377.42
	Difference (%)	0.00%	-100.00%	-33.33%	0.00%	25.00%	59.26%	-85.56%	0.00%	-19.69%	-25.00%	-3.57%	-14.67%
FINANCIAL SERVICES	Granted	0	0	0	1	1	3	0	0	5			
	Actual	0	0	0	1	2	2	0	0	5			
	Difference (Number)	0	0	0	0	1	-1	0	0	0			
	Difference (%)	0.00%	0.00%	0.00%	0.00%	100.00%	-33.33%	0.00%	0.00%	0.00%			
LOGISTICAL SERVICES	Granted	0	0	0	1	1	3	0	7	12			
	Actual	0	0	0	1	2	0	0	2	5			
	Difference (Number)	0	0	0	0	1	-3	0	-5	-7			
	Difference (%)	0.00%	0.00%	0.00%	0.00%	100.00%	-100.00%	0.00%	-71.43%	-58.33%			
HUMAN RESOURCE MANAGEMENT	Granted	0	0	0	1	1	2	0	0	4	4	7	R 3,286,494
	Actual	0	0	0	1	1	0	0	4	6	3	14	R 2,824,454
	Difference (Number)	0	0	0	0	0	-2	0	4	2	-1	7	-R 462,040.84
	Difference (%)	0.00%	0.00%	0.00%	0.00%	0.00%	-100.00%	0.00%	400.00%	50.00%	-25.00%	100.00%	-14.06%
ADMINISTRATION SERVICES	Granted	0	0	0	1	1	2	2	4	10			
	Actual	0	0	0	1	3	1	2	7	14			
	Difference (Number)	0	0	0	0	2	-1	0	3	4			
	Difference (%)	0.00%	0.00%	0.00%	0.00%	200.00%	-50.00%	0.00%	75.00%	40.00%			
COMMUNICATION SERVICES	Granted	0	0	0	1	1	1	0	0	3			
	Actual	0	0	0	1	0	0	0	0	1			
	Difference (Number)	0	0	0	0	-1	-1	0	0	-2			
	Difference (%)	0.00%	0.00%	0.00%	0.00%	-100.00%	-100.00%	0.00%	0.00%	-66.67%			
CIAC	Granted	0	0	0	1	1	1	2	0	5	1	3	R 532,497
	Actual	0	0	0	1	0	2	0	0	3	1	3	R 368,985
	Difference (Number)	0	0	0	0	-1	1	-2	0	-2	0	0	-R 163,512.16
	Difference (%)	0.00%	0.00%	0.00%	0.00%	-100.00%	100.00%	-100.00%	0.00%	-40.00%	0.00%	0.00%	-30.71%
SUB TOTAL SUPPORT	Granted	0	0	0	6	6	12	4	11	39	5	10	R 3,679,217
	Actual	0	0	0	6	8	5	2	13	34	4	17	R 3,193,439
	Difference (Number)	0	0	0	0	2	-7	-2	2	-5	-1	7	-R 485,777.79
	Difference (%)	0.00%	0.00%	0.00%	0.00%	33.33%	-58.33%	-50.00%	18.18%	-12.82%	-20.00%	70.00%	-13.20%
TOTAL	Granted	0	1	3	15	42	66	94	11	232	53	38	R 23,695,980
	Actual	0	0	2	15	53	91	15	13	189	40	44	R 20,272,825
	Difference (Number)	0	-1	-1	0	11	25	-79	2	-43	-13	6	-R 3,423,155.21
	Difference (%)	0.00%	-100.00%	-33.33%	0.00%	26.19%	37.88%	-84.04%	18.18%	-18.53%	-24.53%	15.79%	-14.45%
ALIGNMENT (GRANTED VS ACTUAL)		0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%		0.00%	0.00%	

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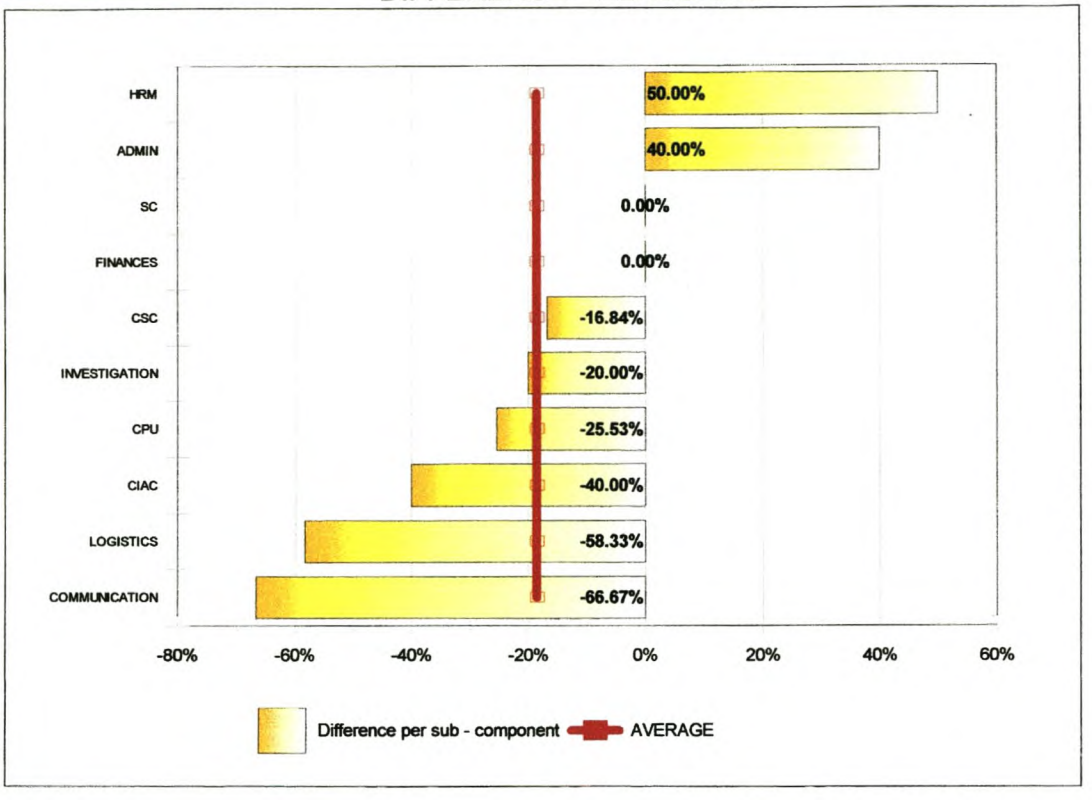
OUDTSHOORN

DIFFERENCE - PERSONNEL



FUNCTION	GRANTED	ACTUAL	DIFFERENCE %	DIFFERENCE Number
COMMUNICATION	3	1	-66.67%	-2
LOGISTICS	12	5	-58.33%	-7
CIAC	5	3	-40.00%	-2
CPU	47	35	-25.53%	-12
INVESTIGATION	50	40	-20.00%	-10
CSC	95	79	-16.84%	-16
FINANCES	5	5	0.00%	0
SC	1	1	0.00%	0
ADMIN	10	14	40.00%	4
HRM	4	6	50.00%	2
TOTAL	232	189	-18.53%	-43

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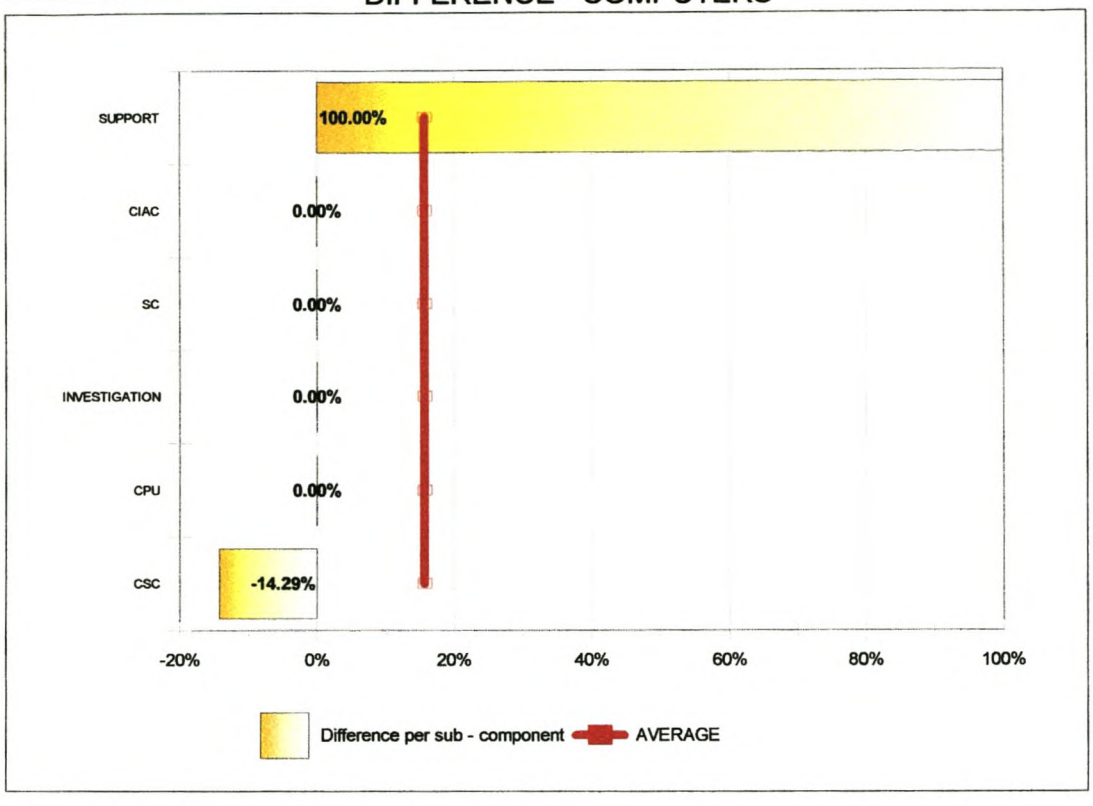
OUDTSHOORN

DIFFERENCE - COMPUTERS



			DIFFERENCE	
FUNCTION	GRANTED	ACTUAL	%	Number
CSC	7	6	-14.29%	-1
CPU	1	1	0.00%	0
INVESTIGATION	19	19	0.00%	0
SC	1	1	0.00%	0
CIAC	3	3	0.00%	0
SUPPORT	7	14	100.00%	7
TOTAL	38	44	15.79%	6

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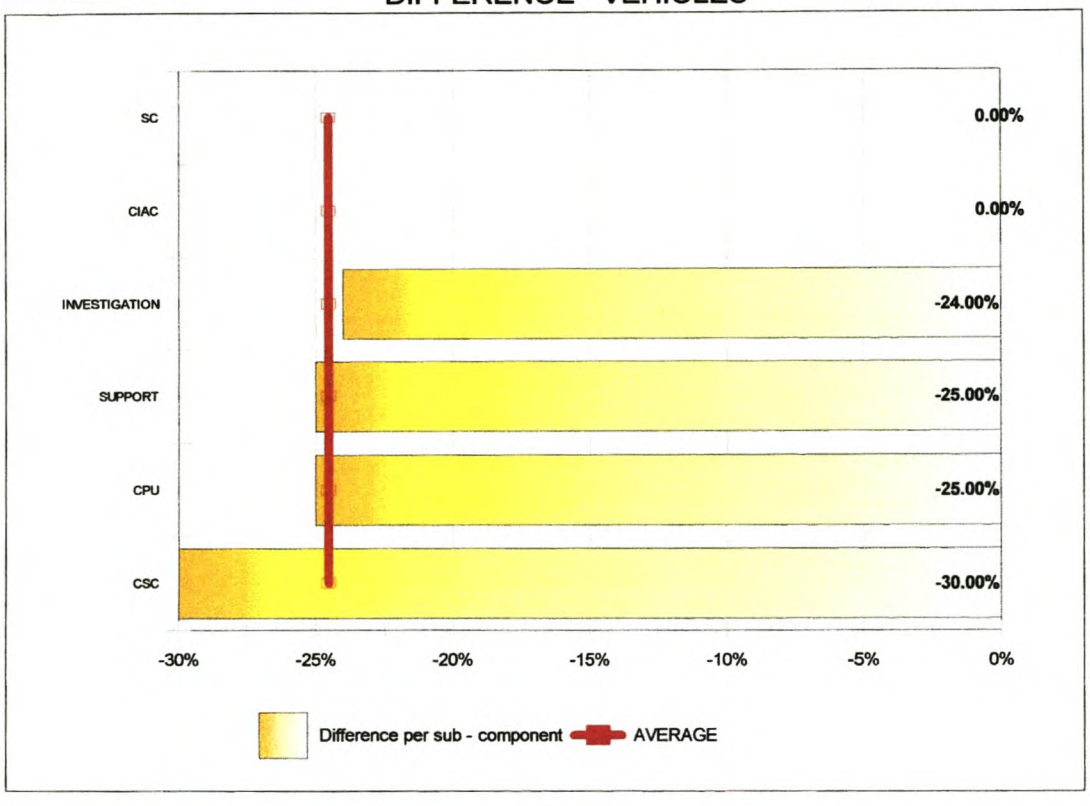
OUDTSHOORN

DIFFERENCE - VEHICLES



FUNCTION	GRANTED	ACTUAL	DIFFERENCE %	DIFFERENCE Number
CSC	10	7	-30.00%	-3
CPU	12	9	-25.00%	-3
SUPPORT	4	3	-25.00%	-1
INVESTIGATION	25	19	-24.00%	-6
CIAC	1	1	0.00%	0
SC	1	1	0.00%	0
TOTAL	53	40	-24.53%	-13

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MENU

GUGULETHU
CRIME FREQUENCY

YEAR ONE (1)

TYPE OF CRIME	NUMBER	%
Violent Crimes	185	2.81%
Social Crimes	2097	31.88%
Economic Crimes	2934	44.60%
Other specific Crimes	743	11.30%
Other non specific Crimes	619	9.41%
TOTAL	6578	

SPECIFIC CRIME	NUMBER	%
Assault Common	1131	17.19%
Theft : Not mentioned elsewhere/including attempts	1033	15.70%
Assault GBH	868	13.20%
Malicious damage to property	477	7.25%
Burglary : Residential (inc. attempts)	387	5.88%
Crimen injuria	366	5.56%
Shoplifting	217	3.30%
Theft : Out of/from motor vehicle/including attempts	203	3.09%
Burglary : Business (inc. attempts)	177	2.69%
Trespassing	141	2.14%
Drug related crimes - Trading [Exluding liquour]	120	1.82%
Theft : Bicycles	116	1.76%
All fraud, forgeries, embezzlements,	98	1.49%
Driving under influence of alcohol	85	1.29%
Rape (including attempts)	75	1.14%
Disturbance of peace	65	0.99%
Robbery: Other/including attempts	65	0.99%
Murder	44	0.67%
Theft : Stock	35	0.53%
Possession of suspected stolen goods	30	0.46%
TOTAL	5733	87.15%

YEAR TWO (2)

TYPE OF CRIME	NUMBER	%
Violent Crimes	242	3.20%
Social Crimes	2189	28.97%
Economic Crimes	3108	41.13%
Other specific Crimes	820	10.85%
Other non specific Crimes	1198	15.85%
TOTAL	7557	

SPECIFIC CRIME	NUMBER	%
Assault Common	1092	14.45%
Theft : Not mentioned elsewhere/including attempts	1091	14.44%
Assault GBH	999	13.22%
Malicious damage to property	528	6.99%
Crimen injuria	415	5.49%
Burglary : Residential (inc. attempts)	389	5.15%
Burglary : Business (inc. attempts)	226	2.99%
Shoplifting	204	2.70%
Theft : Out of/from motor vehicle/including attempts	196	2.59%
All fraud, forgeries, embezzlements,	141	1.87%
Drug related crimes - Trading [Exluding liquour]	131	1.73%
Disturbance of peace	125	1.65%
Trespassing	105	1.39%
Robbery: Other/including attempts	97	1.28%
Theft : Bicycles	90	1.19%
Rape (including attempts)	73	0.97%
Driving under influence of alcohol	68	0.90%
Theft : Stock	51	0.67%
Murder: Attempted	40	0.53%
Contempt of court	32	0.42%
TOTAL	6093	80.63%

YEAR THREE (3)

TYPE OF CRIME	NUMBER	%
Violent Crimes	326	4.07%
Social Crimes	2193	27.40%
Economic Crimes	3800	47.47%
Other specific Crimes	693	8.66%
Other non specific Crimes	993	12.40%
TOTAL	8005	

SPECIFIC CRIME	NUMBER	%
Theft : Not mentioned elsewhere/including attempts	1334	16.66%
Assault Common	1053	13.15%
Assault GBH	1045	13.05%
Malicious damage to property	548	6.85%
Burglary : Residential (inc. attempts)	515	6.43%
Burglary : Business (inc. attempts)	410	5.12%
Crimen injuria	334	4.17%
Shoplifting	242	3.02%
Theft : Out of/from motor vehicle/including attempts	226	2.82%
Robbery: Other/including attempts	154	1.92%
Disturbance of peace	131	1.64%
Drug related crimes - Trading [Exluding liquour]	124	1.55%
Theft : Bicycles	119	1.49%
Trespassing	102	1.27%
All fraud, forgeries, embezzlements,	90	1.12%
Rape (including attempts)	73	0.91%
Theft : Stock	68	0.85%
Robbery : Aggravating circumstances	53	0.66%
Theft : Motor vehicle / -cycle /including attempts	53	0.66%
Driving under influence of alcohol	49	0.61%
TOTAL	6723	83.99%

YEAR FOUR (4)

TYPE OF CRIME	NUMBER	%
Violent Crimes	397	4.73%
Social Crimes	2129	25.35%
Economic Crimes	3964	47.20%
Other specific Crimes	719	8.56%
Other non specific Crimes	1190	14.17%
TOTAL	8399	

SPECIFIC CRIME	NUMBER	%
Theft : Not mentioned elsewhere/including attempts	1550	18.45%
Assault GBH	1090	12.98%
Assault Common	898	10.69%
Malicious damage to property	555	6.61%
Burglary : Residential (inc. attempts)	541	6.44%
Burglary : Business (inc. attempts)	372	4.43%
Crimen injuria	323	3.85%
Theft : Out of/from motor vehicle/including attempts	238	2.83%
Shoplifting	227	2.70%
Robbery: Other/including attempts	200	2.38%
Theft : Bicycles	149	1.77%
Disturbance of peace	145	1.73%
Drug related crimes - Trading [Exluding liquour]	99	1.18%
Rape (including attempts)	93	1.11%
All fraud, forgeries, embezzlements,	83	0.99%
Trespassing	76	0.90%
Robbery : Aggravating circumstances	68	0.81%
Driving under influence of alcohol	68	0.81%
Possession of suspected stolen goods	55	0.65%
Theft : Stock	52	0.62%
TOTAL	6882	81.94%

CRIME FREQUENCY INDEX

YEAR ONE (1)	5.87
YEAR TWO (2)	6.36
YEAR THREE (3)	7.04
YEAR FOUR (4)	7.26
AVERAGE	**6.87**

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APPENDIX H

BALANCE SHEET OF POLICE STATIONS

APPENDIX H

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RESOURCE ESTABLISHMENT PLAN

BALANCE SHEET

BALANCE SHEET

RESOURCE ESTABLISHMENT PLAN

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POST BALANCE SHEET (INPUT SHEET)

PROVINCE	Western Cape
AREA	Southern Cape
NUMBER OF STATIONS	20
SUB-COMPONENT / RANK	TOTAL PERSONNEL

NAME OF STATIONS	IDEAL	ACTUAL	DIFFERENCE NUMBER	DIFFERENCE %
Ladismith	102	50	-52	-51%
Oudtshoorn	273	205	-68	-25%
Riversdal	77	36	-41	-53%
Knysna	140	91	-49	-35%
De Rust	31	15	-16	-52%
George	235	187	-48	-20%
Calitzdorp	38	24	-14	-37%
Dysselsdorp	52	31	-21	-40%
Murraysburg	32	12	-20	-63%
Beaufort West	186	123	-63	-34%
Heidelberg	46	23	-23	-50%
Stil Bay	28	20	-8	-29%
Great Brak River	43	38	-5	-12%
Plettenberg Bay	96	51	-45	-47%
Mossel Bay	190	171	-19	-10%
Prince Albert	62	34	-28	-45%
Pacaltsdorp	62	50	-12	-19%
Uniondale	37	19	-18	-49%
Conville	150	103	-47	-31%
Albertina	39	25	-14	-36%

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MENU

POST BALANCE SHEET (OUTPUT SHEET)

PROVINCE	Western Cape
AREA	Southern Cape
NUMBER OF STATIONS:	20
SUB-COMPONENT / RANK	TOTAL PERSONNEL

				DIFFERENCE	
	TOTAL	1919	1308	-611	-32%
SERIAL NO	NAME OF STATIONS	IDEAL	ACTUAL	NUMBER	% (- = ↓)
1	Murraysburg	32	12	-20	-63%
2	Riversdal	77	36	-41	-53%
3	De Rust	31	15	-16	-52%
4	Ladismith	102	50	-52	-51%
5	Heidelberg	46	23	-23	-50%
6	Uniondale	37	19	-18	-49%
7	Plettenberg Bay	96	51	-45	-47%
8	Prince Albert	62	34	-28	-45%
9	Dysselsdorp	52	31	-21	-40%
10	Calitzdorp	38	24	-14	-37%
11	Albertina	39	25	-14	-36%
12	Knysna	140	91	-49	-35%
13	Beaufort West	186	123	-63	-34%
14	Conville	150	103	-47	-31%
15	Stil Bay	28	20	-8	-29%
16	Oudtshoorn	273	205	-68	-25%
17	George	235	187	-48	-20%
18	Pacaltsdorp	62	50	-12	-19%
19	Great Brak River	43	38	-5	-12%
20	Mossel Bay	190	171	-19	-10%

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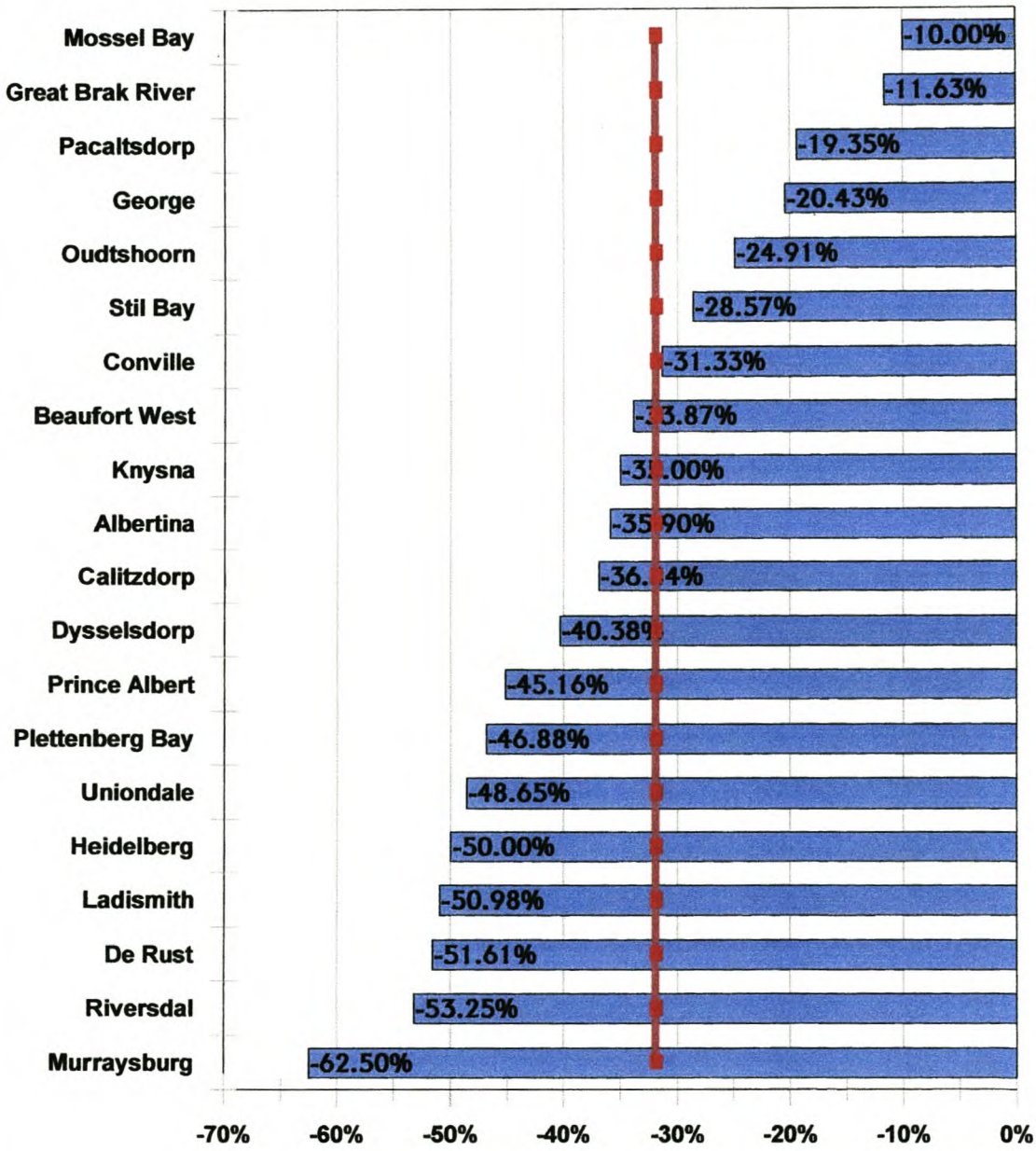
POST BALANCE SHEET (GRAPH)

PROVINCE	Western Cape
AREA	Southern Cape
NUMBER OF STATIONS	20
SUB-COMPONENT / RANK	TOTAL PERSONNEL

MENU



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APPENDIX I

EXAMPLE: DATA AUDIT

APPENDIX I

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Southern Cape Area

SUBMENU

TOTAL NUMBER OF OUTSTANDING NEEDS

MONITORING PER STATION (Previous audit)

Date of previous audit **11/18/99**

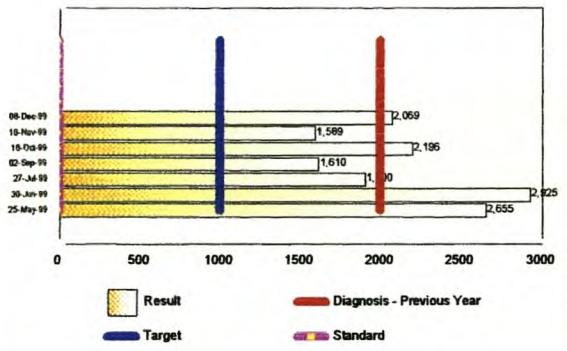
Nr	Station	
1	Calitzdorp	0
2	Stil Bay	0
3	Ladismith/Van Wyksdorp	1
4	Uniondale	3
5	Heidelberg	4
6	Albertinia	9
7	Great Brak River	11
8	Murraysburg	19
9	De Rust	20
10	Knysna	29
11	Prince Albert/Klaarstroom/Leeu-Gamka	30
12	Pacaltsdorp	59
13	Dysselsdorp	67
14	George / Herold	100
15	Riversdale	112
16	Mossel Bay/Da Gamaskop/Herbertsdale	163
17	Plettenberg Bay	166
18	Oudtshoorn	198
19	B-West/Nieuveld/Merweville/Nelspoort	227
20	Conville/Thembalethu	371

MONITORING PER STATION (Last audit)

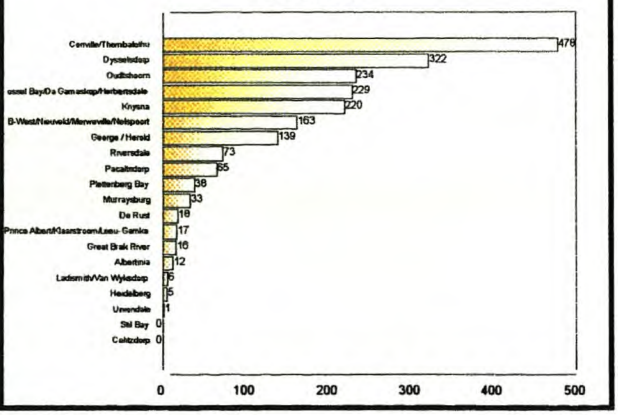
Date of last audit **12/08/99**

Nr	Station	
1	Calitzdorp	0
2	Stil Bay	0
3	Uniondale	1
4	Heidelberg	5
5	Ladismith/Van Wyksdorp	6
6	Albertinia	12
7	Great Brak River	16
8	Prince Albert/Klaarstroom/Leeu-Gamka	17
9	De Rust	18
10	Murraysburg	33
11	Plettenberg Bay	38
12	Pacaltsdorp	65
13	Riversdale	73
14	George / Herold	139
15	B-West/Nieuveld/Merweville/Nelspoort	163
16	Knysna	220
17	Mossel Bay/Da Gamaskop/Herbertsdale	229
18	Oudtshoorn	234
19	Dysselsdorp	322
20	Conville/Thembalethu	478

PERFORMANCE FOR AREA
PER AUDIT



PERFORMANCE PER STATION
LAST AUDIT



PERFORMANCE INDICATORS

CAS - function

Actual as on 1999-04-01	1996
Target	998
Standard	0
Monitoring of results	0

Date of audit	Result	Accomplishment of .... Target?	Accomplishment of .... Standard?	Date of audit	Result	Accomplishment of .... Target?	Accomplishment of .... Standard?
05/25/99	2,655	No	No	12/08/99	2,069	No	No
06/30/99	2,925	No	No				
07/27/99	1,900	No	No				
09/02/99	1,610	No	No				
10/18/99	2,196	No	No				
11/18/99	1,589	No	No				