

CAREER MANAGEMENT IN THE SOUTH AFRICAN POLICE SERVICE

by

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DEDICATION

I WOULD LIKE TO DEDICATE THIS STUDY TO THE FOLLOWING PEOPLE:

- My late father, Lesetja Alpheus Chokoe;
- My mother, Mokgaetji Mankoba Magret Chokoe;
- My wife, Mmakobe Millcent Chokoe, for always being there for me;
- My children, Maripa the 1st and Maripa the 2nd, Sebopiwa and Mankoba, thank you for understanding that daddy needed to work.

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Firstly, let me thank GOD of Mount Zion, GOD of Fire (Modimo wa Thaba Sione) for caring for me through challenges and experience that I have crossed, and that changed me as a person. I would not have made it, if it was not his wisdom.

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DECLARATION

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Career management in the South African Police Service

I declare that the above thesis is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references. I further declare that I submitted the thesis to originality checking software and that it falls within the accepted requirements for originality. I further declare that I have not previously submitted this work, or part of it, for examination at Unisa for another qualification or at any other higher education institution.

ABSTRACT

The placement, lack of promotion linked with the appointment of public service employees (PSA) to police service (SAPS Act), and the turnover rate of the SAPS members pose a threat to the safety and security of the country.

The purpose of this study was to contribute to the growth of the evolving practice of the human capital by determining how career management policies and procedures leverage the advancement of highly competent and skilled employees in the SAPS. The concepts of theories and models of career management and motivation were discussed with regard to the history, conceptual foundation, theoretical approach, types, variables, and consequences. The study adopted a qualitative research approach using data collection instruments associated with both quantitative and qualitative research paradigms. The thesis focused on a sample of SAPS employees from Forensic, Detective, and HRM divisions. In the process following the implementation of the survey and interviews, ideas and themes were identified in the data.

The study found that the SAPS lacks effective career management programmes, and use career path and scarce skills policy as career management strategy. The study found that there is an absence of succession planning and that employees are unhappy with the promotional system of the SAPS. The study also found that the retention management policy is in the process of being implemented. The study recommended that to retain highly qualified and competent employees the proposed career management model would allow the SAPS to effectively manage the careers of all its members (who serve under the PSA and SAPS Act). Furthermore, it would enable the SAPS to retain its institutional knowledge and intellectual capital, which would allow it to provide better service delivery.

KEY TERMS: Career management, Retention management, South African Police Service, Motivation, Promotion.

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LIST OF ACRONYMS AND ABBREVIATIONS

ADDIE	Analysis, design, development, implementation and evaluation
AIDS	Acquired Immune Deficiency Syndrome
APP	Annual Performance Plan
AU	African Union
BB	Baby Boomer
BF	Born Free
CM	Career management
CFO	Chief Financial Officer
CSC	Client Service Centre
CRC	Criminal Record Centre
CORE	Codes of Remuneration
DNC	Deputy National Commissioner
DPCI	Directorate of Priority Crime Investigation
DPSA	Department of Public Service and Administration
DTI	Department of Trade and Industry
EEA	Employment Equity Act
EEP	Employment Equity Plan
ERG	Existence, Relatedness and Growth Theory
ETD	Education, Training and Development
FCS	Family Violence Child Protection and Sexual Offence
HIV	Human Immune Virus
HRD	Human Resource Development

HRM	Human Resource Management
HRU	Human Resource Utilisation
JCPS	Justice, Crime Prevention and Security Cluster
MMS	Middle Management Service
MTSF	Medium Term Strategic Framework
MTEF	Medium Term Expenditure Framework
NDP	National Development Plan
NES	National Evaluation Service
NPM	New Public Management
NQF	National Qualification Framework
OSD	Occupational Specific Dispensation
PA	Public Administration
PAS	Personal Administration Standards
PEP	Performance Enhancement Plan
PSA	Public Service Act
PSC	Public Service Commission
PSR	Public Service Regulations
RPPRP	Right person with passion be appointed in the right position
SANDF	South African National Defence Force
SAP	South African Police
SAPS	South African Police Service
SARPCCO	South African Regional Police Chief Committee
SARS	South African Revenue Service
SDU	Self Defence Unit
SHRM	Strategic Human Resource Management

SHRP	Strategic Human Resource Planning
SMS	Senior Management Service
SPU	Self Protection Unit
SSSBC	Safety and Security Sectorial Bargaining Council
STATSSA	Statistics of South Africa
WSP	Workplace skills plan

CHAPTER ONE: GENERAL INTRODUCTION

1.1 INTRODUCTION

The South African Police Service (hereafter referred as the SAPS) is one of the key stakeholders in the security cluster in South Africa and plays a vital role in the lives of ordinary South Africans, particularly pertaining to safety and security. Section 205(3) of the Constitution of the Republic of South Africa, 1996 (hereafter referred to as the Constitution), mandates the SAPS to prevent, combat, and investigate crime, maintain public order, protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law. One of the priorities of the SAPS in the Medium-Term Strategic Framework (MTSF, 2019-2024), which was informed by the National Development Plan, 2030, is to ensure that everyone in South Africa are and feel safe. To be able to achieve the above aims, the SAPS needs to be professional by attracting and retaining highly competent and skilled employees.

This chapter provides a general introduction to the study. The chapter presents a *raison d'être* for this study on career management in the South African Police Service. The purpose of this study was to contribute to the growth of the evolving practice of the human capital by determining how career management policies and procedures leverage the advancement of highly competent and skilled employees in the SAPS. It gives a background and rationale for the study. This chapter also provides a problem statement, research objectives, and research questions. The research methods, which include the approach to the research, the instruments, and the population sample to be used in the research project is also provided in this chapter. Furthermore, the literatures reviewed in the study are introduced. Lastly, a brief overview of the framework of the study is provided.

1.2 BACKGROUND AND RATIONALE FOR THE STUDY

Before the democratisation of the political system in South Africa in 1994, the South African Police (SAP) was the national police force in South Africa from 1913 to 1994. Since its inception, the SAP has served a dual purpose, namely: the preservation of the internal security, and the maintenance of law and order. The SAP was the successor to the police forces of the Cape Colony, the Natal Colony, the Orange River Colony, and the Transvaal Colony. The SAP originally policed cities and urban areas while the South African Mounted Riflemen, a branch of the Union Defence Force upheld order in rural areas (Dippenaar, 1988:3-6). In 1948 the National Party's Constitution gave birth to the homelands, which once again saw the formation of fragmented police forces, of which Transkei was the first to have a police force after its independence, thereafter the other homelands followed in establishing forces of their own (Mofamere, 2003:16). In 1972, the SAP enlisted the first group of white female police officials (Montesh, 2010:58). This was followed by the enlistment of the first intake of African, Coloured, and Indian policewomen in 1982. The purpose of appointing these women was to perform administrative duties and these policewomen were on different post structures to their male counterparts. It meant that policewomen had to compete with their counterparts for promotion. According to Montesh (2010:58) promotion posts were allocated according to numerical strength of policewomen, which limited promotional possibilities.

In 1989, the separate post structure was abolished and only one post structure remained for all police members. According to the SAP Yearbook of 1994, a career in the SAP offered every member the opportunity to serve his country and his/her fellow man in a very special way and the opportunity to use his/her talent in a field in which he/she was interested in. In 1979, the Department of National Education introduced a three-year diploma course in police administration, which allowed members of the SAP opportunities to improve their qualifications, which in turn provided career and advancement opportunities.

Promotion in the SAP was an integral part of personnel mobility and was controlled by the Police Act No 7 of 1958, the Regulations for the SAP promulgated in terms of this Act and the policy adopted with regard to the Act and Regulations. Officers were considered for promotion according to a precedence list in which they were listed according to seniority (SAP, 1992:20). Prior to the 1994 election, South Africa was divided into eleven police agencies. All eleven policing agencies had different insignias, rank structures, identities, and conditions of service, and were established under different pieces of legislation. These eleven police agencies operated independently and consisted of:

The SAP, which operated in what was referred to as South Africa.

Transkei police, who operated in the former Republic of Transkei.

Bophuthatswana police, who operated in the former Republic of Bophuthatswana.

Venda police, who operated in the former Republic of Venda.

Ciskei police, who operated in the former Republic of Ciskei.

Gazankulu police, which operated in the former Republic of Gazankulu.

Kwa-Zulu police, who operated in the former Kwa-Zulu homeland.

Ka Ngwane police, which operated in the former Ka Ngwane homeland.

Lebowa police, which operated in the former Lebowa.

Qwaqwa police, which operated in the former QwaQwa; and

Kwa-Ndebele police, which operated in the former Kwa-Ndebele (www.saps.gov.za/saps-profile/amalga.htm).

In 1994, the advent of democracy in South Africa saw the demise of apartheid institutions and ushered in a democratic structure built around the values of good governance, transparency, and accountability. The SAP underwent radical changes characterised by amalgamation, integration,

and transformation and democratisation processes. The integration process was characterised by the recruitment of individuals belonging to other subsidiary and informal policing structures such as *kitskonstabels*, the railway and municipal police, as well as the militant youth of township Self Defence Unit (SDU) and Self Protection Unit (SPU). The amalgamation and the integration of all police agencies, SDU and SPU, led into a single South African Police Service (SAPS) and to the establishment of the South African Police Service Act, 1995 (Act 68 of 1995). Administratively, the SAPS forms part of the Department of Police.

The SAPS Act 68 of 1995 was enacted to provide for the establishment, organisation, and control of the South African Police Service and to provide for matters in connection therewith. Section 2(a-g) of the Act states that the powers and duties of the National Commissioner shall include the power, duty, and function to:

- Develop a plan before the end of each financial year, setting out the priorities and objectives of policing for the following financial year;
- Determine the fixed establishment of the Service and the number and grading of posts;
- Determine the distribution of the numerical strength of the Service after consultation with the board;
- Organise or reorganise the Service at National level into various components, units, or groups;
- Establish and maintain training institutions or centres for the training of students and other officials;
- Establish and maintain bureaus, depots, quarters, workshops or any other institution of any nature whatsoever, which may be expedient for the general management, control and maintenance of the Service; and
- Perform any legal act or act in any legal capacity on behalf of the Service.

Career management is one of the human resource management practices in retention of employees. Retaining talented employees has become one of the major priorities in the South African public

service departments. Section 195(1)(h)(I) of the Constitution provides that, in public administration, good human resource management (HRM) and career development practices to maximise human potential must be cultivated, and public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalance of the past to achieve broad representation. Section 195(2) of the Constitution, 1996, further provides that these principles apply to all administrations in all spheres of government and all organs of state, including the SAPS.

After the democratic election in 1994, the transformation of the HRM practices of the South African Public Service were given priority. HRM in the South African Public Service at national, provincial, and local government levels has been in a consistent process of transformation since the advent of democracy in 1994. The White Paper on Human Resource Management for the Public Service, 1997, identified the need for a shift from personnel administration to human resource management. The mission of the White Paper on Human Resource Management for the Public Service, 1997, indicates that “HRM in the public service should become a model of excellence, in which service to society stems from individual commitment instead of compulsion”. Traditionally, the management of people in the public service has been regarded as the task of personnel administration components whose main task has been to ensure compliance with centrally determined regulations and prescripts. The White Paper on Human Resource Management for the Public Service, 1997, however, stressed the fact that HRM within the public service needed to undergo fundamental change to actualise, among others, the following management principles:

Increased delegation of managerial responsibility and authority to national departments and provincial administrations and, within departments, the delegation of day-to-day management decisions to line managers.

The development of a service delivery-oriented, multi-skilled and multi-cultural workforce – critically, the need to be able to deal with diversity. Creating a flexible environment that takes into account both the operation needs of the organisation and the needs of the employees, giving meaning to the belief set of Batho Pele: “We Belong; We Care; We Serve” (www.info.gov.za/speech/2007/07041815451001.htm). The SAPS should be well-resourced and professional, staffed by highly skilled officers who value their work, serve the community, safeguard lives and property without discrimination, protect the peaceful against violence, and respect the rights to equality and justice. The SAPS must ensure that people living in South Africa are safe at home, at school, and at work, and enjoy a community life free of fear. Women walk freely in the streets and children play safely outside.

According to an Information Guide for Government Departments on Managing Staff Retention (DPSA, 2006), a new HRM framework was introduced on 1 July 1999 for the public service to give departments wide powers to develop and implement their own HRM policies, practices and processes; and introduced an open employment system. According to this system, all vacancies in the public service must be advertised before they can be filled. The system emphasises the need for departments to apply efficient recruitment, selection, and retention practices to meet their human resource requirement. In 2000, the former Minister of the Department of Public Service and Administration (DPSA), Mrs Fraiser Moleketi announced the introduction of Senior Management Services (SMS) as a strategy of addressing the incapacity of some departments, particularly those which were incapacitated in translating policies into action. The HRM Strategy for the public service, as provided for in the White Paper on Human Resource Management for the Public Service (1997), emphasises the necessity to maximise people development, management, and empowerment to accelerate transformation and service delivery that will benefit the people of South Africa. A major HRM objective is the development of cultural diversity, which builds positively on employees’ differing cultural backgrounds, so that the diversity adds value, rather than creating obstacles.

1.3 PROBLEM STATEMENT

In consideration of the above background, the problem statement is as follows: It has commonly been accepted that human resources within an organisation are the organisation's most crucial resource. The ability of the organisation to retain its employees, as well as employees deemed to be in possession of highly scarce skills, has become one of the major challenges facing the SAPS in the post democratic South Africa. The placement, lack of promotions linked with the appointment of public service employees (Public Service Act 103 of 1994) to police service (SAPS Act 68 of 1995), and the high turnover rate of the SAPS members poses a threat to the safety and security of the country.

Promotion and grade progression policy of the SAPS' implementation is effected through the issuing of a National Instruction, which is consulted at the Safety and Security Sectorial Bargaining Council (SSSBC). According to the promotion and grade progression policy and National Instruction 3 of 2015, a constable must have a minimum of seven years as a member of service, including periods of training on contract as trainee and periods of apprenticeship or learnership before becoming a sergeant. From a sergeant to warrant officer is a minimum of seven years uninterrupted service in the rank of sergeant, while for SAPS employees employed under PSA, the requirements for promotion for each level is a minimum of two years' uninterrupted service.

The introduction of a new rank structure remains a challenge for the SAPS. When introducing a new rank structure in 2010, the then Minister of Police, Mr Nathi Mthethwa and the then National Commissioner, Bheki Cele indicated that the new rank structures will ensure the realisation of the department's objective to become a force in the fight against crime, it should facilitate the enhancement of discipline, instilling public confidence and the upliftment of morale within the police ranks and will also facilitate career enhancement possibilities for members of the service. This thesis argues that it is people, not structure that will achieve the SAPS objectives. Therefore,

the research question is: Does career management enhances employees' self-actualisation and increase the effectiveness of the SAPS?

1.4 RESEARCH OBJECTIVES

The purpose of the study was to contribute to the growth of the evolving practice of the human capital to determine how career management policies and procedures leverage the advancement of highly competent and skilled employees in the SAPS. The following is a summary of the research objectives, namely the study sought:

- To conduct a comprehensive literature review on the nature and scope of the HRM as a generic administrative function.
- To explore whether career management enhances the self-actualisation of the employees of the SAPS.
- To investigate whether employee motivation translates into increased employee commitment to the institution.
- To examine whether retention management improves institutional memory.
- To make recommendations and develop a career management framework/model that could be used by SAPS.

1.5 RESEARCH QUESTIONS

In order to address the problem statement and the research objectives, the study aims to address the following questions:

- What is the nature and scope of the generic administrative function, the HRM in public administration?
- Does career management enhance the self-actualisation of the employees of the SAPS?

- Does employee motivation translate into increased employee commitment to the institution?
- Does retention management improve institutional memory?
- Which recommendations and career management framework/model can be made and developed that can be used by SAPS?

1.6 SIGNIFICANCE OF THE STUDY

The growing demands of public administration and management within the contemporary South African government have developed to such an extent that the area of study of public administration as a discipline needs to be reconsidered to be able to provide training and research on relevant matters. In this regard, the study will contribute theoretical knowledge in the domain of public administration as a discipline and public human resource management as a sub-discipline to enhance career management in the SAPS. The study will also increase an understanding of the importance of retention management as well as the mechanisms required to deal with challenges created by career mobility in the Public Service for improved service delivery and policy making.

The study will benefit the employees of the SAPS individually and the SAPS as an institution. At an individual level, the study can raise awareness in terms of the importance of being highly competent and skilled amongst employees for improved personal performance and better career development. At an institutional level, the study can help the SAPS to improve the decision-making processes, streamline processes, increase innovation, and have a retention strategy, including talent management. The SAPS can also identify the management challenges experienced by senior managers towards career management. The study will make recommendations or provide guidelines in terms of the development of CM frameworks, policies, and models in the SAPS.

1.7 DEFINITION OF TERMS

This section deals with the definition of terms regarding career management, employee retention, and motivation.

1.7.1 Career management

Greenhaus, Callanan and Godshalk (2010:12) define CM as a process by which individuals develop, implement, and monitor career goals and strategies. Grobler, Warnich, Carrell, Elbert and Hartfield (2006:246) define CM as the process of designing and implementing goals, plans, and strategies that enable human resource professionals and managers to satisfy workforce needs and allow individuals to achieve their career objectives. According to Erasmus, Swanepoel, Schenk, Van Der Westhuizen and Wessels (2005:297) and Armstrong (1992:159), CM is the process that plans and shapes the progression of individuals within an organisation in accordance with the organisational needs and objectives, employees' performance potential, and their preferences.

1.7.2 Employee retention

Browell (2003:5) cited in Mofokeng (2015:35), defines employee retention as keeping those members of staff that one wants to keep and not losing them from the organisation for whatever reason, especially to the competitors. Nair (2009:2) defines employee retention as taking measures to encourage employees to remain in the institution for the maximum period of time. Samuel and Chipunza (2009:411) maintain that employee retention is a voluntary move by the institution to create an environment which engages employees for a long term. Nair (2009:2) argues that institutions are facing numerous problems in employee retention and hiring knowledgeable people for the job is essential for an employer, but retention is more important than hiring. Employee retention is a process in which the employees are encouraged to remain with the institution for the maximum period of time or until the completion of the project (Kamdica, 2013:1).

1.7.3 Motivation

Robbins (1995:292) and Mello (2014:108) describe motivation as the willingness to do something. According to Smit *et al.* (2003:338) motivation is what drives people to behave in certain ways, and they also said, from an organisational point of view, motivation is the willingness of an employee to achieve organisational goals. Benson (2008: 4) defines motivation as “an individual’s internal drive required to complete a task” (in addition to the skills, development and available resources). Van Dijk (2003:105) states that motivation is thus a reaction based on an expressed need, and if the need is not met, then either the manager did not use the right motivational theory or the employee failed to express the need. According to Grobler *et al.* (2006: 216) motivation is the force that energises behaviour, gives direction to behaviour and underlies the tendency to persist, even in the face of one or more obstacles. According to Louw and Edwards (1993:427) motivation is a word that refers to a number of factors which determine or regulate behaviour. Motivation is defined by Mitchel (1982:81) as “those psychological processes that cause arousal, directions and persistence of voluntary actions that are goal directed.

The following are scholars who researched career and retention management in the public sector:

Magaji, Akpa and Ogundiwin (2021) study examined the effect of career development and job security on employee retention of selected private universities in Ogun state, Nigeria. The findings revealed that career development has a significant positive effect on employee retention, and there exist a positive relationship between job security and employee retention of selected private universities. The study concludes that career development and job security have significant effect on employee retention. The study recommended that the management of the five selected private universities should engage more on career development and job security to create ambience in the work environment that will encourage employee retention.

Ramgoolam (2020) focus of research was employees’ career development in the SAPS. The general aim of the research was to develop a valid and reliable measure of career plateauing and

to determine whether individuals' experiences of career plateauing positively or negatively predict their job satisfaction, motivation and work engagement.

Roythorne-Jacobs's (2019) research focused on individual-organisation career path congruence and the development of an integrated measure constituting individual variables which are recognised as influencing individuals' perceptions of fit with the organisation.

Zethu (2018) investigated retention in the SAPS. His findings suggested that overall the SAPS was considered a good employer. The most prevalent reason for employee turnover was found to be related to the perceived safety of individuals and the risk to employees' lives in caring out their duties. He recommended that an effective retention strategy is implemented within the SAPS that includes career development, health and wellness, reward and recognition, work life balance, and leadership.

Nokhwali-Mboyi's (2018) study focussed on the ineffective implementation of career management practices in the public service, particularly in the Department of Trade and Industry (DTI), which has led to unmotivated employees, a lack of job satisfaction, low morale, reduced employee performance and a loss of skilled and experienced employees by the Public Service, which in turn, has a negative impact on the public service's overall performance. The results of the empirical research revealed that the DTI is implementing a number of HRM and HRD practices in support of CM. The results also revealed that some of these practices were not implemented in a manner that enhances employee motivation, growth and development. The study also found that DTI has no career management policy in place to guide implementation of career management practices, resulting in role players being unaware of their roles and responsibilities in this regard. The study recommended the development of career management policy that will guide and regulate career management practices within the DTI. The study also recommends a few HRM and HRD practices that can be implemented to contribute to CM.

Mohajane's (2017) research was on job satisfaction and employee retention in the South African Police Service. In his findings, he shows that probabilities for promotion and recognition constituted the highest dissatisfaction. The dissatisfaction was caused by the respondents' inability to foresee opportunities for promotions, and promotions not being based on rules, competence, and merit, but on unfair practices that favour some above others.

Kotze (2017) conducted a study to determine the effect that the lack of an integrated talent management strategy at the SAPS Academy, Paarl has on its academics and on professionalism in the institution. The study revealed that the lack of implementation on HRM and HRD policies led to poor HRM in SAPS, and specifically the academics at the Academy in Paarl. The study recommended an employee recruitment, development, motivation and retention plan for the SAPS Academy in Paarl through an integrated talent management strategy.

Mathevani (2012) researched about an investigation of employee satisfaction in the workplace of the South African Police Service. The study revealed that employees experienced little chances of growth and development. The study also revealed that employees were not satisfied with remuneration and rewards, and employees experience poor working conditions. Employees also experience poor consultation when decisions are made. The study recommended that the organisation should provide opportunities to all employees to attend various courses in their field of work at least once per year. The study also recommended that all employees be treated fairly and equally, and the employer must not be biased towards some race, gender or disabled groups, and need to take into consideration the affirmative action.

Omotoye (2011) studied the evaluation of the retention and career management policy for senior management in the South African Public Service with specific reference to the Limpopo province. The study examines the underlying factors of career and retention management practices in the

Department of Local Government and Housing by virtue of evaluating the career and retention management policy that the department has in place as a means of addressing its turnover and retention challenges.

Kubu (2010) researched career opportunities for black youth in the South African Navy. The study seeks to establish the extent and knowledge of black youth about careers in the navy. The findings indicate that black youth, specifically those from rural areas, are unaware of the available career opportunities in the navy and this could be a major concern regarding the current equity situation within the department.

However, this research focuses on retention and CM in the public service with specific reference to the SAPS within the context of South Africa. This study aims to determine how career management policies and procedures leverage the advancement of highly competent and skilled employees in the SAPS. This research investigate whether the retention strategies will enhance the effectiveness of the SAPS and the chances of the SAPS becoming an institution of “choice”.

1.8 DEMARCATION OF THE STUDY

Brynard and Hanekom (2006:17) states that the demarcation of the study area can be achieved by applying a question sequence that will greatly simplify the actual research by compelling the researcher to focus on particular facets of research. In doing so the researcher must determine the:

- Purpose of the research by applying the what question;
- Place where the research should occur by asking the where question;
- Time when the research can or should occur by asking the when question;
- Person(s) involved by asking the who question; and
- Method(s) appropriate to the research by applying which question.

According to Leedy (1989:58), the demarcation of the study is done for the purpose of clarifying those issues that will not be investigated, although they may be of particular utility to the study. Leedy and Ormrod (2010:87) state that limitations will affect how far you are able to generalise your conclusions (scope) or how confident you can be about your conclusions (reliability). The problem statement clearly identifies what will be investigated, and any exclusion thereof should be stated in the section that deals with demarcation. Therefore, if the problem is presented as a statement, then the statement defines the boundaries of the topic or problem. In other words, the demarcation of the study is the process where the researcher sets boundaries under which the study will be carried out. The SAPS consists of the National Head Office, thirteen Head Office Divisional Commissioners' offices and nine Provincial Commissioners' offices. For this study, three (3) Divisional Commissioners' offices were used, and the focus is on Detective, Forensic Services, and the HRM Division which deals with, amongst others, the human resource planning, utilisation, and retention of employees in the SAPS. It should be noted that there is no access to classified material.

1.9 FRAMEWORK OF CHAPTERS

CHAPTER 1

Chapter one provides a general introduction, background to the study, problem statement, research question, objective of the study, limitations of the study, research methodology, and the clarification of terms and outline of chapters.

CHAPTER 2

Chapter two provides the conceptual framework of the study. It deals with the history and development of public administration and human resource management. This entails the

relationship between Public Administration, HRM, and Service Delivery. It also provides the generic functions of public administration and the new public management.

CHAPTER 3

This chapter discusses the literature review on Career Management (CM). The chapter discusses the concepts of CM, as well as the theories, purposes of CM, and career management in the public service.

CHAPTER 4

In this chapter, a detailed analysis of retention management, theories of motivation, and retention strategies that institutions should apply in motivating employees are discussed.

CHAPTER 5

Career management in the SAPS. The chapter provides a description of the locus of the study and discusses the legislations related to career management that govern the SAPS policies. The chapter also outlines the programmes and the composition of the SAPS, including the organisational and rank structure, as well as the career path within the SAPS.

CHAPTER 6

Chapter six highlights the research methods and design. The data collection instruments are explained and discussed. The chapter also provides the clarification on how data is presented. A brief description of validity and reliability is also analysed and discussed.

CHAPTER 7

Data analysis and interpretations of the results of the empirical research are discussed.

CHAPTER 8

This chapter concludes the research and presents the findings, recommendations, and concluding remarks of the study.

1.10 CONCLUSION

This chapter presented an introductory perspective of the research. It outlined the background and rationale of the study, and it also provides the problem statement, research objectives, research questions, and the significance of the study. The research methodology outlined the approach to the research, as well as the instruments used in the collection of data. It also provides the population sample used in the study. Furthermore, the clarification of concepts and terms used in the study is provided.

In the following chapter, the history, development, and functions of public administration and human resource management, as well as the relationship between Public Administration, HRM, and Service Delivery, are discussed.

CHAPTER TWO: PUBLIC ADMINISTRATION, HUMAN RESOURCE MANAGEMENT AND SERVICE DELIVERY

2.1 INTRODUCTION

This chapter provides a literature review to put into context the issues pertaining to the theoretical orientations relating to public administration, HRM, and service delivery. The research on public administration and HRM is derived from the literature.

The chapter begins with providing both a definition and explanation of the literature review as a concept before giving the definition and discussion of the various concepts related to public administration and HRM and embarking on the discussion and review of various scholarly works on public administration and HRM. In this chapter, the history and the development of public administration are discussed, and attention is briefly given to the different schools of administrative theories in the study of public administration. The generic approach to public administration, as well as the new public management approach, is provided; especially taking into consideration that human resource management is a core generic function of public administration. This chapter, together with the next two chapters, provides the conceptual framework of the study. Finally, this chapter also describes the relationship between Public Administration, HRM, and service delivery.

2.2 CONCEPT OF A LITERATURE REVIEW

Hofstee (2006:91) states that a good literature review is comprehensive, critical, and contextualised, and in that it will provide the reader with a theory base, a survey of published works that pertain to one's investigation, and an analysis of that work. A literature review is an essential part of any research. The review describes theoretical perspectives and previous research

findings related to the problem at hand. Its function is to look again (review) at what others have done in these areas that are similar, though not necessarily identical, to one's own area of investigation (Leedy and Ormrod, 2001:70). According to Leedy and Ormrod (2010:66), the literature review has numerous benefits, including the following:

- It increases a researcher's confidence in the topic when it is revealed that others have an interest in this topic;
- It can provide a researcher with new ideas;
- It can inform a researcher about other researchers in this area in order to obtain any advice;
- It can reveal sources unknown to a researcher;
- It can introduce a researcher to measurement tools that other researchers have developed and used successfully; and
- It can assist a researcher in interpreting findings and tie results in with those of previous researchers and authors.

2.3 DEFINITION OF PUBLIC ADMINISTRATION

In order to provide a comprehensive definition of public administration, it may be helpful to provide a definition of each of the terms in context. According to Goel (2003:9), the word public includes all the activities carried out directly or indirectly by the administrative apparatus of the government, and the extent of public would differ according to the ideology and political philosophy of the party in power. The word administration, according to Gladden (1961:12) cited in Goel (2003:9), means to care for, or look after people, to manage affairs or determine which action should be taken in pursuit of a conscious purpose. Administration is found wherever two or more people take joint action to achieve an objective, it takes place in every situation wherever people work or play together, and is found in all spheres of human activity (Cloete, 1981:1). According to Gladden (1972:3), administration is an ingredient of social activities and therefore universal, operating as a matter of course wherever a few persons operate to attain certain objectives.

According to Botes, Brynard, Fourie and Roux (1997:257), Public Administration is concerned with the study of all the scientific disciplines that have a bearing on the contemporary administrative and managerial practices in the public sector. These administrative and managerial practices that are presently to be found in the public institutions comprise a comprehensive series of activities that require knowledge of a variety of sciences. Public administration is a comprehensive and peculiar field of activity consisting of various activities executed by public officials working in public institutions aimed at providing goods and rendering service to the community (Hanekom and Thornhill, 1993:57; Wessels, 2017:29). Public administration was defined in terms of its generic functions of public administration, inter alia policy making, organising, financing, staffing, determining work methods and procedures, and controlling (Cloete, 1998:22). From the above discussion, it is clear that public administration has a dual meaning. Public Administration (PA) in capital letters refers to PA as a discipline, and in small letters, it refers to the practice. PA is a multidisciplinary field of study where concepts and insights from various other disciplines are applicable. In contrast to Public Administration (the discipline), public administration (the activity) is a comprehensive field of activity involving a variety of activities or functions executed by employees working in institutions.

2.4 DEVELOPMENT OF PUBLIC ADMINISTRATION

The history of public administration (pa) as an activity and Public Administration (PA) as a discipline is characterised by different stages of development in relation to world events and environmental influences. According to Thornhill (2006:794), the developments of the science of Public Administration have distinguished four generations, namely: the pre-generation, the first generation, the second generation and the third generation.

2.4.1 Pre-generation

The pre-generation also known as the embryonic stage includes thinkers such as Plato, Aristotle and Machiavelli. During this generation, Aristotle, who lived from 384-322 BC, described the civic life of a citizen as the highest expression of humanity. Until the birth of the national state, the emphasis concerning society lay principally in moral and political issues and on the institution of the public administration and the operation of this administration was less urgent problem (Thornhill, 2006:794).

Niccolo Machiavelli known as the first modern political philosopher and who lived at the end of the fifteenth and the beginning of the sixteenth century, opposed the ancient idealism depicted civil virtue as the diversion of attention away from political and economic goals, which became the modern perspective in political thought and was called realism. His realism was based on government as the provider of safety, power and prosperity (Bagby and Franke, 2001:624). Thomas Hobbes and John Locke opposed Aristotle's idealism and Machiavelli's realism and propagated the enlightenment philosophy, which is important in the development of political thoughts on public administration. Both initiated the theories about individualism and self-interest, which postulated that government, was not about producing virtues citizens, but that government was a means to an end (Bagby and Franke, 2001:625).

During the eighteenth century the need for administrative expertise in West European countries like Austria and Germany grew even further. Prussian king established professoriate of in Cameralism, an economic and social school of thought to reform society. Johan Heinrich Gottlob Van Justi was known as professor for Cameralism and he linked Cameralism and the idea natural law with each other, but the leading Public Administration scholar at that time was Christian Wolff, who could be considered as a major contributor to the writings on modern science in Public Administration (Devar, 2017:33).

2.4.2 First generation

Lorenzo Van Stein was considered the founder of the science of Public Administration in Europe. He was professor in Vienna since 1855 and in his time, the science of Public Administration was considered to be a form of administrative law. In his opinion, Von Stein considered the science of Public Administration a melting pot of several disciplines and as an integrating science. According to him the science of Public Administration was interaction between theories and practice. He considered the science of Public Administration as the theory, but that practice had to form the base (Thornhill, 2006:794; Devar, 2017:34).

In the United States of America, Woodrow Wilson in 1887 prepared the way for the study of Public Administration as an academic discipline with his article *the study of Administration*. Although Wilson made some controversial statements, his argument that it is getting harder to run a constitution than to frame one is evident of his valuable contributions in Public Administration (Gildenhuis, 1988:69). Woodrow Wilson is regarded by Americans (United States) as the father of Public Administration. He was the first to consider the science of Public Administration as an area of study. According to Thornhill (2006:794-795), Wilson was more influential to the science of Public Administration than Von Stein, primarily due to an article Wilson wrote in political science quarterly in 1887 in which he argued in favour of four concepts that separation between politics and the public administration; consideration of the government from perspective; comparative analysis between political and private organisations and political schemes; and reaching effective management by training civil servants and assess their quality.

2.4.3 Second generation

During the second generation, the discussion about the separation between politics and the public administration as argued by Wilson continued to play an important role up to 1945. Luther Gulick and Lyndall Urwick integrated the ideas of earlier theorists like Henri Fayol into a comprehensive theory of administration. Both believed that the thoughts of Fayol offered a systematic treatment of management, which was unique at that time. Furthermore, Gulick and Urwick believed that

this could be applied as well for the management of business as for administrative science. Both didn't want to separate the two disciplines, but believed a single Science of Administration, which exceeds the borders between the private and the public sector, could exist. The reasoning of the Science of Administration was largely borrowed from the fourteen principles of organisation of Fayol (Thornhill, 2006:795-796; Aderibigbe and Olla, 2014:67; Devar, 2017:34).

2.4.4 Third generation

After 1945, the third generation arises which questioned the ideas of Wilson and the second generation. Initially the distinction between politics and public administration was strongly revitalised by the third generation. Because of the unsuccessful American intervention in Vietnam and the Watergate scandal, politics got discredited and in the eighties, there was again a plea in favour of bureaucracy, especially in the United States. The public administration had to detach itself from politics. Louis Brownlow from University of Chicago chaired the Hoover Commission on the Reorganisation of Government founded Public Administration Service on the University of Chicago campus. From 1937 until the late 1970s Public Administration Service provided consulting service to government at all levels: cities counties, states, the federal government and many foreign countries (Devar, 2017:34).

2.4.5 Fourth generation

According to Singh (2008:4) and Devar (2017:35), during the nineteen eighties and early nineteen nineties, the New Public Management model was proposed by David Osborne and Ted Gaebler. This model advocates the use of private sector innovation, resource and organisational ideas to improve the public sector. The model was also advocated by then United State Vice President Al Gore in the nineteen nineties and adopted by the Clinton Administration. It is now the bureaucratic system of government in the United States.

2.4.6 Fifth generation

In the late nineteen nineties and early twenty first century, Janet and Robert Denhardt proposed The New Public Service model. This model of public administration focuses on people being treated as citizens rather than customers. The citizen's primary role is to participate in government and be active throughout the process of implementing policy, instead of the end product of said policies (Aderibigbe and Olla, 2014:67; Devar, 2017:34).

2.5 ADMINISTRATIVE THEORIES IN PUBLIC ADMINISTRATION

Public Administration has a relationship and interaction with other disciplines like political science, economics, psychology, history, law, sociology, and business management. For example, the philosophical foundation of Public Administration is political philosophy, a subject which developed from political science. Similarly, a government institution can't render any service to the citizens of a country if there is no money to do so. Government collects revenues from the taxpayers, meaning that Public Administration has also been influenced by financial, economic, and managerial disciplines.

The main approach of Public Administration is normativism, empiricism, behaviourism, and behaviourilism (Botes *et al.* 1997:279). According to Botes *et al.* (1997:279), normativism is described as an ideal of the state of affairs worth striving for. Empiricism is subdivided into four positivisms, namely: pure positivism, logical positivism, and empiricism (accepting the world as it is), and a theoretical description of what exists, the reality and the unchangeable (Botes *et al.* 1997:279). Botes *et al.* (1997:280) defined behaviourism as an individual behavioural approach to institutional studies, e.g. a study of man in organisational context, a study of the stimulus-response relationship. Behaviouralism determines the influence of the system on the overall behaviour of people within a given group context (Botes *et al.* 1997:280). These approaches can be found in the schools of Administrative Theory. Within the historical development of Public Administration, schools of administrative theories will be shortly summarised, namely the empirical school, the

school of human behaviour, the bureaucratic school, the decision-making school, the mathematical school, the business management school, and the administrative process school. The empirical school describes that new theories and opinions about the truths of administration can be discovered by making a study of administration in practice. The empirical school of thought was evident in countries where the practice of administrative law was apparent, such as Germany, Britain, and France (Van Dijk, 2003:35).

The school of human behaviour concentrates on the informal characteristics of the organisation, how people react in the work situations, and how they cooperate in a group. This school describes how administration takes place amongst people in reality and is applied to determine the happiness and satisfaction of interpersonal behaviour (Botes *et al.* 1997:281). The bureaucratic school is based on the principles of Max Weber. According to Botes *et al.* (1997:281), Weber describes bureaucracy as a control system based on rational rules which regulate the structure of the organisation and process in compliance with technical knowledge and maximum efficiency. Bureaucracy therefore means to rule by offices. The SAPS recognises the chain of command and is an institution that aims to operate with some uniformity and in a manner that is rational and subject to internal supervision and control.

The introduction of the new rank structure by the then Minister of Police and the then National Commissioner is an example of the bureaucracy used in the SAPS. Their reasoning for the introduction of the new rank structure is for protocol, command, and control purposes, including the need to ensure mutual respect between members of the SAPS and the South African National Defence Force (SANDF), who are involved in joint operations on a regular basis. The social system school is attributed to Chester Barnard, who argued that organisational units are comprehensive systems of mutual cooperation between groups and that individuals are united in a common objective, a formal structure and an informal form of organisation, which gives social life to the unit.

According to Smith, Cronje, Brevis and Vrba (2007:57), a system is defined as a set of interrelated elements functioning as whole. A system can be described as a number of interdependent components that form a whole and work together to attain common objectives. A distinction can be made between closed and open systems. A closed system is self-sustaining and independent from all external input or influence, for example, during the apartheid regime the South African Police Force tended toward being a hyper-bureaucracy, with a rigid hierarchical structure, operating as a closed social system where change was not the order of the day.

An open system takes input from its environment, processes the inputs in a specific throughput pattern, and returns the inputs to the environment in a different form as an output. A system will therefore be open if there is interaction and mutual dependence between the system and the environment. This implies that one needs to realise or take into consideration the viewpoints of the various subsystems so that the goals of the system as a whole can be best attained, and not only focus on one of the subsystems whose individual goals may be detrimental to the overall goals of the organisation. According to the system theory, a public organisation can be seen as a system with four basic components namely: inputs, processing activities, outputs, and feedback. The system obtains inputs from the environment in the form of resources such as labour, capital, and information. The inputs are processed by management activities to become outputs in the form of services that are provided for the community or environment.

The decision-making school was proposed by Herbert Simon, who was of the firm belief that it is the continuous responsibility of managers to make decisions. Only through decision can correct actions be obtained (Botes *et al.* 1997:282). The mathematical school used the systems approach to analyse administrative problems and formulated models to assist almost all aspects of administration. Singleton, Tyndall, Churchman and Karl Deutsch were advocates of the mathematics school (Botes *et al.* 1997:282). In business management school nowadays, government does business with private organisation e.g. public-private partnership, outsourcing some public services to private companies. However, Botes *et al.* (1997:283) note that the exponents of public administration believe that the business philosophies of relentless exploitation

of the market, price manipulation, and exorbitant profit do not belong in the civil service. They continued to state that what may well be used though, are business techniques, that is, the application of instrumental aspects such as cost/utility analysis, efficiency analysis, cost-effectiveness, and productivity analysis.

Services such as Police, Health or Justice, if privatised, will fall outside the domain of public administration. The administrative process scholar Frederick Taylor and Henri Fayol made a significant contribution to the administrative process school with the classification of the universal principles, which are found in any institutional actions, namely planning, organising, coordinating, commanding, and controlling.

2.6 FUNCTIONS OF PUBLIC ADMINISTRATION

Public administration consists of the following activities, namely the generic administrative functions, the functional activities, and the auxiliary functions. The auxiliary functions support both the generic administrative functions and the functional activities such as research, record keeping, and collection and processing of data. Cloete (1998:22) provides the functions of public administration in terms of the generic functions, namely policy making, organising, financing, human resource management (staffing), determining work methods and procedures, and controlling. These functions were initially described by Cloete as processes but later renamed functions by Hanekom and Thornhill in 1979 (Hanekom, Rowland and Bain, 1992:21). The generic functions of public administration are interrelated and interdependent with one another and one function cannot be effective without the others. These generic functions are briefly discussed, and for the purpose of this study, more emphasis will be placed on human resource management.

2.6.1 Policy-making

According to Roux (2002:421) and Van Dijk (2003:39), no administrative action can take place if specific goals and objectives have not been set. Taking this into consideration, Cloete (1995:57) defines public policy as a statement of intention to reach a specific objective. He also defines public policy as a declaration of intent to do something or to have it done by specified institutions or functionaries as prescribed (Cloete, 1998:126). Cloete and De Coning (2011:7) suggested that public policy is government's statement of intent, including detailed programme of action to give effect to normative and empirical goals in order to improve or solve perceived problems and needs in society. Policy making is referred to by Du Toit and Van der Walldt (1999:14) as the umbrella process in which a series of functions are carried out to decide on a plan of action to achieve certain objectives. These functions are identifying problems, investigating, gathering information, and making decisions.

Therefore, in South Africa, the Constitution is the first policy statement of the state because it declares the action to be taken by specified institutions and office bearers who follow stated procedures and respect prescribed conduct guidelines and values for the creation and the maintenance of the State. The public policy process consists of three processes, namely policy-making, policy implementation, and policy analysis. Policy-making is viewed as the starting point of the policy process or as the result of policy analysis. When an existing policy is analysed and problems within the policy or the policy implementation have been detected, policy-making becomes the result of policy analysis. Policy-making can take place either at the beginning of the public policy process when a new policy is established, or after the evaluation or analysis of an existing policy in order to improve the policy and its implementation. Policy implementation is a key feature of government's administrative functions. According to Brynard (2005:654-662) there are five C-protocols for effective policy implementation, namely content, context, commitment, capacity, client, and coalitions. Each of the five C-protocols (variables) is linked to, and influenced by the others, though to varying extents, this depends on the specific implementation situation.

Dunn (1994:1) defines policy analysis as the activity of creating knowledge of the policy making. In creating knowledge of policy-making processes, policy analysts investigate the cause,

consequences, and performance of public policies and programmes. According to Roux (2002:428), the following steps or stages can be recommended to ensure a more systematic assessment of policy relevant information when conducting a policy analysis in a more scientific way, namely identify the problem, specify the objectives, decide on criteria, select alternatives, analyse alternatives, compare alternatives, implement chosen alternatives, monitor and evaluate results.

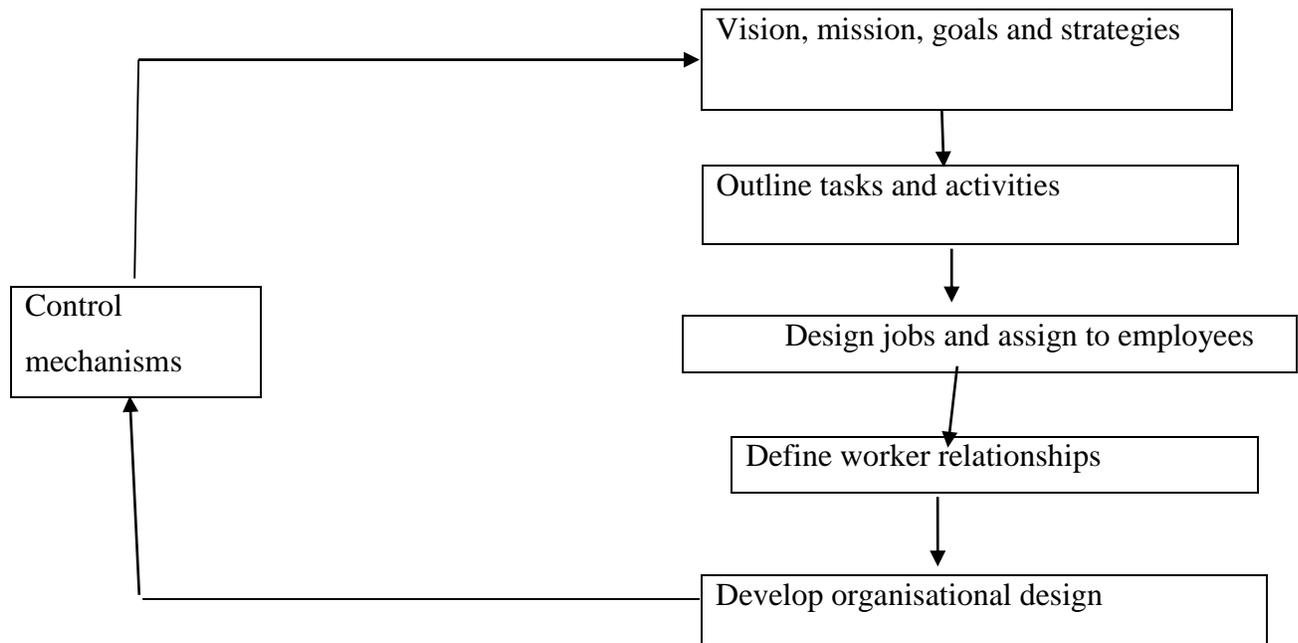
2.6.2 Organising

Before explaining organising, it is necessary to mention that organising is an administrative function as well as a management function. According to Cloete (1998:165), organising is the word used to refer to the activities or functions involved in creating and maintaining organisational units called institution. Organising consists of classifying and grouping functions as well as allocating the groups of functions to institutions and employees in an orderly manner so that everything the employees do will be aimed at achieving predetermined objectives. Smit *et al.* (2007:187) define organising as the process of creating a structure for the organisation that will enable its people to work effectively towards its vision, mission, and goals. Organisation refers to the end result of the organising process. The organising process involves outlining the tasks and the activities to be completed in order to achieve the goals of the organisation. The organising process also involves developing an organisational structure that will support the strategic, tactical, and operational plans of the organisation. In terms of Section 40(1) of the Constitution (1996), South Africa is constituted as national, provincial, and local spheres of government which are distinctive, interdependent, and interrelated.

A control mechanism should be put in place to ensure that the organisational structure enables the organisation to attain its mission and goals. The process of organisation involves, *inter alia*, different structural arrangements, line and staff units, span of control, delegation of authority, centralisation and decentralisation, and coordination of activities (Botes *et al.* 1997:346).

According to Smit *et al.* (2007:190), there are five stages in the organising process, as indicated in the diagram below.

Figure 2.1: Stages in the organising process



Source: Smit *et al.* (2007:190)

The point of departure in the organising process is the vision; mission, goals, and strategy of the organisation that were formulated during the strategic planning phase (Smit *et al.* 2007:189). The vision of the South African Police Service is to create a safe and secure environment for all the people in the country, whilst the mission is to prevent anything that may threaten the safety or security of any community, investigate crimes against the safety and security of the community, and ensure criminals are brought to justice and participate in efforts to address the root causes of crime. According to the SAPS Strategic Plan 2020-2025, the objectives and priorities of all divisional, provincial, specialist units, and police stations comprise the vision and mission of the South African Police Service. In terms of Section 11(2)(a) of the South African Police Service Act, 1995 (Act 68 of 1995), the National Commissioner is required to develop a one-year plan, setting out the priorities and objectives of policing for the following financial year. The Annual

Performance plan is developed in accordance with the South African Police Service Act, 1995, and is an extension of the South African Police Service Strategic Plan for 2020 to 2025.

The purpose of the SAPS Strategic Plan is to direct strategic and operational planning within the SAPS for a five-year period, while the Annual Performance Plan (APP), extrapolated from the Strategic Plan 2020 to 2025, provides a clear indication of the strategic priorities within the context of the prevailing financial year. This includes the measurable objectives and targets associated with the priorities and guidelines for the implementation on the one year focus. According to Boone and Kurtz (1984:7), organising is the process of arranging people and physical resources to carry out plans and accomplish organisational objectives. Organising is also defined as the management function that deals with the assignment of duties, responsibilities, and authority to people and departments. According to Smit *et al.* (2007:189), for successful arrangement of resources by the manager, the following steps need to be followed:

- Determination of goals and objectives that the division wishes to achieve, Divisional Commissioners must be conversant with the vision and mission of the SAPS, in order for them to be able to organise accordingly. The set objectives and plans of the divisions must be noted in order to have an orderly and systematic procedure.
- Determination of the most important duties and activities must be carried out to make the achievement of the goal and objective possible. The main duties that must be executed by police officials are to render an effective, efficient, and professional service to the community.
- Division of main task into sub-task, the division of work is one of the basic principles applicable to organising and depends on how big the task to be performed is. The organisation's goals and objectives serve as a point of departure for the division of activities or work. In organising, the activities are divided and grouped to form a meaningful whole or are in line with the goals and objectives of the entire SAPS.
- In the allocation of resources and guidelines for sub-tasks, the divisional commander makes sure that all required resources needed for effective service delivery are available. It is

his/her duty to maintain equipment and to ensure that a safe and secure environment exists for his/her subordinates.

- Evaluation of results of work that is well-designed and executed effectively gives its own feedback. When subordinates execute their work as required, there will not be complaints from the public, superiors, or colleagues.

From the above, it follows that organising has to do with the arrangement of resources with HRM divisions in order to ensure that the plans developed to achieve certain objectives are successfully achieved. Therefore, the role of the manager is to ensure that all the necessary resources are available in order to execute the plans of his/her department. Every organisation exists to fulfil a specific vision and mission, and to achieve goals and objectives. Planning is an organising process that has several steps.

2.6.3 Financing

A government institution cannot render any service to the citizens of the country if there is no money to do so. Government collects revenue from the public in the form of taxes, levies, tariffs, loans, and fines. The largest source of state revenue is taxes, compulsory payments made to the South African Revenue Service (SARS) by individuals, businesses, and any tax-liable bodies. A new way of preparing the budget, called the Medium Term Expenditure Framework (MTEF), was introduced in 1997. All budgeting is now done over a three-year period, and this is called a rolling budget. Although Parliament is presented with a three-year budget plan, it only votes on the budget for the coming year. The Minister of Finance tables the annual budget of the State for a financial year in the National Assembly. If, for instance, violent crime is a major government priority, then the Justice, Crime Prevention, and Security (JCPS) Cluster will get more money because their departments are all national functions and financed at the national level. In addition to the money from Parliament, the SAPS collects money from other sources such as firearm applications, photocopies of accident reports and statements, disposal of departmental assets at auctions, forfeits as a result of criminal activities, and the recovery of debt raised and transferred to the National Treasury (revenue fund).

In the SAPS, the National Commissioner is the administrative head and accounting officer. According to the National Instruction 3/2015 of Promotion and Grade Progression of employees of the service post level 2 to 12 and bands A to MMS, the National Commissioner may, if sufficient funds are available, invite constables in band A who qualify in terms of the requirements to apply for grade progression to sergeant, or warrant officers in band B1, who qualify in terms of the requirements to apply for grade progression to band B2, to do so before a date to be determined by the National Commissioner. The Divisional Commissioner (Lieutenant General) of Finance is the Chief Financial Officer (CFO) of the institution.

2.6.4 Human Resource Management

Human Resource Management (HRM) is an essential generic function of public administration and a critical component of the implementation of career and retention management in the SAPS. HRM in public administration concerns HRM as it applies specifically to the field of public management and administration. Afghan (2013:253) considers HRM to be an in-house structure that ensures unbiased treatment, ethical standards, and promotes a value-based system. Human resource management is defined by Pieters (1998:4) as a process consisting of the dimensions of inception (getting individuals into the organisation), development (preparing employees to work effectively and efficiently), motivating (stimulating employees by caring for their needs), and maintenance (keeping employees in the organisation by providing suitable working conditions).

According to Van Dijk (2003:19), human resource management is defined as the encompassing management function comprising all the different human resource functions. Human resource management is identified as one of the core generic functions of public administration. It is one of the key functions in ensuring that an institution meets its goals and objectives. Without sound and proper HRM, an institution would not be able to promote or provide adequate service delivery. The quality of human resource is a critical factor in the capacity of the SAPS to deliver on its mandate.

HRM is the organisational function that deals with the issues related to people such as recruitment and selection, performance management, organisational development, training and development, promotions, retention management, career management, and compensation. HRM is critically important in that it ensures that human capital is well managed and that all issues relating to this resource are effectively and efficiently dealt with. No government institution can work or function without people to carry out their tasks or work. Every government institution has a division that deals with HRM functions. For example, in the SAPS, the HRM division's main functions are personnel provision and maintenance, employee assistance services, and service terminations and behaviour management.

The Human Resource Utilisation (HRU) component's main functions are human resource planning and development, performance management, service negotiations, and compensation management. The SAPS's goals cannot be achieved without human resources (people), and therefore, the management of human resources makes a vital contribution to achieving these goals. The activities of human resource management are divided into the following functions: acquisition and placement functions; maximisation of human resource functions; and maintenance of human resource functions. Human resource acquisition and placement involves the following functions namely, human resource planning, managing equity, job analysis, recruitment, selection, placement, promotions, and retention management. Maximising human resources includes talent management, performance management, career management, training and development, and compensation management. The maintenance of human resources includes labour relations, managing diversity, disciplinary and incapacity matters, and employee assistance programmes. For the purpose of this research, the development of employees and the link between career management, promotion, retention, and the integration of other human resource functions will be examined.

2.6.5 Determining Work Methods and Procedures

According to Cloete (1993:59), work methods and procedures can be defined as the compilation of procedural codes and instructions, as well as the design of work-study systems and methods to increase productivity. The determination of work procedures refers to the “what” and “how” parts of the implementation process. Cloete (1998:248) states that after policy has been formulated, the organisation structured, financing been completed, and personnel members have been appointed, the work can commence. The work procedures prescribe specifically what needs to be done and how it must be done to meet the goals or objectives of the organisation.

2.6.6 Control

Control is an administrative function and is also an important management function that needs to be thoroughly understood by police or public officials. It is the final step in the management process, and the starting point of planning. Control is defined by Smit and Cronje (1992:448) as a process that is used by managers to ensure that activities are performed in line with predetermined goals or objectives. Control is exercised to ensure that all administrative and functional activities are carried out efficiently and effectively to achieve objectives.

In the SAPS, control entails reports, audits and inspections, as well as instructions. Control processes start by setting the standard and are followed by measuring actual performance, evaluating deviations, and end by rectifying deviations (Smit *et al.* 2007:389). Control is the process in which management ensures that all the organisation’s resources are meaningfully deployed so that the mission and goals of the organisation can be attained. Without control, the objectives of finance and human resources cannot be implemented. From the above discussion, it can be deduced that the integratedness of the generic functions allows public institutions to achieve their goals and objectives, particularly the SAPS.

2.7 NEW PUBLIC MANAGEMENT

One first needs to explain the concept of management in order to effectively deal with New Public Management (NPM). Smit *et al.* (2007:9) define management as the process of planning, organising, leading, and controlling the resources of the organisation to predetermined stated organisational goals as productively as possible. According to Smit *et al.* (2007:9), a concise description of each of the abovementioned fundamental management functions will explain the concept of management and the nature of management process as follows:

- Planning is the management function that determines the organisation's vision, mission, and goals. It involves identifying ways of reaching the goals and finding the resources needed for the tasks. It also entails the future position of the organisation and the strategies needed to reach that position;
- Organising is the second step in the management process. Once the goals and plans have been determined, management has to allocate the organisation's human and other resources to relevant departments or individuals. Tasks, roles, and responsibilities have to be defined and policies and procedures established to achieve the goals. Organising involves developing a framework or organisational structure to indicate how and where people and other resource should be deployed to achieve the goals;
- Leading refers to the directing of the human resources of the organisation and motivating them in such a way that their actions are aligned with predetermined goals and plans;
- Controlling means that managers should constantly make sure that the organisation is on the right course to attain its goals. The main aim of control is to monitor performance and action and ensuring that they conform to plans to attain the predetermined goals. It also enables management to identify and rectify any deviations from the plans, and to consider factors which might oblige them to revise their goals and plans. Control also includes the measurement of performance to determine how well the goals have been achieved.

According to DeCenzo & Robbins (1999:5) management is the process of efficiently achieving the objective of the organisation with and through people and it encompasses the following activities:

- Management is a process;
- Management is an efficient achievement of an organisation's goals and objectives; and
- Management involves two parties, a manager and a managed person.

The NPM ideas started to spread in the 1980s. The traditional bureaucratic public administration model of Max Weber and Woodrow Wilson was challenged in countries such as England, Australia, and New Zealand and a new model of public sector management, which was called NPM, emerged in those countries (Cameron, 2009:912). There was a shift from an administrative to a managerialist mode of operating. Hood (1991) cited in Osbourne (2002:186), points out that NPM are a marriage of two different streams of ideas. The one stream was the new institutional economics, and the other partner in the marriage was business-type managerialism borrowed from the private sector.

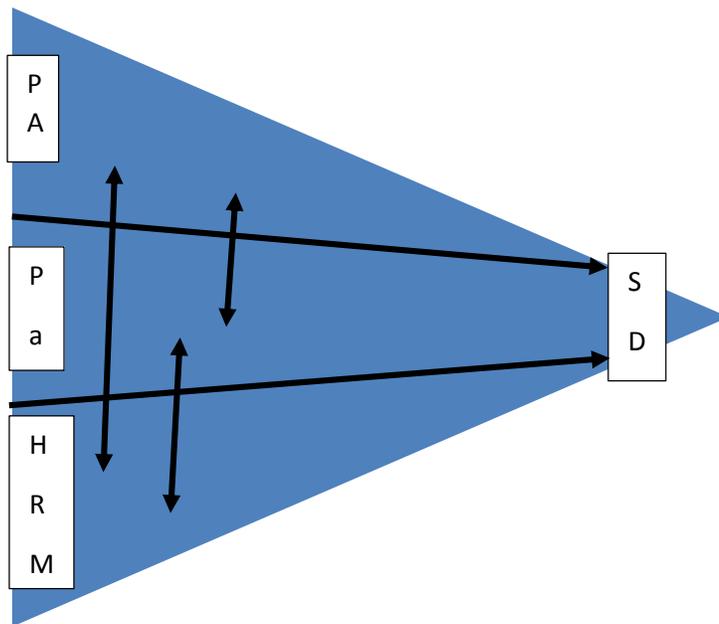
In South Africa prior to 1994, public service was isolated and out of touch with international developments (Thornhill, 2008). The public service was highly centralised prior to 1994. According to Cameroon (2009:915), the Commission for Administration had extensive powers. The Commission for Administration was responsible for setting of wages and salaries, disciplinary authority, pensions, leave, promotions, and evaluating staff qualifications and requirements, and it was also responsible for grading posts and regulations of conditions. Post 1994, the NPM reforms were influential in South Africa. Levin (2004:12-13) indicates that the public sector reform in South Africa has been shaped by the tenets of NPM, including a strong focus on decentralised human resource management and finance. The then Minister of Public Service and Administration (DPSA) Gerald Fraser-Moleketi, cited in Cameroon (2009:915), stated that the reforms were not influenced by NPM ideology, the government wanted to borrow NPM skills and techniques to modernise the public service without buying into the ideological framework. There was, however, the acknowledgement that some NPM reform has been introduced. It can be concluded that a public service prior to 1994, which was based on an administrative concept, is different from the one post 1994, which is based on management principles. Prior to 1994, the public service was centralised, and post democratic government there was a decentralisation of public service, there

is a greater use of private sector management techniques and a greater competition in the public service.

2.8 SERVICE DELIVERY

Figure 2.2 not only illustrates the important relationships between Public Administration (PA), public administration (pa), human resource management, and service delivery, but also interaction, interdependence, and outcomes. Therefore, it is crucial that the right person with passion be appointed in the right position (RPPRP) for professional service delivery to take place. It means that the public servants should be educated, trained, and developed in PA so that effective services (pa) can be provided.

Figure 2.2: Relationships and Interaction PA, HR and Service Delivery



Source: Author (2022)

Service delivery is the output of the activities of public administration and the reason for the existence of all public institutions. Chapter 10 of the Constitution, 1996, enshrines the concept of public administration. Section 195(1) of the Constitution, 1996, provides that public administration as an activity must be governed by the democratic values and principles, and Section 195(2) of the Constitution, 1996, provides that the above Section 195(1) of the Constitution, 1996, applies to all administrations in all spheres of government and all organs of state including the SAPS. These include a high standard of professional ethics, which should be promoted and maintained. In addition, resources should be utilised efficiently, effectively, and economically. Section 195(1)(d) states that the services must be provided impartially, fairly, equitably, and without bias. Therefore, these services should be rendered in an equitable, fair, and reasonable manner without any discrimination by those public officials who execute public administrative activities.

Service delivery will not be successful without sound public administration. Another critical principle that is stipulated in the Constitution, 1996, is that good human resource management and career development practices to maximise human capital must be cultivated, and public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation. Section 197(1) of the Constitution, 1996, states that within public administration, there is a public service for the Republic, which must function, and be structured in terms of national legislation, and which must loyally execute the lawful policies of the government of the day.

The framework for service delivery within the South African Public Service had to be analysed as a point of reference for understanding service delivery in the SAPS. Improving the quality of service is one major goal of the human resources efforts of the SAPS. Therefore, it calls for the SAPS to recognise that there exists a relationship between high-quality service provided and the quality of employees. Service delivery depends on the quality of administration practiced by public institutions. According to Venter, Van der Waldt, Phutiage, Khalo, Van Niekerk and Nealer

(2007:148) the delivery of services relates both to the provision of tangible public goods, and of intangible public services and these are provided to clients.

The HRM strategy for the public service as provided for in the White Paper on Human Resource Management for the Public Service (1997) emphasises the necessity to maximise people development, management, and empowerment to accelerate transformation and service delivery that will benefit the people of South Africa. In terms of the White Paper on Transforming Public Service Delivery (1997), improvements in service delivery imply redressing the imbalances of the past. The effective utilisation of people depends on sound human resource management (career and retention management) policies. According to the Public Service Commission (PSC) report, 2008, amongst the challenges facing the South African Public Service are recruitment, development, and retention of competent managers.

Career and retention management, as the human resource management function, are two of the activities that impacts most critically on the performance of an organisation. Therefore, career and retention management can be regarded as central to the SAPS's capacity to deliver on its mandate, which is to ensure that all people in South Africa are and feel safe. In the absence of effective career and retention management policies and practices, the SAPS is likely to fail to retain highly competent, skilled professionals, as well as to render quality service to the people of South Africa. The SAPS requires capacity and skills to become more competent, professional, and efficient. The development of the SAPS members is crucial to ensure that they are professional. This will ensure that the SAPS provide a quality service to all South African communities.

2.9 CONCLUSION

This chapter is devoted to the conceptualisation of Public Administration, HRM, and NPM in relation to service delivery. A brief definition of public administration was provided. Different stages and events in the historical development of the discipline and the practice of public administration were discussed. Aspects like the politics/administration dichotomy, the principles of administration, and the NPM formed part of these stages. Woodrow Wilson and the likes of Cloete in South Africa contributed significantly to the developments of Public Administration, and both were regarded as the fathers of Public Administration. The different approaches and schools of administrative theories were also discussed.

The generic administrative functions of public administration, namely policy-making, organising, financing, determining work methods and procedures, and control, were briefly discussed. Public administration is really a composition of activities guided by the generic functions of public administration. The generic functions are interrelated and interdependent with one another, and one function cannot be effective without the others. These functions must be seen as a whole and could never be isolated, as it is impossible to deal with staffing without considering issues related to finance or any of the other generic functions.

The last part of the chapter dealt with service delivery and its relationship with public administration. Service delivery is the output of the activities of public administration and will not be successful without sound public administration. Service delivery also depends on the quality of administration practiced by public institutions. In the next chapter, CM will be discussed in detail.

CHAPTER THREE: CAREER MANAGEMENT

3.1 INTRODUCTION

This chapter discusses the concepts of career management (CM), as it plays an important role in determining the length of time that an employee will remain within the organisation. Firstly, it explores in detail the definition of CM and the conceptualisation of terminology relevant to CM. Secondly, theories and models of CM are discussed in detail. Thirdly, the purpose of CM and the role players responsible for CM are explained. Lastly, CM in the public service is discussed.

3.2 DEFINING CAREER MANAGEMENT

Before clarifying the term career management, the concept of career should first be defined. Greenhaus, Callanan and Godshalk (2010:9-10) and Greenhaus *et al* (2019) in Hobololo (2020:28) view a career as a mobility path within a single organisation or multiple employers, a pattern of work-related experiences that span the course of a person's life. Stone (2014) cited in Ragoolam (2020:37), described a career as a series of positions that an individual occupies during the course of their working life which exposes them to specific job experience and activities. This definition does not require that a person's work roles be professional, stable within a single organisation, or the portrayal of upward mobility. The work-related experiences are broadly construed to include job events such as job position, job duties or activities, and job related experiences; and subjective understanding of work related event such as work expectations, values, ambitions, needs, and feelings concerning specific work experience (Greenhaus *et al.* 2010:10). Clark (1992:4) and Magaji, Akpa and Ogundiwini (2021:419) defined career as a sequence of jobs or activities, planned or unplanned, involving elements of advancement, commitment, and personal development over a defined period of time. According to Ramgoolam (2020:39), career can be viewed as a sequence of occupations held by an individual. Career is observed as succession of related jobs that take place in a hierarchal order in an institution.

Like in the concept of the career, CM has been defined in a number of ways. Nokhwali-Mboyi (2018:25) defined CM as the process that integrates employees' career plans, progression, potential and preferences, while simultaneously considering the institution's needs and objectives. Armstrong and Taylor (2014:270) described CM as the process that shapes the advancement of people within an organisation by combining the interests of the individual with those of the organisation. Greenhaus *et al.* (2010:12) define CM as a process by which individuals develop, implement, and monitor career goals and strategies. Furthermore, Greenhaus *et al.* (2010:12) describe CM as an ongoing process in which an individual:

- Gathers relevant information about himself/herself and the world of work;
- Develops an accurate picture of his/her talents, interests, values and preferred lifestyle, as well as alternative occupations, jobs, and organisations;
- Develops realistic career goals based on this information;
- Develops and implements a strategy designed to achieve the goals; and
- Obtains feedback on the effectiveness of the strategy and the relevance of the goals.

Grobler, Warnich, Carrell, Elbert and Hartfield (2006:246) define CM as the process of designing and implementing goals, plans, and strategies that enable human resource professionals and managers to satisfy workforce needs and allow individuals to achieve their career objectives. London and Stumpf (1982:4) state that CM involves the interactive processes of developing a concept of self, relative to one's work roles and being an effective employee. According to London and Stumpf (1982:4) individuals manage their careers through decisions to seek and accept or reject various work-role opportunities while the organisations manage careers by selectively making such opportunities available to specific individuals. According to Erasmus, Swanepoel, Schenk, Van Der Westhuizen and Wessels (2005:297), and Armstrong (1992:159), CM is the process that plans and shapes the progression of individuals within an organisation in accordance with the organisational needs and objectives, employees' performance potential, and their preferences. Furthermore, Armstrong (1992:159) identifies three overall aims of CM which are:

- To ensure that the institution's needs for management succession are satisfied;

- To provide men and women of promise with a sequence of training and experience that will equip them for whatever level of responsibility they have the ability to reach; and
- To give individuals with potential the guidance and encouragement they need if they are to reach their full potential and achieve a successful career with the institution in line with their talents and aspirations.

It can be deduced that CM is a relatively complex process which requires an institution like the SAPS to assist its employees in achieving their career goals and ambitions. However, each employee is responsible for managing his/her own career in consultation with the supervisor by identifying career goals coming from personal objectives, and aligning these with organisational goals, selecting strategies, and developing plans to achieve their goals. Therefore, CM is a shared responsibility for both the employee and the employer through its managers; and managers should ensure that career options as well as the required competencies are discussed with employees as part of human resource development. The following section will describe and conceptualise the terminology relevant to CM. Each concept will be considered separately before being assimilated into the specific focus that the research topic defines.

3.3 CONCEPTUALISATION OF CAREER MANAGEMENT

In this section, concepts of CM, such as career planning, career development, and career paths, are explained. These concepts are discussed in order to reach an understanding of the field in which this research is located. Each of these concepts will have to be considered separately before being assimilated into the specific focus defined by the research topic.

3.3.1 Career planning

Career planning is defined by Hall (1986:3) as a deliberate process of becoming aware of self, opportunities, constraints, choices, and consequences identifying career related goals and

programming work, education and related developmental experiences to provide the direction, timing, and sequence of steps to attain a specific career goal. Schreuder and Coetzee (2008:59) and Vermeulen (2016:165) describe career planning as the process by which employees obtain knowledge about themselves (their values, personality, preferences, interests, and abilities) and information about the working environment, and then make an effort to achieve a proper match. Career planning is the process of generating action steps for individuals to progress along alternative pathways in work systems (London and Stumpf, 1982:4).

Career planning is the responsibility of both the employees and supervisors, and organisations also have to play a part. Therefore, the employees are responsible for identifying their own career goals, interests, and their development needs. They must assess themselves, analysing their skills, experiences, weaknesses, and strengths. Career planning involves going through a process of assessing and discussing performance and identifying expectations of both the employer and the employee, and then setting goals for career progression and thereby identifying training and development opportunities (Hartzenberg, 2005:12).

3.3.2 Career development

Career development is defined as an “ongoing process by which individuals’ progress through a series of stages, each of which is characterised by a relatively unique set of issues, themes, and tasks” (Greenhaus *et al.* 2010:13). Hobololo (2020:28) described career development as a self-initiated, lifelong process that is supported by organisations, communities and families, and at the core of career development is the uniqueness of individuals, their varied interests and life circumstances. London and Stumpf (1982:4) view career development as the activities individuals participate in to improve themselves relative to their current or planned work-roles. These activities are labelled as career development as they are activities that organisations sponsor to help ensure that they will meet or exceed their future human resource requirements. Career development refers to the process by which individuals and leaders manage various tasks, behaviours, and experiences within and throughout work and organisations over time, with

implications for identity related to employee work (Zacher, 2018) cited by (Rahman and Syahrizal, 2019:472). Career development is a conceptual system that identifies, describes, and integrates important factors affecting lifelong human involvement with work (Srebalus, 1998:23). Therefore, from the above definition, it is concluded that career development provides opportunities for advancing careers for employees, as well as meeting the goals of the organisation.

3.3.3 Career paths

Croteau and Wolk (2010:61) defined career path as the process of developing milestones of opportunities within the same institution for employees to accomplish. A career path is described by Schreuder and Coetzee (2008:59) as the “objective descriptions of sequential work experiences, as opposed to subjective, personal feelings about career progress, personal development, or satisfaction”. A career path is like a map indicating the alternative routes (various positions) an employee can follow to reach his/her career goal (Pieters, 1998:67). According to Nokhwali-Mboyi (2018:38) career path involves the identification of growth and development opportunities and working towards attaining particular career goals. Heathfield (2015) in Vermeulen (2014:165) explained that career path encompasses an understanding of the knowledge, skills, personal attributes and experience that is necessary for an employees to advance in his/her career laterally, vertically or horizontally. In other words, it is a succession of different jobs through which an employee may move within an organisation. Career paths set out a sequence of posts to which employees can be promoted, transferred, and rotated. In the next section, Super’s process theory, and Holland’s content theory are discussed.

3.4 THEORIES OF CAREER MANAGEMENT

This section discusses Super’s process theory and Holland’s content theory. These theories present individuals with ample opportunities to discover and rediscover careers in which they can match their changing lifestyle while maintaining active participation in the career decision-making process. According to Schreuder and Theron (2001:37), a discussion of career choice cannot take

place without considering the context of the individual's preferences, orientation, and aspirations, as well as the context of economic conditions and sociological factors such as family and education.

3.4.1 Super's Process Theory

According to Super (1992), cited in Erasmus *et al.* (2005:298), career choice refers to a whole series of related decisions that are made during a development process covering five life stages from childhood to old age. Super's process theory identified the following career stages (Erasmus *et al.* 2005:298; Vermeulen, 2016:167-168; Nokhwali-Mboyi, 2018:53-55):

3.4.1.1 Growth (Birth to 14 years)

During this period, the child develops certain concepts of their future roles as adults, their autonomy, self-esteem, a perspective on the future, and a feeling of being in charge of their lives. According to Niles and Harris-Bowlsbey (2009:45), children ages four to thirteen years are confronted with the career development tasks of developing a beginning sense of self and a basic understanding of the world-of-work. Children progress through the sub-stages of fantasy, interest, and capacity and they progress through these sub-stages by using their innate sense of curiosity, first to engage in occupational fantasies, and then, through exploring their environment, for example, home, school, parental, and peer relationships.

3.4.1.2 Exploration (Adolescence, age 14 to 25)

Using self and occupational information and their heightened sense of awareness that the present influences the future, adolescents aged 14 to 24 years old turn to planning for the future (Niles and Harris-Bowlsbey, 2009:45). During this stage, the systematic exploration is provided by schools and other organisations, and an adolescent's social exploration is stimulated by his/her parents and peer group. Within the CM domain, future planning involves addressing the tasks crystallising and specifying occupational preferences and, once a preference is specified, people turn to

implementing an occupational choice. Crystallising an occupational preference requires people to clarify the type of work they will enjoy, and this process builds upon the occupational and self-information acquired during the growth stage.

3.4.1.3 Establishment (Early adulthood, age 25 to 45)

As early adulthood is reached from about 25 to 45 years of age, the career development tasks associated with this stage are stabilising, consolidating, and advancing. Stabilising usually begins immediately after entering an occupation, as one evaluates whether the occupational preference one has implemented provides adequate opportunity for self-concept expression. Some individuals stabilise as far as their career exploration is concerned, while others continue to change careers, their field of activity, and their level of employment throughout their lives. Children of parents that are well educated tend to also be well educated, and to be employed at higher levels than the children of people with a low level of education. Young adults also tend to pass through a stage of trying out various careers in their late twenties, followed by stabilisation in their thirties and early forties, and also followed by a period of consolidation and advancement, without which the individual becomes frustrated causing him/her to either stagnate in a career or to change careers (Erasmus *et al.* 2005:298; Niles and Harris-Bowlsbey, 2009:45).

3.4.1.4 Maintenance (Middle adulthood, age 45 to 65)

During this stage, workers encounter the career development tasks of holding, updating, and innovating. The more motivated keep up to date in their career field, while the innovators are constantly exploring new avenues. Many workers are confronted with the choice of either keeping up with the advancements in their field to maintain, or to improve their level of performance, or opting for changing occupational field. Those who fail to advance tend to stagnate and become disillusioned, and they avoid opportunities to learn new skills as they develop a passive approach to their work instead of actively acquiring and applying new knowledge (Erasmus *et al.* 2005:298; Niles and Harris-Bowlsbey, 2009:45).

3.4.1.5 Decline (Old age from 65 and older)

At some point towards the end of the maintenance stage, often as physical capacities begin to decline, interest in work activities begin to wane. Workers become more concerned with planning for retirement living. The decline stage involves the career development tasks of deceleration, retirement planning, and retirement living. At the age of 65, workers begin decelerating from their work activities as they begin to become concerned about their lifestyle and activities in retirement, and often these concerns contain physical, spiritual, and financial considerations (Erasmus *et al.* 2005:299; Niles and Harris-Bowlsbey, 2009:45).

In summary, the decisions made at a young age may relate to nothing but fantasy because they are likely to learn more about needs and wants of self rather than the reality factors. In the second stage, the Born Free Generation, who are constables, does not have more information as young adults to choose a good career for life. In the early adulthood (age 25 to 45), which according to this study, is the Generation Y or Millennial, some individuals stabilise as far as their career exploration is concerned, while others continue to change careers, their field of activity, and their level of employment throughout their lives. Generation X belongs to the maintenance stage, where workers encounter the career development tasks of holding, updating, and innovating. Some Baby Boomers are already retired while others a preparing to exit the workforce. This stage involves the career development tasks of deceleration, retirement planning, and retirement living. Therefore, the above career stages and generations inform the process of career development.

3.4.2 Holland's Content Theory

Holland's content theory belongs to a long tradition of theoretical perspectives seeking to describe individual differences in personality types, and it has been described as an interactive model based on a topology of persons and environments. It provides an explicit link between various personality characteristics and corresponding job titles. It organises more information about people and jobs. According to Niles and Harris-Bowlsbey (2009:63) and Erasmus *et al.* (2005:299), Holland's theory is based on the following four assumptions:

- People can be categorised as one of six types: realistic, investigative, social, conventional, enterprising, and artistic;
- There are six corresponding environmental types: realistic, investigative, social, conventional, enterprising, and artistic;
- People search for environments that will let them exercise their skills and abilities, express their attitudes and values, and take on agreeable problems and roles, and
- A person's behaviour is determined by the interaction between a personality and an environment.

Holland contends that career interests are an expression of the individual's personality. The more one resembles any particular personality type, the more likely it is that the person will manifest the behaviours and traits associated with that type (Niles and Harris-Bowlsbey, 2009:63). Holland's content theory identified the following six basic personality types, and according to him, each person shows a degree of similarity to one of this type (Erasmus *et al.* 2005:299; Vermeulen, 2016:169; Roythorne, 2019:69):

3.4.2.1 Realistic type

The realistic personality type develops a preference for a clear and orderly manipulation of objects, tools, machines, and animals, through which mechanical, electrical, technical, and manual skills could be acquired. The realistic person has mechanical abilities but may lack social skills. This personality type prefers realistic careers such as craftsman, farmers, surveyors, or electricians. This person values concrete things such as money, and personal characteristics such as status and power (Erasmus *et al.* 2005:300; Vermeulen, 2016:169; Nokhwali-Mboyi, 2018:58-59; Roythorne, 2019:69).

3.4.2.2 Investigative type

The investigative personality type prefers activities that entail the observation, symbolic, systematic and creative investigation of physical, biological, and cultural phenomena, with the aim of understanding and controlling these phenomena. This personality type prefers investigative

careers in the field such as economics, engineering, psychology, computer programming, veterinary practice, and tools making. These people regard themselves as learned and have a high regard for scientific knowledge (Erasmus *et al.* 2005:300) Vermeulen, 2016:169; Nokhwali-Mboyi, 2018:58-59; Roythorne, 2019:69).

3.4.2.3 Social type

The social personality type prefers activities that include the manipulation of people, such as training and assistance. This type of person usually prefers socially oriented careers such as social worker, teacher, and police officer, and avoids realistic careers such as mechanical engineer and plumber. These people regard themselves as being well-equipped to help other people, to understand, and to educate them, and they also place a high priority on social and ethical matters (Erasmus *et al.* 2005:300; Vermeulen, 2016:169; Nokhwali-Mboyi, 2018:58-59; Roythorne, 2019:69).

3.4.2.4 Artistic type

The artistic personality type prefers ambiguous, free, un-systematised activities that include the manipulation of human, verbal, and physical material, and the acquisition of skills in the field of language, art, music, drama, and writing. This type of person prefers a career in the arts such as writer, graphic design, and interior design, and such person regards himself/herself as creative, nonconforming, independent, organised, and blessed with artistic and verbal skills such as writing, communicating, and acting and has a high regard for the aesthetic (Erasmus *et al.* 2005:301; Vermeulen, 2016:169; Nokhwali-Mboyi, 2018:58-59; Roythorne, 2019:69).

3.4.2.5 Conventional type

This personality type displays a pattern of preference for orderly and systematic jobs such as record keeping and filing through which clerical and accountancy skills are acquired. This type of person prefers conventional careers such as receptionists, personal assistant, and typists and they avoid careers in the arts like photographers and musicians. These individuals see themselves as

conforming and orderly and as having clerical and numerical skills and have a high regard for business and economic achievements (Erasmus *et al.* 2005:300; Vermeulen, 2016:169; Nokhwali-Mboyi, 2018:58-59; Roythorne, 2019:69).

3.4.2.6 Enterprising type

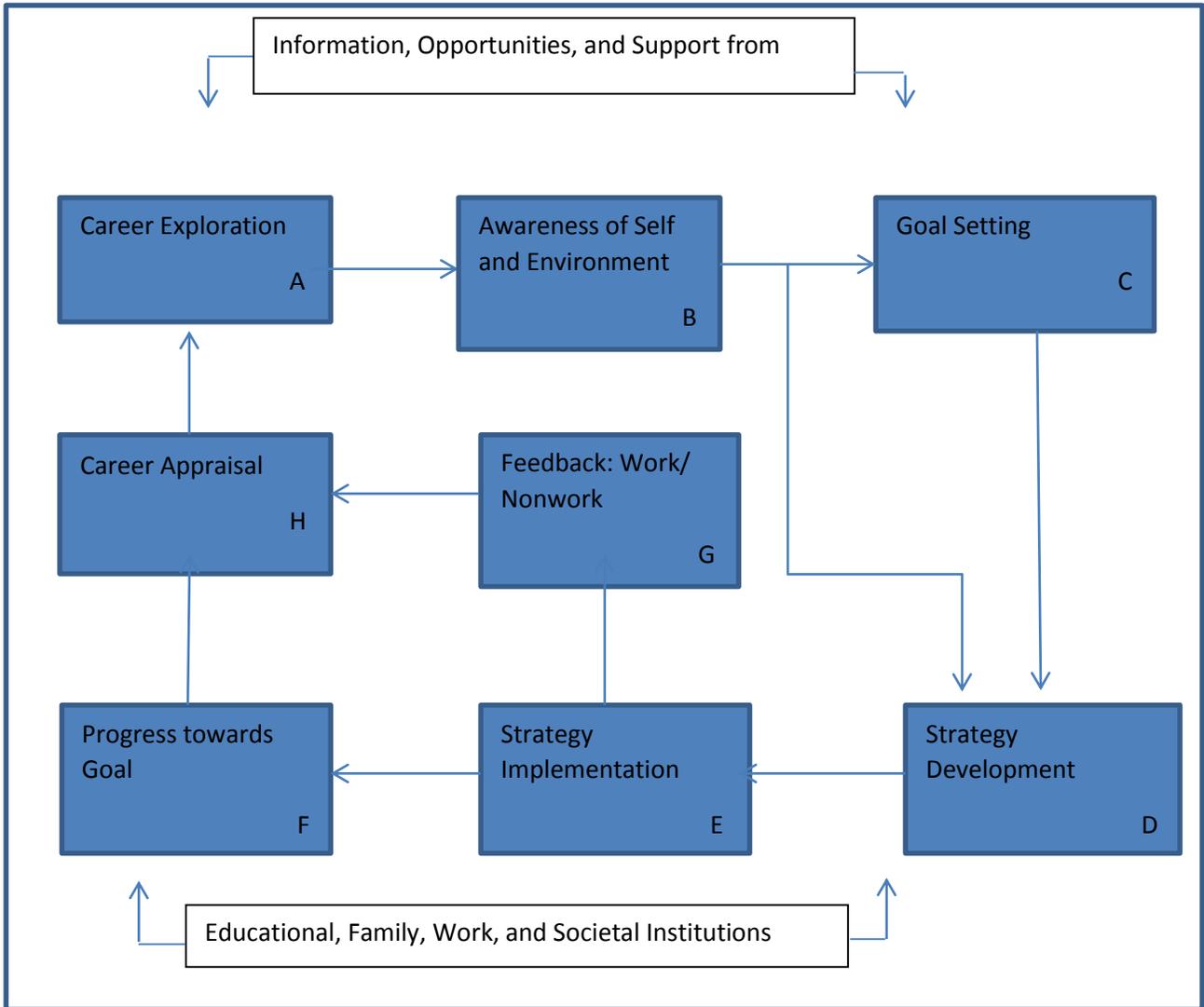
The enterprising personality type prefers activities that include the manipulation of others to attain organisational or economic gain through which leadership and interpersonal and persuasive skills are acquired. This type of person prefers careers and situations which demand an enterprising nature such as banker and estate agent, and avoids careers requiring analytical skills such as economist and actuary. This personality regards him/her as aggressive, popular, full of self-confidence, and blessed with leadership and communicative skills, and has a high regard for economic achievements (Erasmus *et al.* 2005:300; Vermeulen, 2016:169; Nokhwali-Mboyi, 2018:58-59; Roythorne, 2019:69).

In summary people prefer an environment where they will have opportunity to use their skills and abilities and choose jobs where they can be around others who are like them, for example, if a person and environment have similar types, a detective in a detective environment (SAPS then the person will likely be satisfied and persist in that environment. In the next section, the model of CM is discussed.

3.5 MODEL OF CAREER MANAGEMENT

This section explains the model of CM cited in Greenhaus *et al.* (2010:24). A model in the social science is described as a picture or representation of reality. A model contains a set of variables that are related to each other in a specified manner so that you can better understand some piece of the world. The model of CM describes how people should manage their career. To manage a career is to make a decision or a series of decisions. If you do not actively manage the direction of your career, then you leave your career up to chance or whim. According to Greenhaus *et al.* (2010:24), CM is the process by which individuals can make reasoned, appropriate decisions about their work life, and it is also an approach to problem solving that can be used to address a wide variety of career decisions.

Figure 3 1: CM Model: Individual’s perspective



Source: Greenhaus *et al.* (2010:24)

Figure 3.1 illustrates the CM model, and it indicates that individuals need to make a decision by starting with career exploration (Box A). They should begin gathering information about different career opportunities and they must also collect information about themselves concerning what they enjoy doing, where their talents lie, and the importance of work in their life and about alternative jobs inside and outside the institution. If conducted properly, career exploration will enable individuals to become fully aware of their environment (Box B). They will gain insight into their

values, interests, and talents in their working and non-working lives. They will become aware of job options and their requirements and of opportunities and obstacles in the environment.

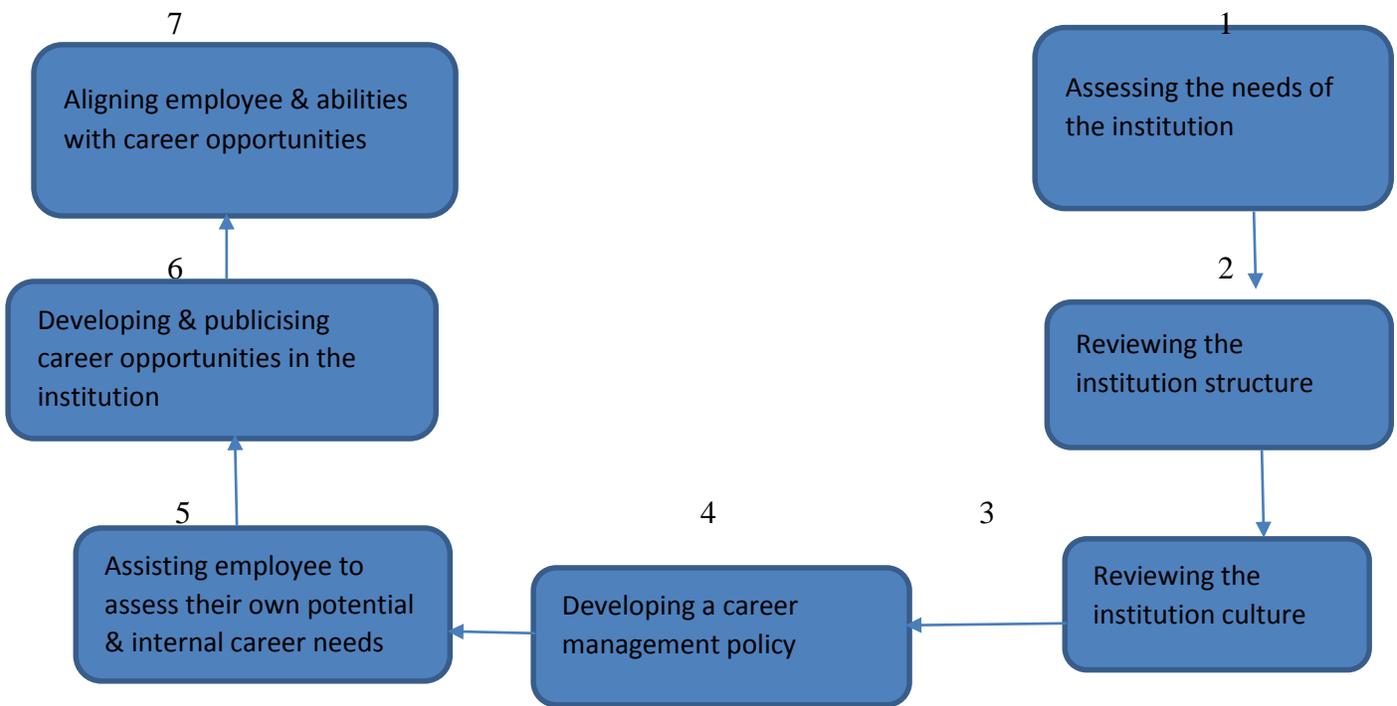
The individuals' awareness and environment in Box B will help them to choose the career goal to pursue in Box C. A career goal is a desired career related outcome that a person intends to attain (Greenhaus *et al.* 2010:53). The advantage of establishing a career goal is that an individual can direct his/her efforts in a relatively focused manner, and once goals are in place, complementary behaviours and attitudes that reinforce these goals occur. For example, a warrant officer who sets a goal to become a captain can begin to plan a strategy for the attainment of the goal. Without an explicit goal, a plan of action is difficult to develop. Awareness is a central concept in career management, a thorough awareness of self and one's environment enables a person to set appropriate career goals and to develop appropriate career strategies.

The establishment of a realistic goal or set of goals will facilitate the development of a career strategy in Box D, and the implementation of career strategy in Box E. The career strategy plan should be updated as new career information is explored, and the individual must be committed to implementing the plan if he or she is to reach the goal (Pieters, 1996:75). Institutions develop strategic plans that enable them to pursue their goals successfully, and the same principle of strategic planning is applicable to individual career management. Greenhaus *et al.* (2010:55) identifies seven career strategies to enhance goal attainment, and it includes competence in one's present job, putting in extended hours, developing new skills, developing new opportunities, attaining a mentor, building one's image and reputation, and engaging in organisational politics.

The implementation of a career strategy will produce progress towards a stated career goal in Box F. The implementation of a career strategy will also provide useful feedback, and this feedback, in conjunction with feedback from other work or non-work sources in Box G, will enable the police employees to appraise their career in Box H. Career appraisal is the process by which people evaluate and reconsider career choices and then use this feedback to facilitate further planning.

Feedback can come from a number of different sources. Constructive feedback enables people to determine whether their goals and strategies still make sense. The additional information derived from career appraisal in Box H becomes another vehicle for career exploration in Box A. According to Pieters (1996:75), CM from the institution's perspective constitute seven steps to be taken by management. Figure 3.2 illustrates the CM model and it indicates the steps to be taken by management regarding CM.

Figure 3 2: CM model: Organisation's perspective



Source: Pieters (1996:76)

The explanations of the seven steps illustrated in Figure 3.2 are as follows:

a) Assessing the needs of the institution

It is vital that career opportunities be linked with human resource strategies as well as the overall business strategies. The right number of jobs and the unique tasks and requirements of each job should be determined. Assessing the needs of the institution requires strategic planning as well as

human resource planning, which includes recruitment planning and involves getting the right people for the right job at the right time. This also includes a study of attribution patterns on how many employees are leaving the institution, which jobs or positions are most often affected, and a succession planning, which includes who will take over if somebody resigns or is transferred (Pieters, 1996:76).

b) Reviewing the institution structure

Anyone who will be involved or be part of any management of the institution needs to understand the structure of the institution. Any employees involved in CM also need to understand the structure of the institution, its divisions, components, units, levels, and job characteristics. A human resource officer or line manager cannot advise someone on career opportunities within the institution without a detailed understanding of the structures and career paths within those structures (Pieters, 1996:77).

c) Reviewing the institution culture

Organisation culture refers broadly to the way things are done in the organisation (Pieters, 1996:77). The organisation culture affects all change programmes, and care should be taken when introducing CM processes to ensure that they contribute to the ideal organisation culture. According to Boase (1996) in Pieters, (1996:77), the culture is a product of the organisation's value system, which is characterised by:

- Empowerment: when decisions are taken on the lowest possible level. This may be attractive to individuals who prefer to work independently and who display initiative;
- Multi-skilling: where employees are encouraged to obtain as many skills as possible on the horizontal level. Employees who prefer to specialise would not be attracted by this culture;
- Growth: where most of the employees consider human resource development to be important and all are actively involved in the development initiatives; and
- Freedom of occupational choice: where individuals have a free choice of when to take up available positions in an organisation.

d) Developing a career management policy

The CM policy should focus on guidelines for the individual and the organisation. The objective of the individual career planning process should be to ensure empowerment and lifelong learning for an employee. The objective of the organisational career planning process should support the retention of the best employees, especially those with scarce skills.

e) Assisting employees to assess their own potential and internal career needs

Some organisations provide formal assessments like psychological testing, aptitude tests, and interviews. There are a number of assessment instruments available to assist the person in determining his/her primary interest and basic aptitudes for various types of work.

f) Developing and publicising career opportunities in the organisation

Most of the organisations advertise vacant posts internally to find a suitable candidate within the organisation before advertising externally. Employees need to know what career opportunities are available now and what will be available in the future. Employees sometimes get frustrated when they don't know how to get ahead, and they don't understand how to develop themselves for the future. By being clear about performance expectations for the future, and at different levels of the organisation, employees will be able to more accurately self-assess whether they have what it takes to move ahead in the organisation.

g) Aligning employee needs and abilities with career opportunities

When employees have accurately assessed their career needs and have become aware of organisational career opportunities, the remaining problem is one of alignment (Flippo, 1984:260). The next step after the employee has been recruited, selected, and inducted is to be developed to better fit the job and the organisation. No candidate is a perfect fit at the time of hiring, so some training and education (human resource development) must take place. Mentoring is also a vital mechanism in the process of accelerating the growth and development of competent human resources of high a calibre.

In summary, line managers and human resource practitioners must understand the institutional culture of the organisation in order to advise employees on career opportunities within the institution and to develop and empower them. Career management policy and strategies must be developed to support the institution to retain the best employees, especially those with skills.

3.6 SCHEIN'S CAREER ANCHORS THEORY

As people gain knowledge, occupational, and life experience, their career anchors evolve and develop a clear self-concept. According to Schein (1978:125), career anchors constitute three distinct elements:

- Self-perceived talents and abilities based on actual successes in a variety of work settings;
- Self-perceived motives based on opportunities for self-testing and self-diagnoses in real situations, and on feedback from others; and
- Self-perceived values based on actual encounters between self and the norms and values of the employing organisation and work setting.

According to Schein (1978:1990), a career anchor consists of the individual's talents, motives, and values as perceived by himself or herself, which the individual uses to delimit motives and stabilise his or her career. If the employees are not aware of their career anchors, they could end up in working conditions that are not satisfying. Schein (1990:58-60) cited by Roythorne-Jacob (2019:122-123) identified eight career anchors that can assist individuals in making the right career choices, namely technical/functional competence; general managerial competence; autonomy/independence; security/stability; entrepreneurial creativity; service/dedication to a cause; pure challenge; and lifestyle.

Feldman and Balino (1996), in Coetzee and Schreuder (2011:79), re-conceptualised Schein's eight career anchors into three distinct groupings along with inherent motivations, and these motivations are described as being talents-based, needs-based, and value-based anchors. The talent-based anchors consist of managerial competence, which includes willingness to solve complex, whole of

organisation problems and undertake subsequent decision making; technical/functional competence, which is the achievement of expert status among peers; and entrepreneurial creativity for opportunity for creativity and identification of new businesses, products, or services.

The need-based anchors consist of security and stability, meaning that the long-term employment for health benefits and retirement options, autonomy, and independence of people for personal freedom in job content and settings, and the lifestyle motivations where it balance one’s personal and the family’s welfare with work commitments. The value-based anchors consist of pure challenges that test personal endurance through risky projects or physically challenging work, and service and dedication to a cause, working for the greater good of organisations or communities. Table 3.1 provides an overview of the eight career anchors and their underlying motivations.

Table 3.1: Characteristics of the eight career anchors

CAREER ANCHORS	CHARACTERISTICS
Talent-based anchors	
Technical/functional competence	<ul style="list-style-type: none"> • Identity built around content of work-the technical/functional skill in which the individual excels • Challenging work that allows application of expertise <p>Rewards</p> <ul style="list-style-type: none"> • Want to be paid according to skills • Opportunity for self-development in particular field
General Managerial competence	<ul style="list-style-type: none"> • High level of responsibility • Challenging, varied and integrative work • Leadership opportunities that allow contribution to organisation • Measure self by pay level- desires to be highly paid <p>Rewards</p> <ul style="list-style-type: none"> • Bonuses for achieving organisational targets • Promotion based on merit, measured performance, or results • Promotion to a position of higher responsibility-rank, title, salary, number of subordinates, size of budget

Entrepreneurial creativity	<ul style="list-style-type: none"> • Enjoys creating new products or services, building new organisations through financial manipulation, or by taking over an existing business and reshaping it in one's image • Obsesses with the need to create, requires constant new challenge <p>Rewards</p> <ul style="list-style-type: none"> • Wealth • Ownership • Freedom and power
Need-based anchors	
Autonomy/Independence	<ul style="list-style-type: none"> • Clearly delineated, time-bounded kinds of work within area of expertise • Clearly defined goal which allow means of accomplishment to the individual • Doesn't desire close supervision <p>Rewards</p> <ul style="list-style-type: none"> • Pay performance bonuses • Autonomy oriented promotion system
Security/Stability	<ul style="list-style-type: none"> • Stable, predictable work • Concerned about the context of the work and the nature of the work itself • Prefers to be paid in steady, predictable increments based on length of service • Benefit packages which emphasise insurance and retirement programs <p>Rewards</p> <ul style="list-style-type: none"> • Seniority based promotion systems with published ranks spelling out how long a person must serve in any given grade before promotion is preferred • Recognition for loyalty and steady performance • Assurance of further stability and steady employment
Lifestyle	<ul style="list-style-type: none"> • Desires to integrate the needs of the individual, family and career • Flexibility • Organisational attitude that respects personal and family concerns and makes renegotiation of the psychological contract possible <p>Rewards</p> <ul style="list-style-type: none"> • Company benefits that allow options for travelling or moving when family issues permit, part time work if life concerns require it, sabbaticals, paternity and maternity leave, day-care options, flexible work arrangements
Values-based career anchors	
Service/Dedication to a cause	<ul style="list-style-type: none"> • Works towards some important values of improving the world in some manner • Prefers helping professions <p>Rewards</p> <ul style="list-style-type: none"> • Fair pay • Recognition for one's contributions • Opportunities to move into positions with more influence and freedom

Pure challenge	<ul style="list-style-type: none"> • Pursues challenge for its own sake • Jobs where one faces tougher challenges or more difficult problems, irrespective of the kind of problem involved • Highly motivated Rewards • Adequate opportunities for self-tests
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Source: adapted from Schreuder & Coetzee (2006:221)

Nowadays, most institutions are deeply influenced by a highly dynamic environment in which political circumstances, economic conditions, technology, and social and cultural values continue to change rapidly. In the SAPS, it is proposed that the dominant career anchors include job security, service, dedication, and autonomy independence, since they are the need based anchors. The security and stability that these anchors offer mean that the long-term employment for health benefits and retirement options, autonomy and independence of people for personal freedom in job content and settings.

3.7 PURPOSE OF CAREER MANAGEMENT

Baron and Greenberg (1990: 320-321) define a typical career management programme's purpose as part of the larger human resources system, which involves efforts to:

- Help employees to assess their own career strengths and weaknesses;
- Set priorities and specific career goals;
- Provide information on various career paths and alternatives within the organisation; and
- Offer employees yearly reviews of their progress towards these goals by managers who have received training in conducting such assessments.

All organisations need an effective career system designed to accomplish specific goals and in order for CM to succeed, most organisations need a continuous flow of talented, skilled individuals

to fill existing or newly created positions (Baron *et al.* 1990:319). According to Baron *et al.* (1990:319) and the Public Service Commission Report (2000), career management programmes usually incorporate numerous human resource practices with the following objectives:

- a) Assisting employees to improve their performance. Career management programmes strive to involve employees in setting their own goals and recognising their strengths and weaknesses. It assists employees with the identification and facilitation of training needs and opportunities. This is mainly achieved during the PEP cycle, when a supervisor assesses an employee.
- b) Clarifying available career options. Through career management programmes, employees are informed of career options available within the organisation. It assists employees with the identification of skills and other qualities required for current and future jobs.
- c) Aligning the aspirations of employees with organisational objectives. CM programmes seek to improve the matching of jobs with the right employees. An assessment of the skills and competencies of employees could assist in accommodating them in positions for which they are best suited. This means placing employees according to their skills and qualifications.

3.8 CAREER MANAGEMENT IN THE PUBLIC SERVICE

According to the Public Service Commission (2010:23), the PSC reported on its first assessment of CM in the Public Service in 2000. The Public Service was not successful in implementing effective CM programmes. There was limited implementation of CM programmes, and the absence of CM programmes at that time was ascribed to, amongst others, outdated organisational structures, decentralisation, absence of time frames in national policy, and the anticipated implementation of the new Public Service Regulations (PSR). Subsequently, the PSR, 2001, took effect and the Codes of Remuneration (CORE) replaced the Personal Administration Standards (PAS).

CORE requires departments to develop their own career paths and career development programmes within the framework of the PSR and CORE. These developments also replaced the

system of rank and leg progression, where employees received a set annual increment and received a notch increase depending on their performance outcome for the year, which was a key feature of the centrally prescribed PAS. Although the departments have been given autonomy in developing their own career management systems, it has been observed that the autonomy that departments have in grading positions and in awarding higher salaries has created internal competition in the Public Service for scarce human resources, and thus is being seen as creating major factor that drives high staff turn-over (PSC, 2010:23). The introduction and implementation of the Occupation Specific Dispensations (OSDs) programme by the DPSA, which re-introduces common career paths and salary scales for cross-cutting job families in the Public Service, was aimed at improving government's ability to attract and retain employees through improved remuneration.

The South African Public Service is constituted in terms of Section 197(1) of the Constitution through the creation of public administration, structured according to national legislation, and responsible for loyally executing the lawful policies of the government of the day. Section 7(2) of the Public Service Act, (Act 103 of 1994), structures and organises the Public Service into national departments and provincial administrations. The Section 7 of the Public Service Act, (Act 103 of 1994), states that the head of the department shall be responsible for the efficient management and administration of his/her department, the effective utilisation and training of staff, the maintenance of discipline, the promotion of sound labour relations, and the proper use and care of state property. Effective career management, therefore, incorporates career planning, career development and utilisation and should enable members to maximise their career potential in line with the organisational needs and strategic objectives.

The corporate framework on career management for members of the SAPS should identify the managerial mechanisms, responsible authorities, and prescribe the management and execution of the processes, functions, procedures, and activities needed to ensure the optimal reconciliation of individual aspirations and organisational needs. Section 8 of the PSA, 1994, declares that the Public Service shall comprise persons who hold posts on the fixed establishment (normal and

regular requirements of a department) classified in the A-division (professional and technical staff with a graduate qualification) and the B-division (matric qualification, entry-level positions), in the services (permanent force of the South African National Defence Force, SAPS, and the Department of Correctional Services), in the National Intelligence Agency and in state educational institutions.

The need for effective career management and promotion in the Public Service is advocated by Section 195 (1)(h) and (I) of the Constitution of the Republic of South Africa, 1996. According to the Constitution, two of the basic values and principles that govern public administration are the cultivation of good human resource management and career development practices to maximise human potential. Public administration must also be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past. In addition to the Constitution, other government policies regarding transformation of human resource management practices have focused on the need for development of career management in the public service. According to Section 13.1 of the White Paper on the Transformation of the Public Service, 1997, the development of effective and lifelong career development paths for all public servants should be undertaken as part of a strategic framework for effective human resource development.

The White Paper on Human Resource Management of 1997 defines career management as a process by which career aspirations of the individual employees are reconciled with the operational objectives of the institution. Career aspirations have become an interesting phenomenon in that individuals are now even prepared to cross from one institution to another to meet these career aspirations. With the development of careers, the Human Resource Management (HRM) function has changed from that of facilitating the recruitment of staff to a more integrated approach of meeting institutional needs for human capital and individual career management. HRM is now focused on creating programmes to select and develop potential managers, and then providing programmes to meet the needs of multiple management levels and career aspirations. The White Paper on Human Resource Management of 1997 also provides a comprehensive policy framework

on HRM in the public sector. In terms of career management, the White Paper refers to key aspects of the HRM framework, such as devolutions, increased delegation and the institution of managerial mechanisms to give effect to the policy.

The White Paper on Human Resource Management in the Public Service, 1997, Section 5.5 provides that seniority shall no longer be a factor in promotion, and that performance reports will be relevant as it demonstrates whether the employee may be capable of doing the job for which he or she applied. Section 5.10 of The White Paper on Human Resource Management in the Public Service provides that employees in the South African Public Service are responsible for their own career management and have a duty to inform themselves of job, training, and development opportunities. The White Paper emphasises a new culture of human resource management in the South African Public Service, whereby employees should take responsibility for their own development. This White Paper also provides that career management procedures linked to a performance management system should be developed based on specific principles.

The Public Service Commission, 1997, is an independent body established in terms of the Constitution of the Republic of South Africa, 1996, to provide oversight over public service performance. Public Service Commission plays a key role in the promotion of good governance in the South African Public Service and has oversight over the application of human resource management practices, and how these promote or impede good governance. In terms of Section 196(4) of the Constitution, 1996, the powers and functions of the Public Service Commission among others are:-

- To promote the values and principles set out in Section 195, through the Public Service;
- To investigate, monitor, and evaluate the organisation and administration, and the personnel practices of the service;
- To propose measures to ensure effective and efficient performance within the public service;

- To give directions aimed at ensuring that personnel procedures relating to recruitment, transfers, promotions, and dismissals comply with values and principles set out in Section 195 of the Constitution, 1996.

In terms of the Public Service Regulations, 2001 (chapter 1, part VII, f 1-3), an executive authority may promote an employee to a vacant post on the approved establishment of the department if sufficiently budgeted funds, including funds for the remaining period of the medium term expenditure framework, are available, the vacancy has been advertised, and the candidate selected in accordance with regulation VII C and D. A promotion may not take effect before the first day of the month following the month during which the executing authority approved it. No employee has any right to promotion to a vacant post until the promotion has been approved in writing by the executing authority.

The White Paper on Affirmative Action, 1998, is the policy document legislated to directly address affirmative action and representative bureaucracy in the Public Service. Mello (2004:77) defines affirmative action as laws, programmes, or activities designed to redress past imbalances to ameliorate the conditions of individuals and groups who have been disadvantaged on the grounds of race, gender, and disability. This policy is put to operation by means of the Employment Equity Act, 1998. In terms of Regulation 36(2)(e) of the SAPS Employment Regulation, 1999, the National Commissioner may fill a vacant post without advertising it by utilising staff of equal grading, by absorbing an employee appointed or serving under an affirmative action or accelerated development programme who meets the inherent requirement of the vacant post or by filling a post as part of a laterally rotating or transferring of employees.

3.9 ROLE PLAYERS RESPONSIBLE FOR CAREER MANAGEMENT

Traditionally, institutions were responsible for CM of their employees. The management of people in the public service has been regarded as the task of personnel administration components whose

main task has been to ensure compliance with centrally determined regulations and prescripts. However, according to Boase (1996:36) recent schools of thought suggest that individuals themselves should be responsible for managing their careers. In her keynote address at the International Human Resource Management Conference in Cape Town on 19 April 2007, Former Minister for the Public Service and Administration, Ms G Fraiser-Moleketi, stated that HRM Strategy for the Public Service, as provided for in the White Paper, emphasises the necessity to maximise people development, management, and empowerment to accelerate transformation and service delivery that will benefit the people of South Africa. Since the advent of democracy in 1994, HRM in government institutions has been in a consistent process of transformation. The White Paper also provides that career management procedures linked to a performance management system should be developed based on the following principles:

- Employees are responsible for their own career management;
- The employee's immediate supervisor is responsible for familiarising herself/himself with the employee's career aspirations, as well as how this can best be met;
- The manager should keep up to date with job, training, and development opportunities, which are likely to assist in meeting both the employee's career aspirations and the organisation's operational objectives. The manager should also support the employee's efforts to avail herself/himself of these opportunities; and
- Managers have a duty in respect of employees whose careers have been hampered through no fault of their own, for example, employees who are disabled.

The Department of Public Service and Administration, as the custodian of human resource management policy and norms and standards in the South African public service, on 28 March 2011 developed a draft Guide on the Practice of Career Management in the Public Service, which mentioned the roles and responsibilities of various role players as follows:

- a) HR component's roles and responsibilities:
 - The roles and responsibilities of HR components, among others, include:
 - Ensuring that career management policy is valuable. The policy must aim to address empowerment, employment equity; and affirmative action;

- Developing and maintaining the department's career paths in conjunction with line managers;
- Facilitating the implementation of career development programmes within the department, which support employee retention, career progression, and succession practices in line with the HR plan of the institution and in compliance with applicable prescript;
- Advising and providing support to line managers on career management matters; and
- Facilitating formal career development discussions or counselling and workshops.

b) Manager/supervisor's roles and responsibilities

The manager or supervisor's role is to support employees' career development by:

- Holding career development discussions with the employees:
- Assisting employees in formulating realistic career goals that are linked to the institutional goals;
- Sensitising employees about the opportunities available in the institution and their potential fit for them;
- Creating opportunities for exposure within the institution;
- Providing performance feedback;
- Supporting employee development plans; and
- Motivating employees to enhance their competencies and thereby their performance in relation to the goals of the institution.

c) Employee's roles and responsibilities

The employee is the primary driver and owner whose role involves:

- Assessing their own skills, interests, abilities and development needs;
- Acting on their career goals and action plans;
- Remaining open, realistic, and flexible; and
- Taking responsibility for developing and maintaining their competencies.

d) Functional competency

According to the Guide on the Practice of Career Management in the Public Service, 2011, Career Management is one of the functional competencies for HR practitioners defined in the HR competency framework developed by Department of Public Service and Administration (DPSA). The competency career management is defined in terms of the three levels of proficiency, which are basic, intermediate, and advanced. These levels of proficiency are described with a series of behavioural indicators that clearly describe the specific types of behaviour exemplifying a given proficiency level on the job.

3.10 CONCLUSION

This chapter focused on a discussion of a career management framework with the focus on theoretical perspectives of career management and development. Firstly, it explored in detail the definition of CM and the conceptualisation of terminology relevant to CM. The purpose of career management was outlined and career management in the public service was explained. Schein's eight career anchors, which were reconceptualised into three distinct groups by Feldman and Balino and cited in Coetzee and Schreuder (2011:79), along with inherent motivations were discussed and were described as talent-based, needs-based, and value-based anchors.

CHAPTER FOUR: RETENTION MANAGEMENT

4.1 INTRODUCTION

Chapter 3 of this study focused on the definition, concepts, and theories of career management. Retention of employees is becoming a real challenge in today's Public Service environment, as employers begin to realise the value of people that make up the institution. A report by the PSC found that a high level of staff turn-over is among the most persistent challenges that the Public Service faces (PSC, 2010:18). One of the key challenges of the SAPS is to develop and retain competent employees. Developing and retaining potential employees is one of the most important processes that the HRM is tasked with ensuring that the institution is staffed with employees that are efficient and contribute to the effectiveness of the institution.

This chapter discusses the concepts of retention management as it plays an important role and is regarded as an important process in SHRM planning. The reason for this is that if retention management is not implemented and monitored effectively, it can cost the SAPS more money if it loses the employees that it invested in and developed. First, it explores the definitions of retention management and the conceptualisation of terminology relevant to retention management. Second, it present theories of motivation, and third, it deals with retention management in the public service, employee retention factors, and turnover.

4.2 DEFINING RETENTION MANAGEMENT

Deas (2017:42) and Snyman (2021:46) define retention as every human resource policy, practice and strategy aimed increasing the probability that all employees will stay within the organisation for the long period. Frank, Finnegan and Taylor (2004:13) define retention as the effort by an employer to keep desirable employees in order to meet business objectives. Casio (2003), cited in

Stoltz (2014:50), describes retention as the initiatives taken by management to keep employees from leaving the institution. This includes rewarding employees for performing their jobs effectively, ensuring harmonious working relations between employees and managers, and maintaining a safe, healthy working environment. Deas (2017:42) and Snyman (2021:45) defined employee retention as the complete set of human resource policies and strategies espoused by an organisation in its human resource practices to ensure that the best possible talent is attracted and retained for the maximum period of time. Browell (2003:5) cited in Mofokeng (2015:35), defines employee retention as keeping those members of staff that one wants to keep and not losing them for whatever reason, especially to the competitors. Nair (2009:2) defines employee retention as taking measures to encourage employees to remain in the institution for the maximum period of time. Samuel and Chipunza (2009:411) maintain that employee retention is a voluntary move by the institution to create an environment which engages employees for a long-term career. The purpose is to prevent the loss of competent or talented employees from the institution, as this could have adverse effects on productivity and service delivery.

Nair (2009:2) argues that institutions are facing numerous problems in employee retention and hiring knowledgeable people for the job is essential for an employer, but retention is more important than hiring. Employee retention is a process in which the employees are encouraged to remain with the institution for the maximum period of time or until the completion of the project (Kamdica, 2013:1). From the above definitions, it is apparent that a good employer should know how to attract and retain its employees because, as soon as they feel dissatisfied with current employer, they switch over to the next employer. Retention is to motivate employees to stay with the institution as long as possible by ensuring that their needs are satisfied and they are content. The next section discusses the employee retention strategies.

4.3 EMPLOYEE RETENTION STRATEGIES

One of the most challenging realities facing employers today is to find and keep valuable employees in the institution. To attract and retain talented employees, one should have something to offer. Employees should see joining the institution as a step towards a positive career move. This section focuses on retention strategies that will help institutions retain good staff and develop a stable workforce.

4.3.1 Strategic human resource planning

According Grobler *et al.* (2006:105) strategic human resource planning is the process through which institutional goals, as put forth in the mission statement, are translated into human resource objectives. SHRP helps to ensure that the institution is not over-staffed or under-staffed and that employees with appropriate talents, skills, and desire are available to carry out their tasks in the right jobs at the right time in the right place. SHRP is regarded as a tool to help determine organisational structure and operation in order to achieve strategic goals (Mello, 2014:23). According to Armstrong (2006) and Mello (2011), in Mello (2014:23), the aims of SHRP are as follows:

- Attract and retain employees required with appropriate skills, expertise and competences;
- Anticipate the problems of potential surplus or deficit;
- Develop a well-trained and flexible workforce that contributes to the organisation's ability to adapt to an uncertain and changing environment;
- Reduce dependence on external recruitment when key skills are in short supply by formulating retention and employee development strategies; and
- Improve the utilisation of people by introducing more flexible systems of work.

The White Paper on Human Resource Management in the Public Service, 1997, stipulates that; "Human resource planning is essential in order to ensure that an organisation's human resources

are capable of meeting its operational objectives. Human resource planning ensures that an institution:

- Obtains the quality and quantity of staff it requires;
- Is able to anticipate and manage surpluses and shortages of staff; and
- Develops a multi-skilled, representative and flexible workforce, which enables the organisation to adapt rapidly to a changing operational environment” (Republic of South Africa, 1997:12).

HR planning plays a critical role in informing the design and delivery of a professional, effective resourcing process and retention of all talented employees in the institution. An institution has to proactively and innovatively identify the most effective ways to achieve objectives by attracting the right people, at the right time, in the right place, with the right skills and competencies.

4.3.2 Job description

Job description defines the nature of the job content, the environment, and the conditions under which employment is carried out (Swanepoel *et al.* 1998:264). Pieters (1998:111) states that job description is one of the primary outputs of a job analysis, as it is a written description of what the job entails. In other words, a job description is a written statement of the content of a job, which is derived from the job analysis. The Public Service Regulation (PSR) III.I.1 of 2001 prescribes that departments must compile job descriptions for each post and/or group of posts. The PSR III.I.1 requires that job descriptions should be based on the main objectives of the post (jobs), should indicate the inherent requirements of jobs, and the requirement for promotion or progression to the next salary range, in accordance with a relevant career path. According to the National Instruction 1/2005 of the Performance Enhancement Process, a job description entails a written description of the duties, tasks, functions, competency requirements, and responsibilities attached to a post and include the purpose, key performance areas, inherent requirements, and performance indicators of the post.

According to the Guidelines on the Job Descriptions in the SAPS of 1 April 2010, the purpose of the guidelines on job descriptions is to give broad understanding and knowledge on the compilation, utilisation, and management of job descriptions in the SAPS. The SAPS Act 68 of 1995, as amended in 1999, and the Public Service Amendment Act, 1998, gives the National Commissioner control over the SAPS. The SAPS Employment Regulations, 2008, requires the National Commissioner to establish a job description for each post or group of posts in the SAPS, and the posts must be in line with the vision and mission of the SAPS with appropriate emphasis on service delivery. According to the Guidelines on the Job Descriptions in the SAPS of 2010 April 01, job descriptions must contain the following aspects to comply with the minimum requirements of the SAPS Employment Regulations:

- Key performance areas of the post;
- Inherent requirements of the job; and
- Requirements of the promotion or progression to the next salary range, in accordance with a relevant career path.

The National Commissioner is also required to review job descriptions at least once in five years and, where necessary, redefine them to ensure that they remain appropriate and accurate. According to PSR III.I.2, job descriptions must remain appropriate and accurate, and must be reviewed at least every three years. In assisting the department in designing a job and/or a career path linked to the salary scale, the Minister shall determine a code of remuneration (CORE) for an occupational category, and an occupational classification system (PSR III.I.3).

According to Grobler *et al.* (2006:157), the eight identified uses of job descriptions in human resource function are as follows:

- Job descriptions may be used to develop recruitment advertisements and to provide applicants with additional information about job openings;
- Job descriptions are often used when they include job specifications as a means of providing the interviewer with concise, accurate information about the job. The interviewer

can then better match the applicant to the job opening and make sure that the minimum qualifications of the job are met by the applicant;

- New employees may be given job descriptions to spell out job requirements and areas to be evaluated (orientation); and
- Organisations use job descriptions to identify both the training an employee requires for effective performance and the type of training current employees may need to become promotable.

4.3.3 Human Resource Development

Human resource development (HRD) is described by Van Dijk (2003:20) as the integrated use of training and development, organisational development, and career development to improve individual, group, and institutional effectiveness. HRD is intended to provide opportunities for advancement and can also make employees feel that they are valuable to the institution and may also provide a sense of self-worth, therefore building a stronger effective commitment (Dockel, 2003:22). From the discussion, it can be deduced that the employees need to be highly skilled and competent to be retained in order to perform their jobs effectively. It is also evident that training forms an important component in any institution.

4.3.3.1 Knowledge and skills

According to Pieters (1998:115), knowledge refers to what the incumbent must know. There are three areas of knowledge namely: scientific knowledge, which refers to the general method, rules, and principles of the physical, natural, economic, or behavioural; technical knowledge, which refers to specific techniques, rules, and principles that have a bearing on a particular technological application of the general science; and task knowledge, which refers to very specific knowledge, for instance, knowledge of safety or of specific equipment, procedures, methods and policy applicable to the execution of a certain task in a specific work situation.

Harrison (1993:264) defines the concept of skill as the process of enabling individuals to assume new roles and implement systems effectively in order to successfully achieve stated performance outcomes. A skill is the ability to demonstrate a strategy and flow of behaviour that is realistically related to the attainment of a performance goal (Robbins, 1995:15). According to Chelechele (2009:45), the concept of skill is frequently and correctly identified as an important area of knowledge that must be acquired to function effectively in any task that is supposed to be executed and implemented. Meyer (1999:81) states that there are skill categories that can be valuable in properly determining whether management is functioning effectively and efficiently in any institution. These categories include technical, interpersonal, and conceptual skills. According to Van Dijk (2003:110), technical skills refer to the practical application of a function, interpersonal skills refer to the ability to work well with others, while conceptual skills refer to the ability to recognise and understand the complex elements of a situation, to solve a problem, or formulate a policy.

4.3.4 Performance management

Performance management refers to a variety of activities that are carried out to improve the performance of employees, with the ultimate purpose of improving the success of a public institution (Malefane, 2016:143). Armstrong (2001:1) defines performance management as a strategy and integrated process that delivers sustained success to organisations by improving the performance of the people who work in them and by developing the capabilities of an individual contributor and teams. Performance management is the integrated management of organisational and individual performance with the objective of ensuring sustained organisational success, alignment of output to strategy, and ongoing capability development (Kanyane and Malebane, 2009:60).

Baron (1990:10) defines performance management as the administration of the employees' level of competence in order to determine their skills needs. Performance management is significant to the individual employees with regard to promotions, career development, mobility, and continued

employment. According to Swanepoel *et al.* (2003:372), performance appraisal is a formal and systematic process through which relevant strengths and weaknesses of employees are identified, observed, measured, recorded, and developed. The National Instruction 1/2005 of the Performance Enhancement Process states that PEP is the process that defines, assesses, reinforces, and promotes the job related behaviour and output expected of an employee. Thus, for the employee to be promoted to the next level, an annual rating of satisfactory for the last PEP performance assessment cycle is needed. This also means that if an employee is not assessed (PEP), he/she will not be suitable for promotion.

4.3.5 Career opportunities

Career opportunities refer to the internal and external career options that an employee may have. Careers are not static by nature. Career opportunities in the organisation usually take on the form of one of the following:

- Vertical career movement.

Vertical career movement takes the form of promotion. When an employee is promoted, he/she generally faces increased demands in terms of skills, abilities, and responsibilities. In return, the employee is granted better remuneration and more authority, as well as higher status.

- Lateral career movement.

Transfers are lateral career movements in the organisation. A transfer is the reassignment of an employee to a job with similar pay, status, duties, and responsibilities. Whereas a promotion is an upward movement, a transfer involves a horizontal movement from one job to another. There are numerous reasons for an employee to be transferred. For example, an employee wants to be closer to home to take care of his/her family, or an organisation initiates a transfer to further the development of the employee, especially at the management level.

- Diagonal career movement.

Diagonal career movement refers to the movement of employees not only up or down the career ladder, but also across the disciplines. An example is the case where an employee who is employed under the PSA, 1994, is employed under the SAPS Act. An employee who is employed as an administration clerk or personnel practitioner can be employed as a commander or head of Vispol or finance as Major-General.

4.3.7 Compensation

The term compensation is often used interchangeably with wage and salary administration, however, the term compensation is actually a broader concept and is a form of reward that an employee receives from an organisation in exchange for service (Grobler *et al.* 2006:350). Compensation can be divided into monetary and non-monetary rewards. According Grobler *et al.* (2006:157) and Dockel (2003:17), monetary rewards are extrinsic financial rewards that organisations pay to their staff for the service they deliver. Such rewards may include the base salary, incentives, and benefits. Non-monetary rewards, on the other hand, are intrinsic rewards, such as achieving personal goals, autonomy, and more challenging job opportunities.

According to Mello (2014:73), compensation refers to the remuneration that the state, as the employer, pays for a certain period of work or for a certain amount of work that its employees perform in pursuit of the public good. Compensation is a systematic approach to providing monetary value to employees in exchange for work performed, which takes the form of a salary, bonuses, vacation time, and commissions; while non-monetary compensation is designed to recognise a special achievements or the completion of something that enhances an employee's job performance or value to an institution, for example, promotion, healthcare benefits, life insurance, cell phone allowance, and car allowance. Remuneration and conditions of service play a very important part in recruiting and retaining employees with the required skills (PSC, 2010:20). Since the SAPS is one of the largest institutions in the government, is unionised, and has a labour right legal framework, remuneration and conditions of service are subject to negotiation, which means

the State cannot unilaterally impose its policy positions. According to PSC (2010:20), DPSA has introduced “total cost to employer” packages for the SMS and the MMS. The MMS and SMS dispensations allow for the remuneration of high-level professionals at packages equivalent to their managerial counterparts, thereby creating conducive conditions for institutions to recruit and retain scarce skills. It is evident from the foregoing that retention of employees is very costly, as the institution cannot keep employees without satisfying certain requirements, such as a positive environment, good policies, and many other factors that will be part of this research. In the next section, the concept of motivation is defined and the motivational theories are explained.

4.4 MOTIVATION

Motivation is seen as intrinsic to human beings and can be observed in behaviour. Motivation is not tangible, it is difficult to concretise and therefore, its definition is to some extent abstract. This section defines and explains the concept and the theories of motivation. It is important for managers to understand the process of human motivation because it is the key influence on work performance. There are content, process, and reinforcement theories of motivation that are designed to assist managers to understand the requirements and goals of employees, and to help managers to stimulate and sustain a particular course of action or to stop certain behaviour that is proving problematic in the organisation. For the purpose of this study, only five major approaches that lead to the understanding of motivation are discussed in this section.

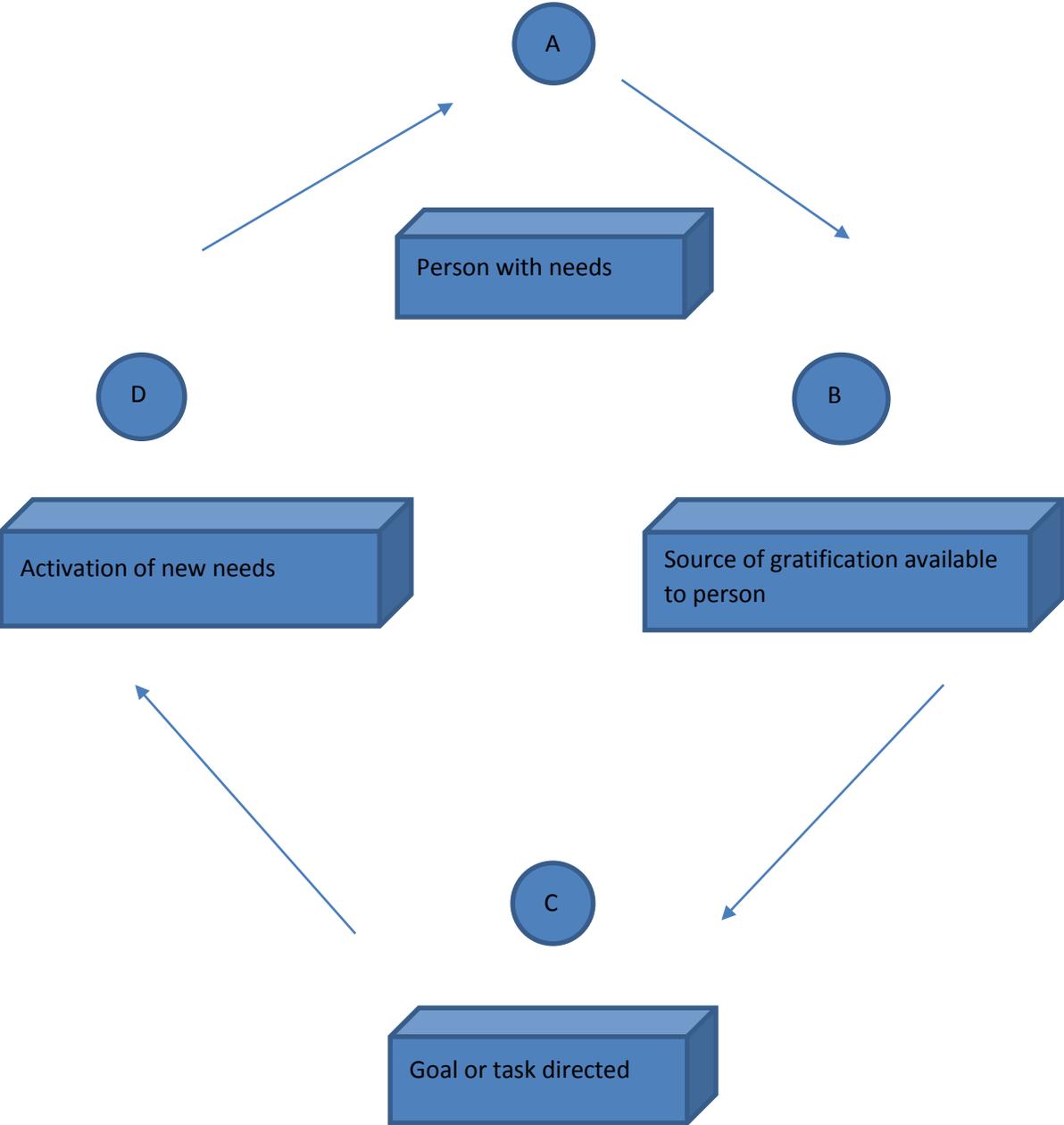
4.4.1 Definition of motivation

There are numerous definitions of motivation. The meaning of the Latin word *movere* is “to move” and the word “motivation” stems from that (Smit *et al.* 2003:338; Mello, 2014:108). Robbins (1995:292) and Mello (2014:108) describe motivation as the willingness to do something. According to Smit *et al.* (2003:338), motivation is what drives people to behave in certain ways, and from an organisational point of view, motivation is the willingness of an employee to achieve organisational goals. Van Dijk (2003:105) avers that motivation is a reaction based on an expressed

need, and if the need is not met, then either the manager did not use the right motivational theory, or the employee failed to express the need.

Halepota (2005:16) defines motivation as “a person’s active participation and commitment to achieve the prescribed results. Based on the definition by Louw and Edwards (1993:427), motivation is a word that refers to a number of factors which determines or regulates behaviour. Motivation is defined by Mitchel (1982:81) as “those psychological processes that cause arousal, direction, and persistence of voluntary actions that are goal directed. Halepota (2005:14) defines a conceptual model of motivation as illustrated in figure 4.1 as follows: “At point A, a person with needs wants to fulfil his needs. At point B, a person finds resources to fulfil those needs, at point C, he/she engages/motivates himself/herself to achieve tasks to fulfil those needs, and at point D, new needs arise if original needs are met. In this way, his/her needs are met.

Figure 4 1: Concept model of motivation



Source: Halepota (2005:14)

Motivation is observed in an individual's behaviour, and it is assumed that most behaviour is influenced by the level of an individual's motivation. From the above statement, it can be deduced that motivation is an internal resource, observable in behaviour and a state of arousal that directs behaviour to achieve specific goals which are important to the individual.

4.4.2 Theories of motivation

Different motivation theories exist that try to explain employer-employee behaviours. Understanding theories of motivation gives insight into the different factors that have an impact on the motivational level of a person. For the purpose of this study, the following motivational theories are discussed:

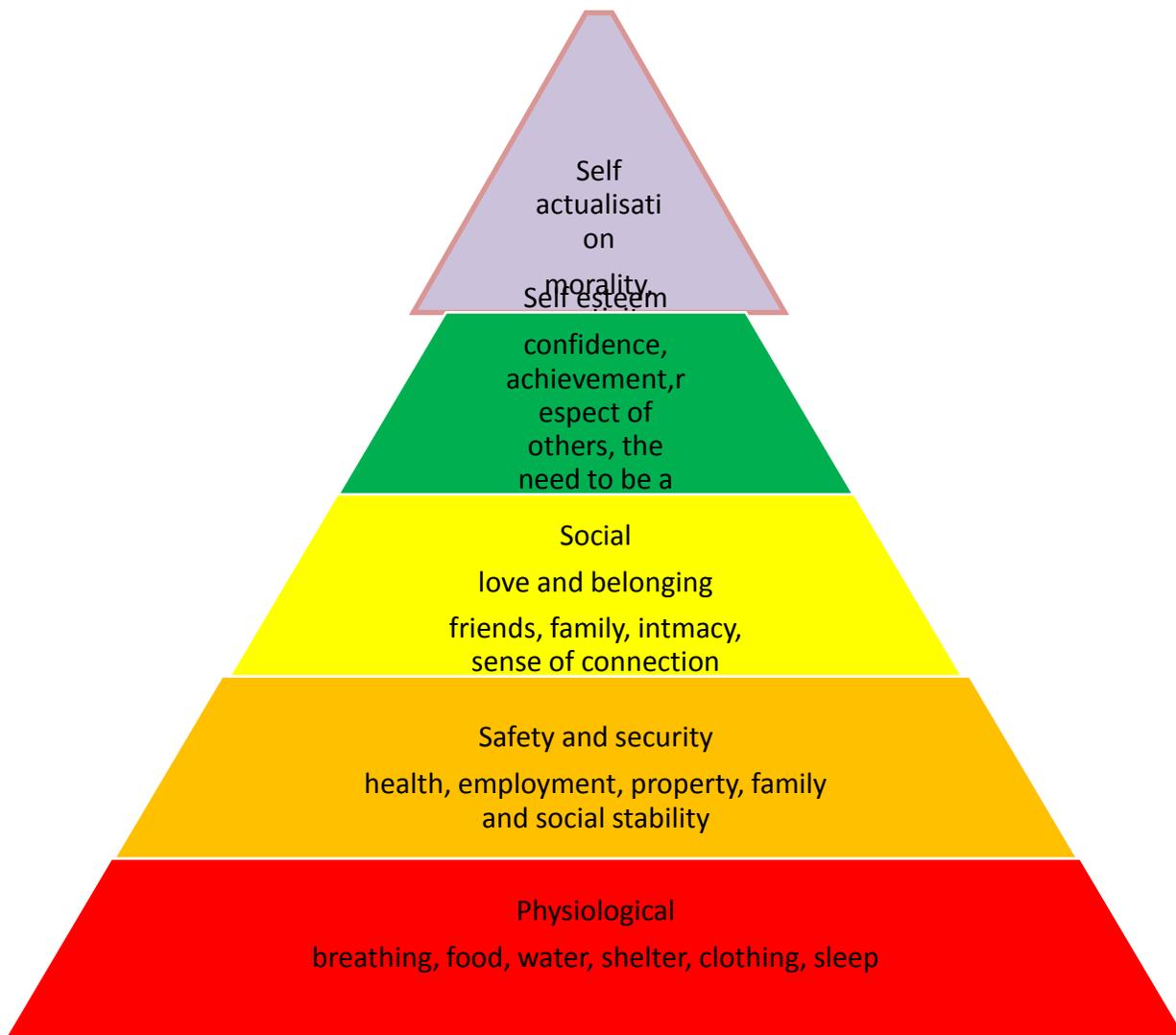
- Maslow's Hierarchy of Needs Theory
- Herzberg's Two-Factor Theory of Motivation
- Alderfer's ERG Theory of Motivation
- Vroom's Expectancy Theory

4.4.2.1 Maslow's Hierarchy of Needs Theory

Career and retention management as human resource management functions can be viewed as part of Maslow's Hierarchy of Needs Theory, which is based on the assumption that all needs are placed in a hierarchical relationship (Smith *et al.* 2007:341). Maslow proposes that people are primarily motivated by their needs. These needs determine behaviour and influence a person's activities until they have been satisfied. Figure 4.2 shows the hierarchical order of human needs according to Maslow's classification, divided into higher and lower order needs. Maslow's theory implies that people arrange their needs in order of importance. A person will move to the next level of motivation if the most basic need is met. If a lower need, like a physiological need, such as shelter or hunger, is met, higher needs are automatically expressed. Thus, career and retention

management could be a process through which an employee can reach the highest need for self-actualisation.

Figure 4 2: Maslow's hierarchy of needs.



Source: Smit *et al.* (2007:342)

From the above (Figure 4.2), the five levels of Maslow's hierarchical needs are explained as follows:

- Physiological needs

The first level is called physiological needs. These needs are the basic needs such as food, rest, and shelter. These needs are related to work as a means of caring for these needs. To put it simply, earning a salary enables an employee to buy the necessities to survive.

- Security needs

Once a person's physiological needs have been satisfied, security needs comes into play. Security in the workplace, job security, insurance, a medical aid scheme, and pension schemes are amongst the needs that satisfy an individual's need for security.

- Social needs

Once comfort and safety needs are met, a person then seeks to belong in the organisation. These are the needs for love, friendship, acceptance, and understanding by other people and groups of people. Encouraged interaction in a group of people and sharing of affection, friendship, and ideas can provide the sense of belonging and create attachments to society that is necessary for a human being.

- Esteem needs

This is a higher-order need and is the need for self-respect and recognition by others. The need for success, recognition, and appreciation of achievement are examples of the esteem needs. This is where managers play a significant role in satisfying the needs of the employees by, for example, rewarding high achievement with recognition and appreciation.

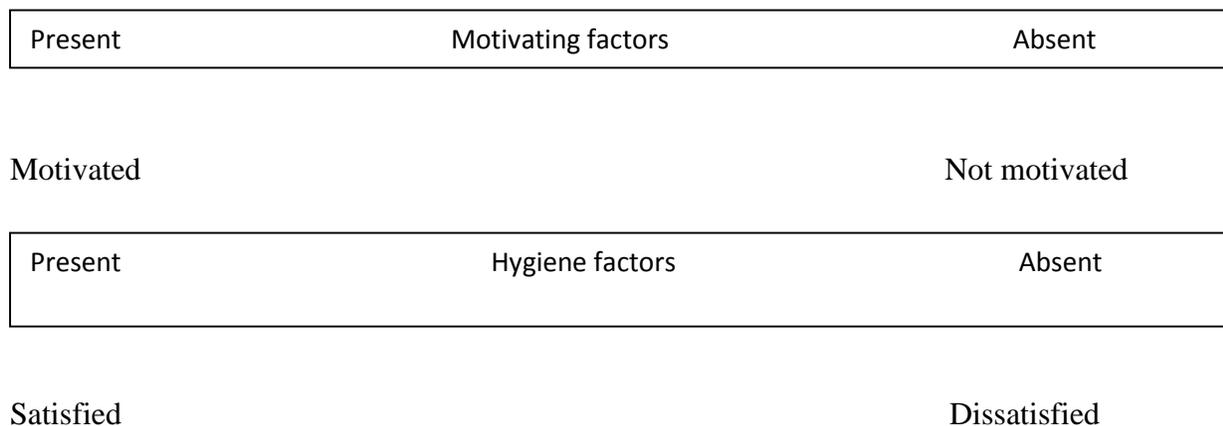
- Self-actualisation needs

This is the highest level of Maslow’s hierarchy of needs and it represents the apex of human needs. Self-actualisation is the full development of an individual’s potential. The need for self-actualisation is the most difficult to satisfy in an organisational context. Managers can help by creating a climate in which self-actualisation is possible, for example, by providing employees with skills development, the chance to be creative, and the opportunity to have complete control over their jobs.

4.4.2.2 Herzberg’s Two-Factor Theory of Motivation

According to Ramgoolam (2020:96) and Smit *et al.* (2007:343), Herzberg’s Two-Factor Theory of Motivation, namely motivator and maintenance (hygiene factor), describes what drives employees to improve their performance. The motivators include the work itself, achievement, recognition, responsibility, and opportunities for advancement and growth; while the hygiene factor, also known as the maintenance factor, includes issues regarding interpersonal relations, salary, departmental policies, working conditions, job security, and personal life. The motivators are seen to lead to increased job satisfaction if present in an institution; while the hygiene factors are predicted to cause job dissatisfaction if absent.

Figure 4 3: Herzberg’s Two-Factor Theory of Motivation



Source: Smit *et al.* (2007:345).

The implication of Herzberg's Two-Factor Theory of Motivation, as illustrated in Figure 4.2, is that employee motivation involves two steps. Career and retention management would enhance the motivators, but this would also depend on hygiene factors being positive. Promotion provides recognition of the employee's performance, and it is therefore a motivator.

4.4.2.3 Alderfer's Existence, Relatedness and Growth (ERG) Theory

The psychologist Clayton Alderfer developed a model to explain the simultaneous nature of Maslow's five needs. According to Ramgoolam (2020:96) and Van Dijk (2003:105), Alderfer's ERG Theory is based on three basic human needs, which include existence, relatedness, and growth needs. Existence needs refer to all material and physiological desires, such as food, shelter, clothing, water, pay, and working conditions. At the most basic level, people have existence needs and these map to Maslow's physiological and safety needs. Relatedness needs are expressed through interaction with colleagues, family, friends, subordinates, and managers. The relatedness needs are related to Maslow's social needs and to the external part of self-esteem needs. The growth needs refers to personal growth and development by doing work that is of high quality. This equates to the internal part of Maslow's self-esteem needs and to his self-actualisation needs (Bagraim, Cunningham, Pieterse-Landman, Potgieter and Viegde, 2011:86). The growth need refers to career development and promotion.

4.4.2.4 Victor Vroom's Expectancy Theory

Vroom's Expectancy Theory is based on the premise that employees are motivated to perform because of the belief that the organisation will reciprocate their effort by allocating resources necessary to achieve an effective and efficient job performance (Van Dijk, 2003:106; Mashipata, 2008:41). In the context of this research, employees become motivated if there are career development and promotion within the SAPS, because they know that they will grow within the organisation within a space of time.

4.5 GENERATIONAL CAPACITY IN THE WORKPLACE

The multigenerational workplace presents a new set of challenges to leaders in institutions. Today's workforce is composed of employees from four different generations: Baby Boomers, Generation X, Generation Y also known as Millennials, and Post Millennials. The SAPS is no exception to this situation. The four generations in the South African context are the Apartheid Generation, Struggle Generation, Transition Generation, and Born Free Generation. In South Africa, the defining moments that distinguish different generational cohorts are unique compared to other countries. What defines South Africa is its historical transformation from the apartheid era to the current democratic era. Each of these generations was affected and shaped by different events in their lives, which help to define the values they bring to work.

The word generation refers to a group of people who are between certain specific ages. Friedell, Puskala, Smith and Villa (2011:01) define a generation as a group of people, born during the same time period, who share similar characteristics because of having experienced the same events at the same times in their formative development. Rhule (2004:52) describes a generation as a group defined by common tastes, having gone through the same experiences and events, displaying the same attitude and behaviour, and having experienced certain defining moments. A generation has other unique characteristics in that it shares a place in history and time, shares common images, experiences, and events, which eventually might be responsible for how its members view, experience, and interpret everyday occurrences. Hendricks and Cope (2012:718) further define a generation as an identifiable group that shares birth years, age, location, and significant life events. Significant life events that could be shared by a generation may include the first democratic election in South Africa in 1994.

4.5.1 Generation classifications

The classification of generations seems to differ from author to author and country to country. Most of the generational classifications are social constructs. However, in the US context, the Pew

Research Centre has come up with the following; the Silent Generation, born between 1928 and 1945 (73 to 90 years old); Baby Boomers, born between 1946 and 1964 (54 to 72 years old); Generation X, born between 1965 and 1980 (38 to 53 years old); Millennials, born between 1981 and 1996 (22 to 37 years old); and Post-Millennials, born between 1997 and present (0 to 21 years old). Each generation has different views on work, ways of communicating, views on policies and procedures, approaches to working collaboratively, and career advancement expectations (Abrams and Von Frank, 2014:25). According to Mokoka (2007:94), in order to retain employees, institutions need to identify the benefits of the diversity of the different generations in their employ. Strengths in the differences need to be identified and put best to work, thus benefiting both the institution and employees, with the latter intending to stay, thereby enhancing retention (Mokoka, 2007:95).

4.5.1.1 Baby Boomer Generation

Baby Boomers were born during and after the World War II (1946 to 1964) and in the USA, the defining events in this generation included the Vietnam War, Woodstock, and the Kennedy assassination. In South Africa, the defining events that would have been experienced include the Sharpsville Massacre. In the workplace, the Baby Boomers are characterised by being workaholics, display a tendency to challenge hierarchy, communicate freely, are optimistic, and team players with a tendency towards sharing responsibility (Appel, 2005:1; Jooste, 2003:142). According to Cordington (1999:24), the South African Baby Boomers' years of birth are 1948 to 1964, and events of note in South Africa at that time were largely associated with the apartheid years, and it was the Baby Boomers who decided to work towards a decisive solution instead of threatening violence and war. It should be noted that Baby Boomers are the oldest generation currently in the workforce in the SAPS. Some Baby Boomers are already on pension, while others are in their 50s and are about to retire. Their retirement in the next few years will undoubtedly result in a capacity deficit at higher levels in the institution.

4.5.1.2 Generation X

Generation X is the generation born between 1965 and 1980. There is controversy amongst authors and demographers concerning the birth year of Generation X, with some placing the birth years as 1961 to 1981 (Strauss and Howe, 1991:318; Appel, 2005:4; Cordington, 1999:28), and others placing them as 1965 to 1971 (Rhule, 2004:55). In South Africa, this generation was the first to witness the rise of the HIV/AIDS epidemic, South African reform, and the dawn of the new South Africa after the collapse of the apartheid regime. In the USA, events that are associated with this generation include the Watergate scandal. According to information from the Actuarial Society Convention of 2018, this generation is often characterised by individualistic, independent, self-sufficient, and flexible people. They are better educated than the previous generation and they believe in more balance between their work and home life.

4.5.1.3 Generation Y

Generation Y are individuals born between 1978 and 2000 (Kotler and Armstrong, 2010:98). According to Appel (2005:2), this generation is also referred to as millennials or the next generation whose birth is between 1980 and 2000. This generation, amongst other historical events, has experienced the release of Mr Nelson Mandela (former President) from prison and the first democratic election in 1994. In South Africa, millennials are classified as those born after 1990, free from past systems of government that ended with the democratic election in 1994 (Mokoka, 2007:104).

4.5.1.4 Generation Z (Born Free Generation)

In South Africa, Generation Z is defined as people born after the dawn of democracy in 1994. This generation is also referred to as the Born Free Generation (BF Gen). They are the first generation to grow up with technology being present throughout their entire lives. They are also known as the Mandela generation, born from 1995 to date. They are the youngest generation in the world and in the workplace. This generation is hit the hardest when it comes to unemployment. According to Statistics South Africa (STATSSA), the population of South Africa in 2016 was at 55.7 million, and in 2019, the population in midyear was estimated at 58.78 million. The unemployment rate in

Quarter 2 of 2019 was at 29%, and unemployment rate for people aged 15 to 24 years was 55, 2% in the first quarter of 2019. The unemployment rate of the age group of 25 to 34 is more than double that of people aged 45 to 54 years old. In defining the BF Gen, one must not forget that this is not only the generation raised and shaped by technology in a digital environment (the first to have never known life without the internet or social media, which has shaped their attitudes and abilities to operate online), but also shaped by socio-political factors.

4.6 RETENTION MANAGEMENT IN THE PUBLIC SERVICE

The Constitution, 1996, provides that Public Administration must be development oriented, broadly representative of the South African people, and accountable. It further states that employment and personnel management practices must be based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation. This requires effective and efficiently coordinated government departments staffed by skilled and competent public servants who are committed to the public good and capable of delivering consistently high quality services for all South Africans. To achieve this, the NDP, 2030, requires a Public Service that is capable of playing a transformative and developmental role.

For government departments to achieve their strategic objectives depends on their ability to recruit, select, and retain highly competent staff across all ranks. This therefore makes career and retention management an essential part of government's long-term efforts to build a capable and skilled Public Service. To achieve this, Public Service managers and human resource practitioners must ensure that recruitment, selection, career and retention management processes in their departments are well documented, planned, and organised to attract the most competent people from a diverse range of backgrounds. Institutionalising effective recruitment, selection, career and retention management practises in the Public Service will also serve to enhance the performance of and ensure that government departments achieve their stated organisational objectives. The opposite

will also be true. Poor recruitment, selection, career and retention policies and practices will in all likelihood impact negatively on the functionality of departments.

In 1999, a new HRM framework was introduced for the Public Service and, amongst other things, the framework gave departments wide powers to develop and implement their own HRM policies, practices, and processes; and introduce an open employment system. According to the system, all vacancies in the Public Service have to be advertised before they can be filled, and the system also emphasises the need for departments to apply efficient recruitment, selection, and retention practices to meet their human resource requirements. In 2005, the Scarce Skills Framework was introduced in terms of a multi-term agreement (PSCBC Resolution 2 of 2004) and provides, among other things, for the payment of scarce skills allowances to personnel employed in occupational categories that departments have designated as scarce. The framework provided the Executive Authorities with an opportunity to identify scarce skills occupations and develop and implement integrated strategies to facilitate the recruitment, retention, and continuous development of scarce skills.

The Department of Public Service and Administration developed the Retention Guide, 2006, for the human resource practitioners and departmental line managers to sensitise, inform, and guide them regarding staff retention and to encourage departments to develop their own comprehensive retention strategies in light of their own unique needs and circumstances. The purpose of the Retention Guide, 2006, amongst others, is to:

- Contextualise staff retention within the scope of people management in the Public Service;
- Create a better understanding of what staff retention is about; and
- Assist departments in developing strategies and solutions they can use in managing staff retention challenges in the workplace.

According to the Retention Guide, 2006, staff retention focuses on both attracting employees to join an organisation through focussed recruitment strategies; and keeping those who are already employed, especially those whose skills are crucial to the organisation. It is about motivating staff and covers both the psychological and physiological aspects of the employee. The Retention Guide (2006:17-18) identified three types of skills that need to be retained as scarce skills, valued skills, and high-risk skills. Scarce skills are described as those skills that are needed to realise a department's goals and objectives, but which are difficult to recruit and expensive to replace.

These skills are identified firstly, by analysing staff turnover; secondly, by considering acquisition trends in a particular job category or geographical area; and thirdly, by understanding the department's skills requirements and the competition for such skills in the labour market. With valued skills, the focus is not on the scarcity of the skills as such, but rather on the valued staff member who contributes positively and whose loss would have a negative impact on the department's ability to meet its goals.

These skills are identified by assessing employees' performance evaluations and the role that they perform in the department. High-risk skills are described as the skills that are possessed by employees who may leave the department in a short period of time. These include employees who have indicated a need to leave the institution and those who are demotivated and may have reached a career ceiling. According to the Retention Guide (2006:17) the loss of employees that have critical and scarce skills can hamper service delivery, hence it is important to identify and prioritise the retention of such skills.

4.7 CONCLUSION

This chapter discussed the concepts of retention management as it plays an important role and is regarded as an important process in SHRM planning because, if it is not implemented and

monitored effectively, it can cost the SAPS more money if it loses employees that it developed. Firstly, the researcher explored the definitions of retention management and the conceptualisation of terminology relevant to retention management. Secondly, the retention strategies that help institutions to retain good staff and develop a stable workforce were outlined. Thirdly, the theories of motivation, which include Maslow's Theory, Herzberg's Two-Factor Motivational Theory, Alderfer's ERG Theory, and Vroom's Expectancy Theory were discussed, and fourthly, dealt with multi-generational workplace (classification of generations) and retention management in the public service as well as turnover.

CHAPTER FIVE: CAREER MANAGEMENT IN THE SOUTH AFRICAN POLICE SERVICE

5.1 INTRODUCTION

The research process commonly has two dimensions. The first dimension is the focus of the research; it deals with the content of the research. The second dimension deals with the locus of the research and refers to the environment within which the research endeavour is being undertaken. In other words, focus gives direction to the research project, whereas locus provides the place (environment) in which the research is being undertaken.

The SAPS operates in an ever-changing environment. The SAPS cannot function in a vacuum as its responsibility is to create a safe and secure environment for all people in South Africa and it is also responsible to its clients in terms of rendering effective and efficient service. The functioning of the SAPS will be influenced by factors in both its external and internal environments. The approach towards understanding career management and the retaining of employees in the SAPS should start by analysing the environment in which the employees work.

The purpose of this chapter is to provide a description of the locus of the study (SAPS) so that the reader would be able to understand the environment under which the entire research endeavour is carried out so that when challenges and recommendations are provided, the reader should be able to understand the environment that has contributed to those challenges. In other words, the nature of the “beast” is now being analysed so that issues raised in the focus dimension could be understood better, that is, the focus of the study needs to be put into context, which is basically an attempt to provide the environment under which the research is being conducted.

In Chapter 2, Public Administration, HRM, and NPM were conceptualised. HRM was identified as an essential generic function of public administration and a critical component of the implementation of career and retention management. Chapter 3 provided a discussion on the concepts, theories, model, and purpose of Career Management (CM) as it plays an important role in determining the length of time that an employee will remain within the organisation. Chapter 4 provided the literature review of the employee retention and the description of employee retention strategies, as well as the discussion of the motivation theories.

This chapter provides an HRM approach of career and retention factors by paying specific attention to the Detective division, HRM, and Forensics as microcosms of the SAPS. Following that, this chapter discusses the organisation of the SAPS and legislations related to career and retention management that govern the SAPS policies and programmes.

In 2000 a study was undertaken by the Public Service Commission to determine the extent of implementation of career management in the South African Public Service. According to the Report on Career Management in the Public Service (2000), the SAPS was one of the three departments that was implementing career management programmes out of all government departments. The intake of July 1998 at the police college was the first group of recruits who were introduced to the career-oriented programme. According to the SAPS Report 2004-2005, career and information centres were launched in the Western Cape and Kwazulu-Natal to support the objective of informing and educating SAPS employees about career opportunities as well as to recruit individuals from disadvantaged communities. Mobile career centres were established to enable the SAPS to participate in career fairs and recruitment drives nationally.

5.2 THE SOUTH AFRICAN POLICE SERVICE (SAPS)

The SAPS, just like any other institution in government, is organised in a manner that follows the traditional way of categorising or grouping similar functions so that it becomes possible to deploy resources for the purpose of attaining the stated objectives. Smit *et al.* 2007:187 and Myeni (2010:258) define organising as a process that entails grouping together activities necessary to attain common objectives, as well as allocating each group of activities to a person with the necessary authority to supervise those responsible for performing the activity. Smit *et al.* (2007:187) define organising as the process of creating a structure for the organisation that will enable its people to work effectively towards its vision, mission, and goals. Organisation refers to the end result of the organising process.

The organising process involves outlining the tasks and the activities to be completed to achieve the goals of the organisation. The organising process also involves developing an organisational structure that will support the strategic, tactical, and operational plans of the organisation. The control mechanism should be put in place to ensure that the organisational structure enables the organisation to attain its mission and goals. According to Botes *et al.* (1997:346) the process of organisation involves different structural arrangements, line and staff units, span of control, delegation of authority, centralisation and decentralisation, and coordination of activities. The organising process follows a particular methodology that must contain the following elements: specialisation, departmentalisation, span of control, line and staff position, and coordination.

Specialisation is a process where the goal of the institution is broken down into smaller but related tasks (division of work) so that personnel with the right skills can then be deployed (Hellriegel *et al.* 1998:372), cited by Myeni (2010:259). Frederick Taylor, who is regarded as the father of scientific management, advocated the principle of job specialisation.

Departmentalisation is the process where similar resources and people with similar skills are grouped together to form a functional unit or a department (Pieters, 1998:19). The main responsibilities and function of the South African Police Service, as set out in Section 205(3) of the Constitution of the Republic of South Africa, 1996, are to prevent, combat, and investigate crime, to maintain public order, to protect and secure South Africa's inhabitants and their property, and to uphold and enforce the law. For these functions to be carried out, certain resources are required because, without these resources, the South African Police Service cannot fulfil its mandate. The resources referred to in this context are human resources of the South African Police Service. Therefore, the SAPS is divided into divisions, provinces, clusters, and stations.

Span of control, also known as span of management, refers to the number of subordinates reporting to a manager (*Smit et al. 2007:191*). This has a direct bearing on the leadership of the SAPS in terms of supervision because, the larger the number of employees the supervisor controls, the wider is his/her span of control; and the fewer employees supervised, the smaller or narrower the span of control.

Line and staff positions refer to a process that describes the employees who are directly involved in the implementation of objectives and the employees who are providing a supportive role (Pieters, 1998:13; *Smit et al. 2007:196*). In the SAPS, employees are either appointed as police officials employed in terms of the South African Police Service Act, 1995 (Act 68 of 1995), or civilians employed in terms of the Public Service Act (Proclamation No. 103 of 1994). Most functional police officials are involved in preventing, combating, or investigating crime. Other police officials carry out support functions at divisions and components of the SAPS, such as supply chain management, career management, personnel service, financial service, personnel, organisational development, human resource development, legal service, strategic management, technology management services, communication, and liaison services. Civilian staff are appointed to carry out tasks such as human resource management, procurement, financial administration, typing, clerical duties, secretarial duties, and cleaning and messenger services.

Coordination means that all departments, sections, and individuals within the organisation should work together to accomplish the strategic, tactical, and operational goals of the organisation (Smit *et al.* 2007:192). Myeni (2010:260) defined coordination as the extent to which the work activities of the institutional members are logically consistent and coherent. A discussion of the organisational process has already been presented above, and now it is the time to turn the focus to the SAPS for the aim of establishing the nature and extent of its organisational setup.

5.2.1 Minister of Police

In terms of Section 91 of the Constitution, 1996, ministers are appointed by the President, usually from members of the Assembly and may select no more than two ministers from outside the Assembly. As the political head of the department, once appointed, each minister will be entrusted with the responsibility of overseeing the work of a particular department in terms of implementing the political vision of the ruling party. In South Africa, departments are public institutions that are established by parliament as implementing agents for government policies and, in most cases, they are classified in terms of sectors or functions that the government wants to perform. For example, the SAPS falls within the department of police and is headed by Minister of Police, Defence is headed by Minister of Defence, Trade and Industry is headed by Minister of Trade and Industry, and Agriculture is headed by Minister of Agriculture. The Cabinet consists of the President as head of the Cabinet, Deputy President, and the collective ministers. The Office of the Minister of Police is responsible for all matters pertaining to police in the country and his central role is to ensure that government policies on police are implemented.

5.2.2 Composition of the South African Police Service

Section 205(1) of the Constitution, 1996, provides for the structuring of the SAPS to function in the national, provincial and, where appropriate, local spheres of government. Section 207(1) of the

Constitution, 1996, provides that the President as head of the national executive, must appoint a woman or a man as the National Commissioner of the police to control and manage the police service. Finally, 207(2) of the Constitution, 1996, provides that the National Commissioner must exercise control and manage the police service in accordance with the national policing policy and the direction of the cabinet members responsible for policing.

5.2.2.1 Organisational structure of the SAPS

According to Annual Performance Plan 2019/2020, the organisational structure of the SAPS has the National Commissioner as the accounting officer with four Deputy National Commissioners, hereafter referred as (DNC), nine Provincial Commissioners, twelve Divisional Commissioners' offices and nine component heads offices. The organisation is arranged into national, provincial, clusters and local (stations). The DNC of Policing is responsible for Visible Policing, Operational Response Services and Protection and Security Services divisions. The DNC of Crime Detection is responsible for Detective, Forensic Services and Crime Intelligent divisions. Human Resources Management division and Human Resources Development as well as Auxiliary Head are accountable to the DNC of HRM. The DNC of Advisory Services is responsible for Technology Management Services and the following components head: Strategic Management, Organisational Development, Corporate Communication and Liaison, and Research. The Inspectorate division, Legal and Policy Services division and Chief Financial Officer as well as the following Components Head: Crime Register, Chief Risk Officer, Audit Executive, Presidential Protection Services and Executive Support all are reporting direct to the National Commissioner as shows in table 5.1. The organisational rank structure of the SAPS is shown in figure 5.1. The composition of the SAPS according to the ranks, race and gender is given in table 5.2.

Table 5.1: Organogram of the South African Police Service

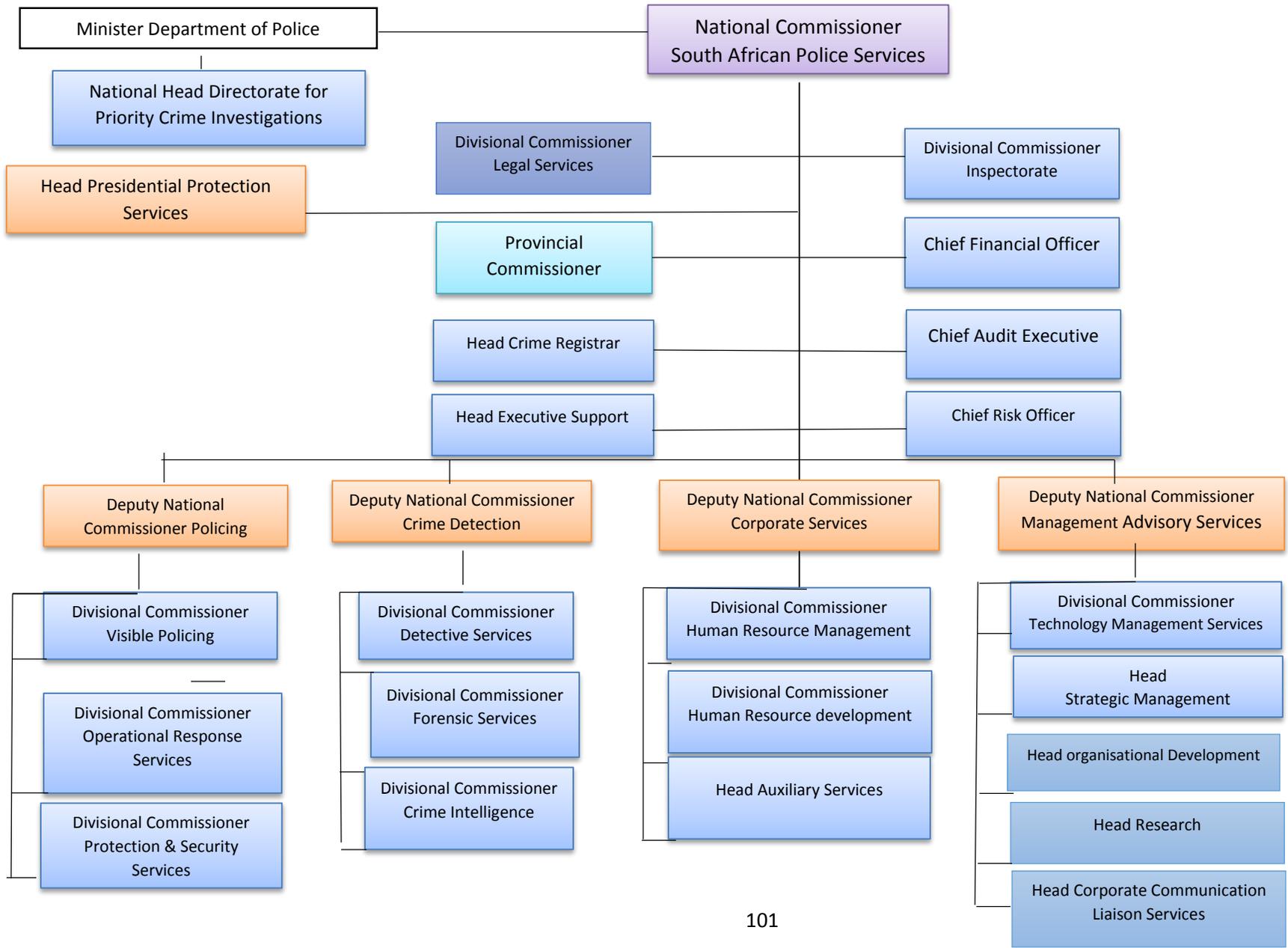


Table 5.2: The composition of the SAPS according to the ranks, race, and gender

Rank/level description	White		Indian		Coloured		African		Total
	Male	Female	Male	Female	Male	Female	Male	Female	
National Commissioner (General)	0	0	0	0	0	0	1	0	1
Deputy National Commissioner (Lieutenant General)	0	0	0	0	0	0	3	2	5
Divisional Commissioners	0	0	0	1	1	0	5	7	14
Provincial Commissioners (Lieutenant General)	0	0	0	0	0	0	6	2	8
Top Management	0	0	0	1	1	0	15	11	28
Major General	11	6	9	1	11	4	73	56	171
Brigadier	82	43	38	12	35	23	253	164	650
Senior Management	93	49	47	13	46	27	326	220	821
Colonel	360	162	125	45	150	78	998	484	2402
Lieutenant Colonel	865	568	222	107	383	211	2536	1437	6329
Captain	2032	1257	451	228	1093	492	6161	3011	14725
Commissioned Officers	3257	1987	798	380	1626	781	9695	4932	23456
Non-commissioned Officers	6388	1689	2089	358	10094	3472	6929	29350	12273
Public Service Act employees	425	3104	303	673	1308	3130	1130	20040	40288
Total employees	1016	6829	3237	1425	13075	7410	9063	54553	18732
	3						1		3

Adopted from Annual Performance Plan 2019/2020

Table 5.2 illustrates the workforce of the SAPS in accordance with the SAPS APP 2019/2020, which reveals that males are predominate to females. In all the ranks, females are a minority group of 70 217, but for employees employed under PSA, females (26 947) dominate males (13 341) in numbers. From the Non-Commissioned Officers to Commissioned Officers, Africans are in the majority, 98 640 and 14 627, respectively. Even though Whites, Indians, and Coloured are a minority, Coloureds (20 485) were predominant, followed by Whites (16 992) and Indians (4 662) respectively. However, Whites Commissioned Officers (5 244) are greater in number, followed by Coloureds (2 407), and Indians (1 169) while Coloured Non-Commissioned Officers (13 566) are more than the Whites (8 077) and Indians (2 447).

5.2.2.2 Ranking structure of the SAPS

For the purpose of this thesis, top management will refer to the General and Lieutenant Generals, which are Provincial Commissioners, Divisional Commissioners, Deputy National Commissioners, and National Commissioners, which comprise levels 15 and 16. Senior Management Service (hereafter referred to as SMS) comprise levels 13 to 16, which are Brigadiers and Major-Generals; Middle Management Service (hereafter referred as MMS) are Colonels and Lieutenant Colonels on level 10 and 12. Junior Management Captains on level 08, and Warrant Officers, Sergeants, and Constables make up level 5 to 7 of the CORES and are on operational level. The ranking structure of the SAPS is shown in Figure 5.1.

Figure 5 1: Ranking structure of the SAPS

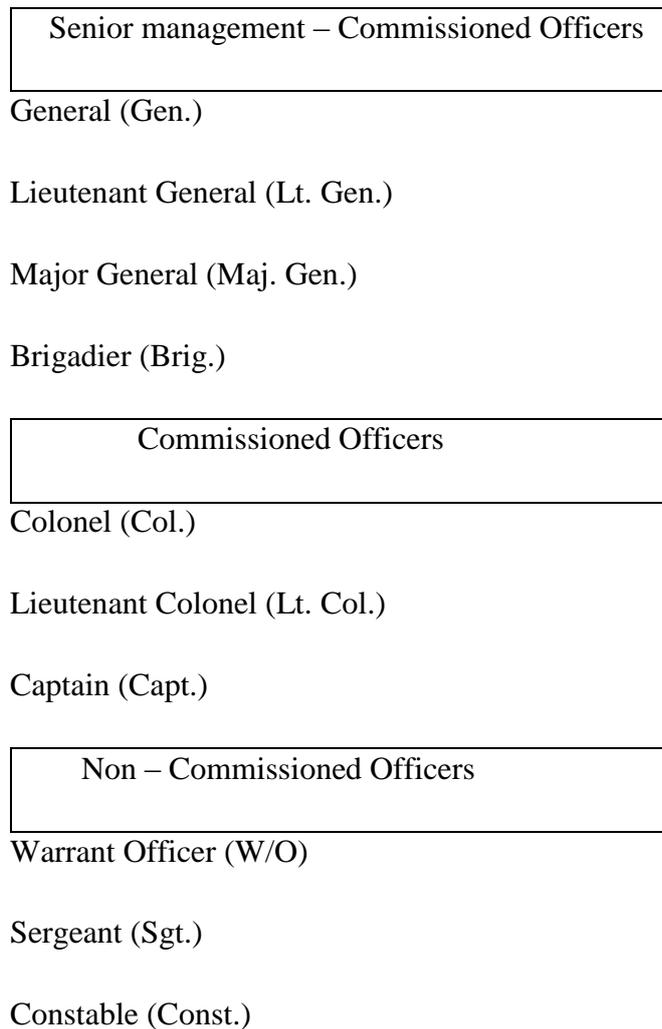


Figure 5.1 shows the hierarchical order into which police officials are ranked in the SAPS. The three broad ranking structures comprise commissioned senior managers, commissioned officers, and non-commissioned officers. Non-commissioned officers comprise the warrant officers, sergeants, and constables. Commissioned officers' ranks include Colonels, Lieutenant-Colonels, and Captains. Senior managers are referred to as Generals, Lieutenant-Generals, Major-Generals, and Brigadiers.

5.2.3 Aims and programmes of the SAPS

The key aims and programmes of the SAPS are based on the objectives provided for in the Constitution, 1996. The vision of the SAPS is to create a safe and secure environment for all South Africans. The values upheld by the SAPS, are to protect everyone's rights and to be impartial, respectful, open, and accountable to the community; use its powers in a responsible way; provide a responsible, effective, and high-quality service with honesty and integrity; evaluate its service continuously and strive to improve it; use its resources efficiently; develop the skills of its members through equal opportunities; and co-operate with the community, all levels of government, and other role players.

The core objectives of the SAPS, which form part of the Department of Police, inform the Department's key programmes, otherwise referred to as the financial programme structure. The key departmental objectives describe the broad impact that is envisaged in respect of each programme and the outcomes associated with each of key departmental objectives form the basis for all strategic and operational planning in the SAPS. The activities of the Department were organised according to the following programmes for the financial year 2019/2020:

5.2.3.1 Programme 1: Administration

The purpose of the administrative programme is to provide strategic leadership, management, and support services, and to provide for the functions of the Civilian Secretariat for Police Service. The administration programme is an administrative support base of the SAPS and it comprises the following sub-programmes: ministry, management, corporate services, and Civilian Secretariat. Its objective is to regulate the overall management of the Department and provide centralised support services. Human Resource Management, Human Resource Development, Supply Chain Management, Technology Management Services, Financial Management and Administration, Inspectorate, as well as the following components: Organisational Development, Strategic Management, and Internal Auditing are the joint custodians of the administration programme.

5.2.3.2 Programme 2: Visible policing

According to the SAPS Annual Report 2018/2019, the purpose of the visible policing programme is to enable police stations to institute and preserve safety and security, and to provide for specialised interventions and the policing of South Africa's borders. The objective of this programme is to provide a proactive and responsive policing service to discourage and prevent serious crimes. This is achieved by providing for basic crime prevention and visible policing services at police stations and CSC's, providing for the policing of South African borders, and providing for interventions in medium to high-risk operations, including the Air Wing (AW), the Special Task Force (STF), Public Order Policing, National Intervention Units (NIU), as well as the protection of valuable and dangerous cargo. The three sub-programmes of the Visible Policing programme include crime prevention, border security, and specialised interventions. Visible Policing and Operational Response Services divisions are the joint custodians of Visible Policing programmes contained in the SAPS Strategic Plan 2014-2019.

5.2.3.3 Programme 3: Detective Service

The purpose of the Detective Service Programme is to enable the investigative work of the South African Police Service to provide support to investigators in terms of forensic evidence and criminal records. The strategic objective of the Detective Service Programme is to contribute to the successful prosecution of offenders by providing for detectives at police stations, where crimes are investigated, which include crimes against women and children; providing for effective and credible Criminal Record Centres (CRC) in respect of crime scene management or processing, and provides criminal records and related information; providing specialised, evidence related technical analysis and support to investigators; and providing for the prevention, combating, and investigation of national priority offences, including the investigation of organised crime syndicates, serious and violent crime, commercial crime, and corruption. In other words, the Detective Services programme's objective is to contribute to the successful prosecution of offenders by investigating, gathering, and analysing evidence. This programme 3 comprises four sub-programmes, namely crime investigations; criminal record centre; forensic science laboratory; and specialised investigations. The detective service and forensic services divisions, as well as DPCI, are the joint custodians of Programme 3 as contained in the SAPS Strategic Plan and Annual Performance Plan.

5.2.3.4 Programme 4: Crime Intelligence

The purpose of programme 4, Crime Intelligence, is to manage crime intelligence, analyse crime information, and to provide technical support for investigations and crime prevention operations. The strategic objective of the crime intelligence programme is to provide for intelligence-based criminal investigations and the analysis of crime intelligence patterns that facilitate crime detection. It supports crime prevention and crime investigation by gathering crime intelligence to aid the prevention, combating, and investigation of crime; to collate, evaluate, analyse, coordinate, and disseminate intelligence for the purpose of tactical, operational, and strategic utilisation; preventing and fighting crime through enhanced international cooperation and innovation on police and security matters. The Crime Intelligence programme consists of two sub-programmes, namely crime intelligence operations and intelligence and information management.

5.2.3.5 Programme 5: Protection and Security Services

The purpose of the Protection and Security Services programme is to provide protection and security services to all identified dignitaries and government interests. The strategic objective of the programmes is to minimise security violations by protecting all identified local and foreign dignitaries while in transit without any security breaches on an ongoing basis; protecting locations in which dignitaries, including persons related to the president and deputy president, are present without any security breaches on an ongoing basis; auditing strategic installations per year over the medium-term; and evaluation of national key points per year over the medium-term. The Protection and Security Services programme comprises the three sub-programmes, namely VIP Protection Services, Static and Mobile Security, and Government Security Regulator.

5.3 LEGISLATIVE FRAMEWORK

Career and retention management in the SAPS occurs within a definite legislative and policy framework. This section outlines the legislative and regulatory framework relating to career and retention management of employees of the SAPS. The framework serves as the legal foundation for HRM practices in the SAPS.

5.3.1 Constitution of the Republic of South Africa, 1996

The Constitution of the Republic of South Africa, 1996, is the supreme law that governs every conduct, policy, and process in South Africa. Any law or conduct inconsistency with it is invalid, and the obligations imposed by it have to be fulfilled. Section 205(1) of the Constitution, 1996, as already alluded in 5.2.2, provides for the structuring of the SAPS to function in the national, provincial and, where appropriate, local spheres of government. Section 207(1) of the Constitution, 1996, provides that the President, as head of the national executive, must appoint a woman or a man as the National Commissioner of the police to control and manage the police service. Finally, section 207(2) of the Constitution, 1996, provides that the National Commissioner must exercise control and manage the police service in accordance with the national policing policy and the direction of the cabinet members responsible for policing.

It provides basic guidelines to all public and private sectors. Chapter 10 of the Constitution, 1996, envisaged that the actions of public officials be in line with the values and principles in public administration and be upheld by all public officials in the provisioning of service to the public. Section 195(1)(h) and (I) of the Constitution, 1996, stipulates that good human resource management and career development practices to maximise human potential must be cultivated; and public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation. These principles enhance ethical conduct of officials in South Africa and include the following:

- A high standard of professional ethics must be promoted and maintained;

- Efficient, economic, and effective use of resources must be promoted;
- Public administration must be development orientated;
- Service must be provided impartially, fairly, equitably, and without bias;
- People's needs must be responded to, and the public must be encouraged to participate in policy making;
- Public administration must be accountable;
- Transparency must be fostered by providing the public with timely, accessible, and accurate information;
- Good human resource management and career development practices to maximise human potential must be cultivated; and
- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

5.3.2 Public Service Commission

The Public Service Commission, 1997, is an independent body established in terms of the Constitution of the Republic of South Africa, 1996, to provide oversight over public service performance. The Public Service Commission plays a key role in the promotion of good governance in the South African Public Service and has oversight over the application of human resource management practices, and how these promote or impede good governance. Section 196(4) of the Constitution, 1996, mandates the Public Service Commission to:

- Promote the values and principles set out in Section 195, through the public service;
- Investigate, monitor, and evaluate the organisation and administration, and the personnel practices of the service;
- Propose measures to ensure effective and efficient performance within the Public Service; and
- Give directions aimed at ensuring that personnel procedures relating to recruitment, transfers, promotions, and dismissals comply with values and principles set out in Section 195 of the Constitution, 1996.

In terms of Section 196 (f)(iv) of the Constitution, 1996, the PSC, either of its own accord or on receipt of any complaint, advise national and provincial organs of state regarding personnel practices in the Public Service, including those relating to the recruitment, appointment, transfer, discharge, and other aspects of the careers of employees in the Public Service.

5.3.3 Public Service Act, 1994, (Act 103 of 1994), as amended

Chapter 2, Section 7 (a) and (b) of the Public Service Act, 1994, provides for powers and duties of the Executive Authority concerning the internal organisation of a department. This includes the career incidents of employees other than the HOD's which, inter alia, performance management and all other matters which relate to such employees in their individual capacities. Chapter 3, Section 7(3)(b) of the Public Service Act, (Act 103 of 1994), states that the head of the department shall be responsible for the efficient management and administration of his/her department, the effective utilisation and training of staff, the maintenance of discipline, the promotion of sound labour relations, and the proper use and care of state property.

Effective career management, therefore, incorporates career planning, career development, and utilisation and should enable members to maximise their career potential in line with the organisational needs and strategic objectives. The Public Service Act (PSA) takes the Section 195 Constitutional principles one step further by requiring, in Section 11, that "all persons who qualify for appointment, transfer, or promotion shall be considered". Chapter 4, Section 11(2) (b) of the Act states that the evaluation of applicants shall be based on training, skills, competence, knowledge, and the need for redress in accordance with the Employment Equity Act of 1998.

5.3.4 South African Police Service Act 68 of 1995

The aim of the SAPS Act, 1995, is to provide for the establishment, organisation, regulation, and control of the South African Police Service and to provide for matters in connection therewith. Chapter 4 of the Act deals with the appointment of the National Commissioner and Provincial Commissioner. The National Commissioner shall be appointed in accordance with

Section 207(1) of the Constitution, 1996. The National Commissioner shall occupy the office for a period of five years from the date of his/her appointment or such shorter period as may be determined at the time of his/her appointment by the President. Section 11(2) of the Act provides that the powers, duties, and functions of the National Commissioner are to:

- Develop a plan before the end of each financial year, setting out the priorities and objectives of policing for the following financial year;
- Determine the fixed establishment of the Service and the number and grading of posts;
- Determine the distribution of the numerical strength of the Service after consultation with the board;
- Organise or reorganise the Service at National level into various components, units, or groups;
- Establish and maintain training institutions or centres for the training of students and other officials;
- Establish and maintain bureaus, depots, quarters, workshops, or any other institution of any nature whatsoever, which may be expedient for the general management, control, and maintenance of the Service; and
- Perform any legal act or act in any legal capacity on behalf of the Service.

5.3.5 South African Police Employment Regulations, 2018

Section 24(1) of the SAPS Act, 1995, provides the Minister of Police to make regulations, which includes the exercising of police powers and the performance by members of their duties and functions; the recruitment, appointment, promotion, and transfer of members; training, conduct, and conditions of service of members; the general management, control, and maintenance of service; and labour relations including matters regarding suspension, dismissal, and grievances. Regulation 20(2) of the SAPS Employment Regulations, 2018, based on the strategic plan of the Service provides the National Commissioner to determine the organisational structure of the SAPS in terms of its core and support functions; define the posts necessary to perform the relevant functions while remaining within the current budget and medium-term expenditure framework of the Service, and the posts so defined, constitute the fixed establishment of the Service; grade proposed new jobs or newly defined jobs according

to the job evaluation system referred to in Regulation 29, except where the grade of a job has been determined in terms of an OSD; and engage in human resource planning in accordance with Regulation 21 with a view of meeting the resulting human resource needs.

Regulation 21 deals with human resource planning, which indicates that in preparing a human resources plan for the SAPS, the National Commissioner must:

- a) Assess the human resources necessary to perform the functions of the Service, with particular reference to:
 - The number of employees required;
 - The competencies and proficiency levels that those employees must possess;
 - The capacities in which those employees must be appointed;
 - The staffing patterns; and
 - The training and development interventions required.

- b) Assess existing human resources by race, gender, disability, age, and any other relevant criteria as well as by occupational category, organisational component, and grade with reference to their competencies and proficiencies; training and development needs; and employment capacities.

- c) Identify gaps between what is required under sub regulation (1) (a) and (b), and prioritise intervention to address the identified gaps; and

- d) Plan within the available budgeted funds, including funds for the remaining period of the relevant medium-term expenditure framework, for recruitment, retention, deployment, and development of human resources according to the requirements of the Service determined in terms of sub regulation (1)(a).

The SAPS Employment Regulations, 2018, provides in Regulation 47(1)(m)(n)(o) and (p) as follows:

“(m) The National Commissioner may, in consultation with the Minister, promote an employee to a vacant post in the fixed establishment of the Service if:

such a vacancy is sufficiently funded; and

the vacancy has been advertised and the candidate selected in accordance with Regulations 46, 47, and these sub regulations.

(n) Notwithstanding the provision of sub-regulation (m)(ii), the National Commissioner may, upon written motivation and consultation with the Minister, promote an employee into a post without advertising the post, and without following the process, if:

the National Commissioner is satisfied that the employee qualifies in all respects for the post; there are exceptional circumstances that warrant the deviation from the said sub-regulation; and such deviation is in the interest of the Service;

such promotion has been recommended by the Minister for outstanding performance; and

the National Commissioner has recorded the reasons for deviation in writing.

(o) A promotion may not come into effect before the first day of the month following the date on which the National Commissioner approved it.

(p) No employee has any right to a promotion until the promotion has been approved in writing by the National Commissioner.

5.3.6 Public Service Regulations, 2016

The Public Service Regulations (PSR) is subordinate to the Public Service Act (PSA) and elaborates on the powers conferred upon Executive Authorities in terms of the PSA. The PSR provides clarity on the implementation of the PSA in order to enable Heads of Departments (HODs) to manage their departments effectively and efficiently with the support and guidance of the Executive Authority. The PSR addresses a number of mandatory elements and key principles on which recruitment, retention, utilisation, and development of human resources must be based. Some of the principles have general application, whilst others focus particularly on the Senior Management Service (SMS). General principles include open competition and fair selection processes.

According to PSR 2016, Section 26(2), “When preparing a human resource plan for his or her department, an executive authority shall:

- Assess the human resources necessary to perform his or her department’s functions;
- Assess existing human resources by race, gender, disability, age, and any other relevant criteria;
- Identify gaps between what is required under sub-regulation (2)(a) and what exists under sub-regulation(2)(b), and prioritise interventions to address the identified gaps;
- Consider the employment equity plan contemplated in Regulation 27;
- Consider the available budgeted funds, including funds for the remaining period of the relevant medium-term expenditure framework, for the recruitment, retention, utilisation, and development of human resources according to the department’s requirements; and
- Take into account any other requirements as may be directed by the Minister.

5.3.7 White Paper on Human Resources Management in the Public Services, 1997

The purpose of the White Paper on HRM in the Public Service (1997) is to provide a policy framework that will facilitate the development of human resource management practices, which support an effective and efficient Public Service, geared for economic and social transformation. The White Paper on Human Resource Management of 1997 defines career management as a process by which career aspirations of the individual employee are reconciled with the operational objectives of the institution. Career aspirations have become an interesting phenomenon and individuals are now even prepared to cross from one institution to another to meet these career aspirations. With the evolution of careers, the Human Resource Management (HRM) function has changed from that of facilitating the recruitment of staff, to a more integrated approach of meeting institutional needs for human capital and individual career management. HRM is now focused on creating programmes to select and develop potential managers, and then providing programmes to meet the dire needs of multiple management levels and career aspirations.

The White Paper further states that the Public Service values employees who are willing to devote themselves to a career in the service of the public, and there will be opportunities to develop their individual skills and abilities, provided these are in line with the Public Service's operational requirements. According to the White Paper, career management is the process by which the career aspirations of the individual employee are reconciled with the operational objectives of the organisation. Accordingly, effective career management enables employees to maximise their career potential by availing themselves for job opportunities, training, and development; and enables employers to develop the organisation's human resource capacity while supporting, as far as possible, employees' career aspirations.

The White Paper on Human Resource Management in the Public Service (1997) and the White Paper on the Transformation of the Public Service (1995) both focus on the need for development of career management practices in the Public Service. Section 5.10 of the White Paper on Human Resource Management in the Public Service provides that employees in the Public Service are responsible for their own career management and have duty to inform themselves of job, training, and development opportunities, and also provides that career management procedures linked to a performance management system should be developed based on specific principles. According to Section 13.1 of the White Paper on the Transformation of the Public Service, the development of effective and lifelong career development paths for all public servants should be undertaken as part of a strategic framework for effective human resource development.

The White Paper also states that the primary responsibility for career management rests with the employee. It is for individuals to determine, in light of their personal aspirations, the direction in which they wish their careers to advance, whether within or outside the Public Service. Departments also have a responsibility for career management, given the importance of human resource capacity in ensuring the achievement of operational and organisational objectives. Provincial administrations and national departments should therefore develop career management procedures linked to their performance management systems, which comply with the following principles:

- The individual employee is responsible for his or her own career management. Employees have a duty to avail themselves for job training and development opportunities as they occur.
- The employee's immediate manager is responsible for familiarising himself or herself at regular intervals with the employee's career aspirations, and for reaching an understanding with him or her about how these can best be met within the organisation's future operational objectives.
- The manager should keep up to date with training and development opportunities, which are likely to assist in meeting both the employee's career aspirations and the organisation's operational objectives. The manager should also inform the employee of such opportunities and support him/her to utilise them optimally. The White Paper on Human Resource Management of 1997 also provides a comprehensive policy framework on HRM in the public sector. In terms of career management, the White Paper refers to key aspects of the HRM framework, such as devolutions, that the individual has the responsibility to manage his/her own career.

The White Paper also states that individual career management starts with the individual member who gathers information about himself/herself as well as his/her working environment and, thereafter, evaluates the information and develops a perspective on his/her talents, interests, values, and preferred lifestyle, as well as alternative occupations, jobs, and organisations (Schreuder and Theron 1997:18). Career management is, therefore, a continuous process and the member from time to time re-examines the effectiveness and efficiency of the strategy and the relevance of the goals set.

5.3.8 The White Paper on Affirmative Action, 1998

The White Paper on Affirmative Action, 1998, is the policy document legislated to directly address affirmative action and representative bureaucracy in the Public Service. Mello (2004:77) defines affirmative action as laws, programmes, or activities designed to redress past imbalances to ameliorate the conditions of individuals and groups who have been disadvantaged on the grounds of race, gender, and disability. This policy is put to operation by means of the Employment Equity Act, 1998. In terms of Regulation 36(2)(e) of the SAPS

Employment Regulation, 1999, the National Commissioner may fill a vacant post without advertising it by utilising staff of equal grading, by absorbing an employee appointed or serving under an affirmative action or accelerated development programme who meets the inherent requirements of the vacant post, or by filling a post as part of a laterally rotating or transferring employees.

5.3.9 Employment Equity Act, 1998 (Act 55 of 1998), as amended

The purpose of the Employment Equity Act (EEA) is to achieve equity in the workplace by promoting equal opportunities and fair treatment through the elimination of unfair discrimination and implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups to ensure their equitable representation in all occupational categories and levels in the workforce. Section 15(2)(d)(I) seeks to ensure the equitable representation of suitably qualified people from designated groups in all occupational categories and levels in the workforce. It also seeks to retain and develop people from designated groups and to implement appropriate training measures, including measures in terms of an Act of Parliament providing for skills development.

The Employment Equity Act, 1998, encompasses both the elimination of unfair discrimination as well as the establishment of specific measures to accelerate and advance designated groups. All departments, including the SAPS, have to have detailed employment equity plans to be implemented to address affirmative action measures to redress the disadvantages in employment experienced by designated groups in order to ensure their equitable representation in all levels or occupational categories in the workplace.

Section 6(1) of the Employment Equity Act, 1998, Prohibition of Unfair Discrimination provides that no person may unfairly discriminate, directly or indirectly, against an employee, in any employment policy or practice, on one or more grounds, including race. Section 6(2) provides that it is not unfair discrimination to take affirmative action measures consistent with the purpose of this Act; or distinguish, exclude, or prefer any person on the basis of an inherent requirement of a job. The following court cases give a short insight in to how some cops fight

promotion battles with the SAPS in Labour Court. In the matter of *Stoman v Minister of Safety and Security & Others*, the applicant, “a white employee” sought to review the appointment of a black employee. The applicant had been short-listed and had scored the highest number of points in the interview process. He was recommended for the promotion, but the black candidate, who was the most suitable candidate for the post amongst the black applicants, was appointed.

The Minister denied that it had unfairly discriminated against the applicant and contended that in appointing the best black applicant, it had given effect to the Employment Equity Plan (EEP) drawn up in accordance with EEA. Whilst the applicant contended that he was better qualified for the position than the black employee, it was not contended by the applicant that the black employee was not qualified at all for the position. The applicant also argued that there was no proof that the black employee, as an individual, had been previously disadvantaged. In *Coetzer & Others v Minister of Safety and Security & Another* [2003] 2BLLR 173 (LC), the applicants (inspectors) in the explosive unit (the bomb squad) of the SAPS applied for the captain’s posts that was advertised within the unit. The inspectors challenged their non-appointment on the grounds of unfair discrimination when the SAPS refused to appoint them in the posts reserved for the designated groups. According to the EEA, the designated groups refer to black people, women, and people with disabilities. The SAPS argued that they relied on the SAPS EEP, which applied to all persons employed by the SAPS. The judge ruled against the SAPS that the inspectors involved be promoted.

In *Solidarity obo Barnard and others v SAPS* (JS455/07) [2010] ZALC 10, 2010(10) BCLR 1094 (LC), the applicant, Mrs R.M Barnard, was a captain in the SAPS who claimed relief for unfair discrimination. She claimed that she was denied promotion on two occasions in 2005 and 2006 because she is white. Barnard was first employed by the SAPS in 1989 as a constable. In 1997, she was promoted to the rank of captain. After serving as Branch Commander of the Detective Service at the Hartebeestpoort station for some years, she was transferred to the National Evaluation Service (NES) at the rank of captain.

During the interview on both occasions in 2005 and 2006, Mrs R.M Barnard received the highest score obtained by any of the candidates of those posts. Even if the Divisional Commissioner of the NES recommended that Barnard be promoted to the rank of superintendent, the then National Commissioner, Jakie Selebi, did not approve the recommendation on both occasions in 2005 and 2006 and withdrew the post. According to the then National Commissioner, the recommendation did not address affirmative action and, since the post is not critical, the non-filling of the post will not affect service delivery. The judge ruled in favour of Barnard to be promoted to the post of Superintendent, with effect from July 27, 2006. When advertising posts, the SAPS, like other government departments, states that is an equal opportunity, representative employer. It sees itself as an employer that embraces and promotes representivity on race, gender, and disability in the Public Service through the filling of positions. Candidates whose appointment, transfer, and promotion will promote representivity and will therefore receive preference. Persons with disabilities are encouraged to apply for positions that are in terms of the Public Service Act.

The above decided court hearings are but a few selected ones to indicate the importance of Section 6 (1) of the EEA, 1998, that no person may unfairly discriminate, directly or indirectly, against an employee, in any employment policy or practice, on one or more grounds including race, gender, sex, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth. In most of the cases, the SAPS was found guilty for contravening section 6 (1) of the EEA and also not implementing EEP effectively and efficiently.

5.3.10 National Development Plan, 2030

Chapter 12 of the National Development Plan (NDP), 2030, titled Building Safer Communities, states that personal safety is a human right, and it further explains safety and security as directly related to socioeconomic development and equality. It is a necessary condition for human development, improved quality of life and health, increasing productivity, and strengthening social cohesion. According to the vision of 2030, people living in South Africa should feel safe at home, at school, and at work, and enjoy a community life free of fear. Women walk freely

in the streets and children play safely outside. The NDP also states that by 2030, the SAPS should be well-resourced and professional, staffed by highly skilled officers who value their work, serve the community, safeguard lives and property without discrimination, protect the peaceful against violence, and respect the rights to equality and justice. In order to achieve the above vision, the following actions are needed:

- Make the police service professional. A professional police service is essential for a strong criminal justice system. Recruitment should attract competent, skilled professionals through a two-track.
- Demilitarise the police. The police should be demilitarised and the culture of the police should be reviewed to instil the best possible discipline and ethos associated with a professional police service.
- Build safety using an integrated approach. To achieve long-term, sustainable safety requires tackling the fundamental causes of criminality. For this to happen, it would mean to mobilise state and non-state capacities and resources at all levels, including citizen involvement and co-responsibility.
- Strengthen the criminal justice system. This requires cooperation among all departments in the Justice, Crime Prevention, and Security cluster. A safe South Africa needs a strong criminal justice system.

5.3.11 Retention policy of the South African Police Service, Policy No 7 of 2017

The aforementioned policy has been made to retain employees, particularly those who possess scarce or critical skills and experience, as well as high performers. The purpose of this policy is to establish a consistent and fair retention methodology across the SAPS to ensure that employees of a high calibre or those who possess scarce skills are retained. This policy is aimed at ensuring that the Service attracts and retains sufficient and competent employees in all business units who are capable of optimally contributing to the strategic objectives of the SAPS. It also aims to ensure that the SAPS always has the best, competent and trained members occupying every position.

The Retention policy of the SAPS, 2017 outlines the following enabling objectives: to provide objective measures to retain employees with critical and scarce skills; to retain suitably qualified, high performing, and professionally competent employees; to extend employees' stay in the SAPS and reduce staff turnover levels; to support efforts by the SAPS to raise the levels of satisfaction and, therefore, productivity and service delivery; to support the SAPS in creating a work and career path development plan to ensure that employees are able to build their skills and capabilities over time; to encourage staff to have short, medium, and long-term action plans for development; and to secure employee trust and loyalty so they have less of a desire to leave the SAPS in the future.

According to this retention policy, staff retention in the SAPS focuses on six principles or pillars, namely, human resource planning and recruitment and selection; optimal human resource utilisation; human resource development; compensation and benefits; employee and labour relations; and safety and health. The retention strategies of the SAPS are outlined in the retention policy.

An employee who has been offered a post on higher salary level or notch in another government department or any organisation outside the SAPS, may be retained in line of objectives and priorities of the SAPS, if such an employee has a critical skill, i.e. he or she has skills needed to achieve the core operational objective of the SAPS; or a scarce skill, i.e. he or she has highly valuable skills which are difficult and expensive to recruit and rarely available in the labour market; or a high level of performance, i.e. his or her performance is rated in terms of the performance management system at a rating of 5 (90% to 100%) for the most recent assessment.

The retention offer made to the employee must be similar to the remunerative package or to the salary scale notch closest to the salary scale used in the SAPS or Public Service if compared to the remunerative package or to the salary notch of the prospective new employer. An employee may be retained for the purposes of service delivery ethics displayed by the employee

through high performance and where the SAPS wants to prevent the loss of institutional knowledge, competence, and exemplary conduct of the employee.

Special measures to ensure the retention of women and people with disabilities must be implemented by divisional and provincial commissioners. The SAPS will provide growth, development, and empowerment opportunities to ensure employees acquire competencies that improve their ability to work in other areas within the SAPS to enable progress to higher salary levels. The SAPS must ensure that employees have access to development and training opportunities that should support work performance and career development, i.e. bursaries, short courses, job rotation, and in-house training to further the employee's education and expertise.

5.3.12 Guidelines on the Job Descriptions in the SAPS

According to the National Instruction 1/2005 of the Performance Enhancement Process, job description means a written description of the duties, tasks, functions, competency requirements, and responsibilities attached to a post. It also includes the purpose, key performance areas, inherent requirements, and performance indicators of the post. Pieters (1998:111) states that job description is one of the primary outputs of a job analysis and is a written description of what the job entails. Job description defines the nature of the job content, the environment, and the conditions under which employment is provided (Swanepoel *et al.* 1998:264). A job description is a written statement of the content of a job, which is derived from the job analysis. The Public Service Regulation (PSR) III.I.1 of 2001 prescribes that departments must compile job descriptions for each post and/or group of posts. The PSR III.I.1 requires that job descriptions should be based on the main objectives of the post (jobs), should indicate the inherent requirements of jobs, and the requirement for promotion or progression to the next salary range, in accordance with a relevant career path.

According to the Guidelines on the Job Descriptions in the SAPS of 01 April, 2010, the purpose of the guidelines on job description is to give broad understanding and knowledge on the compilation, utilisation, and management of job description in the SAPS. The SAPS Act of

1995, as amended in 1999, and the Public Service Amendment Act, 1998, gives the National Commissioner control over work organisation. The SAPS Employment Regulations, 2008, requires the National Commissioner to establish a job description for each post or group of posts in the SAPS, and the posts must be in line with the vision and mission of the SAPS with appropriate emphasis on service delivery. According to the Guidelines on the Job Descriptions in the SAPS of 01 April, 2010, a job description must contain the following aspects to comply with the minimum requirements of the SAPS Employment Regulations:

- Key performance areas of the post;
- Inherent requirements of the job; and
- Requirements of the promotion or progression to the next salary range, in accordance with a relevant career path.

The National Commissioner is also required to review job descriptions at least once in five years and, where necessary, redefine them to ensure that they remain appropriate and accurate. According to PSR III.I.2, a job description must remain appropriate and accurate and must be reviewed at least every three years. In assisting the department in designing a job and/or a career path linked to the salary scale, the Minister shall determine a code of remuneration (CORE) for an occupational category, and an occupational classification system (PSR III.I.3).

5.3.13 Performance management in the South African Police Service

Mello (2014:128) describes performance as any activity aimed at a specific institutional output. He continued to define performance management as a process integrated within other institutional systems and strategies for optimum achievement of institutional goals and continuous development of individual employees. According to Baron (1990:10), performance management is the administration of the employees' level of competence in order to determine their skills needs. Performance management is significant to the individual employees with regard to promotions, career development, mobility, and continued employment. According to Swanepoel *et al.* (2007:372), performance appraisal is a formal and systematic process, by means of which the job relevant strengths and weaknesses of employees are identified, observed, measured, recorded, and developed. In South Africa, the Department of Public

Service and Administration (DPSA) provides a broad framework for performance management. In the SAPS, performance management is managed in accordance with Public Service Regulations, 2016, and the SAPS Employment Regulations, 2018. Employees in the South African Police Service are, for the purpose of performance management, classified into two categories. The first category includes employees of the Service from post levels 1 to 12 and from Constable up to Colonel, and the second category includes level 13 and upwards or from brigadier to general.

According to the National Instruction 1/2005 of the Performance Enhancement Process, PEP means the process that defines, assesses, reinforces, and promotes the job related behaviour and output expected of an employee. The purpose of this National Instruction 1 of 2005 is to regulate the management of the performance and development of employees who are on salary level 1 to 12 and Band A to Middle Management Service (MMS). According to the PEP, the performance cycle is commencing on 01 April and ending on 31 March of the following calendar year and consists of the following phases:

- Phase 1: Planning, preferably conducted during April to July but not later than August to discuss and agree on the outputs to be achieved by the employee during the PEP cycle;
- Phase 2: First written performance appraisal, preferably conducted during October to January but not later than February to measure the employee's performance during the period 1st April to 30th September; and
- Phase 3: Second written appraisal, preferably conducted during April to July but not later than August to measure the employee's performance for the period 1st October to 31st March and determine the annual performance rating.

Thus, for the employee to be promoted to the next level, at least an annual rating of satisfactory for the last PEP performance assessment cycle is needed. This also means that if an employee is not assessed (PEP), he/she will not be suitable for promotion.

5.3.14 Appointment and promotion in the South African Police Service

Promotion is described by Grobler *et al.* (2006:235) as the reassignment of an employee to a higher-level job. When an employee is promoted, he/she generally faces increased demands in terms of skills, abilities, and responsibilities; and in return the employee is granted a better pay benefits, more authority, as well as higher status. Appointment and promotion are the most popular means of filling vacancies in the institution. Appointment, in terms of the National Instruction 6 of 2005, means the appointment of person in a post but excludes the appointment of a person as a result of a promotion or lateral transfer. The above mentioned National Instruction 6 of 2005 regulates the selection and appointment of employee to post level 1 to 12.

National Instruction 3 of 2015 regulates the promotion and grade progression of employees of the Service, as agreed to by the parties in the Safety and Security Sectoral Bargaining Council. Posts have been made available for promotion purpose and advertised in terms of SSSBC, agreement 3 of 2011 as well as National Instruction 3 of 2015. The purpose of the National Instruction 3 of 2015 is to regulate the promotion and grade progression of employees of the SAPS from post level 1 up to, and including level 12, and from constable up to colonel, including fast track promotion. In National Instruction 3 of 2015, fast track promotion means the promotion of a suitably qualified employee from a designated group who has been included in the accelerated (fast track) programme to promote representivity; grade progression is defined as an upward progression from a lower to higher grade within a defined career path; and post promotion is defined as the movement of employee from his/her current post to an advertised and vacant and funded post on the next higher level or band or rank with increased responsibilities or complexity of duties.

The employees in the SAPS are either employed in terms of the SAPS Act, 1995, as police officials, or in terms of the Public Service Act, 1994, as civilians. A constable must have a minimum of seven years' service as a member of the SAPS, excluding a period of training on contract as trainee, and must have at least an annual rating of satisfactory for the last PEP performance assessment cycle, and suitability for grade progression.

For a sergeant to be promoted to the next level (warrant officer), at least a National Qualification Framework (NQF) level 6 and a minimum of two years' uninterrupted service in the SAPS on band A as a sergeant, or at least a minimum of five years' uninterrupted service in the SAPS, must have at least an annual rating of satisfactory for the last PEP performance assessment cycle, and suitability for promotion. For warrant officers, at least an NQF 6 qualification and a minimum of two years' uninterrupted service in the SAPS, or at least an NQF 4 qualification and five years' uninterrupted service in the SAPS. To be promoted to captain's post, at least an NQF 6 qualification and a minimum of two years' uninterrupted service in the SAPS is needed. For employees appointed in terms of the PSA, from level 1 to 2, a minimum of two years' uninterrupted service in the SAPS on level 1 is required, and at least an annual rating of satisfactory for the last PEP performance assessment cycle, and suitability for promotion. From level 2 to level 7, at least a minimum of two years' uninterrupted service in the SAPS at each level, and at least an annual rating of satisfactory for the last PEP performance assessment cycle, and suitability for promotion. And from level 7 to level 8 at least an NQF 6 qualification and a minimum two years uninterrupted service in the SAPS on level 7 or at least a minimum of five years' uninterrupted service in the SAPS on level 7, and must have at least an annual rating of satisfactory for the last PEP performance assessment cycle, and suitability for promotion.

There are internal and external promotions in the SAPS. Internal promotions are called post promotions, and no one will be promoted to the next levels or ranks (for example, if you are on level 5, you can't apply to or be promoted to level 7 or 8, you have to apply or be promoted to level 6) and only employees of the SAPS can apply for the posts. External promotions are advertised externally and are open to everyone, as long as they meet the requirements. A member appointed in terms of the SAPS Act may not apply for promotion to an advertised post to be filled in terms of the Public Service Act, but an employee appointed in terms of the Public Service Act may apply for a post to be filled.

For example, a constable with a senior certificate or similar qualification who completed the national certificate (police administration-first year) was considered for promotion to the rank of sergeant after two years of service. A sergeant with twenty-four (24) months' service in the

rank who obtains the national senior certificate (police administration-second year) was considered for promotion to the rank of warrant officer.

5.3.15 Education, Training, and Development in the South African Police Service

The integrated approach of the Education, Training and Development (ETD) of employees forms part of the broader functioning of the Human Resource Development (HRD). ETD provides short- and medium-term solutions to ensure that the long-term goals of HRD are achieved. The ETD process is based on the ADDIE model, and it broadly entails the phases of analyses, design, development, implementation, and evaluation. Since the SAPS is one of the largest departments, a multifaceted institution, and as a government employer, not only has the obligation towards the effective development of its own human resources, it also engages in addressing ETD needs in accordance with existing government initiatives. The HRD division is committed to ensure quality of learning opportunities for all employees in the SAPS. Policy 4 of 2019 of Education, Training and Development for the SAPS is applicable to all employees of the SAPS. HRD is used by the SAPS to develop its employees in order to equip them to contribute to the organisational performance. The Divisional Commissioner of HRD is responsible for the management of skills development of all employees by means of:

- Skills audit

The skills audit is undertaken from time to time, as determined by the HRD Divisional Commissioner, to establish current skills levels of employees to determine the skills gaps and to identify ETD solutions to bridge the gaps.

- Human Resource Development Implementation Plan

The HRD division compiles an annual Human Resource Development Implementation Plan based on the needs of the employees and priorities and needs of the SAPS.

- Workplace skills plan

The Divisional Commissioner of HRD must ensure that a workplace skills plan (WSP) must be compiled by the division of HRD each financial year. The WSP must include generic-based skills needed as well as critical and scarce skills related to the strategic objectives of the SAPS.

ETD programmes in the SAPS are presented in accordance with the strategic objectives of the institution. The ETD programmes are categorised as follows:

- Induction programme for Public Service Act Personnel

All newly appointed employees under the Public Service Act should undergo an induction programme within the first year of appointment.

- Basic Police Development

Student constables will undergo the Basic Training Learning Programme consisting of theoretical and practical (workplace learning) training.

- Lateral Entrants

Employees appointed in terms of the SAPS Act, 1995, who have not undergone the Basic Training Programme will be required to attend a shortened Basic Police Development Programme for lateral entrants.

- In-Service Police Development

All employees will be given the opportunity to undergo support, operational, and specialised training related to their fields of work to ensure that employees are competent. The support, operational, and specialised training includes on-the-job training, internal and external courses, and workshops.

- Management and Leadership Development

This programme is aimed at equipping managers with managerial skills in order to sustain service delivery. It also aims to provide supervisory skills for line managers, equip employees in leadership positions with technical, conceptual, and contemporary knowledge; and promote leadership skills to keep abreast with modern management and leadership development principles.

- Occupational Learning Programmes

Learnerships, apprenticeships, and skills programmes are structured learning integrated with structured workplace experience to obtain part of a qualification or a full qualification registered with the National Qualification Framework. These programmes are designed to address the WSD plan. The offering of these programmes are based on the organisational needs and strategic priorities.

- Youth Development

The SAPS as a government institution has an obligation to address National HRD needs, which includes, among others, youth development. The Divisional Commissioner of HRD is responsible for managing and implementing youth development programmes, such as internships. They are providing interns with opportunities to gain practical work experience for a specific period of time, while contributing to organisational service delivery imperatives.

5.4 CAREER MANAGEMENT IN THE SAPS

This section focuses on training and development and career paths in the SAPS.

5.4.1 Training and Development

Clark (1992:4) defined a career as a sequence of jobs or activities, planned or unplanned, involving an element of advancement, commitment, and personal development over a defined

period of time. The SAPS offers careers in various fields. If you join the SAPS, you can either become a civilian employee or a police official. Civilian employees are employed in terms of the PSA, 1994; whereas the police officials are employed in terms of the SAPS Act, 1995. To be appointed in the SAPS under the SAPS Act, 1995, the applicant must be at least 18 years old and younger than 30 years (documentary proof is needed); have permanent residence in South Africa, of which he/she must give documentary proof; fill out the application form and affirm under oath or by means of a solemn declaration that the information he/she supplied on the application is true and correct; undergo a physical and medical examination as determined by the SAPS, and must be found to be physically and mentally fit to be appointed in the post which he/she applied for; have a senior certificate (grade 12) or an equivalent qualification, of which he/she must present documentary proof; undergo a psychological assessment as determined by the National Commissioner of the SAPS, and must be found to fit the profile of a police official; be fluent in English and one other official language; have a valid driver's licence; be prepared to take an oath of office; not have previous criminal convictions; let his/her fingerprint be taken; not have visible tattoos; be prepared to have his/her background checked; be prepared to undergo any training as determined by the National Commissioner; and be prepared to serve anywhere in South Africa.

Most functional police officials are directly involved in preventing, combating, or investigating crime, as advocated by Section 205 of the Constitution, 1996. To become a police official, the new recruit undergoes a basic training programme for two years as student constable. During this two-year training, the student constables fall under contract. They are not yet permanent members of the SAPS until they complete two years as student constables. And the programmes for student constable have three phases. Phase 1, which is the basic training and tactical policing programme, is six months long, and it is presented at the SAPS training colleges in Pretoria, Graaff-Reinet, Oudtshoorn, Chatsworth, Bisho, and Phillippi. Phase 2, which is field training as student constable in uniform in Community Service Centre (CSC) for the first twelve weeks, thereafter they work outside the CSC.

Phase 3 is in-service training, and after finishing the basic training they undergo in service-training for twelve months, after which, they can be appointed as constables in the SAPS. Most

new police officials start working as uniform police officials at police stations, especially in the CSC, and some police officials are later selected to join specialised units. A police official who works at the CSC carries out various duties, such as:

- Dealing with complaints lodged by members of the public and, in some other instances, attending the scene of a crime;
- Making arrests and detaining suspects;
- Carrying out patrol duties in a policing area;
- Dealing with general enquiries from the public; and
- Recording information regarding crime on the SAPS computer systems.

A police official who works in a CSC gains knowledge of the functions of the SAPS, statutory law, and common law. He/she will be able to use this knowledge later in his/her career.

The Detective Service Division's main functions include general investigations, Family Violence, Child Protection, and Sexual Offence (FCS). The purpose of this division is to effectively manage the investigation capacity of the SAPS according to the mission, priorities, and objectives of the SAPS. Careers in the detective environment include general investigator who is responsible for investigating general crimes and gathering comprehensive and complete evidence at the crime scene. He/she also conducts court-driven investigations, maintains and ensures the neatness and completeness of case dockets, and recruits and maintains informers. To become an investigator, a police official must at least have two years' functional experience and must have successfully completed a Basic Detective Course. He/she must also be willing to undergo polygraph and psychometric testing and security clearance vetting whenever required. He/she must have a valid driver's licence and he/she must also be computer literate. The general investigators are stationed at detective services nationwide.

Criminal Record and Forensic Science Services Division's main functions include the management of criminal records and the collection and analysis of physical evidence related to crime prevention and crime detection, as well as the facilitation of technology development in the SAPS. The Division is regarded as the line function division of the SAPS, specifically

responsible for criminal records and forensic science services. These functions include a variety of specialised fields such as the science of biology, explosives, ballistics, chemistry, fingerprints, and scientific analysis. The minimum criteria that shall apply for individuals who want to be employed in the SAPS's Criminal Record and Forensic Science Services Division is matric/grade 12, a drivers licence, psychometric testing and security vetting when required, and candidates will undergo intensive training to enable them to perform in this unique environment. A forensic science qualification is also being developed to assist candidates to progress in this career (www.saps.gov.za/-dynamic).

The Career Management Division of the SAPS, also known as human resource utilisation, is responsible for ensuring the optimal use and performance of human resources in the SAPS. The Personnel Service Division of the SAPS provides support service concerning all personnel related matters, such as recruitment, transfers, placement, promotions, absenteeism, service terminations, discipline, and grievances. The Human Resource Development Division provides education, training, and development to all SAPS employees in accordance with relevant legislation. Its functions include developing learning programmes; setting education, training, and development standards; applying quality assurance systems to education, training, and development programmes; providing basic police and in-service training; managing the facilitation of skills development; coordinating international training programmes within the Southern African Regional Police Chiefs Committee (SARPCCO), the African Union (AU), and the New African Partnership for Development; and ensuring that the culture of lifelong learning is developed within the SAPS.

5.4.2 Career path

Career management is a process where you plan your career on a continuous basis, which helps you to stay in control of your career (Klenhays *et al.* 2007:176). Grobler *et al.* (2006:246) defined career management as the process of designing and implementing goals, plans, and strategies that enable human resource professionals and managers to satisfy workforce needs and allow individuals to achieve their career objectives. Careers are not static by nature. A career movement in the SAPS usually takes on the form of the following:

- Vertical career movement.

Vertical career movement takes the form of promotion. When an employee is promoted, he/she generally faces increased demands in terms of skills, abilities, and responsibilities. In return, the employee is granted a better remuneration and more authority, as well as higher status (Erasmus et al., 2005:309).

- Lateral career movement.

Transfers are lateral career movement in the SAPS. Transfer is the reassignment of an employee to a job with similar pay, status, duties, and responsibilities. Whereas a promotion is an upward movement, a transfer involves a horizontal movement from one job to another. There are numerous reasons for an employee to be transferred. For example, an employee wants to be closer to home to take care of his/her family, or an organisation initiates a transfer to further the development of the employee, especially at the management level. The SAPS likes to use this type of career movement by rotating employees on different posts (Erasmus *et al.* 2005:309).

- Diagonal career movement.

Diagonal career movement refers to the movement of employees not only up or down the career ladder, but also across the disciplines (Erasmus *et al.*, 2005:312). An example is the case where an employee who is employed under the PSA, 1994, is employed under the SAPS Act. An employee employed as an administration clerk or personnel practitioner can be employed as a commander or head of Vispol or finance as Major-General.

5.5 CONCLUSION

The legislation related to career and retention management that governs the SAPS policies and programmes was discussed. This chapter provided a description of the locus of the study (SAPS) so that the reader is able to understand the environment under which the research has been conducted. The term organisation was defined. The chapter also outlined the composition

of the SAPS, including the organisational and rank structure. The next chapter aims to explain the research methodology.

CHAPTER SIX: RESEARCH DESIGN AND METHODOLOGY

6.1 INTRODUCTION

The theoretical foundation that was discussed in the previous chapters forms the foundation for the research design and methodology discussed in this chapter. It describes the research approaches, steps, techniques, and strategies used in the collection and analysis of data. The discussion also includes the design, population and sample, research instrument, data collection, data analysis, internal and external validity and reliability, the scope of the research and demarcation for the duration of the study, and the ethical considerations of the study.

6.2 RESEARCH PARADIGM

A research study begins with the identification of a research problem, identification of research questions and objectives, and the selection of an appropriate research design. According to Kuhn (1962) cited in Kivunja and Kuyini (2017:26), the term paradigm originated from Greek, and means pattern. Kuhn defines paradigm as an integrated cluster of substantive concepts, variables, and problems attached with corresponding methodological approaches and tools. Lather (1986:259) explains a research paradigm inherently reflects the researcher's belief about the world that she/he lives in and wants to live in. According to Dammak, paradigm comprises four elements, namely, epistemology, ontology, methodology, and axiology.

Epistemology of paradigm is used to describe how you come to know something, how you know the truth or reality. Ontology of paradigm is a branch of philosophy concerned with assumptions you make in order to believe that something makes sense or is real or the very nature or essence of the social phenomenon you are investigating. Methodology of a paradigm is a term that refers to the research design, methods, approaches, and procedures used in an investigation that is well-planned to investigate something. Axiology refers to the ethical issues that need to be considered when planning a research proposal. Gephart (1999) cited in Thomas

(2010:293), classified research paradigms into three philosophical categories as positivism, interpretivism, and critical postmodernism.

Positivism is closely associated with the French philosopher, Auguste Comte (Thomas, 2010:293). According to him, observation and reason are the best means of understanding human behaviour. Positivism adheres to the view that true knowledge is based on experience of senses and can be obtained by observation and experiment. Research located in this paradigm relies on deductive logic. It aims to provide explanations and to make prediction based on measurable outcomes.

Interpretivism is mainly associated with Max Weber (Cotty, 1998) in Dammak. Interpretivism adheres to the view that subjectivists in subjective meanings and subjective interpretations have great importance. Interpretivism is associated with qualitative research (Babbie, 2008:187; Cresswell, 2008:214). Interpretivism uses purposeful sampling and selects individuals and sites that are information rich. Interpretive researchers rely on various methods to collect qualitative data, and use observation, interviews, documents, and audio-visual materials.

In this study, the researcher adopted a qualitative research approach using data collection instruments associated with both the quantitative and qualitative research paradigms. The researcher was able to probe deeper into specific aspects of the survey questionnaire during the implementation of the interviews towards obtaining richer data (Saunders *et al.* 2012:154).

6.3 RESEARCH METHODOLOGY

Research is defined by Welman and Kruger (2002:02) as the process in which scientific methods are used to expand knowledge in a particular study. In order to address the research problem and research question of this study, it is important that a correct methodology is followed. According to Brynard and Hanekom (2006:36), in the human science, two basic research methods or methodologies can be distinguished, namely qualitative and quantitative

methodology. Brynard and Hanekom (1997:28) assert that the research methodology concentrates on the procedure of research and the decisions that the researcher has to take to carry out the research assignment. In the next section, the researcher discusses the research design used in this study.

6.4 RESEARCH DESIGN

Different research problems lead to different research designs, methods, and interpretation of data which has been collected and analysed (Leedy and Ormrod, 2014:97). Yin (2003:21) observes that the role of research design is to guide a researcher in the process of collecting, analysing, and interpreting observations. A research design is regarded as a research management plan which is used by researchers to guide them through their research study (Bless, Higson-Smith and Sithole, 2013:130). According to Yin (2003:21), the research design seeks to answer the following:

- Which questions should be asked in a study?
- Which data is relevant and should be collected? And
- How should the result be analysed?

The research design selected depends on the nature of the research questions, the type and amount of knowledge already available for conducting research, and data analysis tools (Williams, 2003:175).

6.5 QUANTITATIVE AND QUALITATIVE RESEARCH DESIGN

The approach to this research is both quantitative and qualitative because, according to Brynard and Hanekom (2006:37), quantitative research is a process whereby the researcher assigns numbers to observations and that by counting and measuring things or objects, data is produced; whereas qualitative research refers to research that produces descriptive data and the participant's own written or spoken words pertaining to their experience and usually no

numbers and counts are assigned to observation. Bui (2009:13) states that studies that use qualitative approaches collect non-numeric data to answer the research question and non-numeric data are narrative data (words). The survey method is the best method that is used to describe a population that is too large.

This study uses both quantitative and qualitative research methods as combined research strategies to maximise the opportunity to answer the central research problem, research questions, and realise the aim and objectives of the study. In this section, a discussion of the reason for using both methods in this research for data collection and analysis is discussed. In the context of this study, the researcher collect data from documents that are in the public domain, through content analysis, as well as key informant interview (as part of qualitative research) and questionnaires (as part of quantitative research). Mixed methods research is a method for conducting research that involves collecting, analysing, and integrating quantitative and qualitative research in a single study. Quantitative data allows the researcher to use primary information to measure the degree of relations between practice and theory. Qualitative data would be used to endorse quantitative information. Therefore, the quantitative and qualitative research methods become the better choice for the envisaged study because public human resource management as fields of Public Administration is a social phenomenon and can therefore be allied with both quantitative and qualitative research.

6.6 RATIONALE FOR UTILISING MIXED METHODS RESEARCH DESIGN

The research study followed a mixed method approach, comprising quantitative and qualitative research methods. Firstly, a quantitative research design was followed in developing and administering the survey. Secondly, a qualitative research design was applied involving the use of documents and semi-structured interviews. According to Terrell (2012:255) in Raseala (2019:134), mixed methods as research approach came into existence due to shortcomings and differences of the quantitative and qualitative approaches. Mixed methods research involves the use of both quantitative and qualitative data in a single study. Du Plessis and Majam (2010:456) refers to the mixed methods research approach as a systematic combination of a quantitative and qualitative methods in a study. The use of mixed methods as research approach

enables researchers to collect, analyse and integrate both quantitative and qualitative data in a single study or in a sustained long term programme of inquiry to address their research questions (Creswell, 2008:9) and Creswell (2013) in Roythorne-Jacobs (2019:171). In this regard, the SAPS employees (SAPS members and Public Service officials) from three divisions, namely HRM, Detective and Forensic were used as participants to determine how career management policies and procedures leverage the advancement of highly competent and skilled employees in the SAPS. Therefore, the researcher concurs with Creswell (2008:14) and Roythorne-Jacobs (2019:171) that multiple angles of an argument can be provided through the application of the mixed methods approach. The combination of quantitative and qualitative methods and approaches provides more evidence on the study.

6.7 POPULATION AND SAMPLE

Brynard and Hanekom (2006:55) define a population as objects, subjects, events, phenomena, activities, or cases which the researcher wishes to research in order to establish new knowledge. Babbie and Mouton (2003:100) define the population of a study as a group of people from who the researcher wants to draw conclusion, and Sapsford and Jupp (2006:27) describe a population as a total collection of elements available for sampling that consists of individuals or elements which could be a person or events. According to Alers (2018:125), a research population is the object of research from which samples are taken and consists of individuals, groups, organisations, product, and events.

When conducting research, a sampling method and sampling size should be selected to ensure that the findings of the study are legitimate and credible. It is therefore important to clarify the sample method adopted in the study and the size of the sample as discussed in this section. Random probability sampling and purposeful non-probability sampling were used in this study. Random probability sampling necessitates that each member of the population has an equal and independent opportunity to be part of the sample and is used to ensure the generalisability of the entire target population by minimising the potential for bias in selection. Frerichs (2008:3) indicates that in random sampling, members of the population are sampled by a random process, using either a random number or a random number table, to ensure that each

person remaining in the population has the same probability or chance of being selected for the sample. In the context of this study, the researcher applied random probability sampling to draw a sample from employees from three divisions from the head office in Pretoria, namely Detective Service, Forensic Service, and HRM, and were used as a unit of analysis. The researcher ensured that a sample representative of the three divisions from head office in Pretoria were chosen. According to Durrheim (2009:39), the sample size must be large enough to make deductions and assumptions about the population. While random probability sampling from the unit of analysis was used for the questionnaire, purposeful non-probability sampling was used for the interview. For the interview, participants specialising in particular field relevant to the primary variables of the study, have been selected.

Purposeful non-probability sample requires the researcher to apply his/her own judgement in selecting the sample. In non-probability sampling, every unit of the population does not have an equal chance of participation in a study. Purposeful non-probability sampling involves selecting objects or individuals that will assist in providing the most crucial information about the topic under investigation (Leedy and Ormrod, 2013:152). According to Walter (2013:111) purposeful non-probability sampling allows the researcher to identify important source of variations in the population and select a sample that reflect this variation, however he warns that the major weakness of purposeful non-probability sampling is that, to make an informed selection of cases, this requires a considerable knowledge of the population before a sample can be drawn, and researchers may use different ways to select the sample which makes difficult to evaluate the extent to which the samples are representative of the population. In the context of this study, purposeful non-probability sampling was suitable for interviews as it allowed for the sampling of 10 participants, all commissioned officers from level 8 to 13, from captain to brigadier from HRM division, Career management component that are experts in the topic under investigation, career management in the SAPS.

The sample of the study comprised a total of 250 employees drawn from the three divisions from head office, namely Detective Service, Forensic Service, and HRM. A total of 152 questionnaires were distributed to employees who are employed under the SAPS Act and Public Service Act from level 5 to level 13.

6.8 DATA COLLECTION

Two types of data collection techniques were employed in this research, that is, primary and secondary data. The content of the primary data comprised the answers provided by respondents in the questionnaires and during the interviews. The responses to questionnaires during the survey process and the interviews were obtained from the sample of members of the SAPS. In addition, the secondary data comprised information sourced from the published documents and literature that were relevant to the research questionnaire (Fabe, 2012:5). According to Brynard and Hanekom (2006:35), there are specific techniques used to collect data, namely literature, observations, questionnaires, interviews, documents, tests, and unobtrusive measures. The most commonly used data collection methods are questionnaires and interviews. However, for the purpose of this research, the instruments that were employed for data collection were documents, a questionnaire, and interviews.

6.8.1 Documents

Documents, in the context of this research, refer to the institutional policies, implementation instructions, and procedures, which are designed to give direction to the rest of the SAPS to reach its long-term goals of the institution. These documents ensure that strategic decisions of the executive are translated into actions that will result in measurable outcomes. The researcher consulted policies, National Instructions, and reports of the SAPS relevant to the research. The SAPS is required to develop and formalise a five-year strategic plan, a reviewed annual performance plan, and annual report. The annual performance plan and the five-year strategic plan contain information on the performance to be achieved over an identified period of time. The annual report provides performance information on the actual performance achieved against planned performance.

6.8.2 Questionnaire

Questionnaires as quantitative data collection instrument are easy to administer and generally comprise of closed-ended questions or open-ended questions. In a closed-ended question, the respondent is offered a range of answers from which to select. This means that the respondents

were able to complete the self-administered questionnaires at their own convenience at their respective workplaces. An open-ended question, according to Welman, Kruger and Mitchell (2005:174), is one in which the researcher poses questions without the option for the respondent to choose from expected answers or a previous list of answers. This means that respondents are free to formulate their own responses to questions.

The questionnaire consisted of five sections A, B, C, D and E (see Annexure 4). To acquire accurate responses, the participants were given detailed and clear instructions on how to complete the questionnaire. Participants were told not to write their names, surnames, or any other personal details or numbers on the questionnaire. The average time to complete the questionnaire was 20 minutes. The participants were assured that anonymity is guaranteed and their information or answers that they provided would be kept strictly confidential and will only be used for research purposes. The questionnaire was structured as follows: Section A comprised the biographical information; Section B comprised 21 closed-ended questions based on the topic relating to career management within the organisation; Section C consisted of 19 closed-ended questions based on the topic relating to retention management within the organisation; And Section D consisted of one open-ended question aimed at obtaining information regarding attracting and retaining young people within the institution. A Likert-type scale technique with a 5-point scale was utilised as a scaling model in section B to D. The questionnaire was developed and structured in a way that was user friendly by grouping similar questions together.

6.8.3 Personal interviews

Interviews were one of the methods of collecting data, it allows the researcher to explain his/her questions if the respondent is not clear on what is being asked (Brynard & Hanekom, 2006:40). Face to face, semi-structured interviews, with the use of open-ended questions were conducted with 10 police officials (Brigadiers, Colonels, Lieutenant Colonels and Captain) working at Personnel division within components of human resource utilisation to obtain specialist information on particular variables of a study (see Annexure 5). Interviewees were asked to complete consent forms, and it was indicated to them that their participation was voluntary and

that confidentiality and anonymity would be maintained and honoured (see Annexure). They were given an option to withdraw at any time during the interview if they so wished.

6.9 DATA ANALYSIS

On completion of collecting the data, the researcher started to analyse and interpret the data to determine the results of the research. A descriptive data analysis method was employed for the analysis and interpretation. Statistics Programme Software System was used to do the data analysis. The data obtained through qualitative interviewing were analysed using Atlas Ti.9. A thematic approach was used where the data was categorised into themes and sub-themes. The analysis was presented using the thematic approach and verbatim presentation. The data was categorised into five central themes and the interpretations, meanings, and patterns that emerged were compared with the literature review. After analysis and the findings had been stated on the basis of quantitative and qualitative analyses, the findings were counter-checked to identify errors of measurement, unfairness, and faults that could have affected the research negatively.

6.10 ETHICAL CONSIDERATIONS

Scott (2013:79) cited in Raseala (2019:170), indicates that in conducting research, ethical consideration includes respect for human persons, informed consent, beneficence and non-maleficence, justice, and confidentiality. To uphold ethical standards, ethical clearance was obtained through the Department of Public Administration and Management Research Ethics Committee of the College of Economic and Management Sciences at the University of South Africa (see Annexure 1). All research tends to raise some ethical issues, and it becomes crucial for the researcher to identify these and address them. Human beings will, for the larger part of the study, form part of the research and, as such, they need to be protected and mutual trust developed. Before commencing with the study, permission was requested by a means of a letter to which a research proposal was attached.

This proposal was submitted to the Head of Research in the SAPS for recommendation before it was sent to the three divisions for approval. The researcher, as a former employee of the SAPS, adhered to the ethical code of conduct as stipulated in Section 70 and 71 of the SAPS Amendment Act 83 of 1998 (see Annexure 2). According to Brynard and Hanekom (2006:6), there are two overarching ethical requirements for researchers. In this study, issues of confidentiality and anonymity were discussed with the respondents, and consent forms were given to those who were willing to participate. The signing of the consent forms was a way for respondents to indicate that they are to participate in the study and to divulge necessary information (see Annexure 3). Participants were informed that their participation in the study was voluntary and they were also informed of their freedom to decline or withdraw at any point when they feel uncomfortable. With regard to ethical issues guiding the study, the researcher pledges strict adherence to ethical conduct, as it applies to academic research projects in higher educational institutions in South Africa. The following principles of ethical conduct were adhered to in the study:

- Informed consent (participants were made aware of the purpose of research and have given their consent to participate in the research);
- Voluntary participation (respondents of the questionnaire and interviewees participated voluntarily and could withdraw from the study at any time);
- Privacy (the participation is anonymous and respondents are not required to disclose their identity);
- Plagiarism (the researcher is aware of the policies and did not make use of another researcher's work and submitted it as his work); and
- The information collected from the respondents will be used for the research purpose only).

6.11 CONCLUSION

In this chapter, the researcher provided a description of the research methodology that was used during the research. In doing that, the research methodology was described as comprising the research paradigm, research design, research setting and participants, population and sample, data collection, and ethical considerations. Paramount in the explications under these topics was the identification of a descriptive method of research to gather information. In addition, a

mixed method research design was described that would be used to collect data, and such collection of data was drawn from both the primary (interviews and questionnaire) and secondary (institutional documents and scholarly) sources. In the next chapter, the data analysis and the interpretation of results are presented.

CHAPTER SEVEN: RESEARCH ANALYSIS AND INTERPRETATION OF RESULTS

7.1 INTRODUCTION

The previous chapter discussed the research paradigm, research design, and methodology used in this study. It described research approaches, steps, techniques and strategies used to collect data. In this chapter, an analysis of data collected from the SAPS employees through questionnaires and personal interviews is presented together with the findings. The data analysis, interpretation, and results presented in this chapter build on the preceding chapters. Moreover, the research methodology explained in chapter 6 formed the foundation of the methodological processes followed during the collection and analysis of data.

This chapter is divided into two parts. The data analysis and results of the quantifiable data are presented and described in the first half, followed by the interpretation of the qualitative data in the second half of the chapter. The second half of the chapter discusses the data gathered through the semi-structured interviews with selected participants. With regard to the presentation of quantitative results, the data was analysed using descriptive and inferential statistics. The reliability of the instrument and response rate will be presented first. The descriptive statistics of the sample and constructs are then presented. Comparative analysis will be presented using independent t-tests and univariate analysis of variance (ANOVA). Independent t-tests were done to determine whether there was difference between categories of gender, section of employment, and type of commissioned officer. One-way analysis of variance (ANOVA) was used to determine whether there was difference in mean scores across divisions, years of service, age, and highest educational qualification. Comparative analysis will assist in determining whether there is homogeneity across groups or heterogeneity, and this will be considered in the development of a model. The relationship of how career management and retention management are related to turnover is then presented using correlation analysis and regression analysis.

7.2 ANALYSIS OF THE QUANTITATIVE STUDY

In this section, the researcher deals with the quantitative analysis of data and an interpretation of the results. The researcher presents primary data that was of importance to the research. This data was derived from the questionnaires. The questionnaire consisted of five sections: biographical information, career management, retention management, turnover, and an open-ended question about attracting and retaining young people. Concomitant with this approach, a five-point Likert-type rating scale (May, 2011:111) was employed to evaluate the respondents' perceptions. The respondents were to indicate the extent to which they agreed or disagreed with the statements by ticking 'Strongly disagree', 'Disagree', 'Uncertain', 'Agree', or 'Strongly agree'. The positive responses 'Strongly Agree' and 'Agree' were grouped together, and the same was done with the negative responses of 'Strongly Disagree' and 'Disagree'. The 'Uncertain' statement remained the same.

7.2.1 Reliability

Cronbach's alpha was used to demonstrate the internal consistency of the questionnaire. The rule of thumb provided by Manerikar and Manerikar (2015) to interpret Cronbach alpha was used to assess the level of reliability where a reliability of $\alpha \geq .9$ is excellent (high-stakes testing); $.7 \leq \alpha < .9$ is good (low-stakes testing); $.6 \leq \alpha < .7$ is acceptable; $.5 \leq \alpha < .6$ is poor, and $\alpha < .5$ is unacceptable. The results of the internal consistency reliability are shown in Table 7.1.

Table 7. 1: Reliability results using Cronbach’s alpha

Construct	No. of items	Cronbach’s alpha values	Acceptable level
Career management	21	.884	Good
Retention management	19	.775	Good
Total	40	.902	Excellent

Table 7.1 above shows that all items were reliable. All the constructs recorded reliabilities greater than .7 and, as per Manerikar and Manerikar (2015), these were at a low-stakes testing which is good. The overall instrument reliability was .902, which is high-stakes testing (excellent), revealing that the instrument was reliable. The data collected was appropriate to be used in further statistical analysis.

7.2.2 Response rate

The sample of the study comprised of a total of 250 employees drawn from three divisions from head office, namely Detective Service, Forensic Service, and Personnel Management. A total of 152 questionnaires were distributed and 131 respondents returned their questionnaires, which is a return rate of 86.2%. These employees are employed under the SAPS Act and Public Service Act from level 5 to level 14. According to Krejcie and Morgan (2010), if the population is approximately 250, then the proposed guidelines indicate that a sample size of 152 should be administered. The response rate is tabulated in Table 7.2.

Table 7. 2: Response rate of the sample

Item	Number
Target population	N = 250
Sample of questionnaires administered to employees	n = 152
Initial total responses	131
Non-usable responses	0
Total usable responses	131
Usable responses rate	86.2%

Table 7.2 above shows that a total of one hundred and thirty-one questionnaires were returned. No questionnaire had more than 10% missing information and all were returned for analysis as proposed by Hair, Black, Babin and Anderson (2019). The response rate was 86.2%. Baruch and Holtom (2008:1139), in an analysis of 490 articles, identified in 17 referred academic journals, found an average response rate of 52.7% with a standard deviation of 30.4 when data is collected from individuals. In this case, a response rate of 86.2% is very good, if not excellent.

7.2.3 Biographical information

This section deals with information gathered from the questionnaire. The purpose of this profile is to elucidate the range of gender parity in the workforce of the SAPS. This section also provides insight into the dominant age group employed by the institution, average academic qualifications, as well as experience.

7.2.3.1 Gender

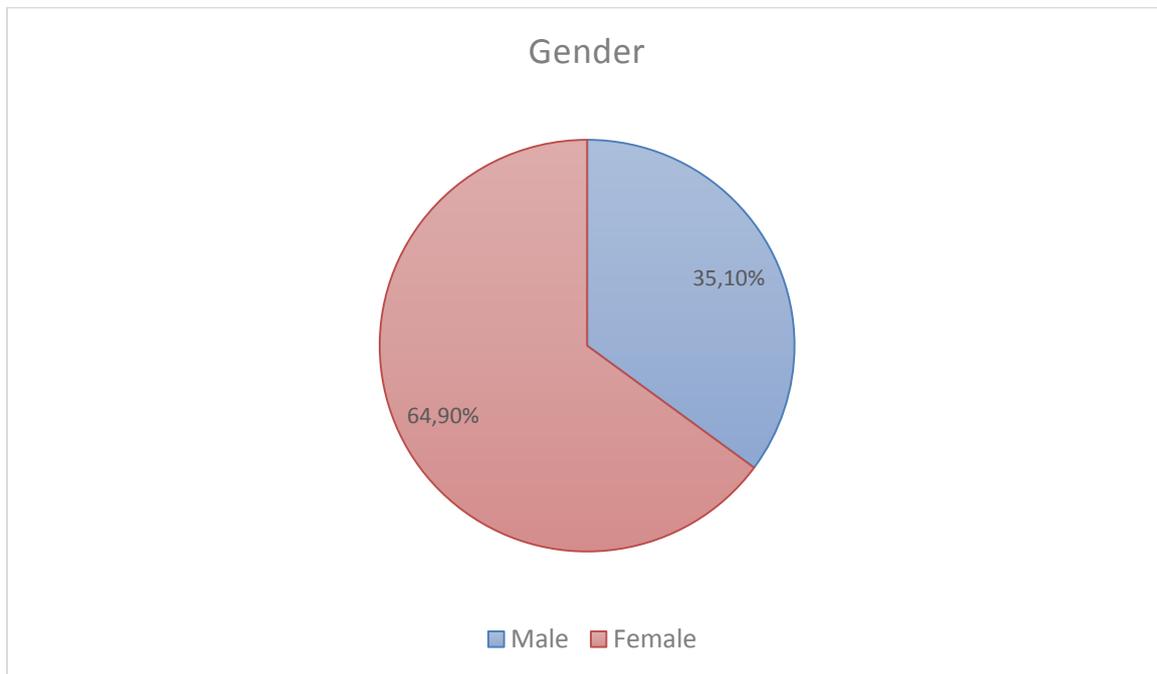
The employees were asked to indicate their gender since males and females could be exposed to different kinds of career management and retention strategies due to their positions in the institution. There were 64.9% (n=85) females who participated in the study against a male proportion of 35.1% (n=46). Table 7.3 illustrates the gender distribution of the sample.

Table 7. 3: Gender

SPSS OUTPUT-GENDER DISTRIBUTION					
		Frequency	%	Valid %	Cumulative %
Valid	Male	46	35.1	35.1	35.1
	Female	85	64.9	64.9	100.0
	Total	131	100.0	100.0	

Table 7.3 and figure 7.1 illustrate that females accounted for the majority of the respondents. This compares favourably with the national population statistics, which reflect women at 51,1% and men at 48,9%, which means women are more than men as far as the population is concerned. On the contrary, it reveals that the Economically Active Population (EAP) of South Africa are 54, 6% men and 45, 4% women (South Africa, 2020). This is an indication that the SAPS has to attend to implementing South Africa's gender policy, as well as its own gender policies, because the SAPS is predominantly male and more specifically in senior positions.

Figure 7. 1: Gender



7.2.3.2 Years of service

Table 7.4 and figure 7.2 illustrate that a large proportion of the respondents had worked for the SAPS for more than 21 years (25.2%, n=31), followed by a proportion of 22.8% (n=28) who have worked for at most 5 years, an equal proportion of 18.7% (n=23) had worked either for 6 – 10 years or for 11-15 years, and 14.6% (n=18) had worked for 16 - 20 years. This data is illustrated in figure 7.2. It can be observed that the majority of the respondents have worked for more than 21 years and are most likely to be Baby Boomers (BB).

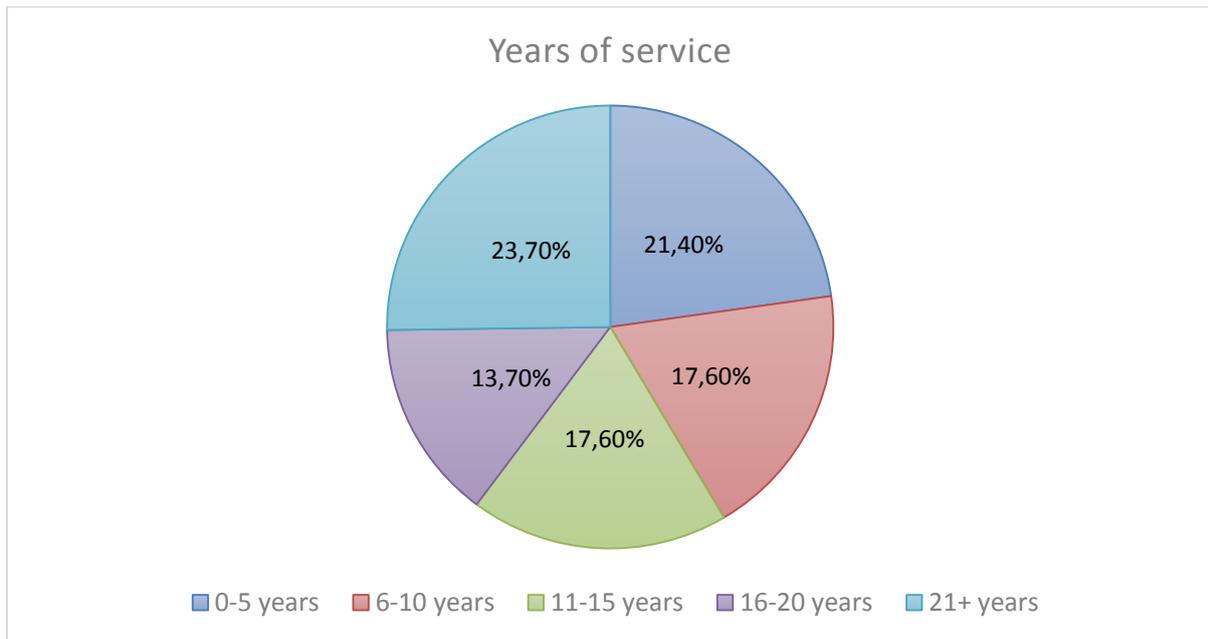
The data shows that the SAPS has a highly experienced staff composition, which allows for mentorship and intergeneration skills among the employees. This is underscored by Kahn and Louw (2016:742), who claim that Generation Y (GY) (millennials) and Born Free (BFG) (Generation (GZ) are a tech-savvy generation but lack necessary management experience to occupy senior management positions. They require mentoring, coaching, and skills transfer that can be provided by Generation X (GX) and BBs. Quinones, Ford, and Teachout (1995:889)

suggest that work experience is the job relevant knowledge and skills gained over time. Moreover, procedural knowledge is gained through more hands-on practical learning.

Table 7. 4: Years of service

SPSS OUTPUT-YEARS OF SERVICE					
		Frequency	%	Valid %	Cumulative %
Valid	0-5 years	28	21.4	22.8	22.8
	6-10 years	23	17.6	18.7	41.5
	11-15 years	23	17.6	18.7	60.2
	16-20 years	18	13.7	14.6	74.8
	21+ years	31	23.7	25.2	100.0
	Total	123	93.9	100.0	
Missing System		8	6.1		
	Total	131	100.0		

Figure 7. 2: Years of service



7.2.3.3 Age group

The respondents were twenty-five years and older, but not older than sixty-five years. To simplify data analysis, the respondents' ages were categorised into four groups and grouped according to generational theory. Table 7.5 and figure 7.3 portray that the majority of the respondents, that is, 51.9% (n=67) were aged from 39 to 54 years, 38.8% (n=50) were aged from 26 to 38 years, and a proportion of 7.8% (n=10), was aged 55 - 65 years while 1.6% (n=2) was aged at most 25 years. It can be observed that the majority of the respondents are GX.

Table 7. 5: Age group

SPSS OUTPUT-AGE GROUP DISTRIBUTION						
Generations			Frequency	%	Valid %	Cumulative %
Valid	Generation Z	At most 25 years born after 1994	2	1.5	1.6	1.6
	Generation Y	26-38 years 1980-2000	50	38.2	38.8	40.3
	Generation X	39-54 years 1965-1980	67	51.1	51.9	92.2
	Baby boomers	55-65 years 1946-1964	10	7.6	7.8	100.0
		Total	129	98.5	100.0	
	Missing System		2	1.5		
		Total	131	100.0		

Figure 7. 3: Age group

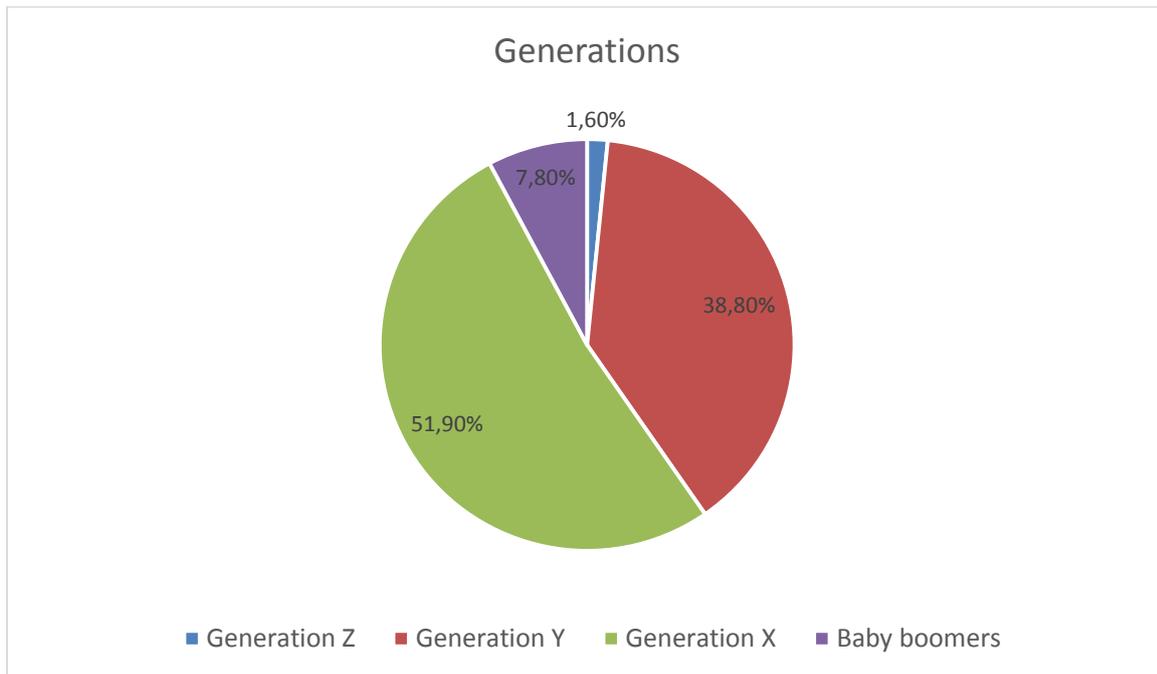


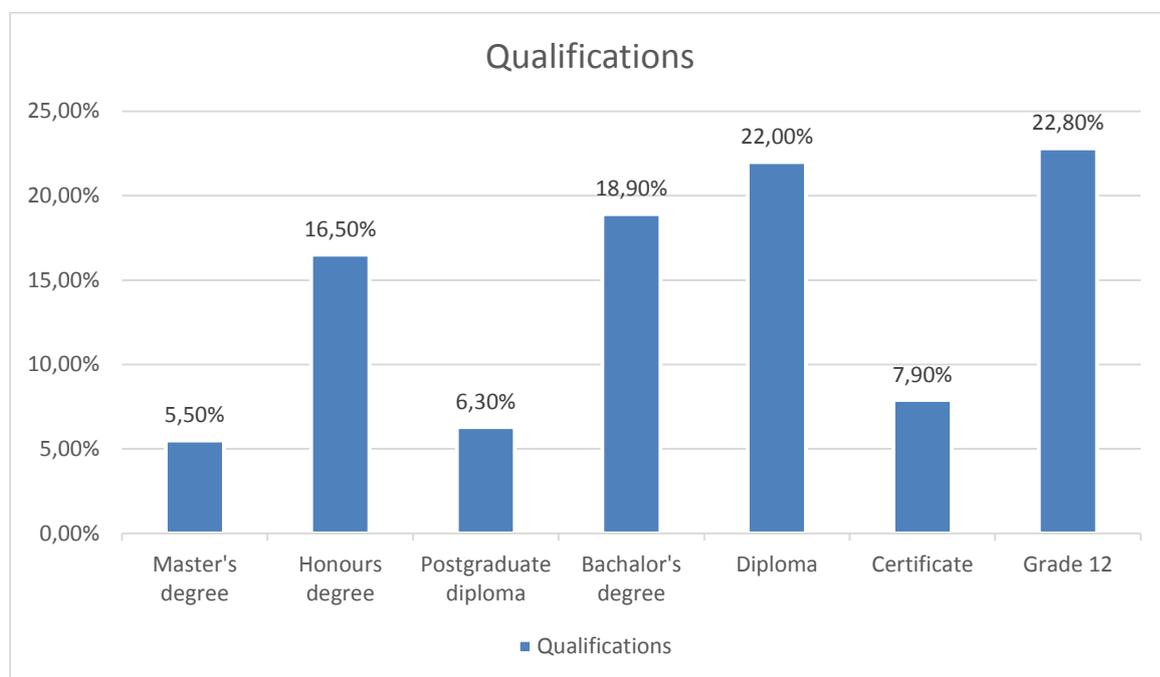
Figure 7.3 above shows the age group according to generations. The current workforce of the SAPS, as discussed in chapter 4, comprises four generations, namely: the BBs, GX, GY and GZ, also known as the born free generation (BFG). Generation Z are people born after the dawn of democracy in 1994. Generation X comprised the biggest group of respondents, followed by generation Y. these findings are illustrated in Table 7.5 and figure 7.3. The figure shows that none of the participants are GZ (Born Free Generation). In the South African context, the Born Free Generation refers to the generation that is born in the era of democracy (Kahn and Louw, 2016:741).

From the data, it is clear that the majority is GX, followed by the Millenials. The presence of GX is vital, as they bring effective methods and instinctive methods of executing tasks, as underscored by Tulgan (1977:33). Tulgan (1977:33) claims that GX is a workforce that creates research theories to enable them to substantiate their evidence and findings. The generation mix allows for inter-generational interaction and knowledge sharing opportunities between the older generation and the younger generation, as highlighted by Lancaster and Stilman (2010:41).

7.2.3.4 Qualifications

Figure 7.4 shows that the majority of respondents, 22.8% (n=29), had completed Grade 12/Matric, whilst 22% (n=28) had acquired a Diploma, and 18.9% (n=24) attained Bachelor's degree. 16.5% (n=21) of respondents had an Honours degree, 7.9% (n=10) had certificates, and 6.3% (n=8) have a postgraduate Diploma. A small portion of 5.5% (n=7) of the respondents had completed a Master's degree. The results show that the SAPS has a workforce that is well educated and qualified to execute their duties and responsibilities.

Figure 7. 4: Qualifications (n=131)

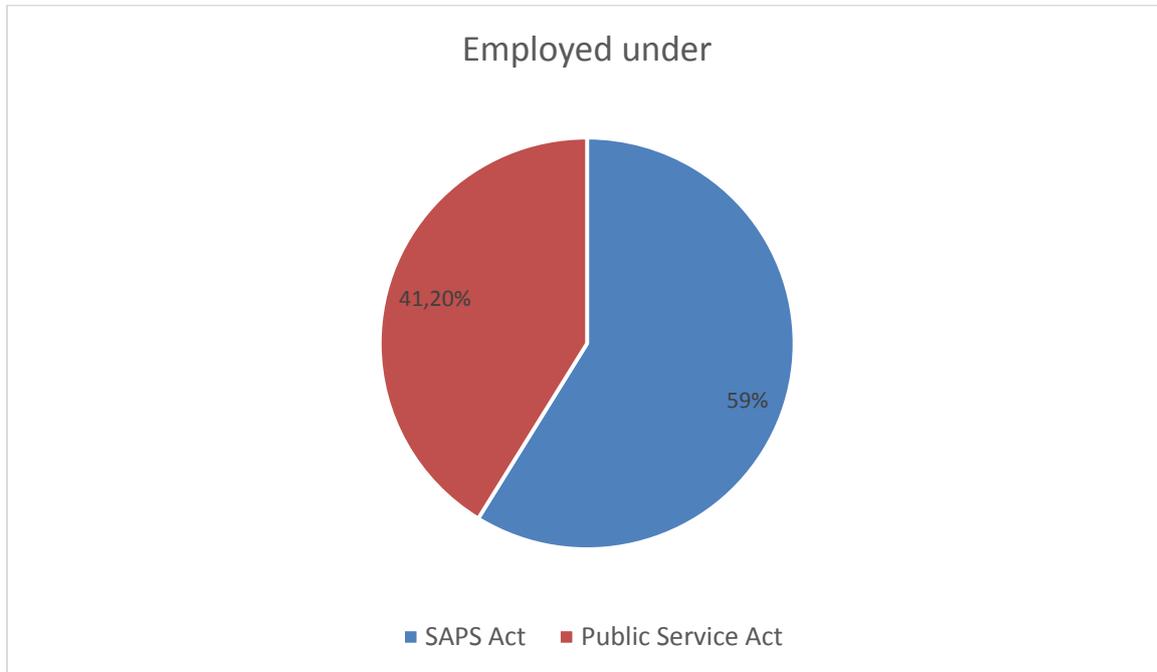


7.2.3.5 Employed under the SAPS Act and Public Service Act

Table 7.7 and figure 7.5 illustrate that the highest proportion of respondents who constituted 58.8% (n=77) of the sample were employed under the SAPS Act, while 41.2% (n=54) were employed under the Public Service Act. The employees in the SAPS are either employed under the SAPS Act as police officials or under the Public Service Act as civilians. Functional police officials are involved in preventing, combating, and investigating crimes; while civilian personnel perform administrative support services, are human resource officers, senior human

resource officers, clerks, secretaries, and cleaners are examples of civilians according to their levels of employment.

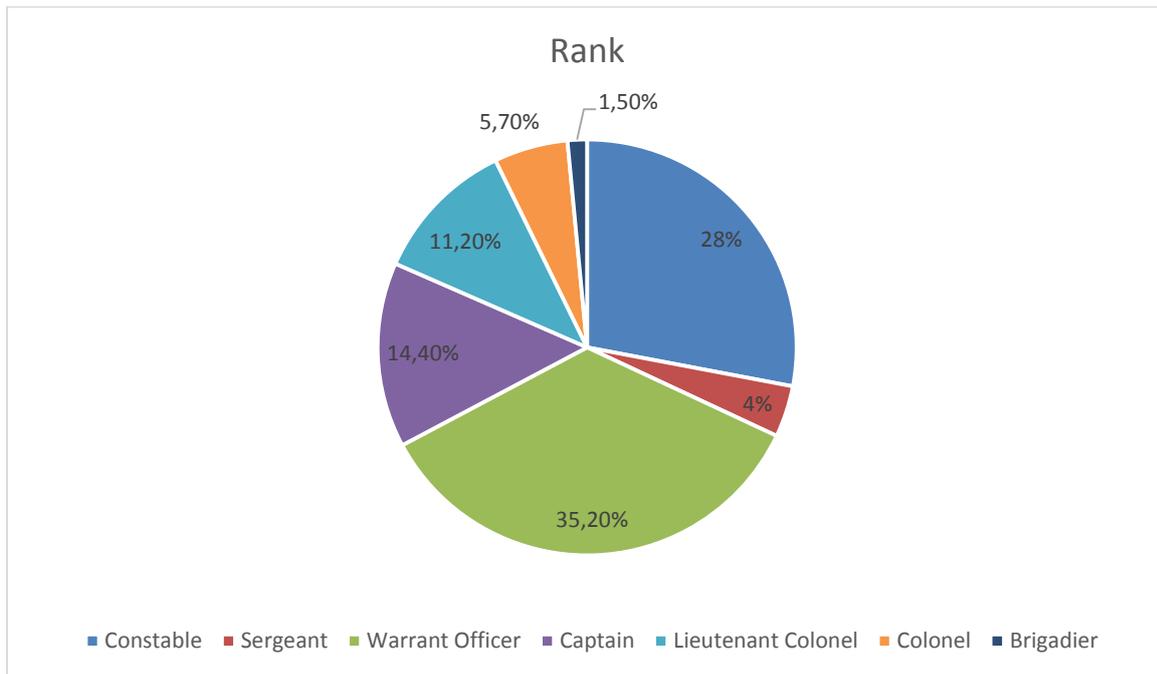
Figure 7. 5: Employed under SAPS Act and Public Service Act



7.2.3.6 Rank

Figure 7.6 below portrays that 35.2% (n=44) were Warrant officers, 28% (n=35) were Constables and 4% (n=5) were Sergeants. This means that 67.2% of the respondents were non-commissioned officers and thus 32.8% were commissioned officers. For the commissioned officers, 14.4% (n=18) were Captains, 11.2% (n=14) were Lieutenant Colonels, and 7.2% (n=9) were either a Colonel or Brigadier. For the purpose of this study, there are three broad ranking structures namely, Commissioned Senior Managers, Commissioned Officers, and Non-commissioned Officers. Non-commissioned officers are the warrant officers, sergeants, and constables. Commissioned officers' ranks include Colonels, Lieutenant-Colonels, and Captains. Senior managers are Generals, Lieutenant-Generals, Major-Generals, and Brigadiers.

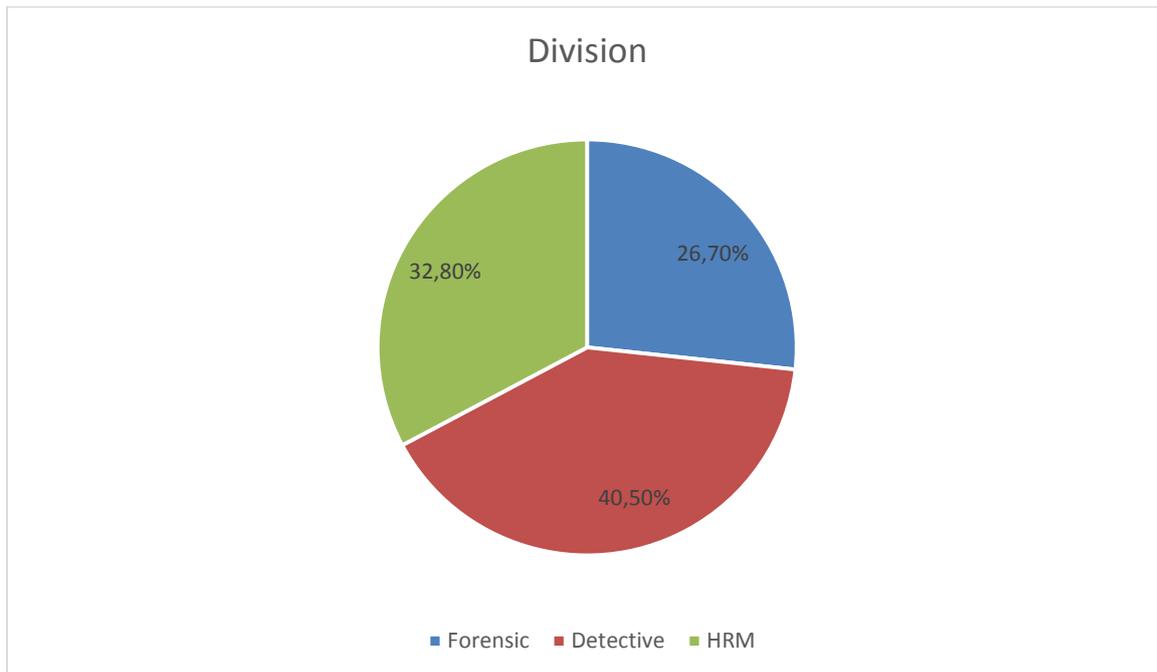
Figure 7. 6: Rank



7.2.3.7 Division

Figure 7.7 illustrates that the data collection was stratified according to divisions which were Forensic, Detective, and Human Resources Management (HRM) personnel. About 40.5% (n=53) were from the detective division; followed by 32.8% (n=43) from the HRM/personnel division, and 26.7% (n=35) were from the forensic division.

Figure 7. 7: Division



From the above discussion, it is clear that the SAPS workforce is a reflection of the genders of South Africa, with the men being the majority, but for this study, the majority of the respondents are women. In terms of age, the SAPS employs a variety of age groups, from the Millennials to Baby Boomer's generation. The workforce, however, reflects that majority are the GX. In the SAPS, the majority of BBs are retiring and some have already retired. This allows the GX to take over from BBs. Concerning academic qualifications, the SAPS employs adequately qualified staff that would be designated to achieve its goals and objectives. Most respondents have grade 12 certificates followed by those who have undergraduate and postgraduate qualifications. Those employed under the SAPS Act are more than those employed under Public Service Acts. Regarding rank, most respondents are warrant officers followed by constables. The Detective division has more respondents than the Forensic and HR divisions.

7.3 FUNCTIONAL ANALYSIS

This section of the analysis deals with career management, retention management, and turnover regarding attraction and retention in the experience of respondents. The statements were measured on a five-point Likert scale that ranged from 1 (strongly disagree) to 5 (strongly agree). The respondents were to indicate the extent to which they agreed or disagreed with a statement by ticking 1 (Strongly Disagree), 2 (Disagree), 3 (Uncertain), 4 (Agree) and 5 (Strongly Agree). A mean score of at least 3.5 meant that the respondent agreed with the statement, while a mean score lower than 2.5 meant that they disagreed, and uncertainty was observed with a mean between 2.5 and 3.5. The statements were ranked with the one on top having the largest mean. The positive responses ‘Strongly Agree’ and ‘Agree’ were grouped together and the same was done with the negative responses of ‘Strongly Disagree’ and ‘Disagree’. The ‘Uncertain’ statement remained the same.

7.3.1 Career management

There were 21 items that were measuring career management, which was composed of career development (4 items), career opportunities / path (5 items), Supervisor support (5 items), training and development (3 items), and work environment (4 items). These topics are discussed below.

7.3.1.1 Career development

Figure 7. 8: I am aware of the existence of career management policy in the SAPS

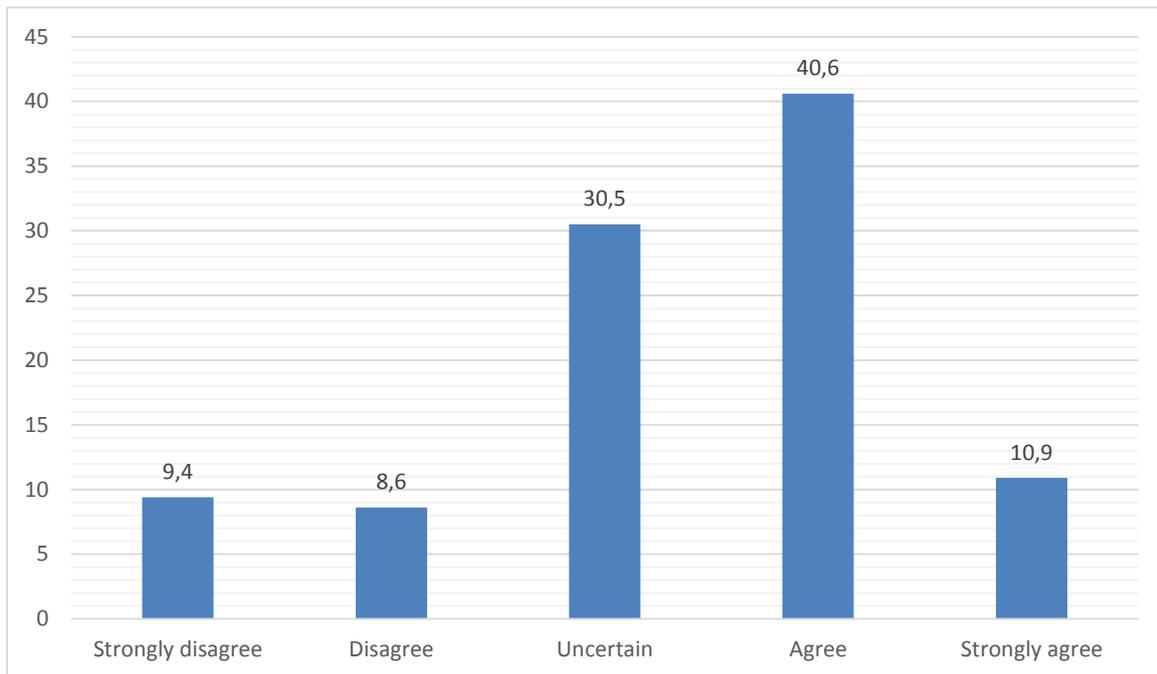


Figure 7.8 shows a mean of 3.35 which reveals that 51.5% of the respondents agree that they are aware of the career management policy of the SAPS, while 18% disagree, and 30.5% are uncertain. The data shows that more than 50% of respondents have knowledge of the SAPS's career management policy, which means they have a keen interest in their career development. It may be assumed that the 30% uncertainty may include the BFG, since they are new to the SAPS and may not have been informed of the different career paths that exist in the SAPS. It may also be assumed that the 51.5% agreeing may include the BBs and GX, since they are the longest serving generations in the SAPS.

Figure 7. 9: Career management in the SAPS is implemented effectively.

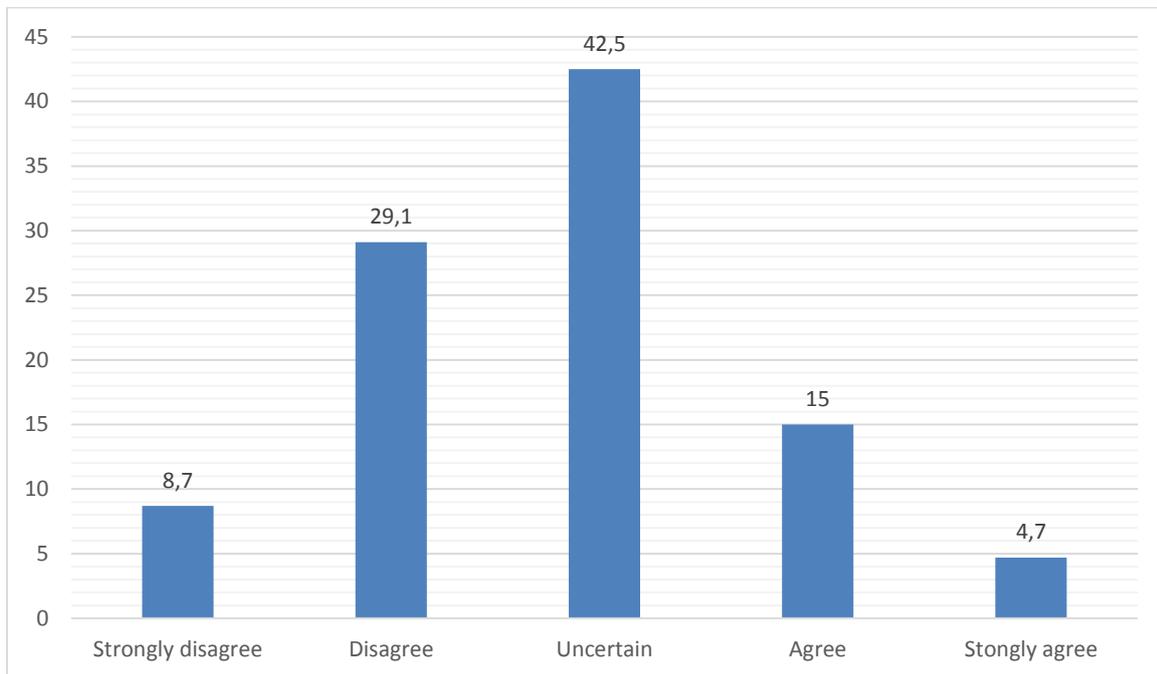


Figure 7.9 shows mean of 2.78 which portrays that 19.7% of respondents agree that career management in the SAPS is implemented effectively, while 37.8% disagree, and 42.5% were uncertain, and the results shows that more than 40% have no knowledge that career management in the SAPS is implemented effectively. It may be deduced that more than 80% negative response may not only include BFG and GY who are new to the SAPS , but also members who have previously been disadvantaged and have not progressed as they would have liked. It means that both the HR Department and line managers need to perform their responsibilities (RSA, 1997).

Figure 7.10: There are challenges pertaining to the implementation of career management.

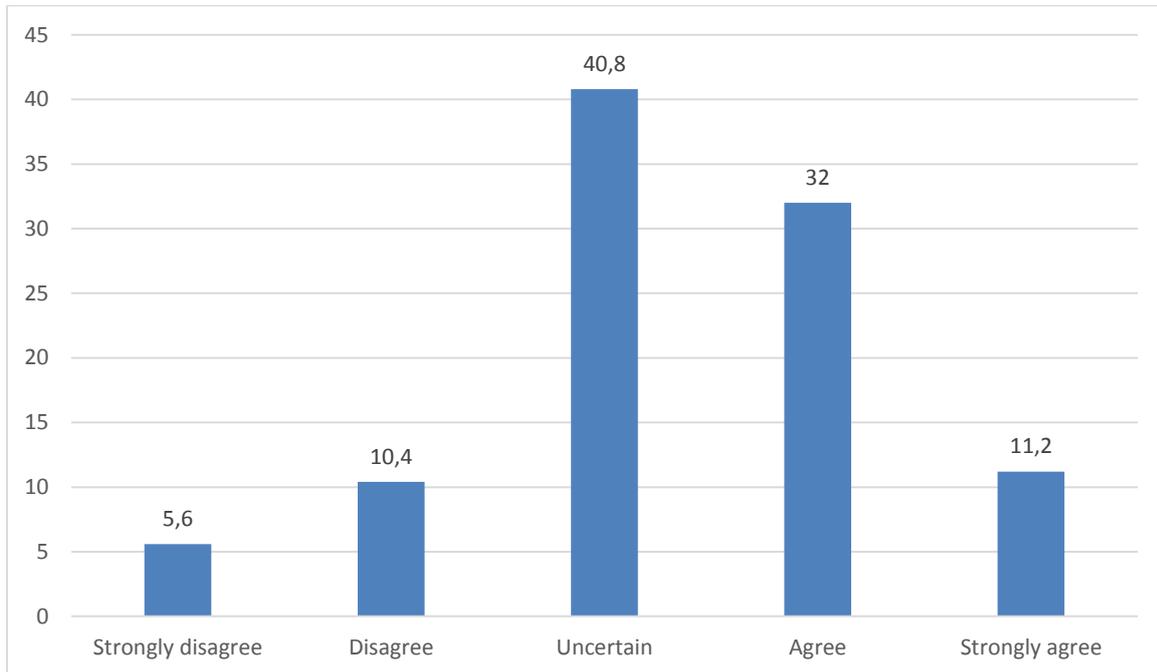


Figure 7.10 illustrates that almost 45% of respondents agree that there are challenges pertaining to the implementation of career management policy, whereas 16% disagree, and 40.8% were uncertain with a mean of 3.33. As the data showed in figure 7.8 and figure 7.9 respectively, the majority of respondents have the knowledge of the SAPS's career management policy and that majority of respondents have no knowledge that career management in the SAPS is implemented effectively. Therefore, it may be argued that the career management policy is only on paper but not yet implemented. This is underscored by the Public Service Commission (2010:23) that states its first assessment of career management in the Public Service in 2000 showed that there was limited implementation of career management programmes, and it also showed that the absence of career management programmes at that time were ascribed to outdated organisational structures, decentralisation, absence of timeframes in national policy, and the implementation of the new PSR.

Figure 7. 11: Career management strategy used by SAPS is effective

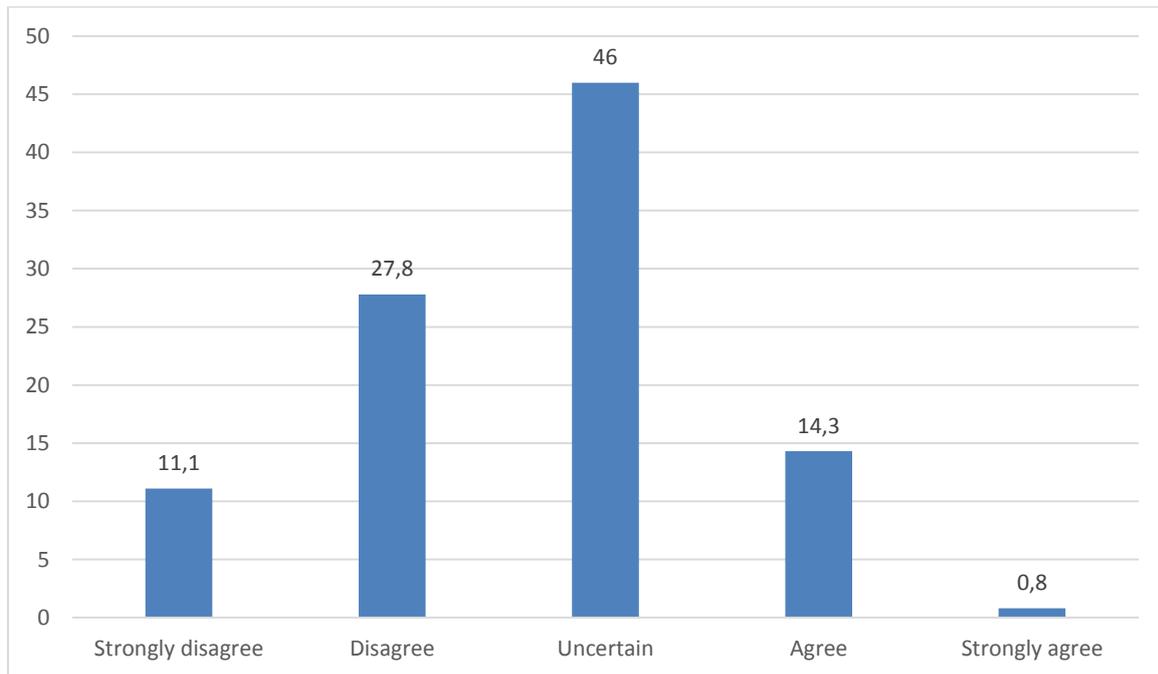


Figure 7.11 portrays that about 46% of respondents are uncertain that a career management strategy used by the SAPS is effective, while 38.9% disagree and 15.1% agree with an item mean of 2.66. The percentage that is uncertain is higher than the percentage of disagreeing and agreeing, this indicates that the higher percentage that is uncertain may be influenced by new employees, with less services and experiences. From the data, it may be assumed that the majority of respondents are GY because of their work experience.

In summary, the research results show that the majority of respondents are aware of a career management policy of the SAPS. The majority of respondents indicated that they have no knowledge that career management in the SAPS is implemented effectively, and they agree that there are challenges in implementing career management policy.

7.3.1.2 Career opportunities/path

Career opportunities/path was measured using 5 items, as presented in this section.

Figure 7. 12: New recruits in the SAPS are informed of possible career paths

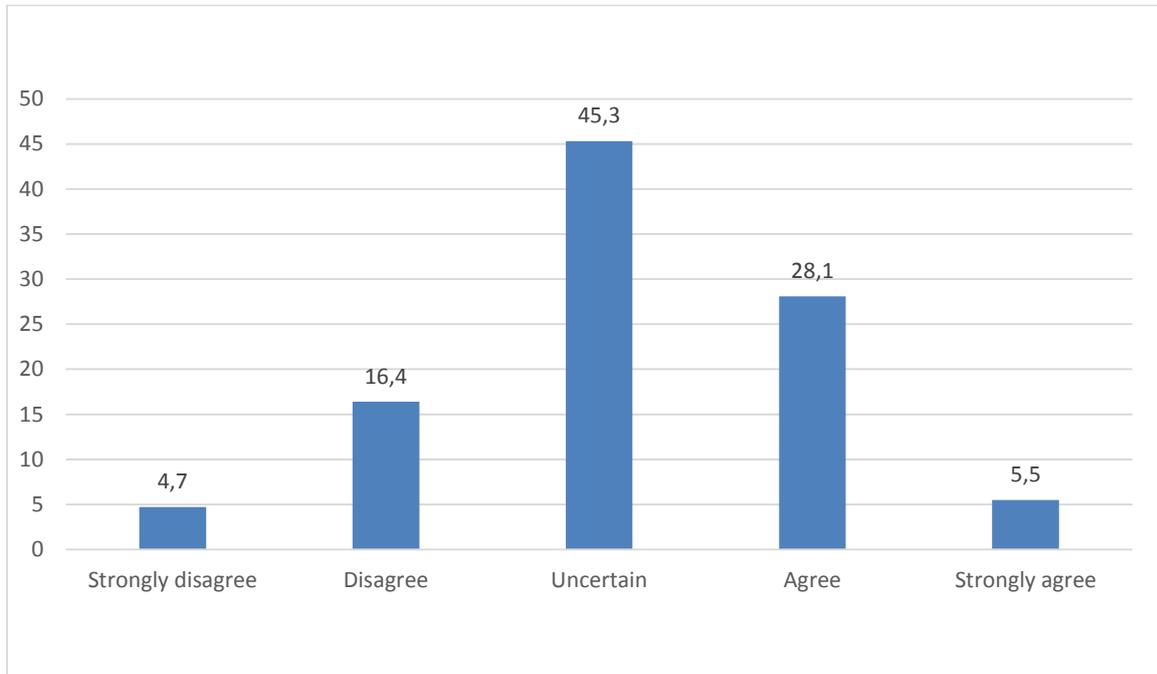


Figure 7.12 shows that 33.1% of respondents agree that new recruits in the SAPS are informed of career paths, and 45.3% were uncertain; while 21.1% disagree with a mean of 3.13. The data shows that the majority of respondents are not aware that new recruits are informed of possible career paths. Armstrong (2009) in Kinyili (2019:113), concurs when he states that lack of clear career paths or developments is a major cause of poor employee retention. This figure is supported by the responses from figure 7.9, 7.10, and figure 7.11, which reveal that members of the SAPS are not well informed of the prospects of career management because line managers and HR departments are not promoting career management.

Figure 7. 13: I am aware of career opportunities in the SAPS

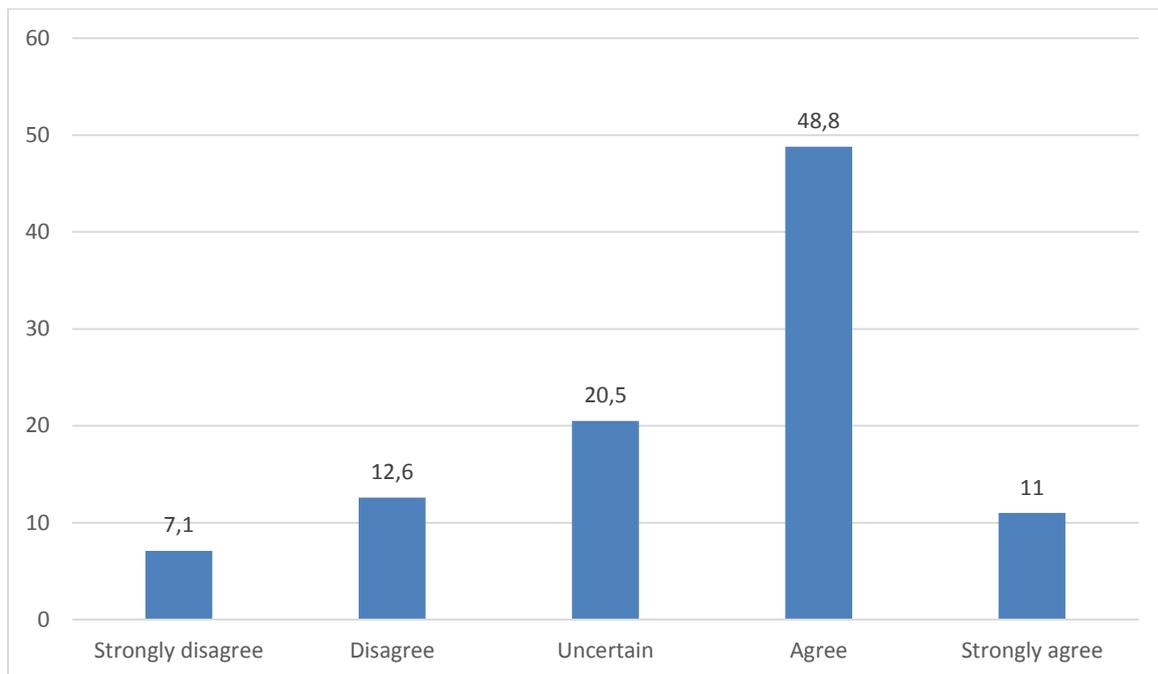


Figure 7.13 depicts that the majority of respondents, 59.8% acknowledged that they are aware of career opportunities in the SAPS, 19.7% disagree, while 20.5% were uncertain with an item mean of 3.44. The SAPS is one of the biggest institutions in the public sector. According to the SAPS APP 2019/2020, the institution had a total of 187 323 employees. There are streams in the SAPS, for example, functional (entry: police trainee), support (admin clerk, typist, and personnel officer), and specialised units (forensic analyst, pilot, and internal auditor). The SAPS offers careers in various fields. The employees in the SAPS are either appointed as police officials employed in terms of the South African Police Service Act, 1995 (Act 68 of 1995) or civilians employed in terms of the Public Service Act No. 103 of 1994. Most functional police officials are involved in preventing, combating or investigating crime. Other police officials carry out support functions at divisions and components of the SAPS such as: - supply chain management, personnel service, financial service, strategic management, information systems, communication, and liaison service. Civilian staff are appointed to carry out tasks such as: - human resource management, procurement, financial administration, typing, clerical duties, secretarial duties, and cleaning and messenger services.

Figure 7. 14: Opportunities for career progression (promotional opportunities) exist

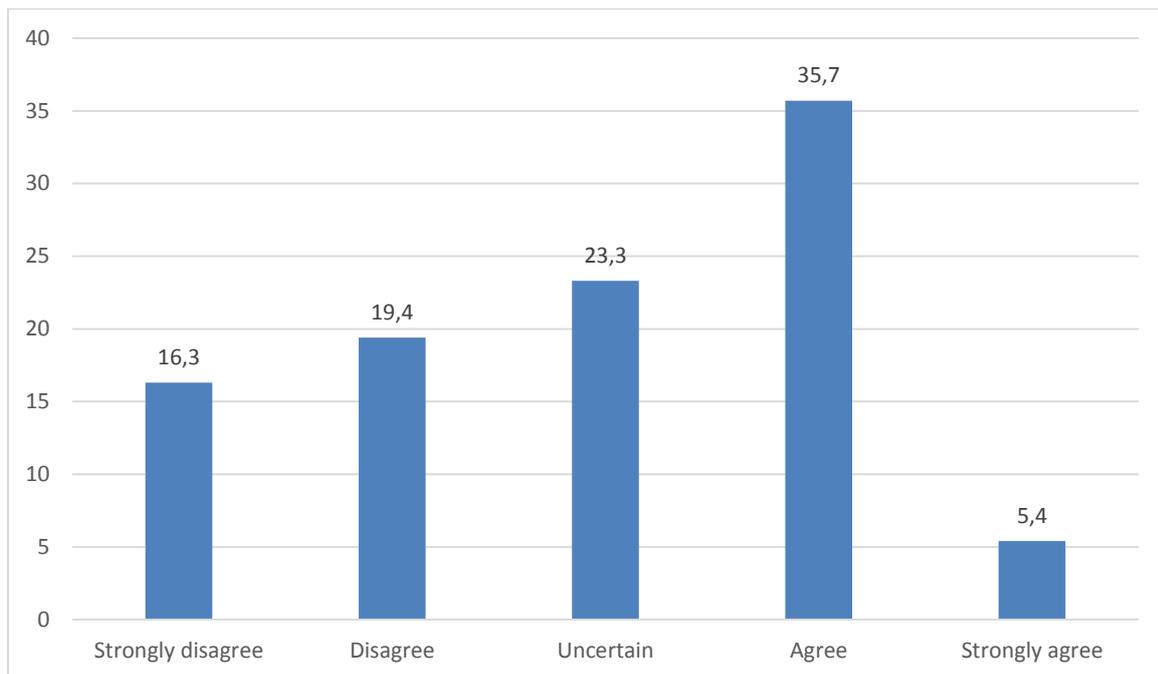


Figure 7.14 illustrates that 41.1% of respondents agree that opportunities for career progression (promotional opportunities) exist and 23.3% were uncertain, while 35.7% disagree and the issue had a mean of 2.95. Data shows that the majority of respondents agree that promotional opportunities do exist in the SAPS. Career opportunities in the institution take on the form of vertical career movement, lateral career movement, and diagonal career movement. It can be argued that, in order to create opportunities for promotion within the institution, career development needs to provide opportunities for training and skills development that allows employees to improve their employability within the SAPS as well as the broader labour market.

Figure 7. 15: The current employee promotion system is effective

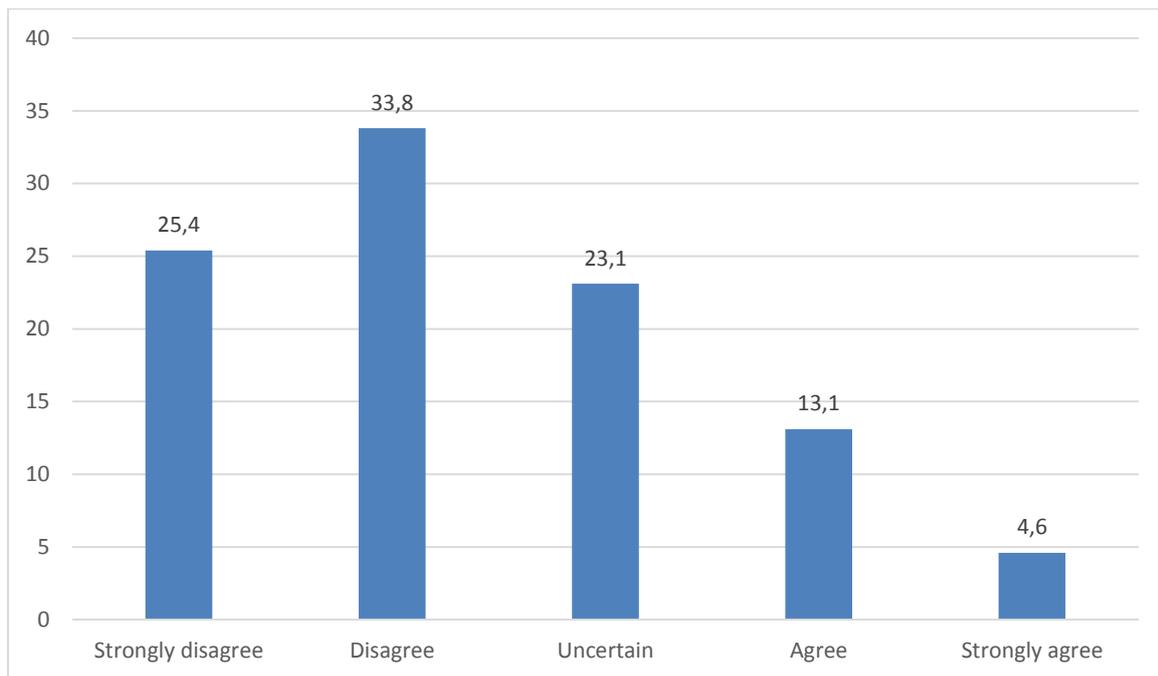


Figure 7.15 indicates that 59.2% of respondents disagree that the current employee promotion system is effective and 23.1% were uncertain, while 17.7% agree with a mean of 2.38. The data shows that the majority of respondents are not happy with the promotional system within the SAPS. As stated in chapter 5, section 5.3.14 (appointment and promotion in the SAPS), there are internal and external promotions in the SAPS. According to post promotions, no one will be promoted to the next levels or ranks (for example, if you are on level 5 you can't apply to or be promoted to level 7 or 8, you must apply or be promoted to level 6) and only employees of the SAPS can apply for the posts. External promotions are open to the public, anyone can apply as long as they meet the requirements. It allows internal staff to compete with external candidates, allowing the best qualified candidate to be appointed.

A member appointed in terms of the SAPS Act may not apply for promotion to an advertised post to be filled in terms of the Public Service Act, but in terms of NI 6 of 2005 of Selection and Appointment of Employees on post level 1 to 12, an employee appointed in terms of the Public Service Act may apply a post to be filled. In terms of NI of 2015, a constable must have a minimum of seven years of service excluding training contract to qualify for grade

progression (to be promoted) to a sergeant rank. However, an employee employed under PSA with less than seven years of service with the required qualification may be appointed as Captain. It clearly shows that the promotion policy seems to favour the appointment of civilians to the SAPS structure rather than SAPS members.

Figure 7. 16: The SAPS have a succession planning system

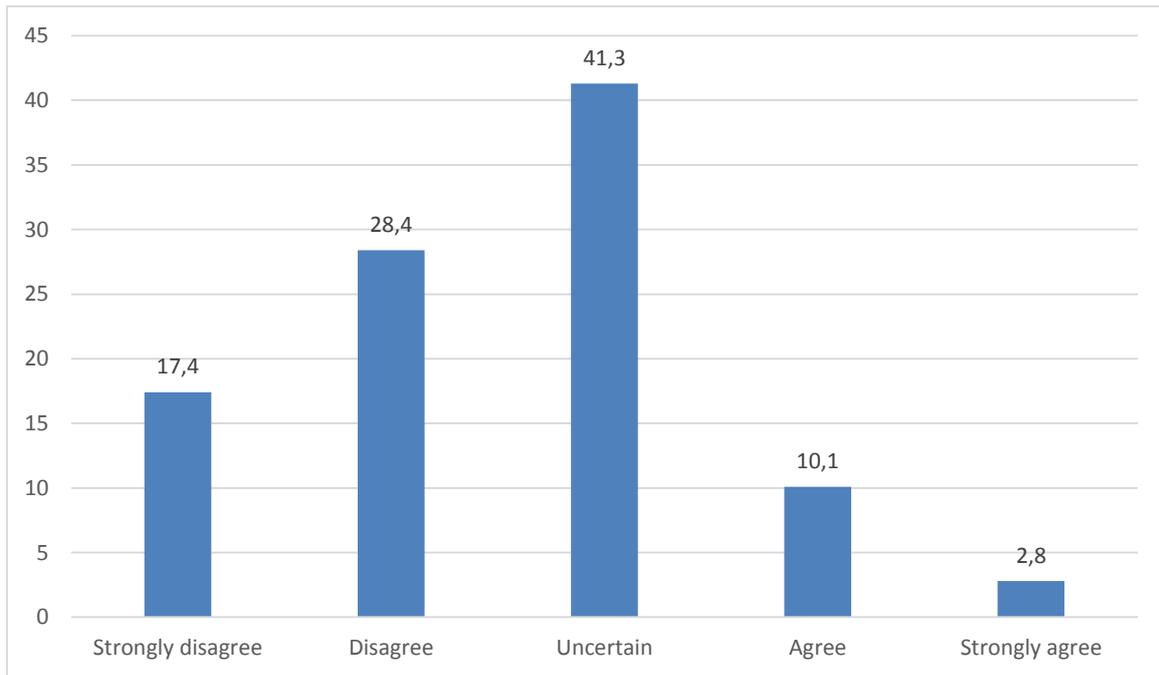


Figure 7.16 shows that 45.8% of respondents disagree that the SAPS have a succession planning system and 41.3% were uncertain, while 12.9% agree with the item having a mean of 2.52. The data shows that the majority of respondents agree that there is an absence of a succession planning in the SAPS. This is supported by qualitative research, where nine out of ten respondents indicated that there is no succession planning in the SAPS. Succession planning is critical if one looks at BBs who are retiring. It means that GX would be deprived of institutional memory as well as competencies that would empower them to be better managers and supervisors.

In summary, the majority of respondents are not aware that new recruits are informed of possible career paths. The majority of respondents indicated that they are aware of career opportunities in the SAPS but they are not happy with the promotional system within the SAPS and they also indicated that there is an absence of succession planning in the SAPS.

7.3.1.3 Supervisor support

Figure 7. 17: My manager and I discuss how my career goals should be aligned to the institutional objectives

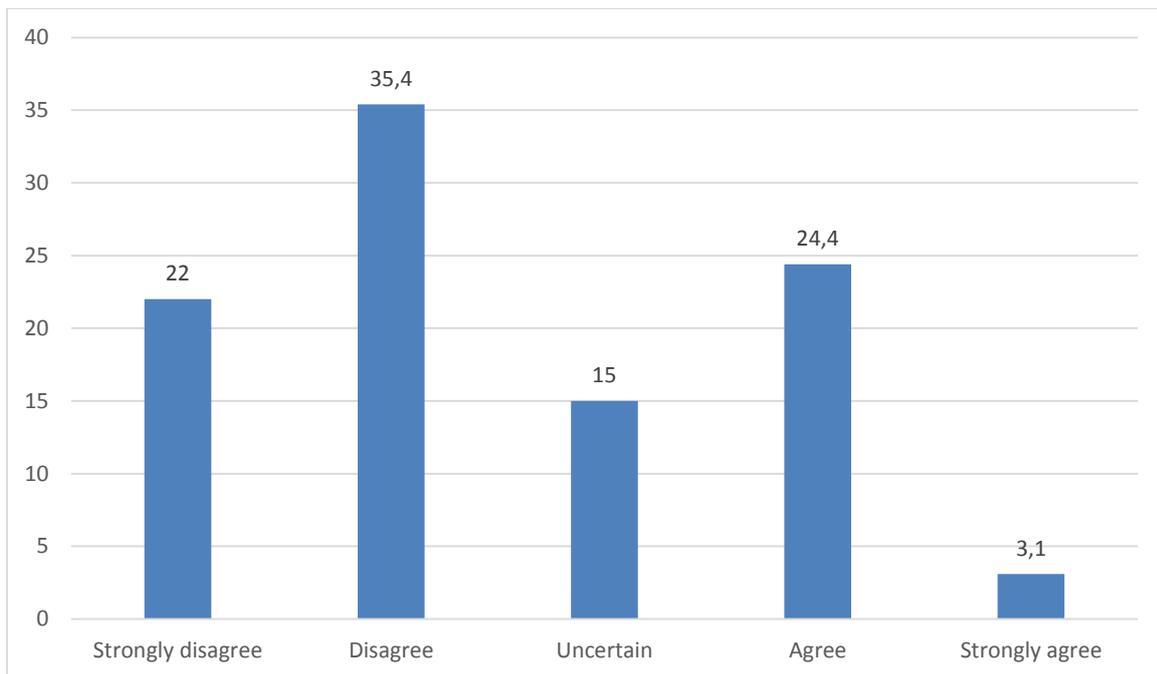


Figure 7.17 indicates that 27.5% of respondents agree that they discuss how their career goals (expectations) should be aligned to the institutional objectives with their manager, while 57.4% disagree and 15% were uncertain with the issue having a mean of 2.51. The data shows that the majority of respondents indicated that managers are not discussing with them how their career goals should be aligned with the institutional objectives. It means that employees are not aware of how their performance contributes to achieving the strategic and operational goals and objectives of the institution. This, in turn, impacts effective service delivery. Career developments provide opportunities for advancing careers of employees as well as meeting the goals of the institution.

Figure 7. 18: I am responsible for my own career management

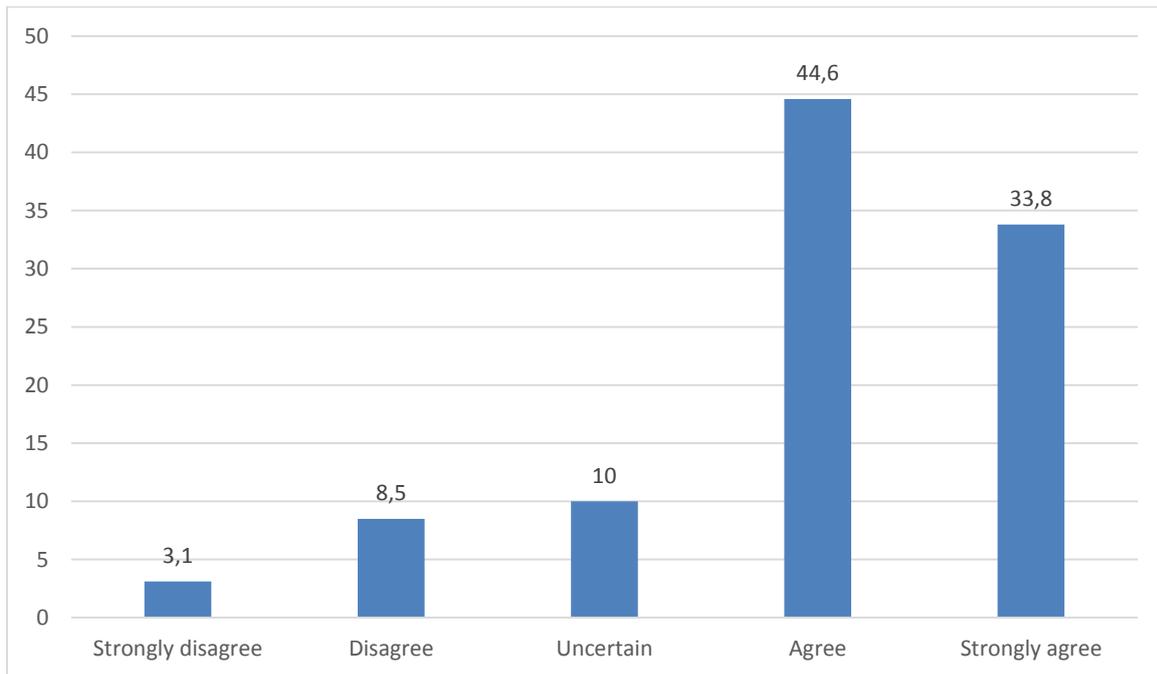


Figure 7.18 illustrates that 78.4% of respondents agree that they are responsible for their own career management and 11.6% disagree, while 10% were uncertain with an item mean of 3.98. Data shows that the majority of respondents are responsible for their own career. The employees are responsible for identifying their own career goals, interests, and their development needs. They must assess themselves, analysing their skills, experiences, weaknesses, and strengths. Section 5.10 of the White Paper on Human Resource Management in the Public Service provides that employees in the public sector are responsible for their own career management and have duty to inform themselves of job, training, and development opportunities.

Figure 7. 19: My career goals coincide with the organisational goals

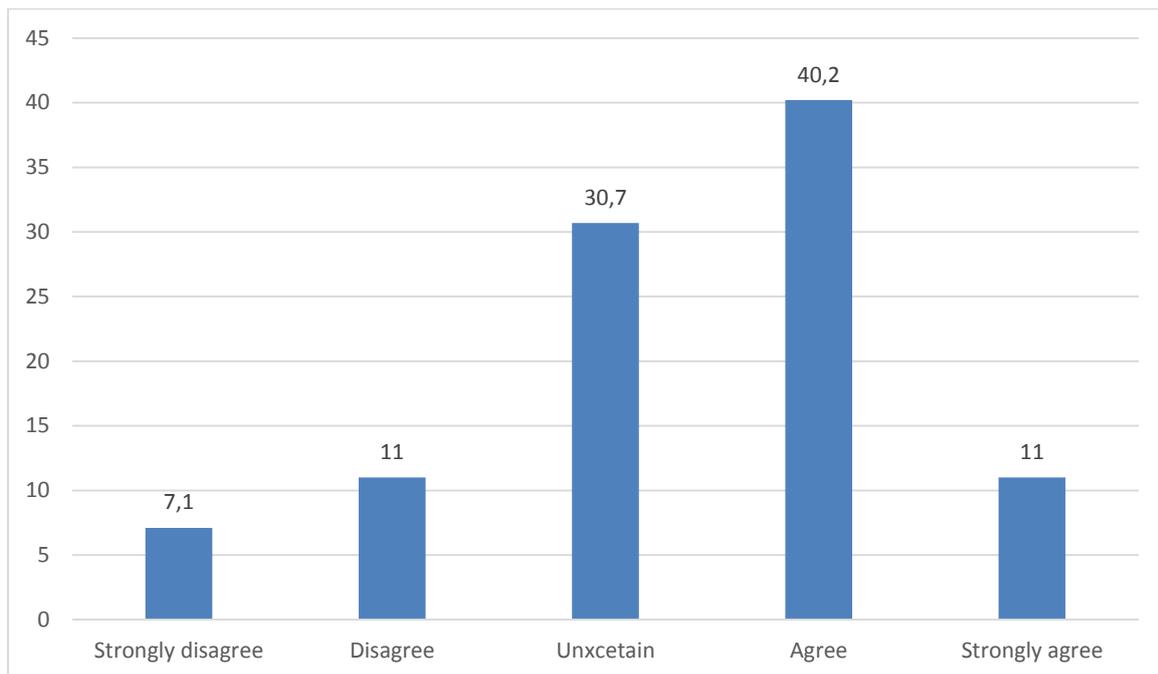


Figure 7.19 shows that about 51.2% of respondents agree that their career goals coincide with the organisational goals and 30.7% were uncertain, while 18.1% disagreed with an item mean of 3.37. Based on the interpretation, the deduction can be made that the majority of respondents perceive the SAPS as able to align individual goals with the organisational goals and objectives.

Figure 7. 20: My manager has my best interest at heart when making decisions that affect my career

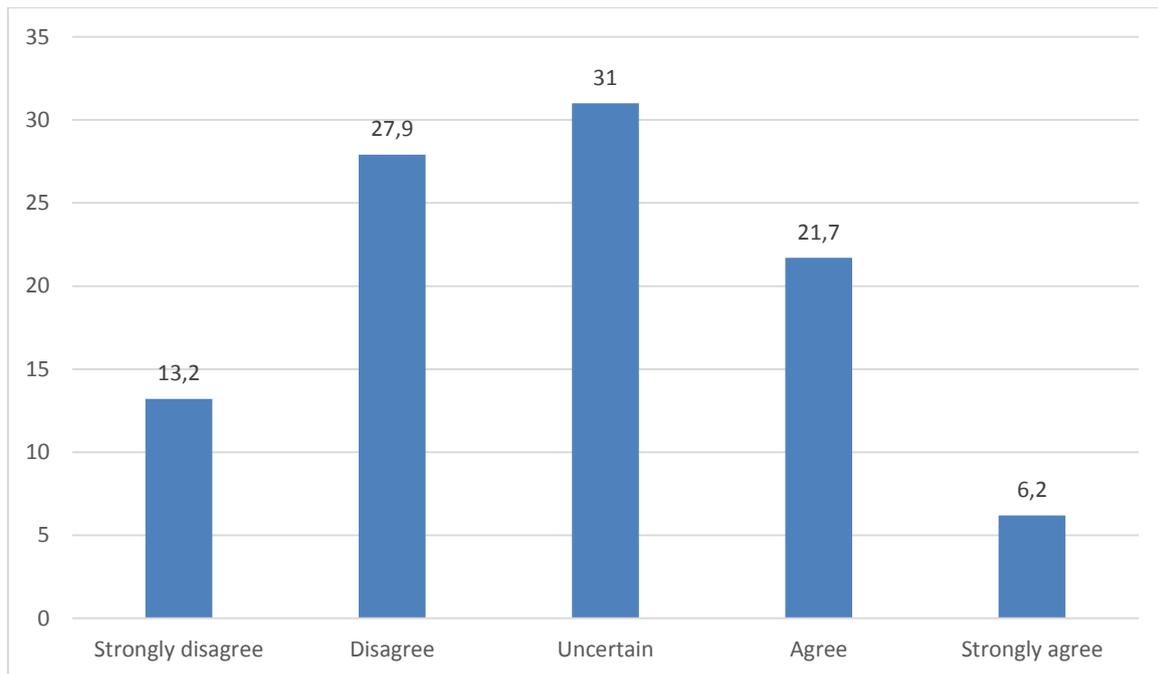


Figure 7.20 portrays that 27.9% of respondents agree that their managers had their best interest at heart when making decisions that affects their career and 31% were uncertain, while 41.1% disagree and the issue had a mean of 2.80. The data shows that the majority of respondents agree managers don't have their best interest at heart when making decisions that affect their career.

Figure 7. 21: I enjoy the mentoring relationship with my mentor

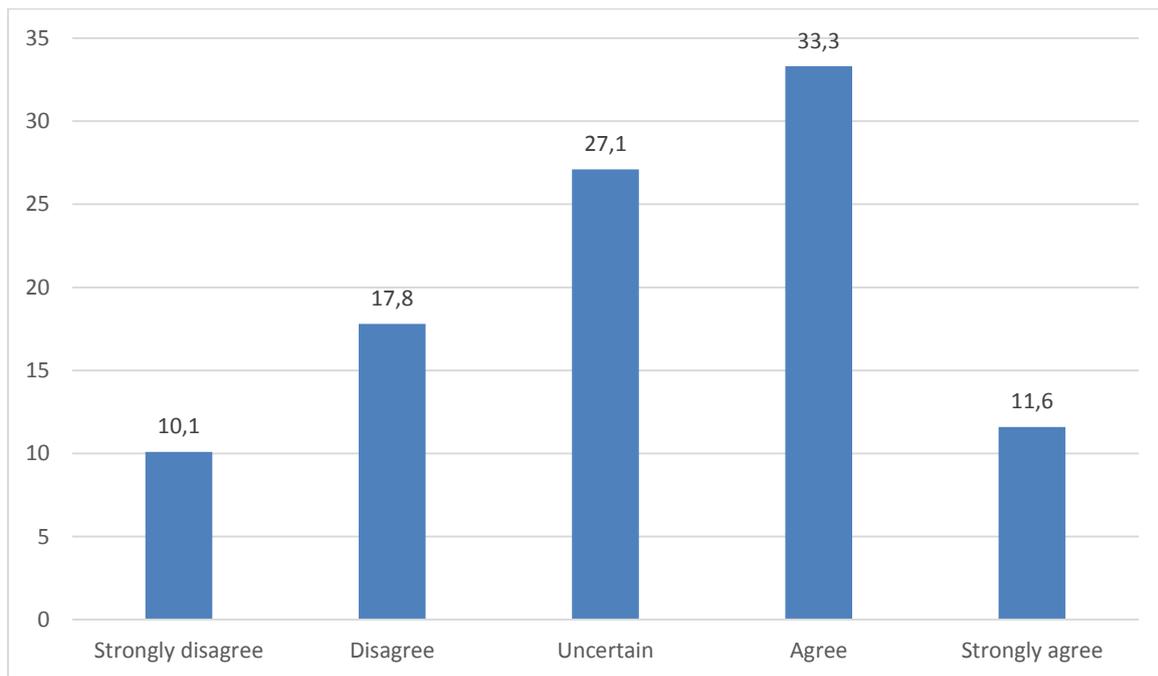


Figure 7.21 shows that 44.9% of respondents agree that they enjoy the mentoring relationship with their mentor and 27.9% disagree, while 27.1% were uncertain with an item mean of 3.19. Mentoring, coaching and monitoring form part of succession planning. The development and career growth of the employees in the SAPS needs continuous mentoring and coaches. These are supported by Bagraim *et al.* (2011:86) who refer to Maslow's social needs, which include needs for affection, friendship, acceptance and sense of belonging. Once social needs are satisfied, employees feel motivated and can even go an extra mile to perform to the best of ability.

In summary, managers are not discussing with employees how career goals align to institutional objectives. Employees are responsible for their own career, and career goals coincide with organisational objectives. The research results show that managers don't have employees' interests at heart when making decisions that affect their career.

7.3.1.4 Training and development

Figure 7. 22: My training opportunities have been determined accordingly

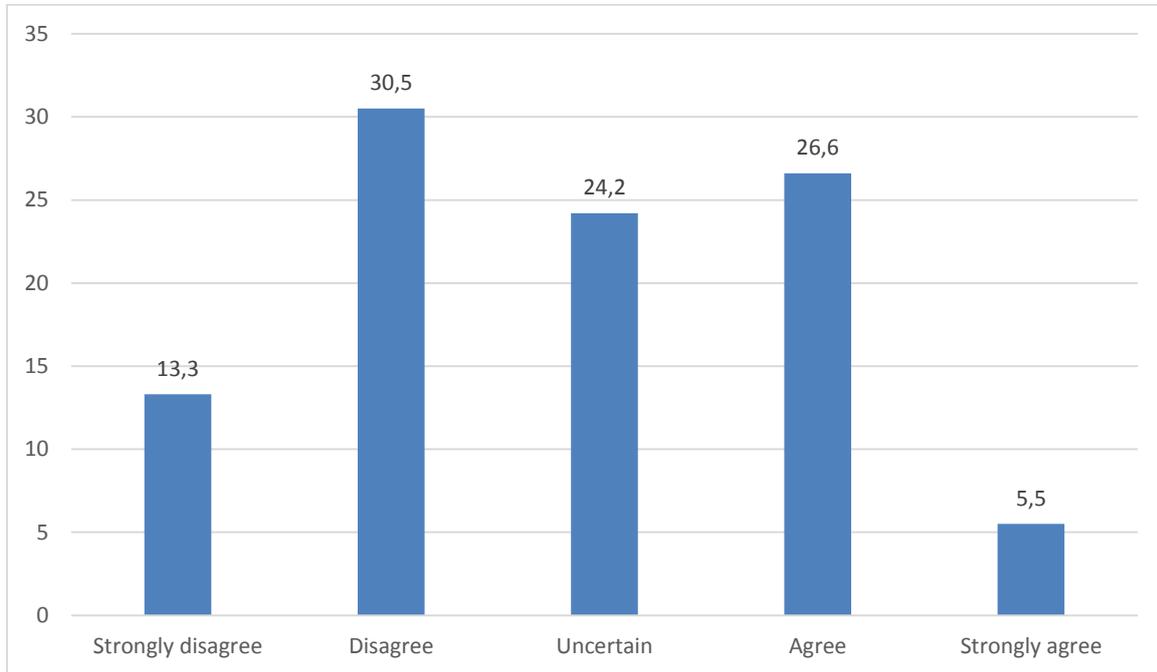


Figure 7.22 shows that 43.8% of respondents disagree that their training opportunities have been determined accordingly, 24.2% were uncertain, and only 32.1% agree with an item mean of 2.80. Human resource development (HRD) is described by Van Dijk (2003:20) as the integrated use of training and development, organisational development, and career development to improve individual, group, and institutional effectiveness. HRD is intended to provide opportunities for advancement and can also make employees feel that they are valuable to the institution and may also provide a sense of self-worth, therefore, building a stronger effective commitment (Dockel, 2003:22).

Figure 7. 23: In my current position, I am optimally utilised according to my competencies, experiences, and qualifications

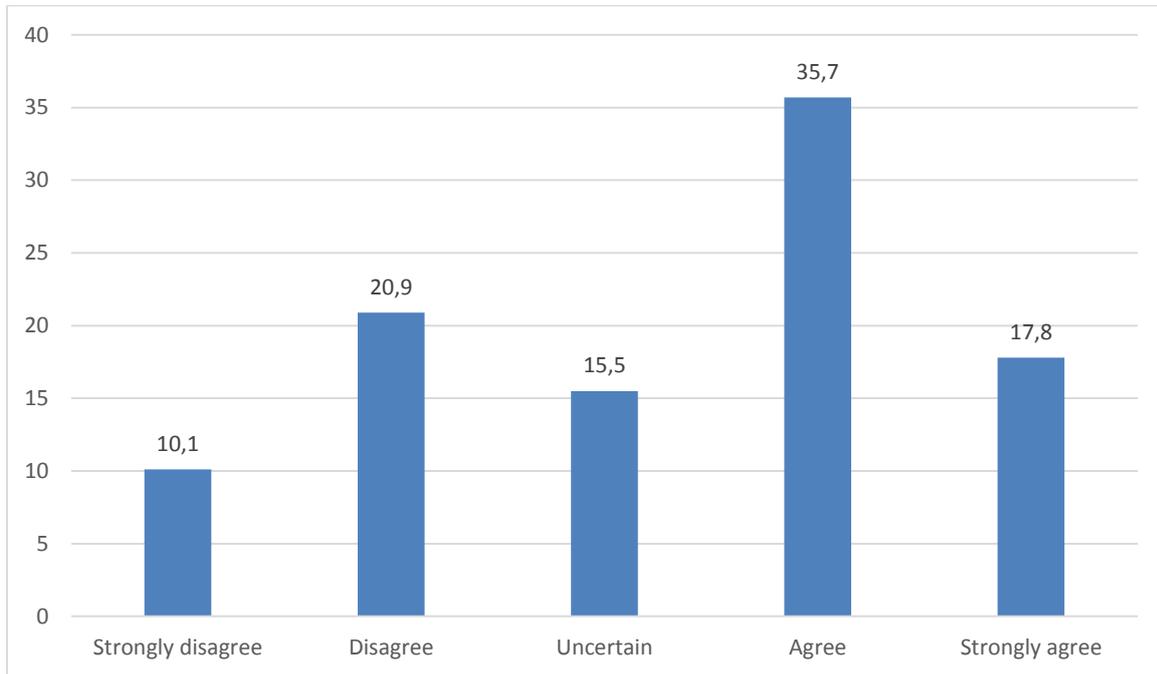


Figure 7.23 shows the majority of respondents 53.5%, responding positively to the statement that in their current position they are optimally utilised according to their competencies, experiences, and qualifications while 15.5% were uncertain and 31% were in disagreement with a mean of 3.30. It is evident that respondents are attributed to Herzberg’s two factor theory that stipulates that managers should eliminate factors that lead to job dissatisfaction (Bagraim *et al.* 2011:94-95). However, qualitative research showed that all ten interviewees indicated that employees are not optimally utilised according to their competencies, experiences, and qualifications.

Figure 7. 24: My work allows me to achieve self-actualisation (my life goals)

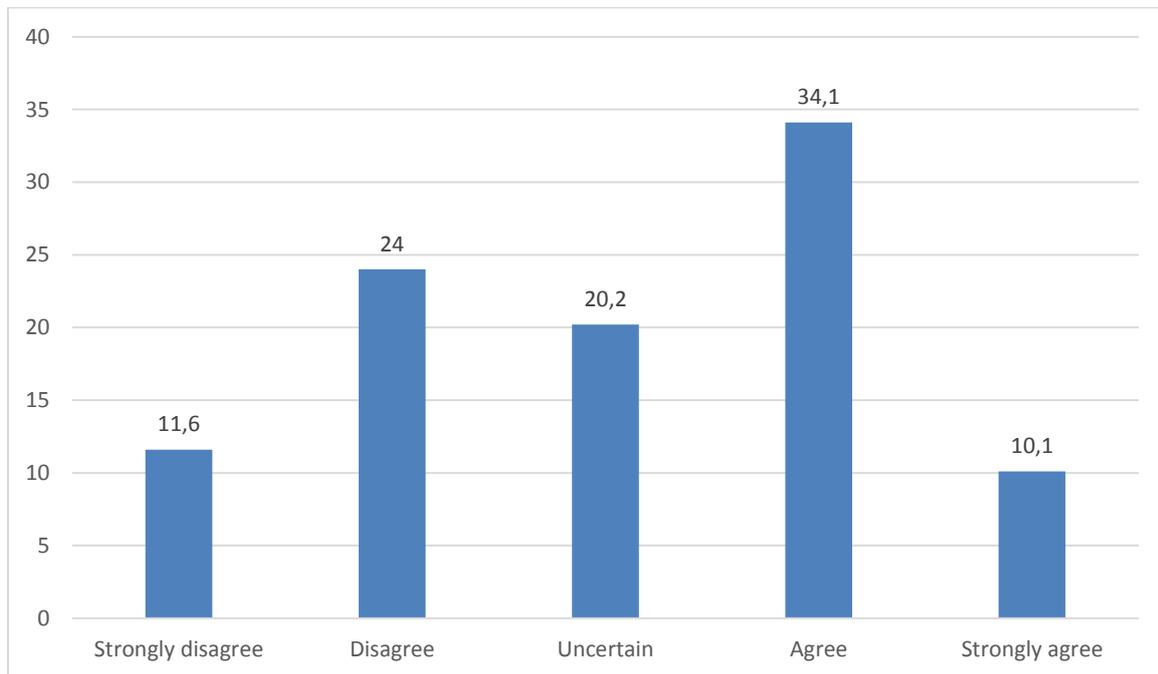


Figure 7.24 portrays that 44.2% agree that their work allows them to achieve self-actualisation whereas 20.2% were uncertain, and 35.6% disagree with a mean of 3.07. Self-actualisation is the highest level of Maslow's hierarchy of needs and it represents the apex of human needs, it is the full development of an individual's potential. The need for self-actualisation is the most difficult to satisfy in an institutional context. Managers can help by creating a climate in which self-actualisation is possible, for example, by providing employees with skills development, the chance to be creative, and the opportunity to have complete control over their jobs.

In summary, training opportunities have not been determined accordingly. The majority of respondents indicate that they are optimally utilised according to their qualifications, competencies, and experiences. The majority of respondents show that their work allows them to become managers.

7.3.1.5 Work environment

Figure 7. 25: I have ambition to advance hierarchical in management positions

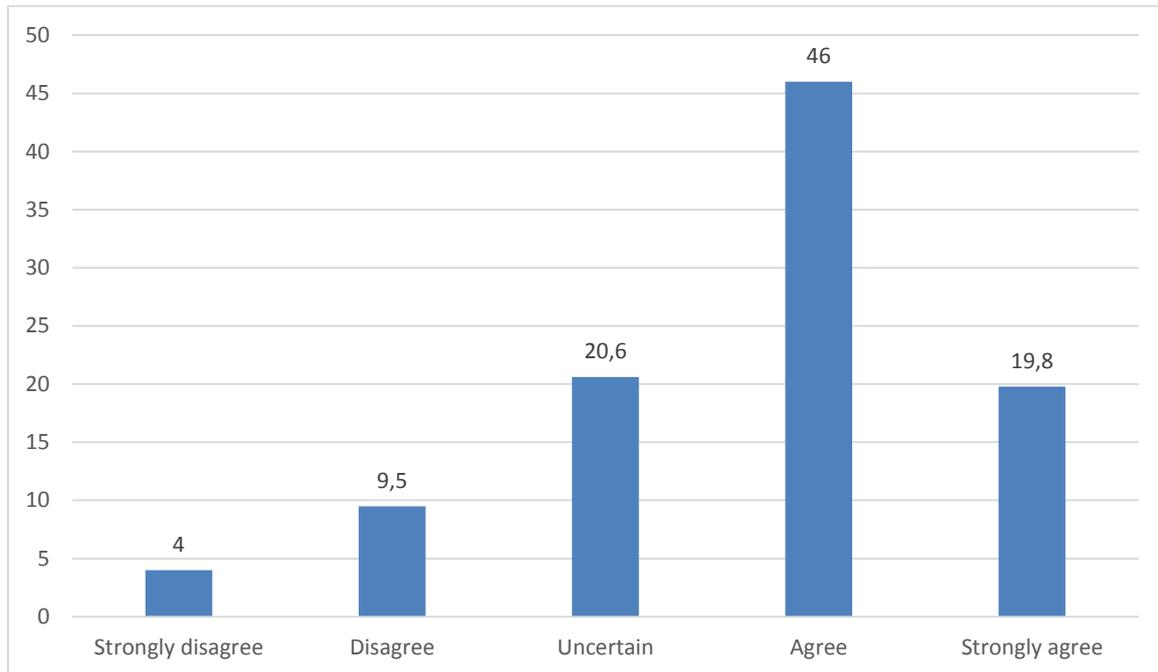


Figure 7.25 reveals that 65.8% of respondents agree that they have the ambition to advance hierarchical in management positions, while 20.6% were uncertain, and only 13.5% disagree with the item having a mean of 3.68. The data shows that the majority of respondents want to be in management positions.

Figure 7. 26: I am proud to work for SAPS

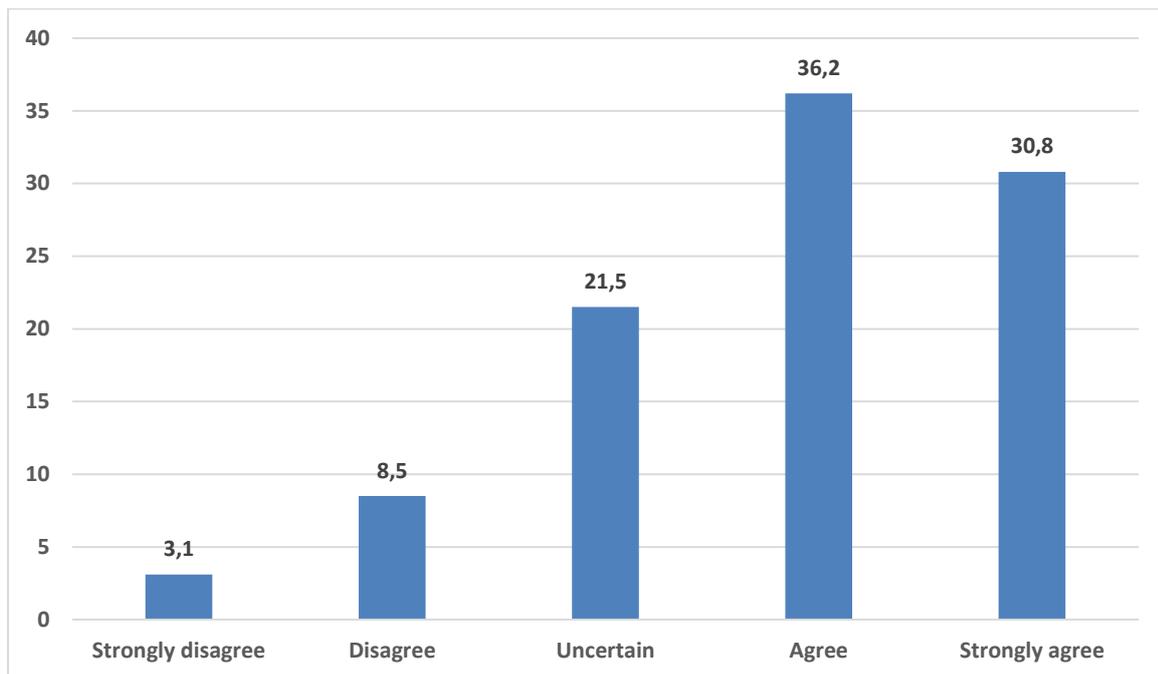


Figure 7.26 illustrates that 67% of respondents agree that they are proud to work for the SAPS, while 21.5% were uncertain, and only 11.6% disagree with the item having a mean of 3.83. The data shows that the majority of respondents are proud to work for SAPS. The above results are supported by both quantitative and qualitative research results, which revealed that majority of respondents, 66.2% and 80% respectively, agreed that the SAPS is their institution of choice.

Figure 7. 27: In my daily work I strive to emulate the institution’s vision and mission

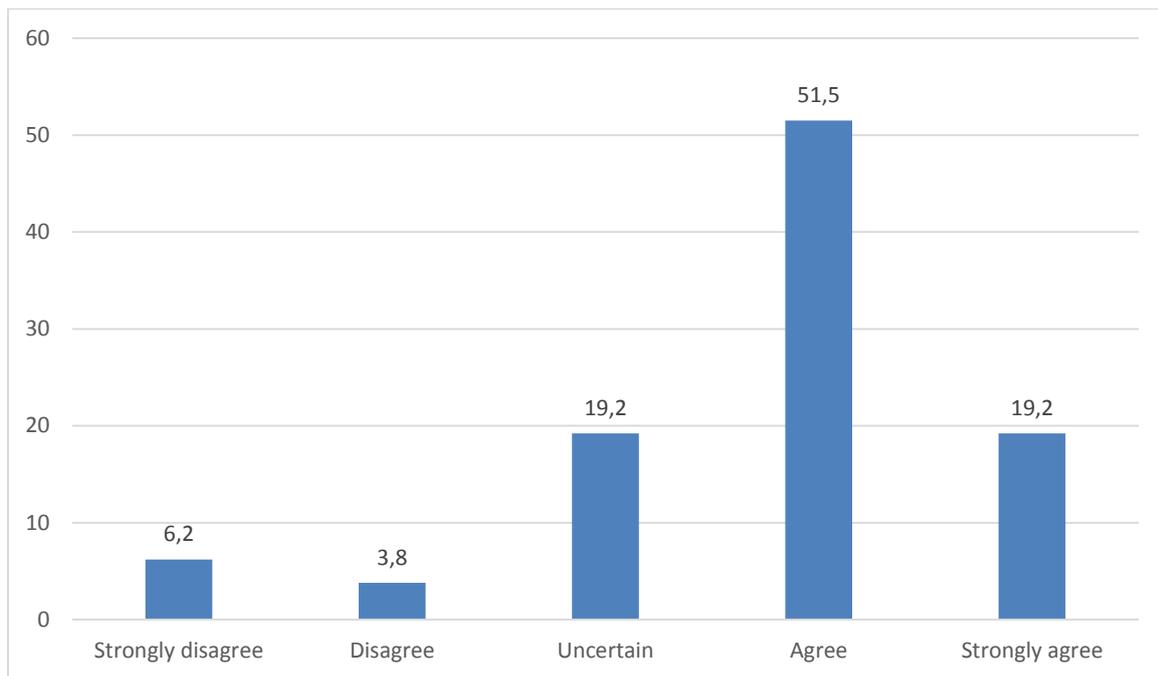


Figure 7.27 shows that 70.7% of respondents agree that they strive to emulate the institution’s vision and mission in their daily work, while 19.2% were uncertain, and only 10% disagree with the issue having a mean of 3.74.

Figure 7. 28: The SAPS is my institution of choice

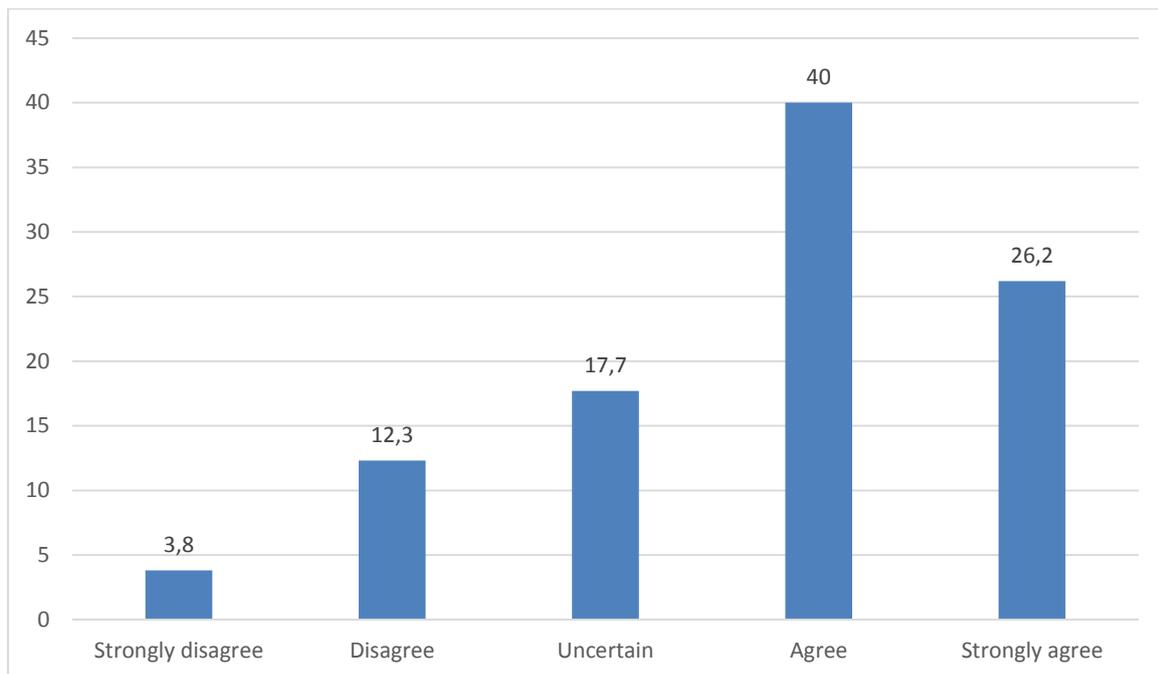


Figure 7.28 reveals that 66.2% of the respondents agree that the SAPS is their institution of choice while 17.7% were uncertain and 16.1% disagree and the issue had a mean of 3.72. The above results are supported by qualitative results, which revealed that majority of respondents, 80% agreed that SAPS is their institution of choice.

In summary, the majority of respondents are proud to work for the SAPS and they want to be in management positions. Their daily work strives to emulate the institution's vision and mission and they regard the SAPS as their institution of choice.

7.3.2 Retention management

There were 19 items that were measuring retention management, which was composed of retention policy and strategy (4 items), work-life balance (3 items), learning and development (5 items), organisational behavioural practices (4 items), and reward management (3 items). The levels of agreement of the five sub constructs are discussed in the next subsections.

7.3.2.1 Retention policy and strategy

Figure 7. 29: I understand how retention policy works

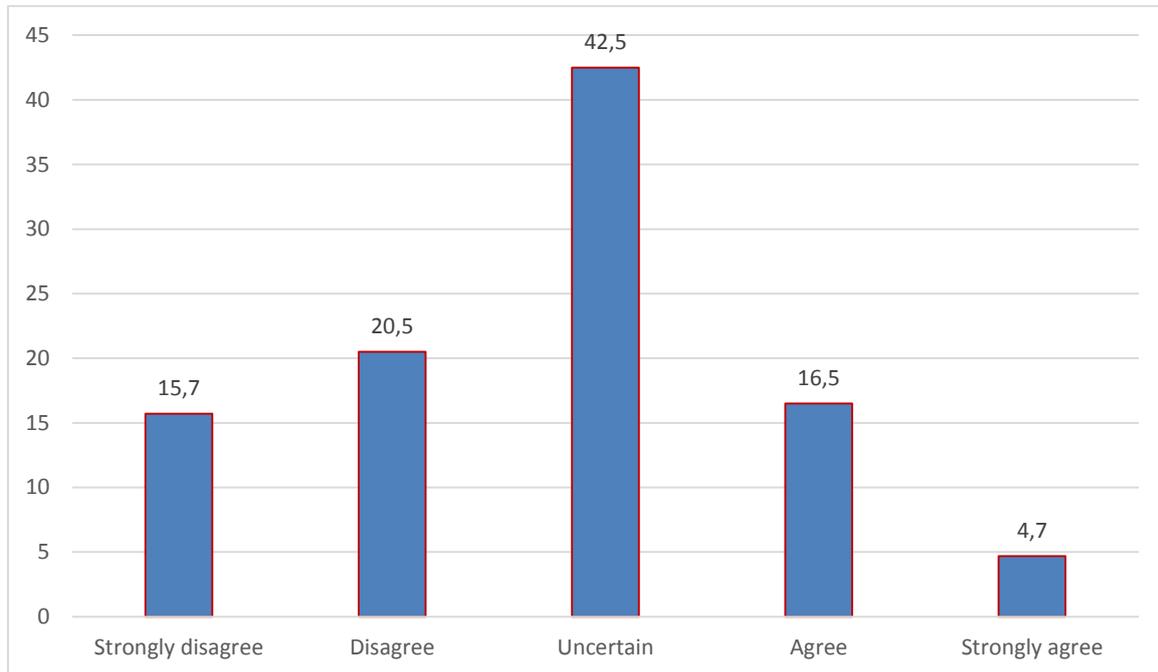


Figure 7.29 shows a mean of 2.74, which reveals that about 42.5% of respondents were uncertain that they understand how the retention policy works, and 36.2% indicated that they do not agree while 21.2% agree. The data shows that more than 40% don't understand how retention policy works. Like in figure 7.9 (career management in the SAPS is implemented effectively), it may be assumed that the 42.5% uncertainty may include BFG and GY since the BFG are new to the institution and the GY have 6 to 15 years of service.

Figure 7. 30: The SAPS doesn't have a retention policy

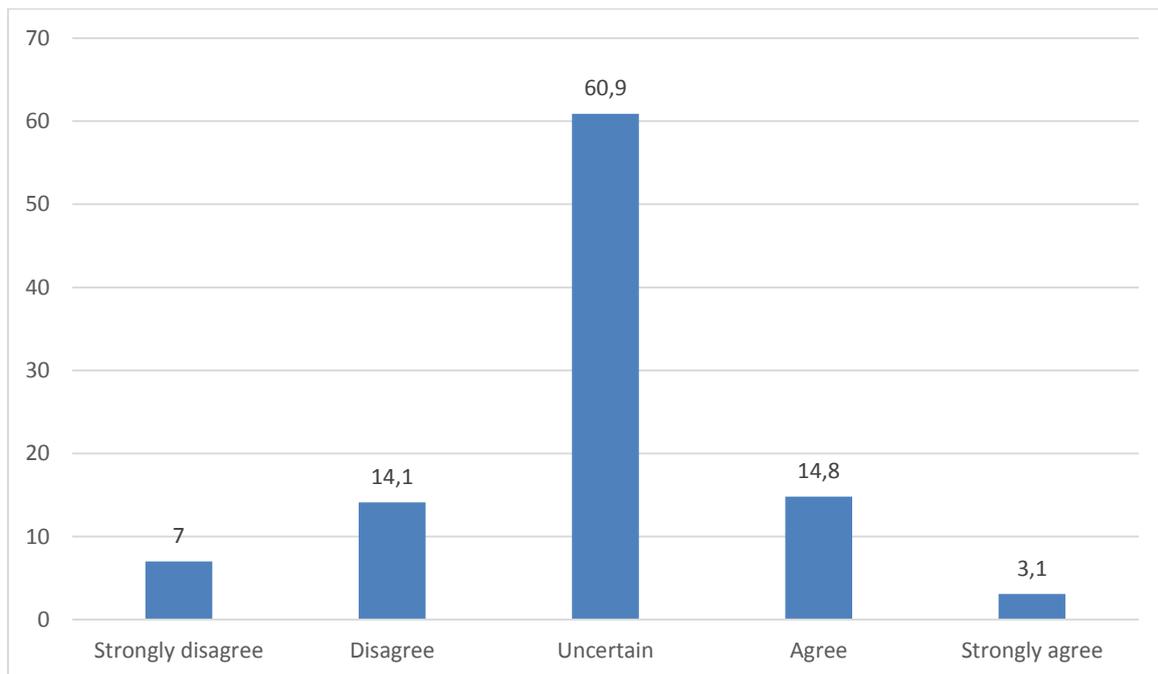


Figure 7.30 illustrates that about 60.9% were uncertain about the existence of a retention policy while 21.1% disagreed and 17.9% agreed and with a mean of 2.93 ($M = 2.93, SD = .83$). The data shows that the majority of respondents are not aware that the SAPS has a retention policy that was developed in 2017. It may be assumed that the 60.9% uncertainty may include BFG and GY, since the BFG are new to the institution and the GY have 6 to 15 years of service.

Figure 7. 31: SAPS is using a scarce skills policy as a retention strategy

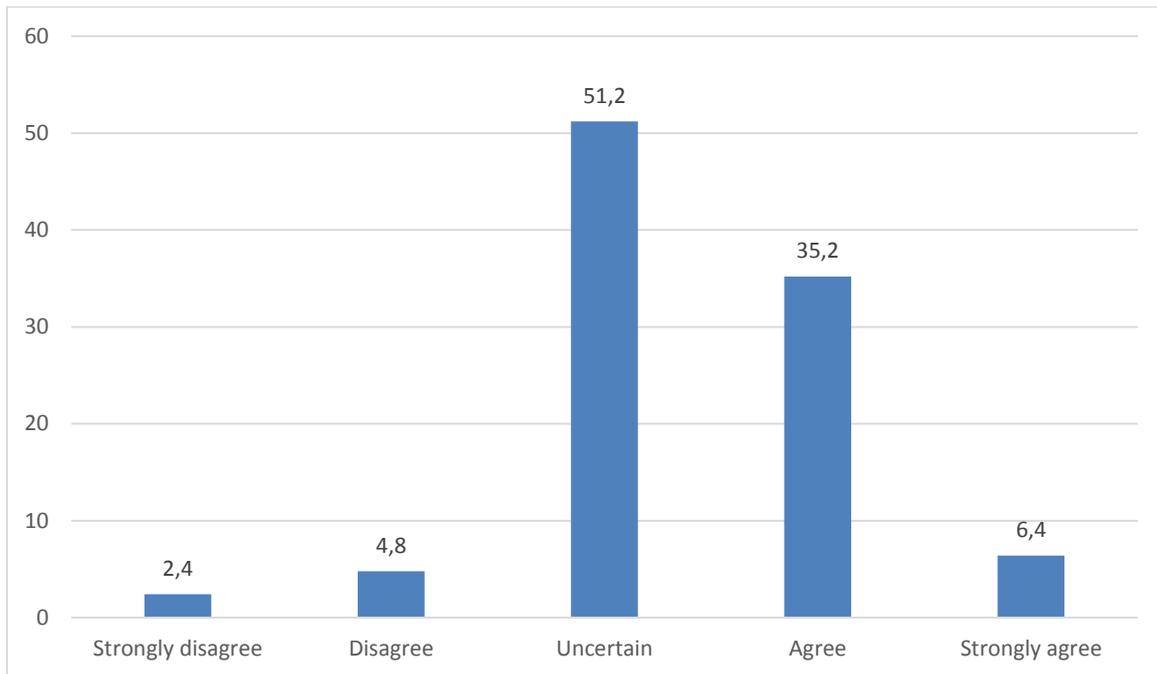


Figure 7.31 shows that 51.2% of respondents are uncertain that SAPS is using a scarce skills policy as a retention strategy, while 41.6% agree and 7.2% disagree with a mean of 3.38. The data shows that the majority of respondents are not aware that SAPS is using scarce skills policy as a retention strategy. In 2005, the Scarce Skills Framework was introduced in terms of multi-term agreement (PSCBC Resolution 2 of 2004) and provides, among other things, for the payment of scarce skills allowance to personnel employed in occupational categories that departments have designated as scarce. The framework provided the Executive Authorities with an opportunity to identify scarce skills occupations and develop and implement integrated strategies to facilitate the recruitment, retention and continuous development of scarce skills. For example, SAPS used the scarce skills framework to retain employees from Forensic Division.

Figure 7. 32: The retention strategy used by the SAPS is effective

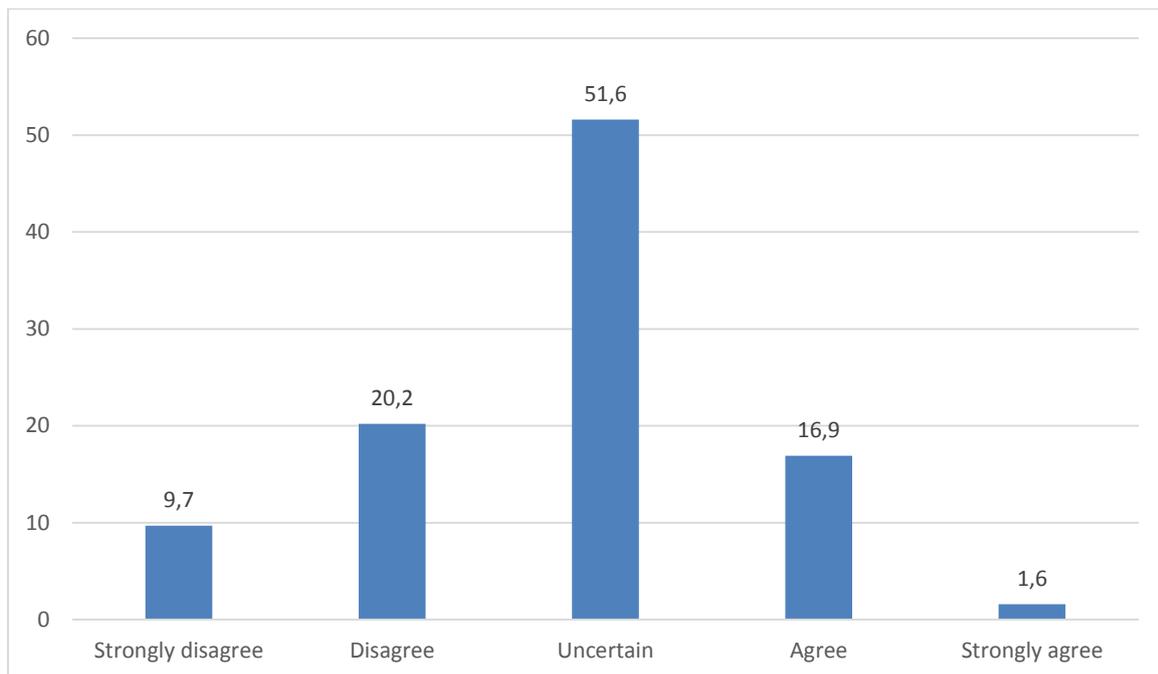


Figure 7.32 indicates that 51.6% of respondents are uncertain that the retention strategy used by the SAPS is effective, while 29.9% disagree and 18.5% agree with a mean of 2.81. The data shows that more than 50% of respondents have no knowledge that the retention strategy used by the SAPS is effective. It may be also assumed that the 51.6% uncertainty may include BFG and GY since the BFG are new to the institution and the GY have 6 to 15 years of service.

In summary, majority of respondents don't understand how retention policy works and are not aware that the SAPS has a retention policy, and that SAPS is using scarce skills policy as a retention strategy.

7.3.2.2 Work life and balance

Figure 7. 33: I find it easy to balance my life and work

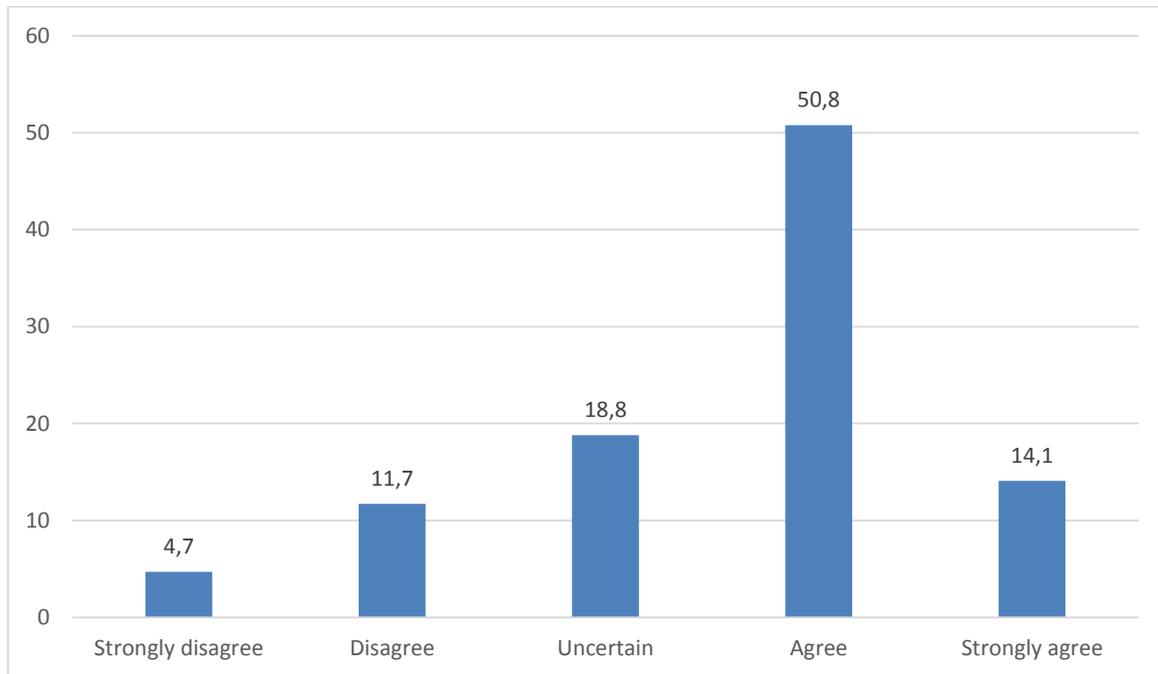


Figure 7.33 shows that the majority of respondents, 64.9%, agree that they find it easy to balance their life and work, with 18.8% uncertain, while only 16.4% disagree with a mean of 3.58. Managing Work-Life Balance (WLB) is of strategic importance to the institutions and of significance to employees (Mohajane, 2017:47). Work-life balance involves looking at how people manage time spent at work and outside of work.

Figure 7. 34: Working conditions in the SAPS are favourable

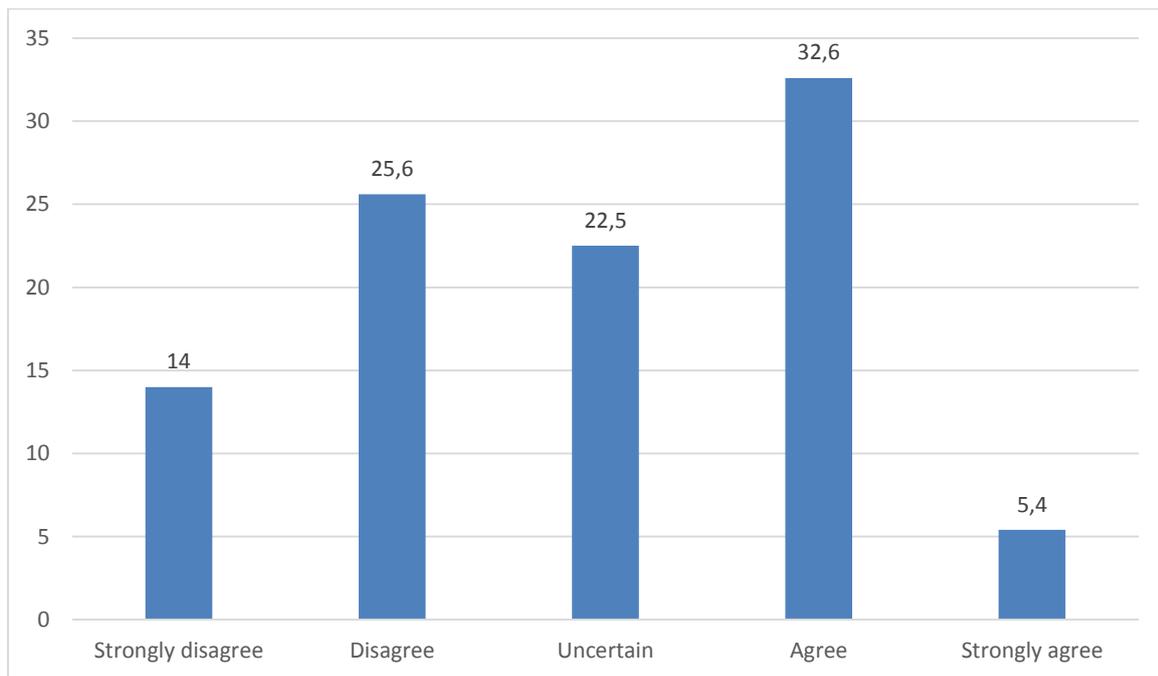


Figure 7.34 depicts that 39.6% of respondents disagree that the working conditions in the SAPS were favourable and 38% agree, while 22.5% were uncertain with a mean of 2.90. This indicates that the working condition in the SAPS is not conducive for employees to perform optimally, as a result it led to more dissatisfaction, which affects performance and compromise service delivery. According to Robbins (1995:298) and Smit *et al.* (2007:343) Herzberg's Two-factor Theory, describes what drives employees to improve their performance. The motivators are seen to lead to increased job satisfaction if present in an institution, while the hygiene factors are predicted to cause job dissatisfaction if absent. Working conditions is an important aspect in the institution. It can be assumed that institutions that wish to retain valuable employees need to establish favourable institutional conditions and integrated human resource practices that address the different career needs of a diverse workforce.

Figure 7. 35: I have thought about leaving my current job

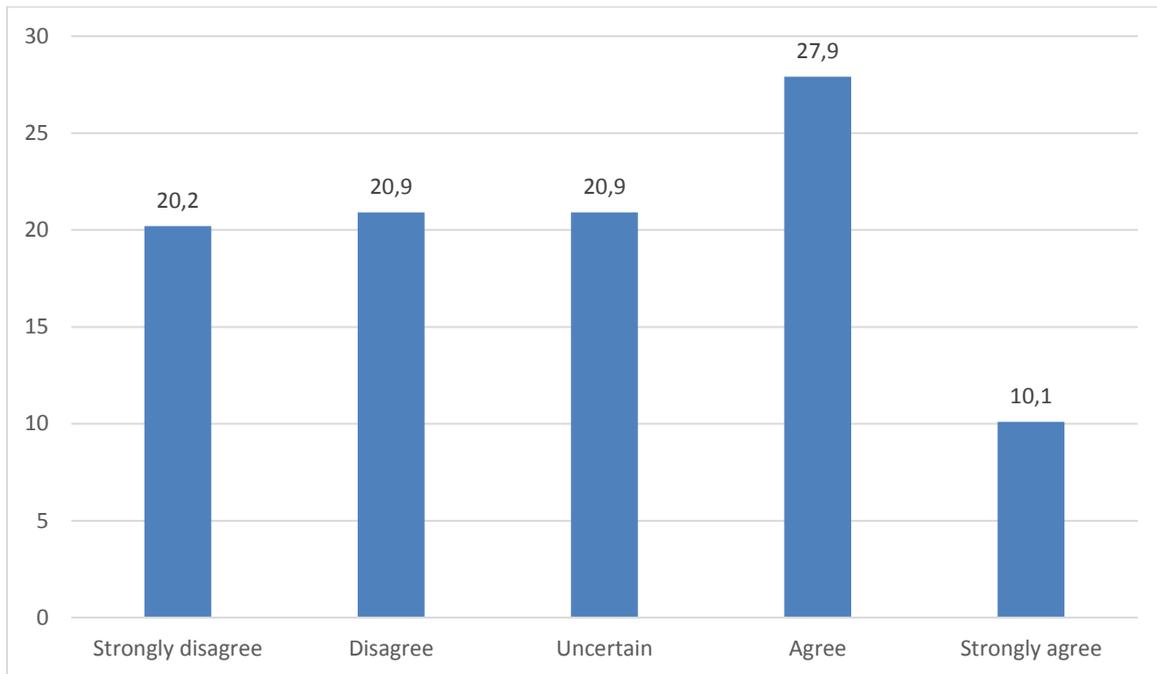


Figure 7.35 illustrates that 41.1% of respondents disagree that they thought about leaving their current job, 20.9% were uncertain, and 38% agree with a mean of 2.87. The data shows that majority of respondents disagree that they thought about leaving their current job. Most people want a job with better career growth opportunities.

In summary, the majority of respondents find it easy to balance their life and work, but the working conditions were not conducive and they don't think about leaving their jobs.

7.3.2.3 Learning and development

Figure 7. 36: The SAPS attracts and retains competent and qualified candidates

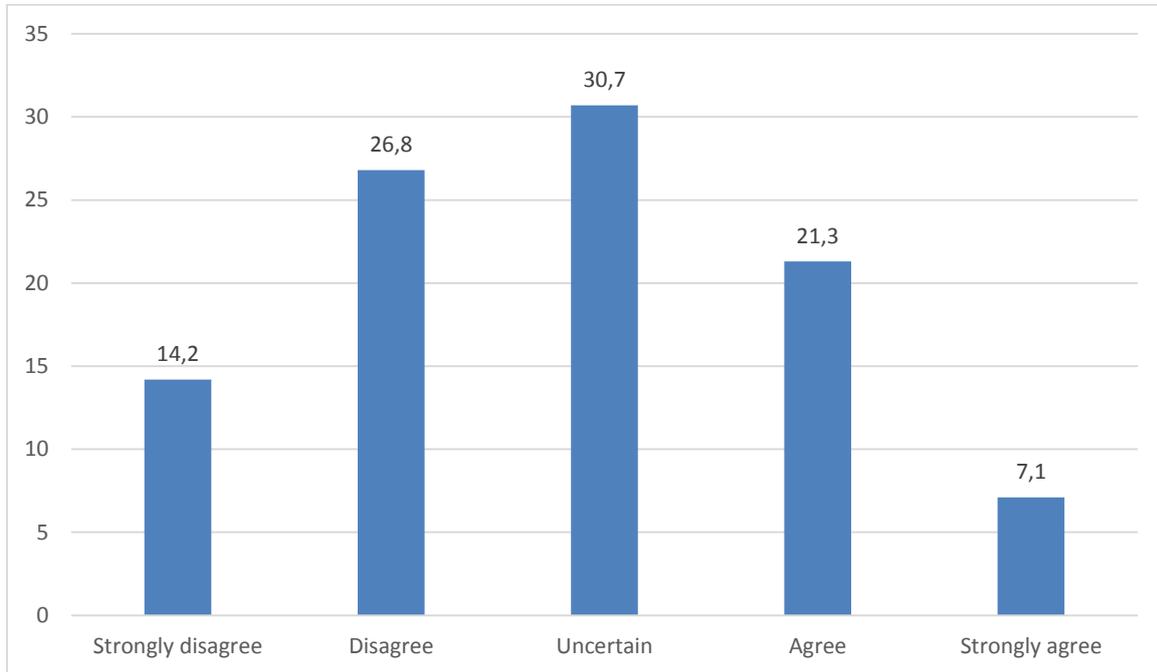


Figure 7.36 reveals that 41% of respondents do not agree that the SAPS attracts and retains competent and qualified candidates, and about 30.7% were uncertain, while 28.4% agree with a mean of 2.80. The data shows that the majority of respondents agree that the SAPS doesn't attract and retain competent and qualified candidates. In order for the institution to be successful, it has to ensure that correct recruitment, placement and retention strategies are implemented. Once the institution has selected the right people in the right place, it is important to retain their talent.

As mentioned in chapter 5, the retention policy was developed to establish a consistent and fair retention methodology across the SAPS to ensure that employees of a high calibre, or those who possess scarce skills, are retained. This policy is aimed at ensuring that the SAPS attracts and retains sufficient and competent employees in all business units who are capable of optimally contributing to the strategic objectives of the SAPS. It also aims to ensure that the SAPS always has the best, competent and trained members occupying every position.

Figure 7. 37: The re-enlistment of former employees shows that the SAPS lacks the capacity to retain competent and experienced officers

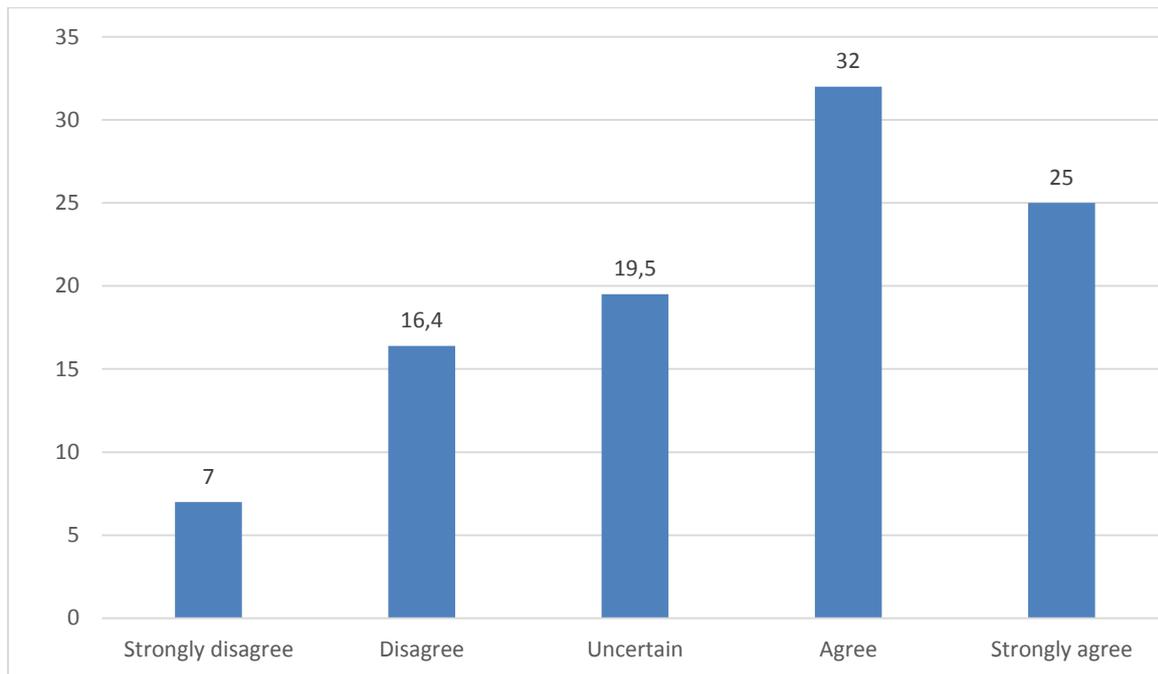


Figure 7.37 illustrate that 57% of respondents agree that “the re-enlistment of former employees shows that the SAPS lack the capacity (has a shortage) of competent and experienced officers” and 19.5% were uncertain, while 23.4% disagree and had a mean of 3.52.

Figure 7. 38: Members are provided opportunities to improve their development (training courses)

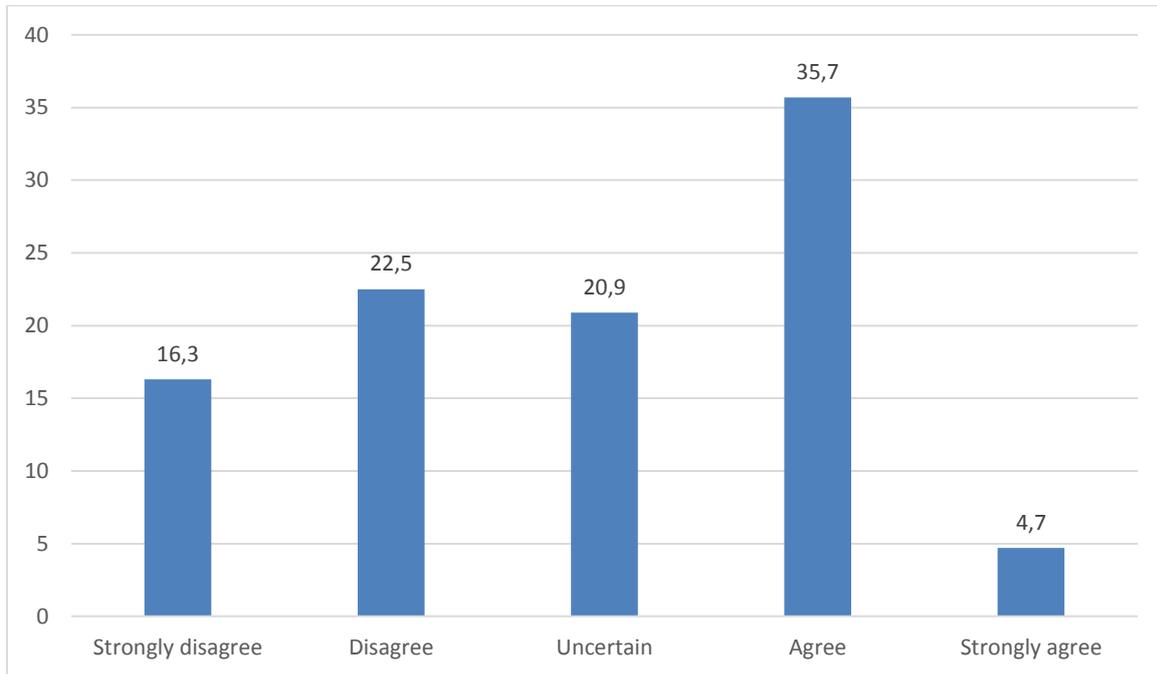


Figure 7.38 reveals that, 40.4% of respondents agree that members are provided opportunities to improve their development (training courses); 20.9% were uncertain while 38.8% disagree and the issue had a mean of 2.90. Training and development offer opportunities for growth and is one of the Herzberg motivators which can be used to enhance retention in the institution. Training provides employees with specific skills or helps to correct deficiencies in their performance. The SAPS is mandated by the Constitution, 1996, Chapter 11, to provide a professional service to the inhabitants of South Africa. The quality of this service provision is highly dependent on the level of knowledge, skills, attributes, and competencies of employees. The SAPS HRD division is mandated by the SAPS to fulfil the above obligation by providing education, training, and development (SAPS Policy Document/2016). One of the factors that Herzberg identified as an important motivator is advancement opportunities. Therefore, it can be assumed that investment in training and development is one way to show employees how important they are and encourage them to stay in the institution.

Figure 7. 39: Employees are encouraged to study

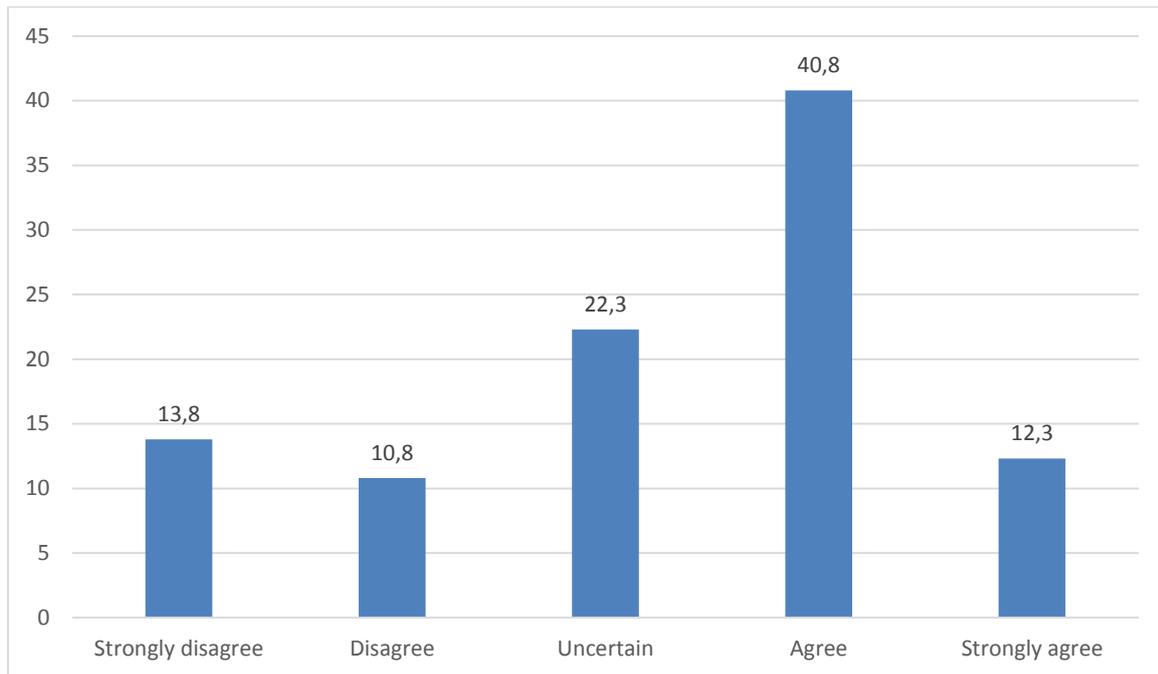


Figure 7.39 illustrates that, 53.1% of respondents agree that the employees were encouraged to study, 20.3% were uncertain, and 24.6% disagree and the item had a mean of 3.27. The Skills Development Act, 1998 (Act No 97 of 1998) places an obligation on institutions like the SAPS to develop its workforce in order to improve the quality of the rendered service delivery. According to the Bursary Policy No 2 of 2017 of the SAPS, they annually set aside a bursary fund to assist employees to develop themselves.

Figure 7. 40: Bursaries are available for staff development studies

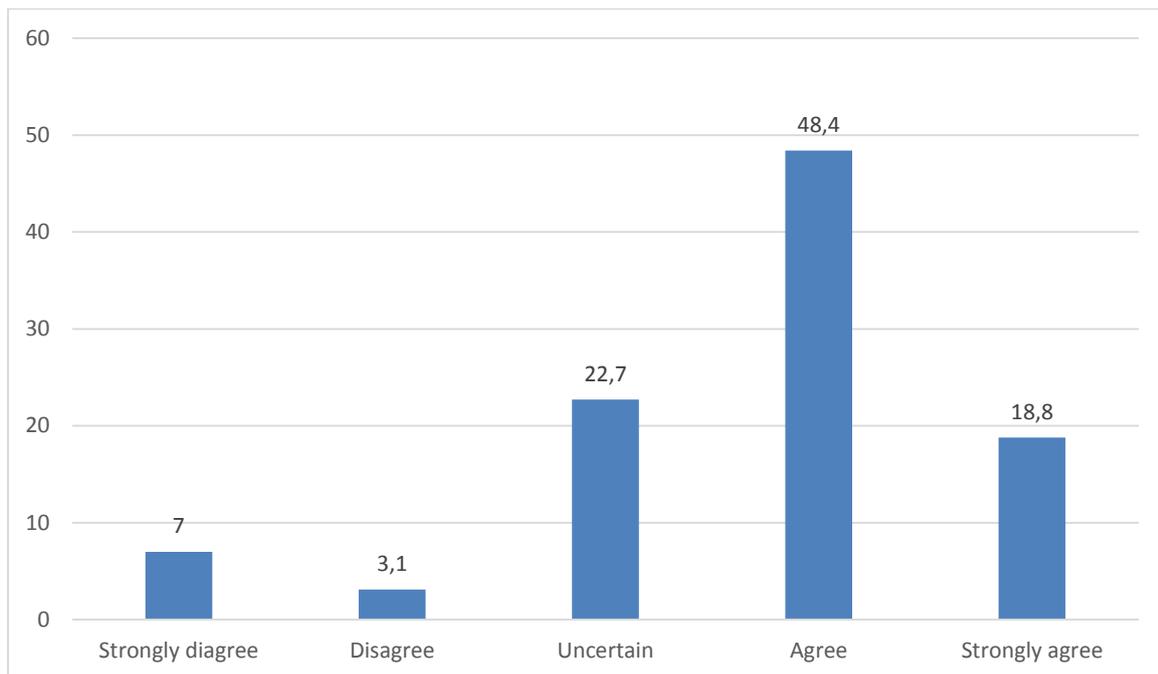


Figure 7.40 reveals that most respondents, 67.2%, agree that bursaries are available for staff development studies and 22.7% were uncertain, while 10.1% did not agree with a mean of 3.69. Employees, both SAPS members and PSA employees, are informed every year that if they want to further their studies, they can apply for a bursary with the Human Resource Development, as there are funds allocated. Figure 7.37 agrees on opportunities provided for members to their development. Figures 7.38 and 7.39 agree that employees are encouraged to study at 53.1% and 67.2 respectively. These are sources of work satisfaction (motivator factors) as termed by Herzberg, and these include the work itself, achievement, recognition, responsibility, and opportunities for advancement and growth. It can be argued that where there are opportunities for studies, employees are motivated to stay with the institution.

In summary, the SAPS doesn't attract and retain competent and qualified candidates; they are experiencing a shortage of competent and experienced staff. Members are provided opportunities to improve their development (training courses) and bursaries are available for employees' development studies.

7.3.2.4 Organisational behavioural practices

Figure 7. 41: If I leave the SAPS I may consider coming back

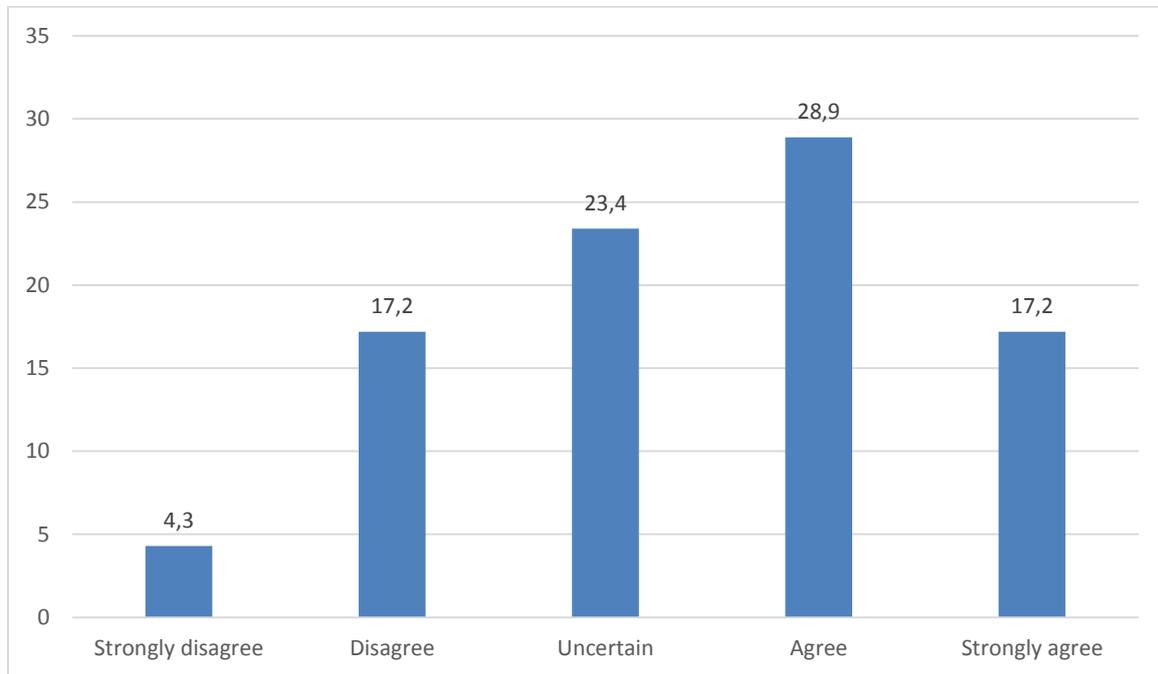


Figure 7.41 reveals that about 46.1% of respondents agree that if they leave the SAPS, they may consider coming back, 23.4% were uncertain, and 30.5% indicated that they will not come back with a mean of 3.20. It can be assumed that if career and retention strategies can be effectively implemented, more employees may consider not leaving the SAPS.

Figure 7. 42: There is effective communication with employees

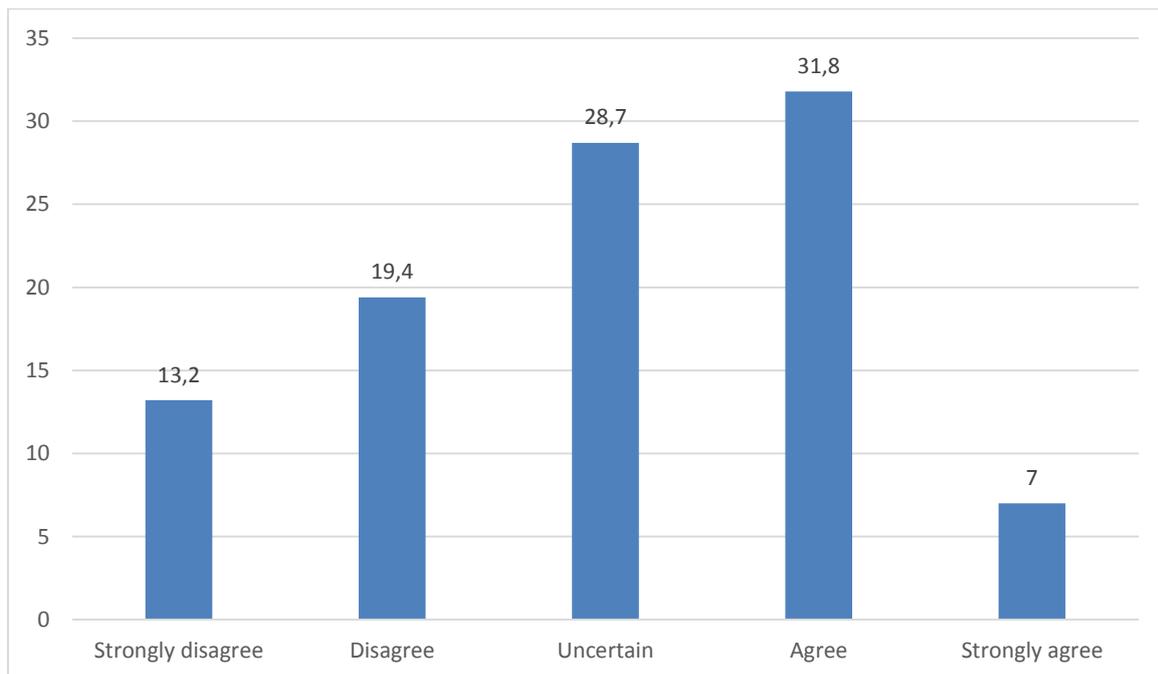


Figure 7.42 depicts that 38.8% of respondents indicated that there is effective communication with employees while 28.7% were uncertain, 32.6% disagree, and the issue had a mean of 3.00. Communication is an important aspect of the success of every institution. Effective communication is extremely necessary regarding good relationship amongst employees. Communication has a strong influence on employees' behaviour, and it plays an important part in their motivation to achieve the institutional goals (Smit *et al.*2008:326).

Figure 7. 43: I participate in the decision-making processes of my unit/department

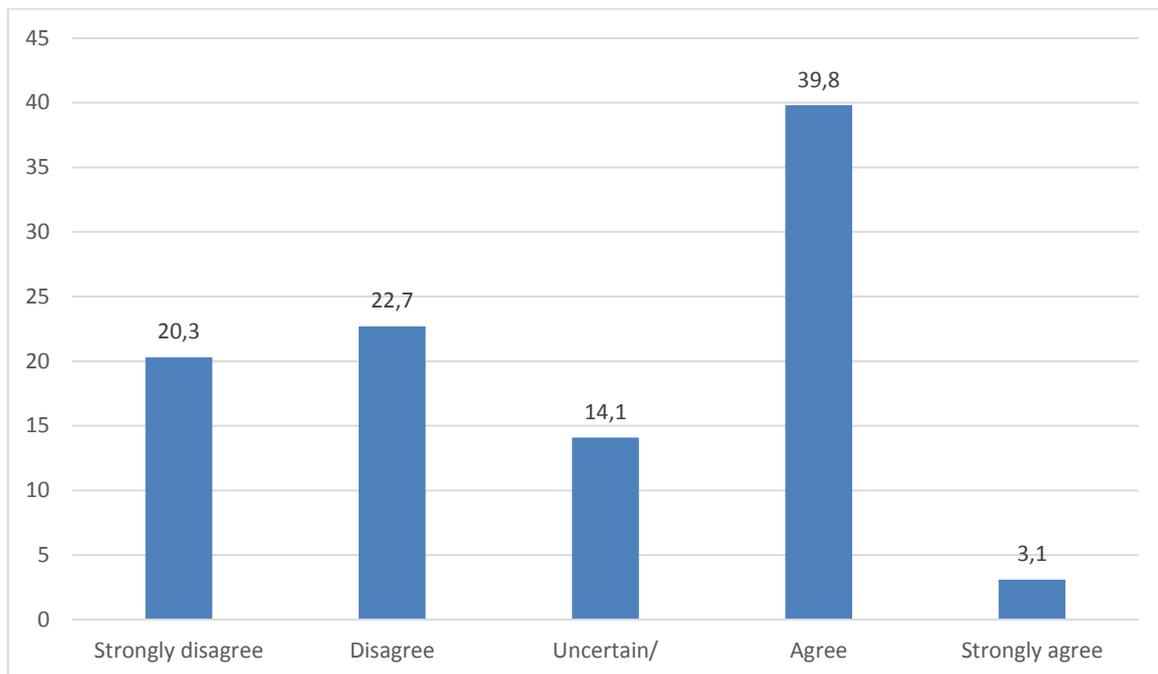


Figure 7.43 shows that 43% of respondents disagree that they participate in the decision-making processes of their unit/department while 42.9% agree, and 14.1% were uncertain, with a mean of 2.83. The data shows that the majority of respondents are not given opportunity to partake in decision-making of their unit/department.

Figure 7. 44: I am motivated to work harder

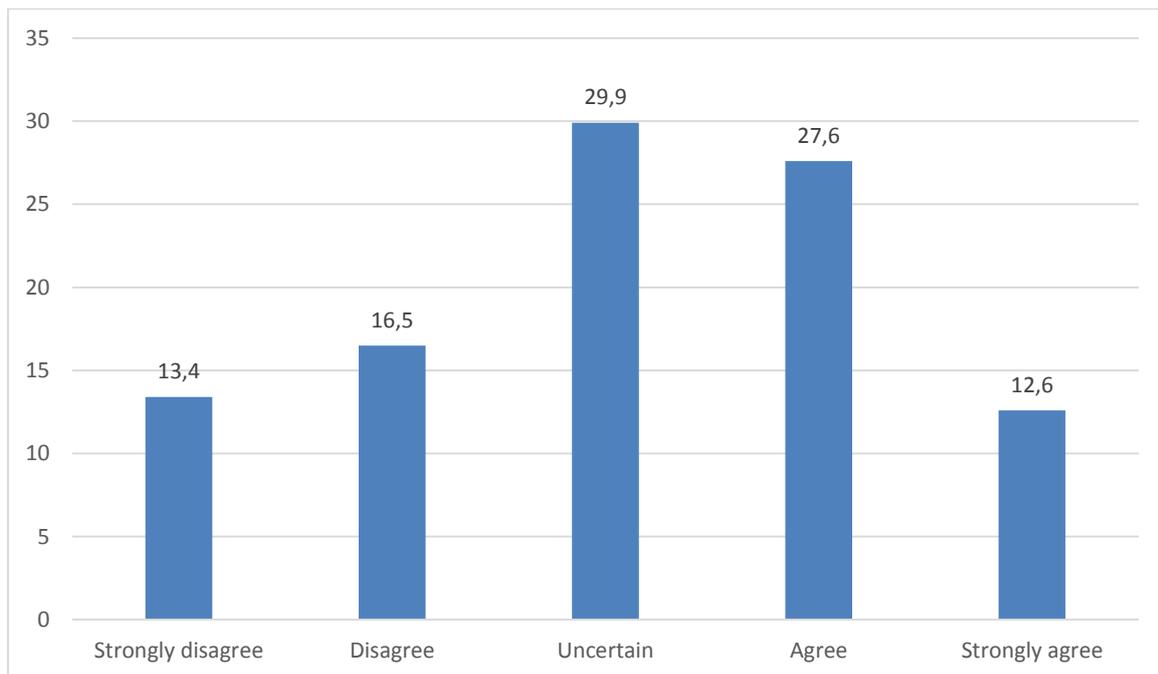


Figure 7.44 reveals that 40.2% of respondents agreed that they are motivated to work harder and 29.9% were uncertain, while 29.9% disagreed with a mean of 3.09. The percentage that is uncertain is equal to the percentage disagreeing. It can therefore be assumed that the equal percentage (29.9%) of uncertain and disagreeing may be influenced by lack of knowledge about the institution's policies and not getting incentives and bonuses. In the context of this research, employees become motivated when there are career development and promotion opportunities within the SAPS because they know that you grow within the institution within a space of time.

In summary, most respondents indicated that they may consider coming back if they leave the institution. There is effective communication with employees. The research results show that the majority of respondents are not given opportunity to partake in decision-making of their unit/department, but they are motivated to work hard.

7.3.2.5 Reward management

Figure 7. 45: I am satisfied with the remuneration (salary) that I receive

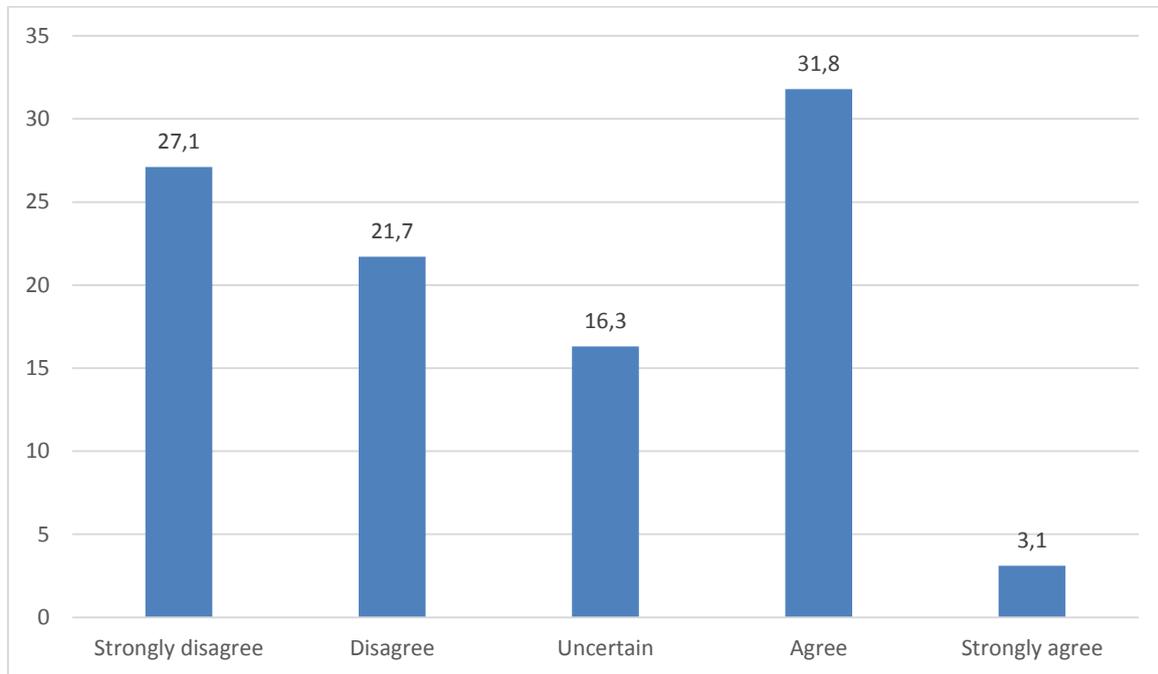


Figure 7.45 portrays that 48.8% of respondents disagreed that they are satisfied with the remuneration (salary) they receive, while 34.9% agreed, and 16.3% were uncertain with a mean of 2.62. The data shows that the majority of respondents are not happy with their salary. Remuneration and conditions of service play a very important part in recruiting and retaining employees with the required skills (PSC, 2010:20). Since the SAPS is one of the largest institutions in the government and is unionised and has a labour right legal framework, remuneration and conditions of service are subject to negotiation, which means the State cannot unilaterally impose its policy positions.

Figure 7. 46: The SAPS does not provide incentives to their employees

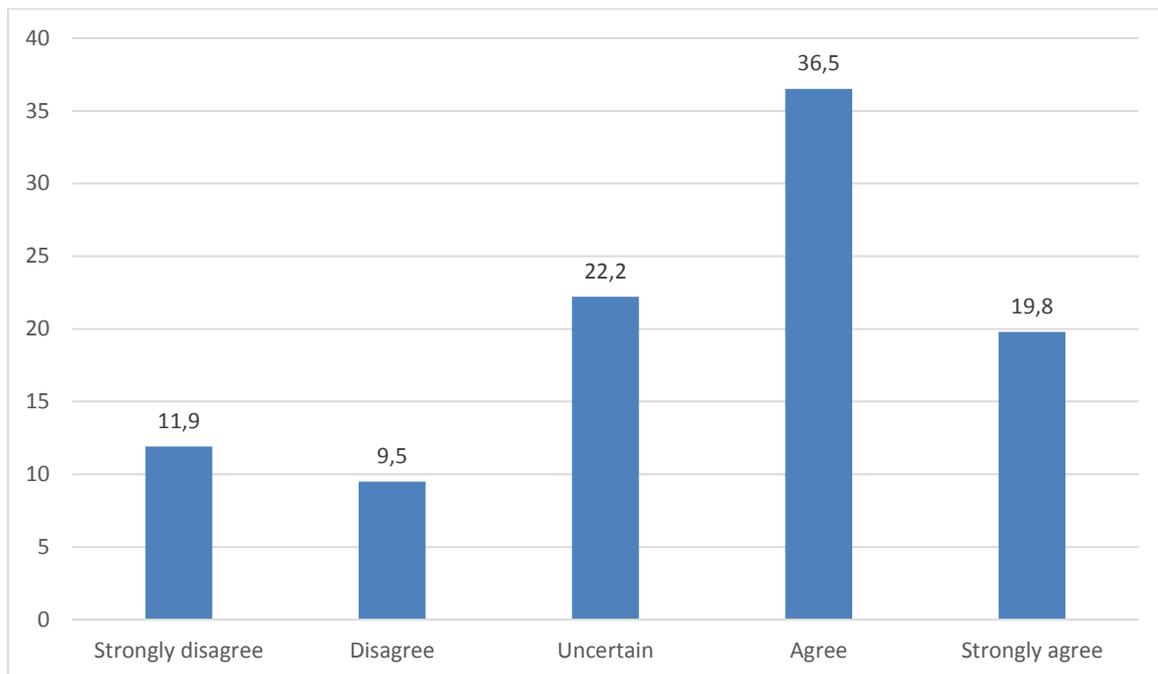


Figure 7.46 illustrates that 56.3% of respondents agree that the SAPS does not provide incentives to their employees, 22.2% were uncertain, and 21.4% disagree, with a mean of 3.43. The majority of the respondents indicate that, even if the SAPS employees perform well, they don't get incentives.

Figure 7. 47: I have received performance management bonus

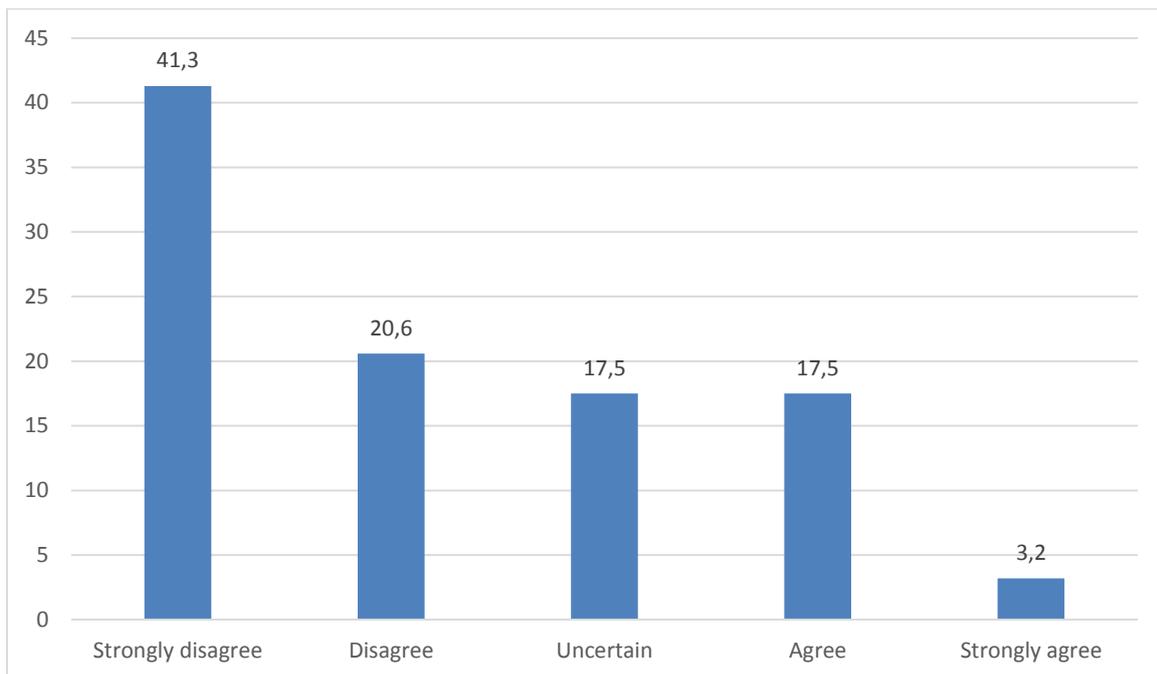


Figure 7.47 shows that the majority of respondents, 61.9%, disagree that they received performance bonus while 20.7% agree, and 17.5% were uncertain with a mean of 2.21. In the SAPS, performance management is managed in accordance with the National Instruction 1/2005 of the Performance Enhancement Process, Public Service Regulations, 2016, and SAPS Employment Regulations, 2018. Employees in the South African Police Service are, for the purpose of performance management, classified into two categories. The first category includes employees of the Service from post levels 1 to 12 and from Constable up to Colonel, and the second category includes level 13 and upwards or from brigadier to general.

A performance bonus is part of extrinsic motivation. According Grobler *et al.* (2006:157) and Dockel (2003:17), monetary rewards are extrinsic financial rewards that institutions pay to their staff for the service they deliver. Such rewards may include the base salary, incentives, and benefits. Therefore, with monetary rewards available but not influencing performance, employees' motivation will be affected as well as those around them. This will lead to employees not caring about the institution's image and finally leaving the institution. The performance bonus and incentives have not been implemented; hence, the majority provided a

negative response to the statement. According to the National Instruction 1/2005 of the Performance Enhancement Process, PEP means the process that defines, assesses, reinforces, and promotes the job-related behaviour and output expected of an employee. Thus, for the employee to be promoted to the next level, at least an annual rating of satisfactory for the last PEP performance assessment cycle is needed. This also means that if an employee is not assessed (PEP), he/she will not be suitable for promotion.

In summary, the majority of respondents are not happy with their salary. The SAPS does not provide incentives and performance bonuses, even if the employee performed well.

7.3.3.2 Attraction and retention of young people

The respondents were asked to give ways in which the organisation can attract and retain young people. The information is shown in Table 7.6, and it was a multiple response question where respondents gave more than one answer.

Table 7. 6: Descriptive statistics on institution attraction and retention of young people (n=83)

Statement	Frequency	% of cases
By giving attractive remuneration packages	29	34.9%
Put a policy in place that promotes members on a 2nd year or 3rd year basis	29	34.9%
Career development opportunities	21	25.3%
The institution does attract young people	17	20.5%
Creating new posts	16	19.3%
Better recruitment strategies	13	15.7%
Motivation	11	13.3%
Performance certificate	9	10.8%
In-service training	6	7.2%

About 34.9% said that the institute should have attractive remuneration packages, the same proportion also indicated that there should be a policy in place to promote members on a 2nd year or 3rd year basis. Almost a quarter, that is, 25.3% indicated career development opportunities, and 19.3% said by creating new posts while 15.7% advocates for better recruitment strategies. About 13.3% talked of motivation, 10.8% talked of a performance certificate, while 7.2% talked of in-service training. However, there were 20.5% who indicated that at present, the institution does attract young people.

7.4 INFERENCE STATISTICS ON THE CONSTRUCTS

The inferential statistics were conducted using the independent t-tests, ANOVA, correlation analysis, and regression analysis. The independent t-tests and ANOVA were used to test whether there was a difference in means across groups, while correlation analysis and regression analysis were used to determine the relationship among the variables. The tests will be discussed in the following sub-sections.

7.4.1 Mean scores group comparison using independent t-tests and ANOVA

The comparative analysis using the independent sample t-test and one-way analysis of variance were used to determine whether gender, section of employment, type of commissioned officer, department, years of service, age, and highest qualification had an impact on career management (career development, career opportunities, supervisor support, training development, work environment), retention management (retention policy/strategy, work-life balance, learning and development, organisational behavioural practices, reward management), and turnover in division/component. The assumptions of using the independent t-tests and one-way ANOVA were evaluated. The observations were randomly selected and thus the assumption of independence of the observations was met. The central limit theorem was used to achieve normality, since the observations were more than 30, in this case, 131.

The test on equality of variance across groups was evaluated using Levene's test of homogeneity of variance. In the case of the independent t-test, if the assumption was violated, that is, unequal variances across groups, statistics under equal variances not assumed were presented. If the variances across groups were equal, then statistics under equal variances assumed were discussed. In the case of ANOVA, if the variances across groups were equal, the traditional ANOVA F-test was used to test for equality of means; while if differences exist then the Tukey HSD was used as a post hoc test to determine which groups differed in means. In the case where the variances across groups were not equal, the Welch robust test of equality of means was used and the Games-Howell test was used as a post hoc test. The test was conducted at the 5% level of significance and if the p-value was less than .05, then there was heterogeneity

across means. If the p-value was more than .05, then there was homogeneity, that is, the means were equal. The tests are presented in the following sub-sections.

7.4.1.1 Independent t-test to determine mean scores difference by gender

Gender was classified into males and females. The test on equality of variances showed that all variables had equal variances across groups, and statistics under equal variances assumed were presented. The test on the equality of means is shown in Table 7.7.

Table 7. 7: Independent t-test to determine mean scores difference by gender

Indicator	Group Statistics				Levene's Test for Equality of Variances			T-test for Equality of Means	
	Gender	N	Mean	SD	Equal Variances	F	Sig	t-value	Sig (2 -tailed p-score)
Q8. Career development	Male	46	3.034	.705	Assumed	.003	.957	-.016	.987
	Female	82	3.037	.717	Not			-.017	.987
Q9. Career opportunities / path	Male	46	2.964	.687	Assumed	.824	.366	.655	.514
	Female	85	2.871	.819	Not			.690	.492
Q10. Supervisor support	Male	46	3.307	.663	Assumed	.692	.407	1.507	.134
	Female	85	3.098	.799	Not			1.593	.114
Q11. Training development	Male	46	3.152	.918	Assumed	.401	.528	.885	.378
	Female	84	2.996	.985	Not			.903	.369

Q12. Work environment	Male	46	3.842	.665	Assumed	2.790	.097	1.195	.234
	Female	84	3.674	.822	Not			1.270	.207
Career management	Male	46	3.254	.583	Assumed	.019	.889	1.115	.267
	Female	85	3.126	.651	Not			1.153	.252
Q13. Retention policy / strategy	Male	46	2.969	.560	Assumed	.204	.652	.107	.915
	Female	82	2.958	.550	Not			.106	.916
Q14. Work-life balance	Male	46	3.174	.831	Assumed	.118	.731	-.321	.749
	Female	85	3.222	.802	Not			-.317	.752
Q15. Learning and development	Male	46	2.954	.650	Assumed	.662	.417	-.825	.411
	Female	85	3.055	.678	Not			-.835	.406
Q16. Organisational behavioural practices	Male	46	3.094	.824	Assumed	.445	.506	.665	.507
	Female	85	2.986	.918	Not			.687	.494
Q17. Reward management	Male	45	2.474	.698	Assumed	.041	.840	.158	.875
	Female	85	2.453	.743	Not			.161	.873

Retention management	Male	46	2.944	.526	Assumed	.371	.543	-.076	.940
	Female	85	2.951	.556	Not			-.077	.939

The independent t-tests revealed that there was no statistical difference between males and females in all the variables since all the p-values were more than .05. The results suggest that gender difference does not have an effect on career management, retention management, and turnover. The views of the males and females were the same in these aspects and it can be concluded that there was homogeneity across gender. The females and males in the SAPS were giving the same views regarding issues on career management and retention management

7.4.1.2 Independent t-test to determine mean scores difference by section of employment

Under the section of employment, the respondents were classified as working under the SAPS Act or as working under the Public Service Act. The Levene test of homogeneity of variance across groups resulted in all the variables having equal variance, except the variable on work-life balance with a p-value of .014. In this case the statistics under equal variance not assumed were presented for the variable, while for the other variables statistics under equal variances assumed were presented. The results of the independent t-tests in Table 7.8 revealed that there was equality of means across all variables except on work environment with a p-value of less than .001.

Table 7. 8: Independent t-test to determine mean scores difference by section of employment

Indicator	Group Statistics				Levene's Test for Equality of Variances			T-test for Equality of Means	
	Section of employment	N	Mean	SD	Equal Variances	F	Sig	t-value	Sig (2 -tailed p-score)
Q8. Career development	SAPS Act	76	2.998	.739	Assumed	1.064	.304	-.731	.466
	Public Service Act	52	3.091	.668	Not			-.745	.458
	SAPS Act	77	2.990	.767	Assumed	.010	.919	1.535	.127

Q9. Career opportunities / path	Public Service Act	54	2.781	.774	Not			1.533	.128
Q10. Supervisor support	SAPS Act	77	3.233	.744	Assumed	.534	.466	1.112	.268
	Public Service Act	54	3.084	.777	Not			1.103	.272
Q11. Training development	SAPS Act	77	3.178	1.002	Assumed	.813	.369	1.820	.071
	Public Service Act	53	2.868	.875	Not			1.866	.064
Q12. Work environment	SAPS Act	77	3.926	.718	Assumed	.892	.347	3.595	$p < .001$
	Public Service Act	53	3.453	.767	Not			3.550	.001
Career management	SAPS Act	77	3.259	.605	Assumed	.234	.629	1.947	.054
	Public Service Act	54	3.044	.645	Not			1.926	.057
Q13. Retention policy / strategy	SAPS Act	77	2.957	.571	Assumed	1.196	.276	-.139	.890
	Public Service Act	51	2.971	.526	Not			-.141	.888
Q14. Work-life balance	SAPS Act	77	3.227	.900	Assumed	6.235	.014	.378	.706
	Public Service Act	54	3.173	.666	Not			.398	.691

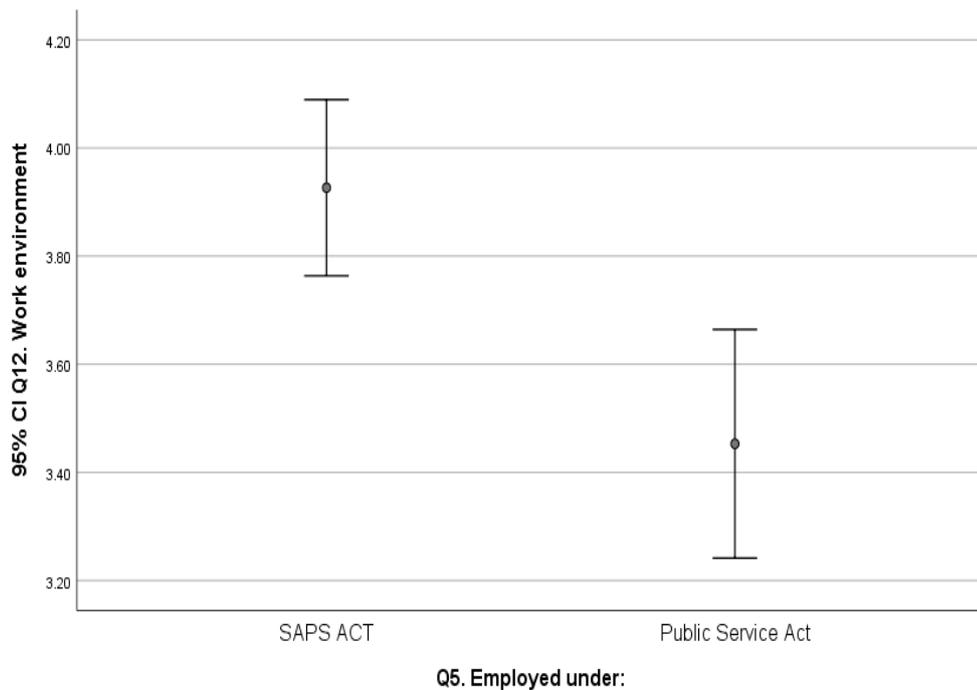
Q15. Learning and development	SAPS Act	77	3.055	.687	Assumed	.103	.749	.709	.480
	Public Service Act	54	2.970	.642	Not			.717	.475
Q16. Organisational behavioural practices	SAPS Act	77	3.128	.903	Assumed	.360	.549	1.610	.110
	Public Service Act	54	2.877	.844	Not			1.629	.106
Q17. Reward management	SAPS Act	76	2.513	.759	Assumed	.353	.554	.987	.325
	Public Service Act	54	2.386	.674	Not			1.007	.316
Retention management	SAPS Act	77	2.992	.5644	Assumed	.045	.833	1.091	.277
	Public Service Act	54	2.887	.512	Not			1.110	.269

The independent t-tests revealed that there was no statistical difference between those employed under the SAPS Act and those employed under the Public Service Act in all the variables except work environment with a p-value of less than .001. were more than .05. The results showed that the section of employment did not have an effect on retention management and turnover, but on career management on work environment issues.

Thus, in terms of work environment, there were statistically significant differences depending on whether one is working under the SAPS Act or whether one is working under the Public Service Act.

The independent t-test revealed that work-environment showed a significant effect for section of employment, $t(128) = 3.595, p < .001$ with those under the SAPS Act ($M = 3.93, SD = .72$) having a significantly higher mean score than those under the Public Service Act ($M = 3.45, SD = .77$). The magnitude of the difference in the means (mean difference = .47, 95% CI: .21 to .73) was of a moderate effect (eta-squared = .09). About 9% of the variation in work environment was accounted for by section under employment. The 95% confidence interval around the difference between group means ranged from .21 to .73 and the confidence interval error bars shown in Figure 7.9 below.

Figure 7 48: Confidence interval error bars for Work Environment (WE) by section of employment



Those employed under the SAPS Act had a higher mean close to four, indicating that they were in agreement with issues on work environment. However, those employed under the Public Service Act had a mean close to three, indicating that they were uncertain on issues regarding work environment.

7.4.1.3 Independent t-test to determine mean scores difference by type of commissioned officer

The rank of the respondents was classified into non-commissioned officers (Warrant Officer, Sergeant, and Constable) and commissioned officers (Captain, Lieutenant Colonel, Colonel or Brigadier). The Levene's test of homogeneity of variance across groups resulted in all the variables having equal variances across groups. The results of the independent t-tests are shown in Table 7.9.

Table 7. 9: Independent t-test to determine mean scores difference by type of commissioned officers

Indicator	Group Statistics					Levene's Test for Equality of Variances			T-test for Equality of Means	
	Type of commissioned officers	N	Mean	SD	Equal Variance	F	Sig	t-value	Sig (2-tailed p-score)	
Q8. development	Career Non-commissioned officers	86	3.0097	.699	Assumed	.883	.349	-1.394	.166	
	Commissioned officers	35	3.207	.726	Not			-1.371	.175	
Q9. opportunities / path	Career Non-commissioned officers	89	2.920	.802	Assumed	.099	.754	.400	.690	
	Commissioned officers	35	2.857	.758	Not			.410	.683	
Q10. support	Supervisor Non-commissioned officers	89	3.151	.802	Assumed	2.026	.157	-.283	.777	
	Commissioned officers	35	3.194	.639	Not			-.313	.755	
Q11. development	Training Non-commissioned officers	88	2.977	.969	Assumed	.167	.683	-.813	.418	
	Commissioned officers	35	3.133	.937	Not			-.826	.412	

Q12. Work environment	Non-commissioned officers	88	3.635	.791	Assumed	1.032	.312	-1.294	.198
	Commissioned officers	35	3.833	.697	Not			-1.366	.176
Career management	Non-commissioned officers	89	3.136	.662	Assumed	.607	.438	-.727	.468
	Commissioned officers	35	3.229	.587	Not			-.767	.446
Q13. Retention policy / strategy	Non-commissioned officers	86	2.957	.577	Assumed	.581	.447	-.732	.465
	Commissioned officers	35	3.0381	.474	Not			-.796	.429
Q14. Work-life balance	Non-commissioned officers	89	3.2566	.790	Assumed	.028	.867	1.343	.182
	Commissioned officers	35	3.0381	.877	Not			1.283	.205
Q15. Learning and development	Non-commissioned officers	89	3.0169	.678	Assumed	.249	.619	.191	.849
	Commissioned officers	35	2.9914	.635	Not			.197	.845
Q16. Organisational behavioural practices	Non-commissioned officers	89	3.0552	.885	Assumed	.000	.991	.534	.594
	Commissioned officers	35	2.9595	.931	Not			.522	.603
Q17. Reward management	Non-commissioned officers	89	2.4288	.741	Assumed	.134	.714	-1.173	.243
	Commissioned officers	34	2.5980	.640	Not			-1.254	.214

Retention management	Non-commissioned officers	89	2.9576	.564	Assumed	.396	.530	.188	.851
	Commissioned officers	35	2.9370	.508	Not			.197	.845

The independent t-tests showed that there was no statistical difference between commissioned officers and non-commissioned officers in all the variables, as supported by p-values greater than .05. The results suggest that type of commissioner differences does not have an influence on career management, retention management, and turnover. The views of the commissioned officers and non-commissioned officers were the same in these aspects and it can be concluded that there was homogeneity across type of commissioner. The commissioned officers and non-commissioned officers in the SAPS were giving the same views regarding issues on career management, retention management, and turnover.

7.4.1.4 ANOVA test to determine mean scores difference by divisions

There were three divisions which participated in the study which were Forensic, Detective, and Human Resources Management (HRM) personnel. The Levene's test for equality of variances revealed that all the variables had equal variance across groups, as shown in Table 7.10. However, the test for equality of means showed that there was difference across divisions due to career development.

Table 7.10: ANOVA test to determine mean scores difference by divisions

Constructs	Test for equality of means		Levene's test for equality of variance	
	F	p-value	F	p-value
Q8. Career development	.260	.771	3.548	.032
Q9. Career opportunities / path	.096	.908	.611	.544
Q10. Supervisor support	1.011	.367	.776	.463
Q11. Training development	.118	.889	.172	.842
Q12. Work environment	.001	.999	.154	.858
Career management	.637	.530	.988	.375
Q13. Retention policy / strategy	.167	.846	1.476	.232
Q14. Work-life balance	1.009	.368	1.408	.248
Q15. Learning and development	.515	.599	2.171	.118
Q16. Organisational behavioural practices	2.605	.078	1.201	.304
Q17. Reward management	1.389	.253	.460	.632
Retention management	.316	.730	1.471	.234

b Welch F-statistic

The results from the one-way ANOVA revealed that there was no statistical difference across all variables except career development. Divisions had no impact on these issues except on career development.

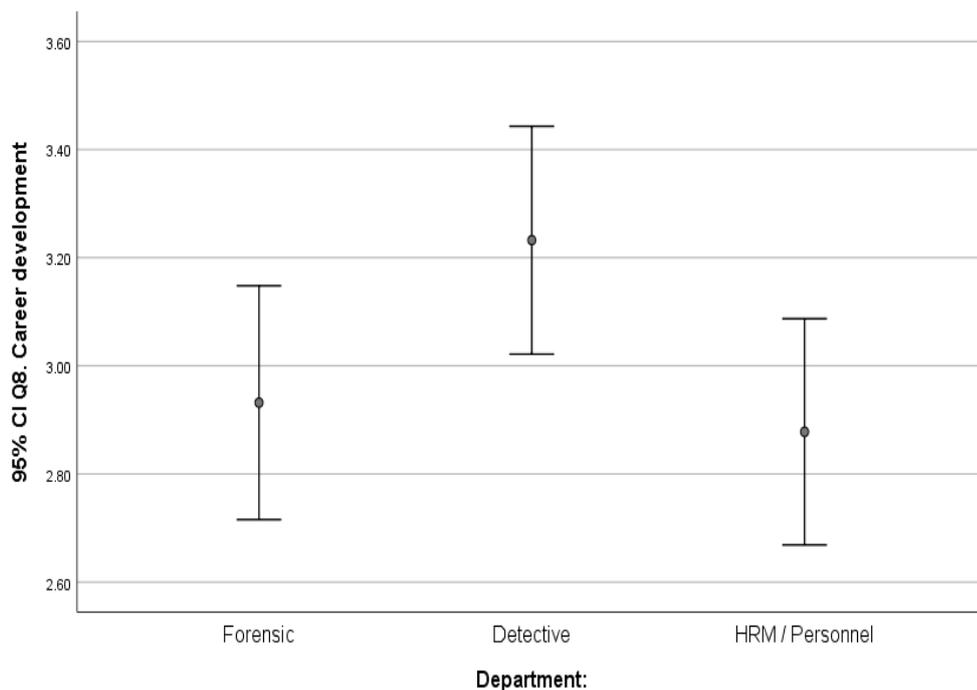
The one-way analysis of variance tests results for career development showed a statistical significance difference for the three groups ($F(2, 125) = 3.548, p = .032$). Despite reaching statistical significance, the actual difference in mean scores between groups was quite small, as supported by eta squared (η^2) = .05. About 5% of the variation in career development was explained by division. Post hoc comparisons using the Tukey-HSD test indicated two homogeneous groups as shown in Table 7.11.

Table 7. 11: Tukey-HSD homogeneous group for career development by division

Tukey HSDa,b	Department	N	Subset for alpha = 0.05	
			1	2
	HRM / Personnel	43	2.8779	
	Forensic	33	2.9318	2.9318
	Detective	52		3.2324

The mean score for those in the detective division ($M = 3.23, SD = .76$) was significantly higher than those in the HRM/personnel division ($M = 2.88, SD = .68$). The mean score for those in the forensic division was not statistically significant different from the other divisions. The confidence interval error bars are shown in Figure 7.10 below.

Figure 7. 49: Confidence interval error bars for career development by department



All means were close to three, but those in the detective department were more in agreement than those in the other departments.

7.4.1.5 ANOVA test to determine mean scores difference by years of service

The years of service were categorised into 0 – 5 years, 6 – 10 years, 11 – 15 years, 16 – 20 years and 21+ years. The Levene’s test of homogeneity of variances resulted in equal variances across all variables except in the overall dimension of career management with a p-value of .022. The test for equality of means resulted in turnover being the only variable with difference in means across group and the results are shown in Table 7.12.

Table 7. 12: ANOVA test to determine mean scores difference by years of service

Constructs	Test for equality of means		Levene's test for equality of variance	
	F	p-value	F	p-value
Q8. Career development	1.653	.166	1.910	.113
Q9. Career opportunities / path	1.558	.190	2.394	.054
Q10. Supervisor support	1.307	.271	1.900	.115
Q11. Training development	1.465	.217	1.912	.113
Q12. Work environment	1.910	.113	1.872	.120
Career management	2.991	.022	1.961b	.114
Q13. Retention policy / strategy	.970	.427	2.250	.068
Q14. Work-life balance	.241	.915	1.057	.381
Q15. Learning and development	.467	.760	1.701	.154
Q16. Organisational behavioural practices	.625	.645	1.057	.381
Q17. Reward management	1.075	.372	.797	.529
Retention management	.505	.732	2.028	.095

b Welch F-statistic

The one-way analysis of variance results showed that there was no statistical difference across all variables. Years of experience had no impact on these issues.

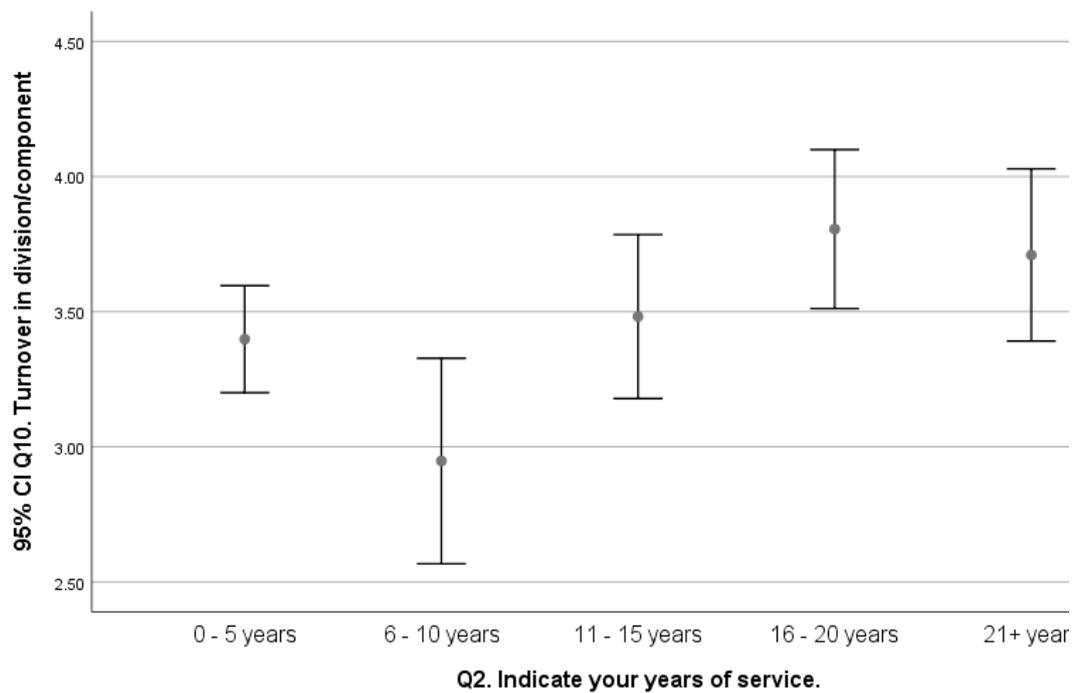
The univariate analysis of variance test (ANOVA) resulted in career and retention having no statistically significant difference. Post-hoc comparisons using the Tukey HSD resulted in two homogeneous groups as shown in Table 7.13.

Table 7. 13: Tuckey HSD homogeneous group by years of service

Tukey HSDa,b	Q2. Indicate your years of service.	N	Subset for alpha = 0.05	
			1	2
	6 - 10 years	19	2.9474	
	0 - 5 years	27	3.3981	3.3981
	11 - 15 years	23	3.4819	3.4819
	21+ years	31		3.7097
	16 - 20 years	18		3.8056

The mean score for those with 6 – 10 years of service ($M = 2.95, SD = .79$) was significantly lower than the mean score for those with more than 20 years of service ($M = 3.71, SD = .87$) and those with 16 – 20 years ($M = 3.81, SD = .59$). Those with 0 – 5 years’ experience and 11 – 15 years were not significantly different from the other groups. The confidence interval error bars are shown in Figure 7.11.

Figure 7.50: Confidence interval error bars by years of service



Those with 16 and above years of service had means are close to four, indicating that they were in agreement with issues on turnover, while those with 6 – 10 years had a mean close to three, indicating that they were uncertain. It can be observed that those who have stayed for longer in the SAPS tend to agree on issues on turnover more than the others.

7.4.1.6 ANOVA test to determine mean scores difference by age

Age was classified into three groups, which were at most 38 years, 39 – 54 years, and 55 – 65 years. The Levene’s test for equality of variances revealed that all variables had equal variances across groups except career opportunities/path and career management, with p-values of .029 and less than .001. The test for equality of means resulted in retention policy/strategy being the only variable with a statistical significance difference in means across age groups and the results are presented in Table 7.14.

Table 7.14: ANOVA test to determine mean scores difference by age

Constructs	Test for equality of means		Levene's test for equality of variance	
	F	p-value	F	p-value
Q8. Career development	2.726	.069	.699	.499
Q9. Career opportunities / path	3.646	.029	1.886b	.168
Q10. Supervisor support	1.688	.189	1.337	.266
Q11. Training development	1.166	.315	1.814	.167
Q12. Work environment	9.975	p<.001	2.364b	.113
Career management	6.816	.002	3.256b	.050
Q13. Retention policy / strategy	1.993	.141	3.171	.045
Q14. Work-life balance	.594	.554	1.308	.274
Q15. Learning and development	1.272	.284	1.867	.159
Q16. Organisational behavioural practices	1.008	.368	2.952	.056
Q17. Reward management	.644	.527	1.032	.359
Retention management	.919	.402	2.713	.070

b Welch F-statistic

The F-test results showed that there was no statistical difference across all variables except on retention policy/strategy. Age had an impact on issues on retention policy/strategy, but no influence on the rating of the other variables.

The results of the ANOVA test for retention policy/strategy showed a statistical significance difference for the three age groups ($F(2, 123) = 3.171, p = .045$). Despite reaching statistical significance, the actual difference in mean scores between groups was quite small, as supported

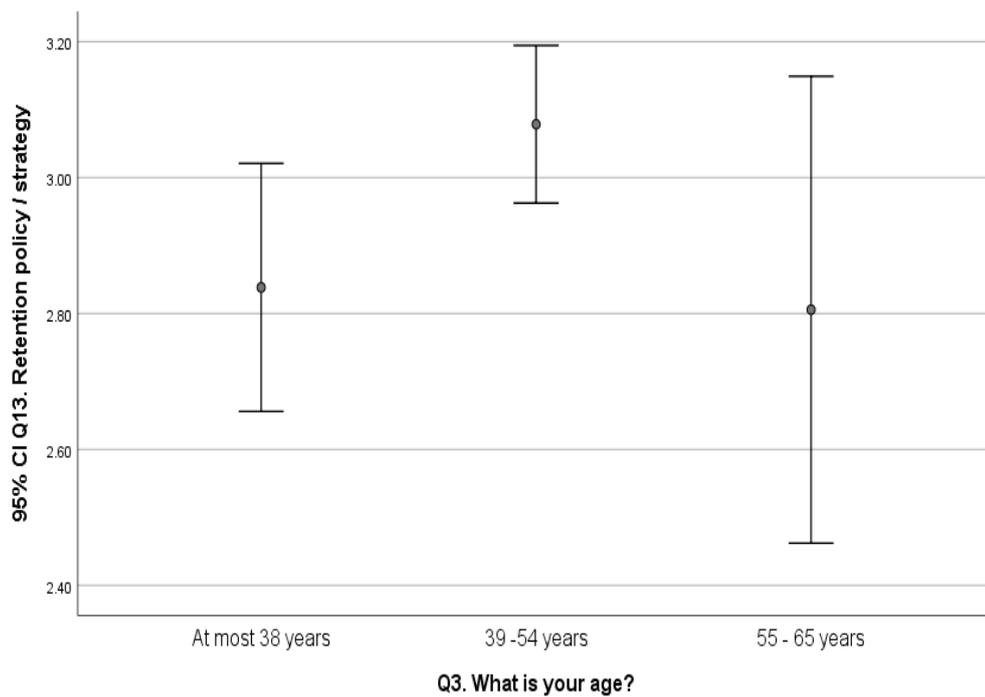
by eta squared (η^2) = .05. About 5% of the variation in retention policy/strategy was explained by age. Since the difference was marginal, the post hoc comparisons using the Tukey-HSD test resulted in one homogeneous group as shown in Table 7.15.

Table 7. 15: Tukey HSD homogeneous group for retention policy/strategy by age

Tukey HSDa,b	Q3. What is your age?	N	Subset for alpha = 0.05 1
	55 – 65 years	9	2.8056
	At most 38 years	50	2.8383
	39 -54 years	67	3.0784

The mean for those aged 39-54 years ($M = 3.08, SD = .48$) was higher than the mean score for those aged 55 – 65 years ($M = 2.81, SD = .45$) and those aged at most 38 years ($M = 2.84, SD = .64$). The confidence interval error bars are shown in Figure 7.12 showing that the significance difference might be contributed to the difference between those aged at most 38 years and those aged 39 – 54 years with not much overlap.

Figure 7. 51: Confidence interval error bars for retention policy/strategy by age



All means were close to three, but the level of agreement was higher in those aged 39 – 54 years than any other group.

7.4.1.7 ANOVA test to determine mean scores difference by highest educational qualification

Highest educational qualification was classified into those with Matric/Grade 12, certificate, diploma, Bachelor’s degree’ Honours degree and postgraduate degree/diploma. The Levene’s test for equality of variance across groups resulted in all variables having equal variances across groups, except reward management with a p-value of .018. The test for equal means showed that there was a statistical difference in means scores across qualification categories for the variable’s retention policy/strategy, work-life balance, learning and development, and retention management. The results are shown in Table 7.16.

Table 7. 16: ANOVA test to determine mean scores difference by highest educational qualification

Constructs	Test for equality of means		Levene's test for equality of variance	
	F	p-value	F	p-value
Q8. Career development	.295	.915	2.022	.080
Q9. Career opportunities / path	1.331	.256	.787	.561
Q10. Supervisor support	.742	.593	1.122	.352
Q11. Training development	.506	.771	1.340	.252
Q12. Work environment	.315	.903	.511	.768
Career management	1.895	.100	.862	.509
Q13. Retention policy / strategy	1.185	.320	3.950	.002
Q14. Work-life balance	.837	.526	2.328	.047
Q15. Learning and development	1.049	.392	3.007	.014
Q16. Organisational behavioural practices	.555	.734	1.724	.134
Q17. Reward management	2.856	.018	1.693b	.157
Retention management	1.510	.192	3.397	.007

b Welch F-statistic

The F-tests results showed no statistical difference across qualification levels in career development, career opportunities/path, supervisor support, training development, work environment, career management, organisational behavioural practices, reward management, and turnover with p-values of .08, .561, .352, .252, .768, .509, .134, .157 and .404 respectively. Highest educational qualification had no influence on the rating of these issues. There was a statistically significant difference across educational qualifications for the variables; retention policy/strategy, work-life balance, learning and development and retention management with

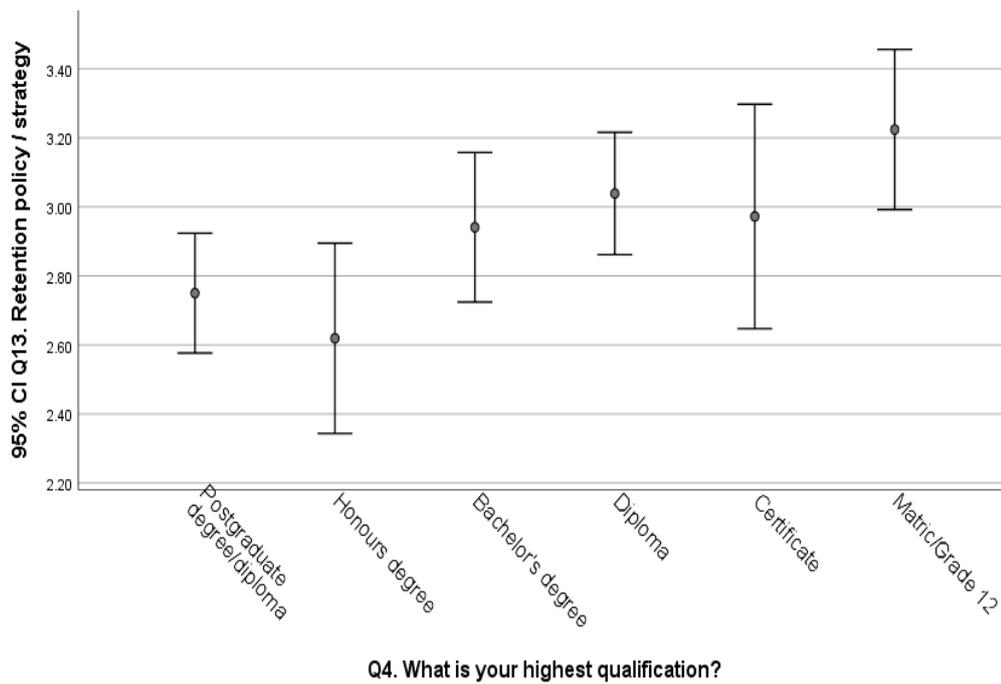
p-values of .002, .047, .014 and .007 respectively. Highest qualification was a determining factor on the ratings of these four issues. The results from the ANOVA test showed that retention policy/strategy had a statistical significance difference across the highest qualification levels ($F(5, 120) = 3.952, p = .002$). The test was highly significant since p-value was less than .01. A large effect size of .14 was obtained and about 14% of the variation in retention policy/strategy was accounted for qualification levels. The post-hoc comparisons using the Tukey HSD test resulted in two homogeneous groups as shown in Table 7.17.

Table 7. 17: Tukey-HSD homogeneous group for retention policy/strategy by highest qualification

Tukey HSDa,b			
Q4. What is your highest qualification?	N	Subset for alpha = 0.05	
		1	2
Ho'ours degree	21	2.6190	
Postgraduate degree/diploma	15	2.7500	2.7500
Bachelor's degree	''	2.9410	2.9410
Certificate	9	2.9722	2.9722
Diploma	28	3.0387	3.0387
Matric/Grade 12	29		3.2241

Those with honours degrees had the lowest mean ($M = 2.62, SD = .61$) which was significantly lower than those with Matric/Grade 12 who had the highest mean ($M = 3.22, SD = .61$). The confidence interval error bars are shown in Figure 7.52 below.

Figure 7. 52: Confidence interval error bars for retention policy / strategy by highest qualification



All means were close to three, however, the degree of agreement tend to increase as the level of qualification decreases. Those with lower qualification were more in agreement with issues on retention policy/strategy as compared to those with higher qualifications.

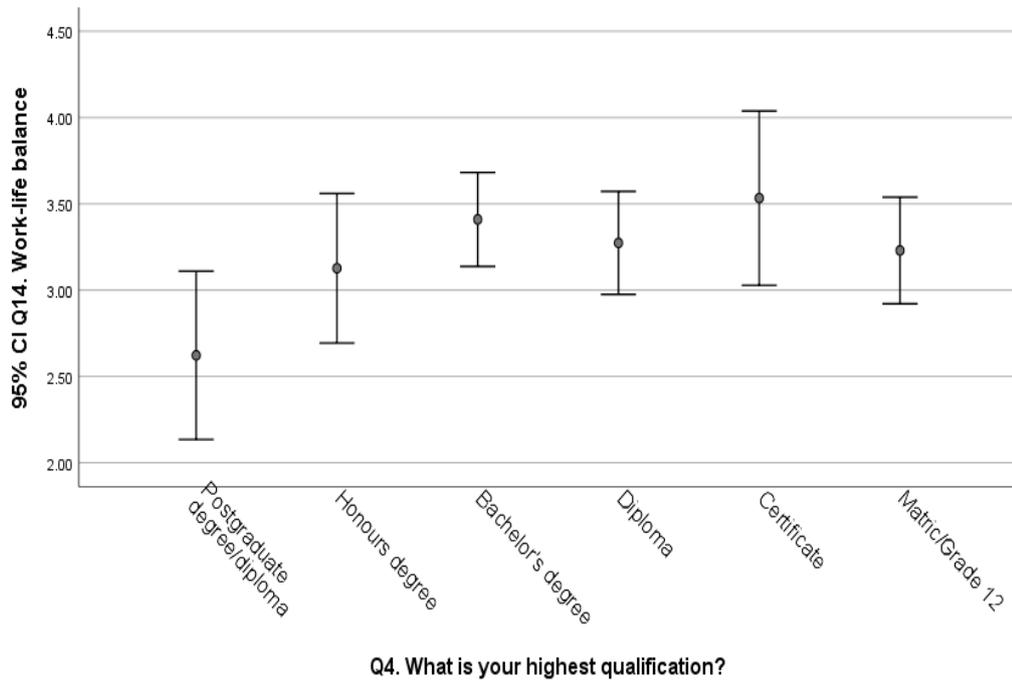
The univariate analysis of variance for work-life balance showed a statistically significant difference across educational levels ($F(5,121) = 2.328, p = .047$). A moderate effect size of .09 was obtained. About 9% of the variability in work life balance was being explained by qualification levels. The Tukey HSD post-hoc comparison test resulted in two homogeneous groups as shown in Table 7.18.

Table 7. 18: Tukey-HSD homogeneous group for work-life balance by highest qualification

Tukey HSDa,b			
Q4. What is your highest qualification?	N	Subset for alpha = 0.05	
		1	2
Postgraduate degree/diploma	15	2.6222	
Ho'ours degree	21	3.1270	3.1270
Matric/Grade 12	29	3.2299	3.2299
Diploma	28	3.2738	3.2738
Bachelor's degree	''		3.4097
Certificate	10		3.5333

The mean score for those with postgraduate degree/diploma ($M = 2.62, SD = .88$) was significantly lower than the mean score for those with Bachelor's degree ($M = 3.1, SD = .64$) and those with certificates ($M = 3.53, SD = .71$). Those with honours degrees, Matric/Grade 12 and diplomas were not significantly different from other qualifications. The confidence interval error bars are presented in Figure 7.53.

Figure 7. 53: Confidence interval error bars for work-life balance by highest qualification



Those with Bachelors' degree tend to agree more than the other groups. Looking at Figure 7.53, those with postgraduate degrees/diplomas tend to agree less on issues of work-life balance.

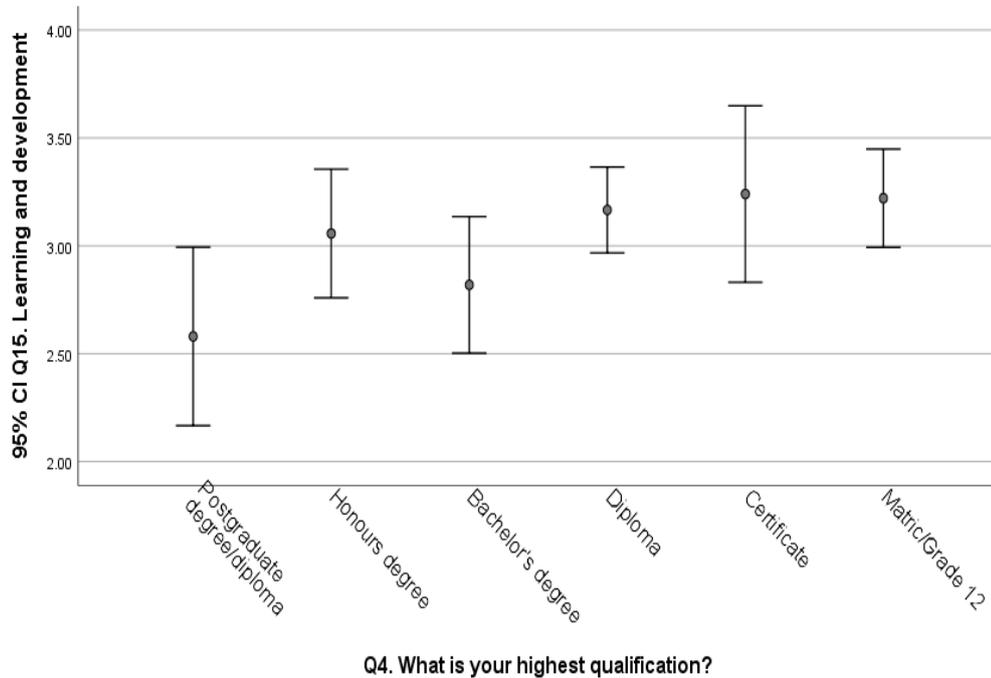
The results of the ANOVA test for learning and development showed a statistical significance difference for the six qualification levels ($F(5, 121) = 3.007, p = .014$). A moderate effect size of .11, that is, eta squared (η^2) = .11 was obtained. About 11% of the variation in learning and development is being accounted for by qualification. The post hoc comparisons using the Tukey-HSD test resulted in two homogeneous group as shown in Table 7.19.

Table 7. 19: Tukey-HSD homogeneous group for learning and development by highest qualification

Q4. What is your highest qualification?	N	Subset for alpha = 0.05	
		1	2
Postgraduate degree/diploma	15	2.5800	
Bachelor's degree	''	2.8187	2'8187'
Ho'ours degree	21	3.0571	3.0571
Diploma	28	3.1661	3.1661
Matric/Grade 12	29		3.2207
Certificate	10		3.2400

The mean score for those with postgraduate degree/diploma ($M = 2.58, SD = .75$) was significantly lower than the mean score for those with Matric/Grade 12 ($M = 3.22, SD = .60$) and those with certificate ($M = 3.24, SD = .57$). Those with Bachelor's 'egree, Honours degree and diploma were not significantly different from the other groups. The confidence interval error bars are shown in Figure 7.15.

Figure 7. 54: Confidence interval error bars for learning and development by highest qualification



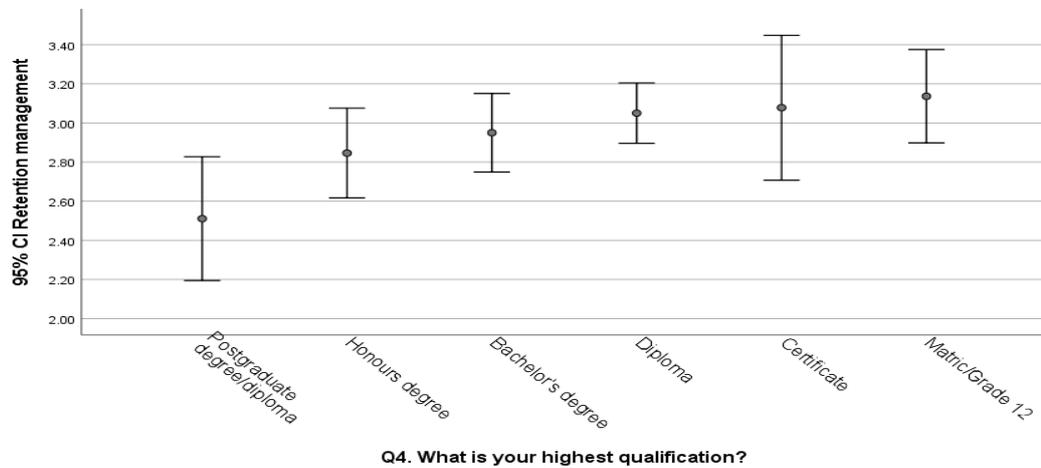
Those with lower qualification were more in agreement with issues on learning and development than those with higher qualification. The univariate analysis of variance resulted in retention management having a statistically significant difference in mean scores across highest qualification levels ($F(5,121) = 3.397, p = .007$). A moderate effect size of .12 as obtained. About 12% of the variability in retention management system was accounted for by highest qualification. Post-hoc comparisons using the Tukey HSD test resulted in two homogeneous groups as shown in Table 7.20.

Table 7. 20: Tukey HSD homogeneous group for retention management by highest qualification

Tukey HSDa,b			
Q4. What is your highest qualification?	N	Subset for alpha = 0.05	
		1	2
Postgraduate degree/diploma	15	2.5109	
Honours degree	21	2.8460	2.8460
Bachelor's degree	22	2.9499	2.9499
Diploma	28		3.0500
Certificate	10		3.0779
Matric/Grade 12	29		3.1365

The mean score for those with postgraduate degree/diplomas ($M = 2.51, SD = .57$) was significantly lower than the mean score for those with diplomas ($M = 3.05, SD = .40$); certificates ($M = 3.08, SD = .52$) and those with Matric / Grade 12 ($M = 3.14, SD = .63$). Those with honours degree and those with bachelor's degree were not significantly different from the other groups. The confidence interval error bars are shown in Figure 7.16.

Figure 7. 55: Confidence interval error bars for retention management by highest qualification



Looking at the confidence interval error bars, respondent agreement level tends to decrease as the qualification increases. It is an inverse relationship where those with lower qualification tend to agree more than those with higher qualifications.

In the next section, the second part of the chapter, analysis and interpretation of the qualitative data is presented.

7.4 QUALITATIVE ANALYSIS OF THE STUDY

The results presented in this section are obtained from the ten interviews that were conducted and from the review of documents related to the career and retention management in the public service with specific reference to the SAPS.

The results obtained through qualitative interviewing were analysed using Atlas Ti.9. A thematic approach was used where the data was categorised into themes and sub-themes. The analysis will be presented using the thematic approach and verbatim presentation. The data was

categorised into five central themes, and the interpretations, meanings, and patterns that emerged were compared with the literature review. The results from the themes and subthemes are presented in the following sections.

7.4.1 Profile of the respondents

A total of ten members of the police service participated in the interviews. All the ten who participated are under the Police Act. The profile of the respondents is shown in Table 7.21.

Table 7. 21: Profile of the respondents

ID	Gender	Rank	Age	Tenure	Qualification
Respondent 1	Female	Captain	51 – 60 years	21 – 35 years	Secondary
Respondent 2	Female	Lieutenant Colonel	41 – 50 years	11 – 20 years	Post graduate degree
Respondent 3	Male	Colonel	31 – 40 years	1 – 5 years	Post graduate degree
Respondent 4	Male	Colonel	51 – 60 years	21 – 35 years	Post graduate degree
Respondent 5	Female	Colonel	41 – 50 years	11 – 20 years	Degree
Respondent 6	Male	Brigadier	51 – 60 years	11 – 20 years	Post graduate degree
Respondent 7	Female	Brigadier	51 – 60 years	21 – 35 years	Degree
Respondent 8	Male	Lieutenant Colonel	41 – 50 years	1 – 5 years	Post graduate degree
Respondent 9	Male	Lieutenant Colonel	41 – 50 years	21 – 35 years	Degree
Respondent 10	Male	Colonel	51 – 60 years	21 – 35 years	Degree

Both males and females participated in the study. The police ranks of the respondents were Captain, Lieutenant Colonel, Colonel, and Brigadier. Their ages ranged from 31 to 60 years, with five aged between 51 – 60 years (BB), four between 41 – 50 years (GX), and one aged between 31 – 40 years (GY). Five of the officers had 21 – 35 years’ experience in the force, three had 11 – 20 years, and two had 1 – 5 years. Nine possessed university degrees, with five of them being post-graduate degrees, while only one had attained secondary education.

7.4.2 Central themes

A thematic approach was utilised in the data analysis and the data was partitioned into five main themes. The main themes and sub-themes are presented in Table 7.22 below.

Table 7.22: Themes and sub-themes

Theme	Subtheme
Management strategies	Career management strategies
	Effectiveness of career management strategies
	Retention management strategies
	Effectiveness of retention management strategies
Acts	Promotional difference under Public Service Act
	Promotional difference under SAPS Act
	Impact of employment regulation 45 of SAPS
Achievement of self-actualisation of employees	Utilisation of employee’s capabilities
	SAPS as institution of choice
	Alignment of employee’s job description to organisation objectives

Functionality of career and retention management	SAPS criteria for promotion
	Revisitation and address of career management
	Role of supervisors in supporting career
	SAPS succession plan
	Reasons for resignation
General issues	General comments

The central issues were:

- To explore whether career management enhances the self-actualisation of the employees of the SAPS.
- To investigate whether employee motivation translates into increased employee commitment to the institution.
- To examine whether retention management improves institutional memory.
- To design a career management model that could be used by SAPS.

The qualitative findings are presented in the following sections.

7.4.3 Management strategies

Objective of the questions on career and retention management: To source information from respondents about career and retention management policies, strategies, National Instructions related to career and retention management of the SAPS, and their effectiveness.

The first theme, management strategies, was addressing two interview questions which are: (1), what are career management strategies and how effective are they; and (2), what are retention management strategies and how effective are they?

This theme was divided into four sub-themes which are:

- Career management strategies;

- Effectiveness of career management strategies;
- Retention management strategies; and
- Effectiveness of retention management strategies.

The presentation of the theme and sub-themes diagrammatically are shown in Figure 7.56.

Figure 7. 56: Theme and sub-themes for management strategies



The findings from the sub-themes are presented in the next subsections.

7.4.3.1 Career management strategies

Six key concepts were obtained on issues on career management strategies, as shown in Table 7.23.

Table 7. 23: Key concepts on career management strategies

	Key concept	Occurrence
Sub-theme: Career management strategies	○ No specific career management strategies	7
	○ Presence of career path strategy	4
	○ Presence of career management strategies	3
	○ Current strategies and policies demotivating	1
	○ People placed in wrong environment	1
	○ Strategies not monitored properly	1

	Totals	17
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Question: What are career management strategies?

Respondents 2, 3, 4, 5, 6, 7 and 8: No specific career management strategies.

Seven respondents indicated that there were no specific career management strategies, and four of the seven respondents also mentioned the presence of career path. Respondent 2 indicated that she did not know of any career management strategies since she has not seen anything of those strategies within the SAPS. This was in agreement with Respondent 4 and 5. Respondent 5 further added that if they had career management strategies, they would not have people that are placed in a wrong environment and are not taking a career path. Respondent 3 indicated that they had never seen any specific strategy that talks to career management and, in addition, he said that most of the organisations do not have a specific strategy since it is cooperated within a broader policy of the retention, career management, and recruiting where everything is just under one umbrella.

According to Respondent 6, they do not have specific career management strategies in the SAPS, but they do have components or the element of the strategies with regards to the component's parts of career management (they have retention strategy and scarce skills strategy). He further added that those strategies are the components part of the bigger career management environment, which agreed with what respondent 3 said. Respondent 6 further emphasised that career management itself did not have a strategy. Respondent 7 was quoted as saying that "career management methodology in the police is fragmented. There are no career management strategies in the SAPS, there is only a career path strategy that is currently busy being looked into and then they are also looking at recruitment retention strategy. That's the only strategies you find." This was also supported by respondent 8, who said that they did not have a consolidated career management strategy, instead, they have pieces of selections on policy documents that deal with career management. Respondent 9 was of the opinion that career management do have strategies or, let us say, certain activities that they put in place. For instance, they have section people doing career interviews, career presentations, and career workshops.

Presence of career management strategies was mentioned by respondents 1, 9 and 10. Two of the respondents were quoted as saying that:

“There are career management strategies.”

“I’m 4 years in the SAPS now so well I’m following the communication and the issues of bursaries and the retention in the form of the awarding of medals for good performance, such things that seek to retain employees in the organisation. I think the advertising of bursaries for employees are a way they are trying to drive employees within the SAPS. I think that is the strategy they use as part of career management”.

Respondent 10 said that the current strategies and policies were demotivating. He said that the police use rank promotion; grow through rank to rank as a career strategy. He emphasised that the rank promotion is one that they regard as the career development strategy and the fact that one can go into the few specific areas like forensic, task force, and so on for the Police Act while for PSA, they do the same to grow basically through level to level, but it is very limited, they only let them to go until level 7. He indicated that the way the current strategies and policies that are in place are having the opposite effect, it is demotivating the people and is breaking down the morale completely.

Table 7.23 reveals that 70% of the respondents indicate that there are no specific career management strategies, while 30% indicate that there are career strategies. It also reveals that 40% of the 70% indicate that career path is regarded as career strategy.

From the above interviews, it can be deduced that certain employees of the SAPS are unaware that scarce skills policy is used as career strategy. However, several are aware of the scarce skills policy. For example, respondent 10 highlighted few specific areas like pilots, task force, and forensic analyst. In 2005, the Scarce Skills Framework was introduced in terms of multi-term agreement (PSCBC Resolution 2 of 2004) and provides, among other things, for the payment of scarce skills allowance to personnel employed in occupational categories that departments have designated as scarce. The framework provided the Executive Authorities

with an opportunity to identify scarce skills occupations and develop and implement integrated strategies to facilitate the recruitment, retention, and continuous development of scarce skills. For example, the SAPS used the scarce skills framework to retain employees from the Forensic Division.

7.4.3.2 Effectiveness of career management strategies

Question: How effective is career management strategies?

Respondents 1, 2, 8 and 10 indicated that career management's strategies were not effective. Respondent 1 added that it is only on paper. Respondent 2 believed these strategies are not effective and efficient in their nature and they are not monitored properly, but only target a specific group within the SAPS. For example, scarce skills allowance for forensic division. Respondent 8 said that he does not think they will be effective. He further said that they have a section that deals with a career path in the HRU division, and then they have a section that deals with employee relations and life cycle management at personnel management, which is not structured accordingly. He said at the present moment it's not effective, but if they are put together and aligned strategy that then will be effective. Respondent 10 explained further that he does not think somebody is actively involved to firstly, recognise that there is a problem and secondly, to do something, and he further indicated that he does not think there is a political will to do it since they regard it as successful and thus do not look at career management strategies as a problem.

One of the respondents, in this case, respondent 9, indicated that effectiveness has not been assessed since there is no survey that has been done to measure their effectiveness.

Effective career management should enable an institution to add to the skill base of the institution, enhance the institution's potential to address the imbalances of the past, as well as to retain the high-quality employees to help ensure long term institutional survival and growth. Section 13(1) of the White Paper on the transformation of the Public Service states that the development of effective and lifelong career development paths for all public servants should be undertaken as part of a strategic framework for effective human resource development.

From the above interviews, it can be deduced that the need for effective career management is advocated by Section 195 (1)(h) and (I) of the Constitution, 1996.

7.4.3.3 Retention management strategies

Five key concepts were obtained on issues on retention management strategies, as shown in Table 7.24.

Table 7. 24: Retention management strategies

	Key concept	Occurrence
Sub-theme: Retention management strategies	○ Retention management policy developed by compensation component	6
	○ Measures in place for retaining employees	4
	○ No retention strategy	3
	○ No in-house research to define problem	1
	○ Skilled and experienced employees leaving the organisation	1
	Totals	14

Question: What are retention management strategies?

Respondents 2, 4, 5, 6, 7 and 8: Retention management policy developed.

Six out of the ten respondents mentioned the retention management strategy developed by compensation component, and two of them also mentioned measures in place for retaining employees. Respondent 4 said that there is a retention management policy developed by a compensation component. This was supported by respondent 2, who mentioned that there is a retention management strategies/policy that has been recently developed. Respondent 5 also concurred by saying that previously they did not have a retention policy but approved it in 2018. According to respondent 7, the retention policy was recently developed and approved.

She further indicated that one cannot be retained if they cannot even direct their student correctly to retention. She said it was a nice methodology in practice where there are a lot of things outstanding for retention strategy to really to be optimised. She mentioned that they do not have occupational classification, and they do not do occupational classes. She was of the opinion that they cannot have systems running in terms of job titles, job description, PEP or other elements that are linked with their occupation. She emphasised that one cannot link the job titles if they do not have an occupational framework. She concluded by saying that her concern was that it is still not in place. Respondent 8 also indicated that the only retention management document that he knew about is the retention policy that was approved in 2017 that is cumbersome to address the retention issues within the organisation.

Respondents 4, 5, 6 and 8: Measures in place for retaining employees

In terms of measures in place for retaining employees, respondent 6 indicated that there is a retention policy that has been drafted in 2017 and it has been approved but it is not yet fully implemented, which means it is not working for the SAPS. He said on paper it is there, but it is not applied within the SAPS, even spontaneously. He also indicated that even if retention policy was approved lately there were measures in place in terms of retaining people like if one can work in an environment, they will be promoted, they won't apply outside, and they will automatically be retained in the SAPS because of following a certain career path. He emphasised that the retention policy is not yet operational. Respondent 9 said they did not have retention strategies per se but have retention strategy documents currently that must be rolled out for comment. He believed that the police realised that retention is important specifically because the cost to train a police officer is too expensive. Therefore, strategy was documented but not rolled out yet.

Respondents 1, 3 and 10: No retention strategy

Three respondents indicated that the absence of retention strategy with one of them (respondent 1) indicating that they have no idea what retention management strategy is. Respondent 3 said that he had not seen the retention management strategies as well, but he thought that all the things could be encompassed in one document, so there is no specific retention management

strategy, while respondent 10 explained that what they do is that, they set up the process steps where one can move from recruitment to retirement and in it they list various areas and skills that can go into, for example, forensic, detective, task force, and crime intelligence. He said that nowhere in those policies and strategies do they see specific root causes why they are losing people and specific solutions in the forms of objectives. He was quoted saying “strategies and policies are supposed to have very specific objectives (in this case) to retain people. Those objectives do not exist. Those goals do not exist. The action under each objective is not there, deliverables that you want to achieve is not there because that content is not there, so again, they will say they do have policy that deals with retention but the content of the strategy, if you look at the content it is not a strategy, it is not policy, to me it is more of a broad framework and a process that you move through, they are not trying to solve anything”. He then went on to explain that the policy and strategy is not solving or achieving anything, so on papers he knows that there is something in substance, there is no retention strategy and to him this proves the very symbol that they are not retaining the people, as soon as the people become skilled and competent, they leave the organisation. Thus, the skilled and experience staff are leaving the organisation (Respondent 10).

7.4.3.4 Effectiveness of retention management strategies

Respondent 10: No in-house research to define problem.

Respondent 10 indicated that the retention management strategies are not effective. He said that one of the main reasons for career development and retention strategies of not being effective is that there is no in-house research to actually define the problem and investigate what are the root causes. He was quoted as saying, “how can you fix something if you don’t know where it is”. Respondent 2 said that as far as implementation, she cannot declare how effective it is because it is still new.

7.4.4 Acts

Objective of the questions on promotion processes and Regulation 45 of the SAPS Employment Regulations, 2008: To source information from respondents about the promotion and grade progression of employees of the service from post level 1 to level 12 and from constable up to

colonel, and as well as the impact of Regulation 45 of the SAPS Employment Regulations, 2008.

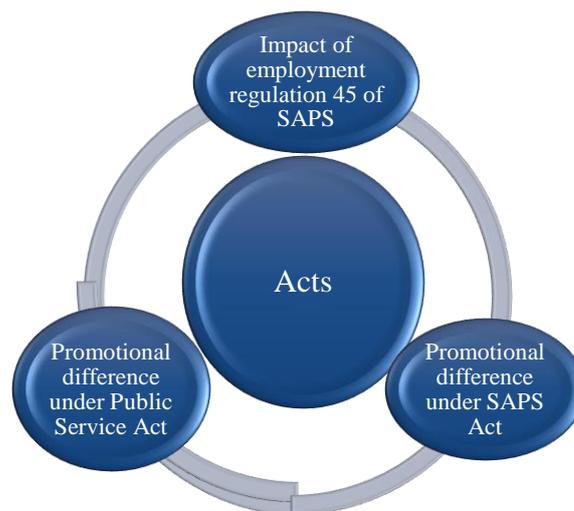
The second theme, Acts, was addressing three research questions which were to explain the difference in promotion processes of the following: (1), members serving under the Public Service Act; (2), members serving under the SAPS Act and (3), to determine whether Regulation 45 of the SAPS Employment Regulations, 2008, has been abused and produced irregular promotions or not.

This theme was divided into three sub-themes which are:

- Promotional difference under the Public Service Act;
- Promotional difference under the SAPS Act; and
- Impact of employment Regulation 45 of the SAPS.

The theme and sub-themes are presented diagrammatically in Figure 7.57.

Figure 7. 57: Theme and sub-themes for Acts



The results of the interviews from the sub-themes are presented in the next subsections.

7.4.4.1 Promotional difference under the Public Service Acts

Question: Explain the promotional processes of employees serving under the PSA.

Seven key concepts were obtained on the statement on promotional difference under Public Service Acts. Respondents 4 and 5 indicated that PSA employees move from lower level until level 7. Respondent 4 said that PSA employees move from lower level until level 6 or 7 and thereafter, if they are promoted, they change to the SAPS Act. This was also supported by Respondent 5 who said that for PSA employees, their career stream is very limited (from level 1 to 7) because once they reach level 7, they can't grow in terms of the streams of PSA and they have to be translated to the SAPS Act. She said that it is not right because now if one takes people who are employed in terms of the PSA they never went to the college because they can't move beyond level 7 and then they are translated. She further explained that it was not correct because they are blocking the career growth of the constable. Thus, Respondent 5 raised the issues of PSA employees moving from lower levels until level 7, blocking the career growth of constables and members promoted by changing to SAPS Act.

According to Respondent 3, the PSA is the Act that cut across the entire Public Service and it is applicable to all government departments, so the promotion process is the same, obviously for one to be promoted as a Public Service employee, the post gets advertised; one applies for the post, be it advertised internally or externally, and then the same process of selection from recruitment applies and then eventually one gets promoted. Thus, he explained that the PSA has a normal process for advertisement, which was also concurred with what respondent 8 said. Respondent 1 had no idea how the PSA works.

7.4.4.2 Promotional difference under the SAPS Act

Six key concepts were obtained on statements on promotional difference under the SAPS Acts as shown in Table 7.25.

Table 7. 25: Key concepts on promotional difference under the SAPS Acts

	Key concept	Occurrence
Sub-theme: Promotional differences under SAPS Act	○ Give promotional measures	6
	○ Grade progression	2
	○ SAPS employees rank starts with constable (level 5) until to General (level 16)	2
	○ Appointment panel lack experience in core functions	1
	○ More emphasis on qualification instead of experience as an indicator for competence	1
	○ Selection framework poor and ineffective	1
	Totals	13

Question: Explain the promotional processes of employees serving under the SAPS Act.

Respondents 1, 2, 3, 4, 6 and 8: Give promotional measures.

Six respondents mentioned giving promotional measures. Respondent 1 explained that for the SAPS Act she knows that when one got promoted one must have 2 years with a Diploma/Degree in that field, otherwise it is 4 years without diploma. According to Respondent 6 they are giving promotional measures and it is not a promotional policy. Respondent 10 indicated that firstly it is a mess. He said the framework that is used, the criteria that is used to select people, and the instrument that is used to evaluate and assess people during the process are very poor and ineffective. He commented that it was one of those things that is supposed to motivate people but the way they are practicing it is actually breaking down the morale of people because everyone he was having a conversation with on the issue was criticising the whole promotion, the way it is done, the way it is selected, and that there is no real strategy

behind how to and what they want to achieve with different categories of jobs. He gave an example, that in their interviews they do not assess ability, rather they have three criteria.

The first is where they give one marks for experience and while many people have experience, it is not in the core functions they applied for. He explained that he has 20 years in the police and when he applied for a post, they say 20 years of experience will give him ten out of ten, but they might only have two years in the core function they are applying for. The second thing was often people are not having exact criteria of the minimum of two years in the core experience or four years if they don't have a degree in the core function of the job. He has seen candidates on the panels of making the interviews who don't have experience or involvement of the core functions. Then the third point is the qualifications, and in his opinion, that is a huge mistake.

He indicated that a qualification is not an indicator of competence that one can do the job, the fact that one has a degree like a B Com in Industrial Psychology doesn't mean that one can do it. He emphasised that being so it can't be the criteria to select the person, that it should be a minimum criterion, in other words, if one does not have a degree or qualification in the area of the post one applying for, one should not be shortlisted. But once one has it and is shortlisted, it must fall away as criteria. It can be noted that respondent 10 raised the issues on the selection framework being a poor and ineffective process that is demotivating employees, lack of strategy in dealing with different job categories, no ability assessment, appointment panel lack experience in core functions, more emphasis on qualification instead of experience as an indicator for competence and need minimum criteria. Respondent 2 believed there is no difference; the same promotion policy is applicable for both the PSA and SAPS Act. She also said that there is grade progression and promotion. She explained that promotion is when post is identified and advertised for promotion purpose and grade progression is when the SAPS determined the period of years the people have been there and then consider them suitable to be moved to the next grade without even going for interviews, they just apply to be progressed. Respondent 2 also explained that if they advertise, everybody is eligible, it depends on the requirements that are stipulated on the advert, and they will be specific requirements if it says only for police members' appointment purpose /promotional purpose. Issues raised by

Respondent 2 were promotional measures, grade progression and identification, and advertisement of post for promotional purposes.

However, Respondent 3 was of a different opinion from Respondent 2 as he was quoted as saying that “The two are regulated differently as you can see the other one is Public Service Act, so the promotion of employees serving under PSA will differ with the one from SAPS Act because of different policies applied to the two, for example, the SAPS Act employees can be employed in the form of Regulation 45.” He further explained that for the SAPS Act employees, there is post promotion process that takes place on an annual basis where posts are advertised internally, obviously when one advertises a post internally that also seeks to retain employees to say there is an opportunity for promotion within the organisation. He further said that the employees will apply, contest for the post, and then eventually whoever is recommended during the process ultimately gets the post and that is the promotion of the SAPS employees. In this case, the employees tend to get promotions by identification and advertisement of post for promotional purposes. This was also concurred by Respondent 8. He said that for the PSA, it is a normal process of advertisement and for SAPS Act members there is a national instruction of 2015 and an agreement they do twice a year where they advertise posts which are vacant, then members apply on the prescribed form and they allow them to apply for the post, then go for interview after a panel is set up. He further explained that sometimes they advertise externally where people from other departments got appointed.

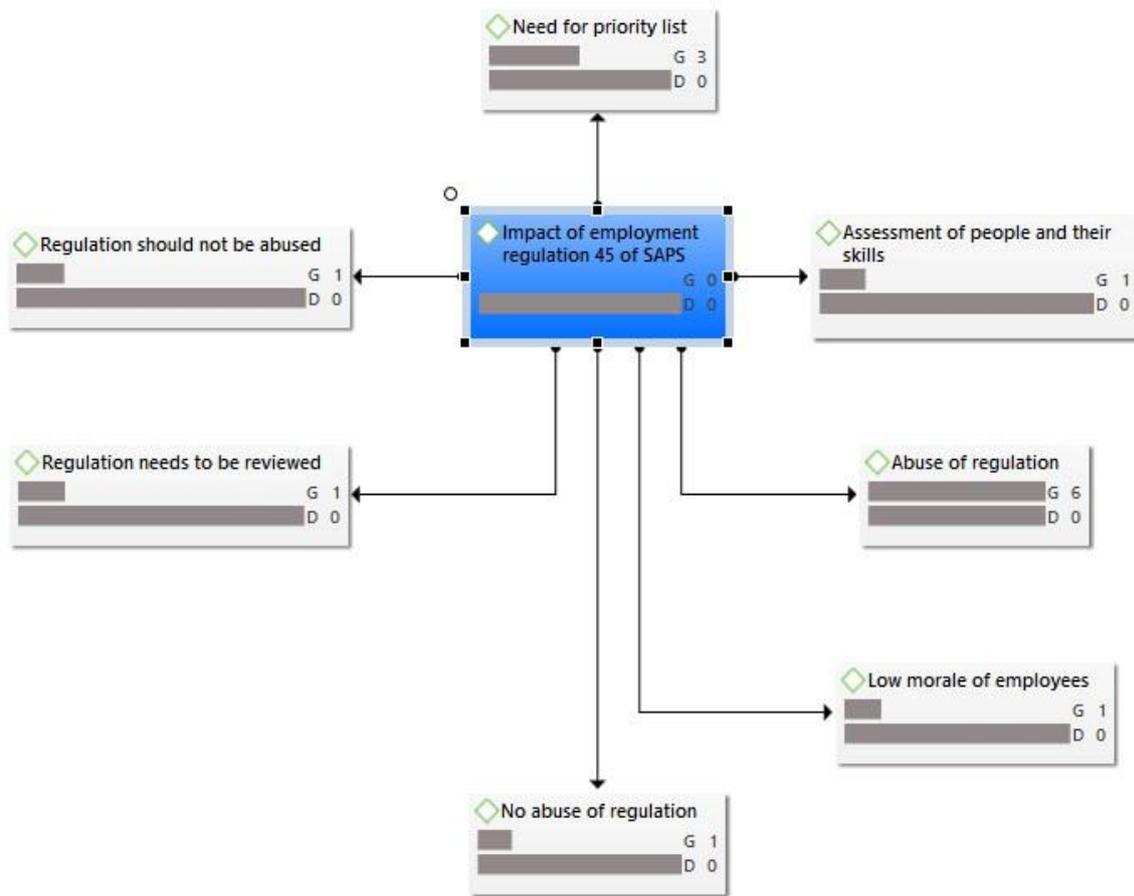
According to Respondent 9, the police have two types of Acts, the SAPS Act and PSA. Respondent 9 said that the sad part of it is that one only utilise a part of a PSA post structure. In the past, PSA personnel were getting to a class of ceiling where they can't go further and they were supposed to use the CORE for PSA personnel so that those people can grow from the lowest level to the highest level, which is the Directors, DDGs and so forth. He explained that they didn't do what they opted for, which is a sad thing. It was mentioned that they did open that glass of ceiling but the only way of going up in terms of salary progress was by means of entering to the Police Act. He said that this opened a can of worms because as one rightfully said now to progress to get more money, it means that one goes into another occupation and one may find themselves in a position where they have to manage people who have got more

experience and relevant skills than them, and that can damage morale of those people in that environment and by doing that can also hamper service delivery. Respondent 4 indicated that the SAPS employees, if promoted their rank start with constable (level 5) until to General (level 16).

7.4.4.3 Impact of Employment Regulation 45 of the SAPS

The impact of Employment Regulation 45 of SAPS resulted in seven key concepts, as shown in the network diagram in Figure 7.58.

Figure 7. 58: Impact of Employment Regulation 45 of the SAPS



Key: G – Grounded, which shows how many times a code has been applied, and D – Density, which shows the number of links between entities

Question: To determine whether Regulation 45 of the SAPS Employment Regulations, 2008, has been abused and produced irregular promotions.

Respondents 2, 3, 4, 5, 6 and 9: Regulation 45 of the SAPS Employment Regulations, 2008, is abused. Six respondents indicated the abuse of the regulation. Respondent 2 was of the opinion that the regulation was unfair and abused. She said that it produces irregular appointments and people not competent to sit on those posts. She further explained that so many people occupy offices which they are not supposed to occupy due to this Regulation 45. Respondent 3 indicated that the regulation is very specific, but it’s not being implemented properly. He was quoted saying; “the National Commissioner can promote after the post was advertised and in my understanding the organisation could not find the candidate for a particular post and then

as a result the National Commissioner has been given powers of simply saying “I’m appointing you in that position”, in other words, the post was actually advertised, there was a due process of recruitment and selection. Therefore, the above regulation (45) is not properly implemented.” This was concurred by respondent 4, who said that this Regulation 45 is a good thing if they were not abusing it, especially if used to attract superior skills, but instead they use it for relationship appointment (loyalty). Respondent 5 also said it produces irregular promotion, they become bias and currently it is abused.

According to Respondent 6, if he was a Minister of Police, he would review Regulation 45 because it is tantamount to crisis and tantamount to corruption. He emphasised that the regulation needs to be reviewed since it is bringing the morale of the employees down. Respondent 9 had the opinion that there are some circumstances where he believes it is the way to go, but it is very limited because to have that in place some of the senior managers, like the National Commissioner can abuse it, like what has happened in the past. He indicated that they had promoted people into the position where they had no skills.

However, Respondent 7 was of a different opinion. She said that she is in agreement with Regulation 45 and suggested that there must be a priority list and people must be tested (assessed) based on their skills. Respondent 10 concurred and said that he was okay with it (agree with Regulation 45) but it must not be politically driven, it must be competence driven, and it must not be abused. Respondent 1 was of the opinion that they should use it more, because there are people sitting in their ranks for 15 to 20 years. She said that the National Commissioner should use this regulation for the people who stay long in their rank, and don’t get invited for the post that has been advertised and he/she should promote people on that regulation. According to Respondent 8, he does not have experience of this regulation at lower level but at senior level it is appropriate because as an accounting officer of department, one need to be surrounded by a team of people that can work with them and support one another to pursue the organisational objectives. Respondent 1 did not know if it is abused, and she has a feeling that it’s not being abused.

7.4.5 Achievement of self-actualisation of employees

Objective of the questions on optimal utilisation of employees: To source information from respondents about the capacity and placement of employees accordingly.

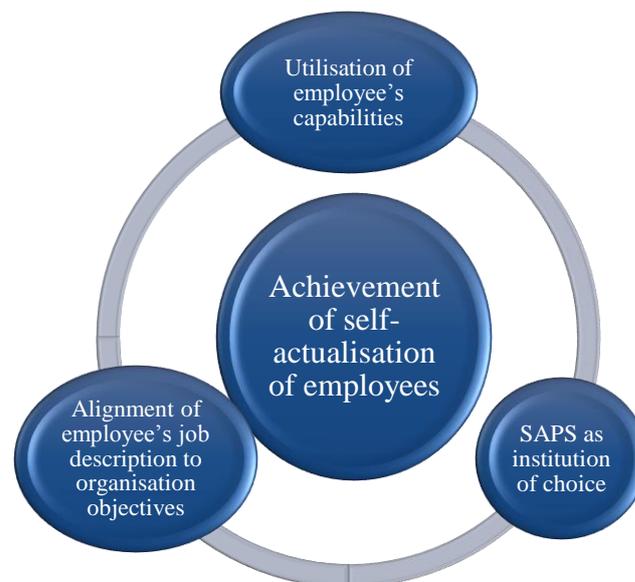
The third theme, achievement of self-actualisation of employees was addressing three research questions which are: (1), are employees optimally utilised according to their capabilities? (2) Can you regard the SAPS as an institution of choice? and (3), are employee's job descriptions aligned to organisational objectives?

This theme was divided into three sub-themes which are:

- Utilisation of employee's capabilities;
- SAPS as institution of choice; and
- Alignment of employee's job description to organisation objectives.

The theme and sub-themes are presented diagrammatically in Figure 7.59.

Figure 7. 59: Theme and sub-themes for achievement of self-actualisation of employees



The results of the interviews from the sub-themes are presented in the next subsections.

7.4.5.1 Utilisation of employee's capabilities

Five key concepts were obtained on issues on utilisation of employee's capabilities as shown in Table 7.26.

Table 7. 26: Key concepts on utilisation of employee's capabilities

	Key concept	Occurrence
Sub-theme: Utilisation Of employee's capabilities	○ No optimal utilisation of capabilities	8
	○ No matching and placing exercise	4
	○ Organisation does not know employee level of skills, knowledge and experience	2
	○ Restructuring	2
	○ No allocation of work by supervisors to subordinates	1
	Totals	17

Question: Are employees optimally utilised according to their capabilities?

Respondents 1, 3, 4, 5, 6, 7, 8 and 9: No optimal utilisation of employees' capabilities.

Respondents 1, 4, 5 and 6: No matching and placing exercise.

Respondents 4 and 7: Organisation does not know employee level of skills, knowledge, and experience.

Eight respondents mentioned that the capabilities were not optimised. The respondents were quoted as saying:

Respondent 1: *“Not at all, these people with law degrees working as a constable at the police station. People who studied often don’t get to the right field. If they don’t get connection, they don’t get any way forward.”*

Respondent 3: *“Yes and no, you can be deployed anywhere. Restructuring.”*

Respondent 4: *“No, definitely not. We don’t have a matching and placing exercises, we don’t have educational psychologist where people are assessed according to skills, abilities, and knowledge.”*

Respondent 5: *“No, because sometimes you find a person with HRM qualification placed at finance.”*

Respondent 6: *“This organisation does not utilise the personnel according to their capabilities because this organisation can go too far, if you find personnel who have done police administration at University, going for operational environment and those have legal service and those who have HRM to do HRM duties then it will be the start of the implementation of Chapter 12 of the NDP, 2030 where it says we should professionalise SAPS.”*

Respondent 7: *“No, the organisation doesn’t know what they have in terms of the skills, knowledge, and experience.”*

Respondent 8: *“No, the legacy of people that we have in the organisation are those doing or have been doing the same job over a period of time.”*

Respondent 9: *“No, we don’t have job titles in place.”*

From the respondents’ responses to the question, it can be noted that there is no optimal utilisation of capabilities, no matching and placing exercise, the organisation does not know the level of skills, knowledge, and experience of officers and there is a need for restructuring.

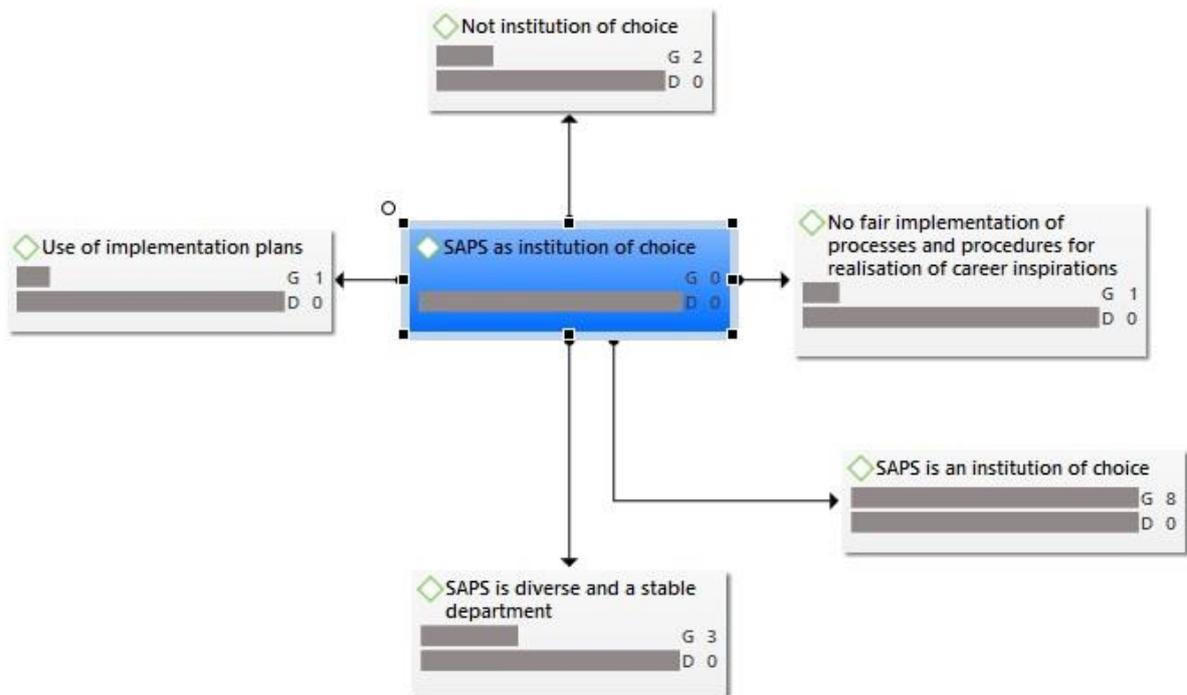
Respondent 2 also mentioned restructuring and in addition to no allocation of work by supervisors to subordinates. She said that this is very subjective because who is optimally utilising the employees are the supervisors, and there could be a subjective relationship between supervisors and subordinates. She added that sometimes you find that there are very bad relationships between the two and people are not given the works that they are supposed

to do and it is seen mainly when people are sent to the courses just to get rid of them from the offices. She further said some people will complain that they are not given work, but they are in the office every day. There is need for restructuring.

7.4.5.2 The SAPS as institution of choice

The respondents were asked if the SAPS is their institution of choice. Eight out of the ten respondents indicated that the SAPS was their institution of choice, as shown in the network diagram in Figure 7.60.

Figure 7. 60: The SAPS as institution of choice



Key: G – Grounded, which shows how many times a code has been applied and D – Density, which shows the number of links between entities

Question: Can you regard the SAPS as an institute of choice?

Respondents 1 and 2: Not institution of choice.

Respondent 8: No fair implementation of processes and procedures for realisation of career inspirations.

Respondents 3, 4, 5, 6, 7, 8, 9 and 10: The SAPS is an institute of choice.

Respondents 4, 6 and 10: The SAPS is diverse and a stable department.

Respondents 3: Use of implementation plans.

Eight respondents mentioned that the SAPS is an institution of choice. The respondents were quoted as saying:

Respondent 3: *“Yes, I do. As I said, the SAPS have got the career exhibitions and implementation plans where they identify schools for attracting young people, therefore, those young people take decisions to join the SAPS as a result of those career exhibition and for me they made the choice to say the SAPS is the organisation of choice.”*

Respondent 4: *“Yes, it is a big church.”*

Respondent 5: *“Yes, I do. I love the SAPS, it is a beautiful organisation. It wants change management.”*

Respondent 6: *“Yes, based on a few reasons. The SAPS as an organisation has a huge career opportunities and has a variety of careers/jobs, for example pilot, dog handler.”*

Respondent 7: *“Yes, I take it as a choice and a calling, but currently people take this as a job not as a choice.”*

Respondent 8: *“Yes and No. Yes, because the SAPS is a broad organisation with a lot of career opportunities for development. No, because these opportunities that are there for employees are not fairly utilised. Processes and procedures to ensure that employees realise their career aspirations are not fairly implemented.”*

Respondent 9: *“Yes, I think nowadays it is difficult but sitting on management meeting hearing what management is doing it is a huge improvement. We got future in the police.”*

Respondent 10: *“It does have a potential to be because it is an extremely interesting organisation with exciting challenges and work, and it is diverse and a stable department.”*

Respondent 3 indicated that the SAPS was their institution of choice and they also do career exhibitions in school and implementation plans. According to Respondent 5, the SAPS needs change in management although it's her institution of choice. Respondent 6 in talked about it being a place for promotion with more career opportunities. However, respondent 7 indicated that the SAPS is her institution of choice, but she had the opinion that at the present moment, other officers do not regard it as an institution of choice. Respondent 8 gave a partial answer of yes and no. The yes was because the SAPS is a broad organisation with a lot of career opportunities; and it was not an institution of choice because opportunities are not fairly utilised and no fair implementation of processes and procedures for realisation of career inspirations. Respondent 9 indicated it as an institution of choice since it was a huge improvement when one gets involved in management meetings. According to Respondent 10, the SAPS has exciting challenges and work and the SAPS is a diverse and stable department.

Respondent 1 indicated that the SAPS was not an institution of choice. She indicated that in places she goes, one gets promoted if they know people and not on merit. She further said that it is a political place for the people on top to get their friends and families into and thus it is not the institution to look at.

7.4.5.3 Alignment of employees' job description to organisation objectives

Five key concepts were obtained on statements on alignment of employees' job description to organisation objectives, as shown in Table 7.27.

Table 7. 27: Key concepts on alignment of employees' job description to organisation objectives

	Key concept	Occurrence
Sub-theme: Alignment of	○ Job description drafted from organisational structure aligned to mission and vision of organisation	6
	○ Misalignment of job description and organisational objectives	4

of employee's job description to organisation objectives	○ Alignment of performance agreement to operational plan	2
	○ Change in management	1
	○ HRM practitioners not involved	1
	Totals	14

Question: Are employees' job description aligned to organisational objectives?

Respondents 2, 3, 4, 5, 6 and 9: Job description drafted from organisational structure aligned to mission and vision of organisation.

Respondent 1, 7, 8 and 10: Misalignment of job description and organisational objectives.

Respondents 3 and 6: Alignment of performance agreement to operational plan.

Respondent 1: Change in management.

Respondent 10: HRM practitioners not involved.

Six respondents mentioned that the job descriptions drafted from organisational structure is aligned to mission and vision of organisation. Respondents 2 and 4 agreed that there was an alignment of employees' job descriptions to organisation's objectives. This was also supported by respondent 3, who went on to say that the organisation has constant inspections that are taking place and he is part of that inspection, but from a performance management point of view. He indicated that each and every employee signs the performance agreement (senior managers) and PEP (Level 1-12), at the same time they also attach the job description and the inspection will be to check if job description is aligned to the PEP or performance agreement. He further explained that they check the alignment of performance agreement to the operational plan and, obviously the operational plan is aligned to annual performance plan (APP) and ultimately to the strategic plan. Respondent 5 gave the reason that job description is part of the SAPS regulations, and each employee must have a job description, which must talk to what they are doing, which is part of the broad up strategy of the organisation. This was also in

agreement with respondent 6, who said that the job description is crafted from the organisational structure, and the organisational structure is aligned with the mission and vision of the organisation.

Four respondents indicated misalignment of job description and organisation objectives. Respondent 1 indicated she was talking from experience that they are not aligned. She gave the example that when she used to work at the presidency, a constable, sergeant, and warrant officer have the same job description. It was only the captain upwards who might be different, but it is almost the same thing. She further said that the only thing they change is to manage and the job description is not done per job, it is just like a template like anybody is using and a job description is not getting written according to the job. According to respondent 8, employees have got job descriptions, and to his understanding the job description is at lower level. He said what should be at the top; they start with the organisational strategy that comes with vision, mission, and values and the strategic management normally is cascaded down to organisational annual performance and to operational plan. He emphasised that his job description doesn't talk to his managers' performance agreement that automatically gives one the misalignment of job description and organisational objectives. Respondent 10 also said that it starts with the fact that job specification profile is not properly and effectively aligned and is not done by HRM practitioners. Respondent 7 was partial by indicating in some cases it's an alignment and in some cases it's not. She said that the strategy of the SAPS is the most important thing in alignment with the job description when it comes to the strategic planning. On the other hand, she explained that all managers must understand the direction of the National Commissioner and the SAPS before they can say there is an alignment of job description and thus there is no alignment.

7.4.6 Functionality of career and retention management

Objective of the questions on the functionality of career and retention management: To source information from respondents about the selection criteria used for promotion and service termination.

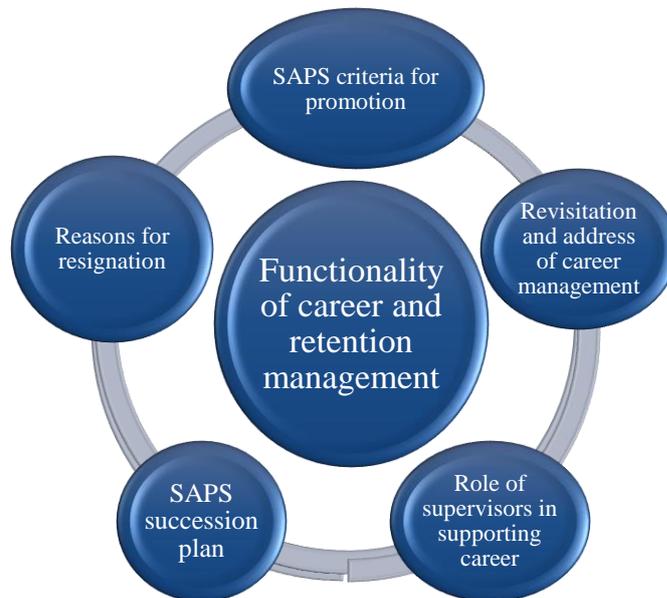
The fourth theme, functionality of career and retention management of employees, was addressing five research questions which were: (1), does the SAPS have proper criteria to promote employees? (2) In your opinion, how often should career management be revisited and addressed by the managers? (3) What role has your supervisor played in supporting you in your career? (4) Do the SAPS have a succession plan? And (5), what are the common reasons why employees left the SAPS?

This theme was divided into five sub-themes which are:

- SAPS criteria for promotion;
- Revisiting and address of career management;
- Role of supervisors in supporting career;
- SAPS succession plan; and
- Reasons for resignation.

The theme and sub-themes are presented diagrammatically in Figure 7.61.

Figure 7.61: Theme and sub-themes for functionality of career and retention management

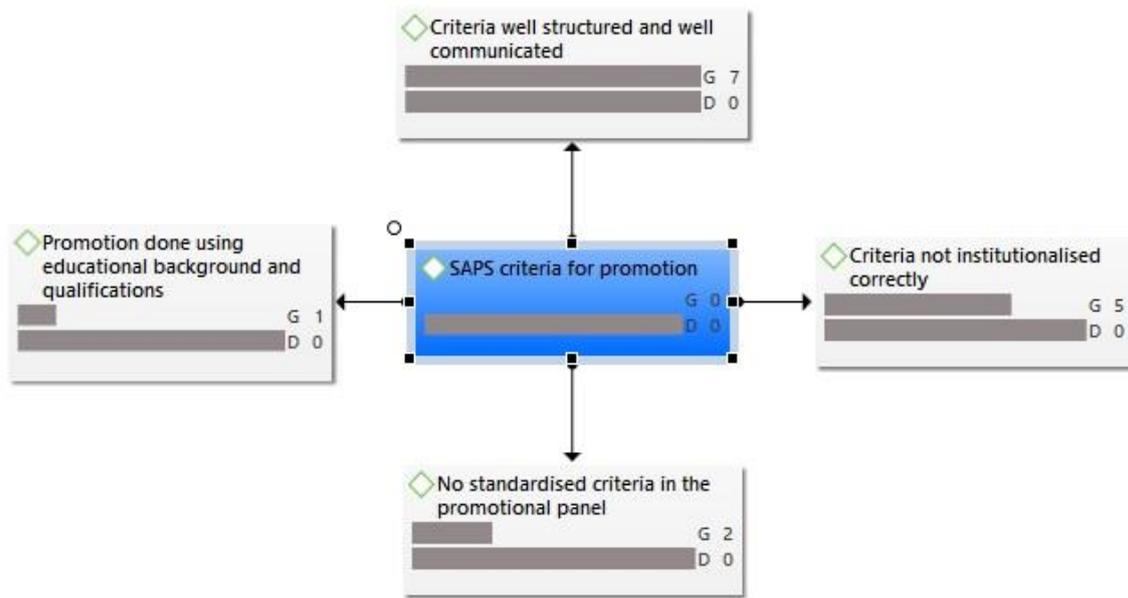


The results of the interviews from the sub-themes are presented in the next subsections.

7.4.6.1 SAPS criteria for promotion

The issue on the SAPS criteria for promotion resulted in four key concepts, as shown in the network diagram in Figure 7.62.

Figure 7. 62: SAPS criteria for promotion



Key: G – Grounded, which shows how many times a code has been applied and D – Density, which shows the number of links between entities

Question: Does the SAPS have proper criteria to promote employees?

Respondents 1, 2, 3, 7, 8, 9 and 10: Criteria is well structured and well communicated.

Respondents 1, 2, 5, 6 and 7: Criteria not institutionalised correctly.

Respondents 4 and 6: No standardised criteria in promotional panel.

Respondent 4: Promotion done using educational background and qualifications.

The respondents were asked whether the SAPS has a proper criterion to promote employees. Seven respondents mentioned that the criteria are well structured and well communicated. The respondents were quoted as saying:

Respondent 1: *“Yes, but it looks good on paper but is not used.”*

Respondent 2: *“Yes, but sometimes it is used according to the suitability. If it suits them, they apply it correctly and if it doesn’t suit them, they don’t apply it correctly.”*

Respondent 3: *“Yes, but in most cases, remember like I said to you that this post promotion which are advertised, so each panel that is appointed to sit in different post and each and every panel determine their own, there are no specific criteria for you to promote an employee, this is the criteria to use. You are the panel and as the panel, you agree on the criteria that you are going to use, because you are sitting with the pool of candidates. Yes, the criteria are there.”*

Respondent 7: *“Yes, it has criteria, but it is not institutionalised correctly.”*

Respondent 8: *“Yes, it is there, effective and fair utilisation of processes.”*

Respondent 9: *“Yes, I believe and hope so, not 100%, but we are getting there.”*

Respondent 10: *“They have criteria, well-structured and well communicated, but not effective.”*

Respondent 1 said although the criteria for promoting employees is well structured and well communicated, it is only on paper. Respondent 2 also indicated it is used according to suitability. She went on to say if it suits them, then they apply it correctly and if it doesn't suit them, they do not apply it correctly. Respondent 3 said it depends on the panel since the panel determines their own such that there are no specific criteria for one to promote employees. He said the panel agrees on the criteria that we use, because they are sitting with the pool of candidates, although the criteria are there. Respondent 7 also said it's not institutionalised properly. Respondent 9 also said its there but not 100%, but they are getting there. Respondent 10 said it's not effective, although it's well-structured and well communicated. However, Respondent 8 disagreed with others as he said it was effective and was a fair utilisation of processes. It can be observed that Respondents 1, 2, and 7 said the criteria were not institutionalised correctly. This was supported by Respondents 5 and 6, who said that they do not have proper criteria to promote employees.

Respondents 3 and 4 indicated that there are no standardised criteria in the promotion panel. Respondent 4 explained that they have guidelines, the promotional policy, the person's educational background, the experience, and suitability of the post. He said he was of the opinion that they don't have proper criteria in the promotional panel now because everyone that qualifies applied for the post.

7.4.6.2 Revisiting and address of career management

Question: In your opinion, how often should career management be revisited and addressed by managers?

Respondents 2 and 4: Didn't comment on the above question.

Respondent 1: Non-effectiveness of revisiting and address of career management.

Respondents 5, 6, 9 and 10: That revisiting and addressing career management should be done quarterly.

Respondent 8: That revisiting and addressing career management should be done yearly.

Respondent 3: That revisiting and addressing career management should be done perhaps after three years.

Four of the respondents indicated that revisiting and addressing career management should be done quarterly. Respondent 5 said that it should be done quarterly since they are supposed to engage each other about their careers in the organisation. This was supported by respondent 6, who said that career management is a daily thing (activity) but the thing is it must be checked on quarterly basis. He further said that already they do have a national instruction on performance (PEP), it says and does basically one of the career management that says every quarter performance must be assessed. Respondent 9 also concurred by indicating that every performance is reviewed quarterly. According to Respondent 10, at his level and his supervisor's, he is of the opinion that it must be done quarterly together with PEP (at individual level). However, he was of the opinion that at the strategy/policy level, it must be done once a year (they must review) although currently they do it every three years. Respondent 8 believed that revisiting and addressing career management should be done yearly.

According to respondent 7 there are no performance agreement reviews. She said that there's fixed criteria in terms of how they are going to talk to the employees. She was quoted as saying "you need to give me advice, if one go to the General now just to give advice, nobody sees me when I'm doing my performance assessment, and nobody speaks to me for the last 18 years about my assessment". Respondent 1 talked of non-effectiveness of revisiting and address of career management. She was quoted saying, "seriously, what does that help?" She explained

that they do but still they don't do their jobs and it is useless. She emphasised that actually the whole police are useless nowadays.

Respondent 3 said that there is a need to revisit or review career management. He explained that the question of how often one sees it is not supposed to be the question; it should be whether there is a need to review career management. He further said that if there's a need, then people will engage in the process of review, what will result from the need, is whether the skills that they currently have in the organisation are still needed, or as the organisation is changing and engaging in different directions, do they have to shift, then they engage on transformation of the skills audit. He further elaborated that it is the question of whether they have a need to review in terms of given the status of the organisation, if there is a need to, let them review, but he indicated that perhaps after three years the organisation needs to revisit or review career management because there is always a need to shift. He was quoted as saying, "guys, this is a new thing, technology came in therefore, we need a certain number of employees to undergo a particular development, so we go in the direction of the current situation". He emphasised that there is a need to encourage the employees to be developed.

7.4.6.3 Role of supervisor in supporting career

Question: What role has your supervisor played in supporting you in your career?

Respondents 4, 5, 6, 8 and 9: Supervisory support received in terms of work.

Respondent 2: Didn't comment.

Respondents 3, 7 and 10: No role played by the supervisor.

Five of the participants indicated that the supervisory role is not linked to their career. The respondents were quoted as saying:

Respondent 4: *"I think your supervisors supervise you, not your career."*

Respondent 5: *"I'm not sure, but in terms of work, we work very well. But in terms of supporting me in my career, I'm not sure."*

Respondent 6: *“I think your supervisor supervises you, not your career.”*

Respondent 8: *“So far I will say first of all he doesn’t say no. If I am inspired to do something, if there is an opportunity I want to get in order to expose myself to anything, he doesn’t say no, he supports me. With regard to him, let us say proactively pursuing career opportunities for my development (no, he doesn’t support me).”*

Respondent 9: *“Lots, my supervisor has 26 years’ experience in occupation, there is a discussion we have (formal and informal) so we share lots of information.”*

The supervisor mainly acts in the role of supervising work issues.

Respondent 3, 7 and 10 indicated that there was no role played by the supervisor. However, respondent 1 was of a different opinion as she indicated that she is sent on relevant courses to be able to do her job that is career development through training.

7.4.6.4 SAPS succession plan

Question: Does the SAPS have succession planning?

Respondents 1, 2, 4, 5, 6, 7, 8, 9 and 10: No succession planning.

Respondent 3: Not sure, no knowledge of availability of succession plan

A total of nine respondents out of ten indicated that there was no succession plan. They were quoted as saying:

Respondents 1: *“No succession planning.”*

Respondents 2: *“No succession planning.”*

Respondents 4: *“No, they don’t have succession planning.”*

Respondents 5: *“We don’t have succession planning, and in the upset of that we are suffering because you may find out that people who are skilled in the environment, they are not*

transferring those skills to the subordinates because there is nothing that is compelling them to do that. A person will just give you limited information.”

Respondents 6: *“No, there according to my knowledge it is not there.”*

Respondents 7: *“No, the succession planning can work at the level of SMS’s because they are not more than 8000 in the organisation.”*

Respondents 8: *“Big no, I don’t want to qualify it.”*

Respondents 9: *“No succession planning.”*

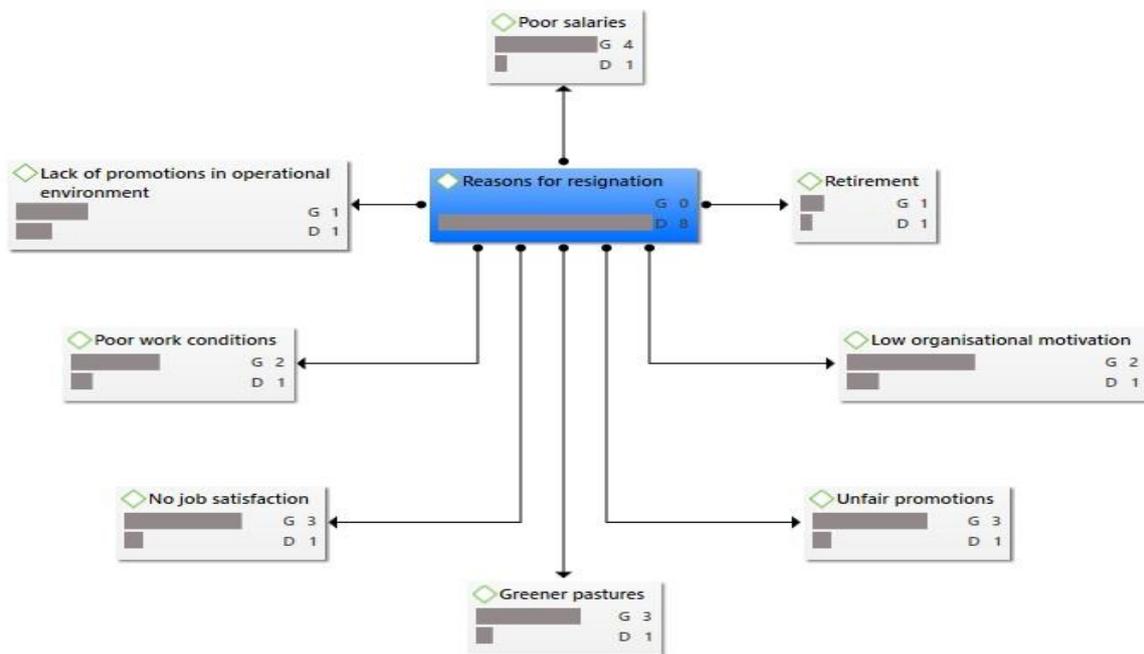
Respondents 10: *“No succession planning, it is one of the poorest governed HR matters in the SAPS.”*

Respondents 5 also mentioned that there is a lack of transfer of skills as people who are experienced are not transferring their skills to the subordinates because there is nothing that is compelling them to do that, and that a person will just give limited information. Respondent 10 in addition said that succession planning is one of the poorest governed HR matters in the SAPS. Respondents 3 had no knowledge of availability of a succession plan. She said he was not sure about that and said that she knew why these kinds of things should be communicated very clearly in the organisation but they don’t know whether there are taking place in the SAPS.

7.4.6.5 Reasons for resignation

The issue of reasons for resignation resulted in eight key concepts, as shown in the network diagram in Figure 7.63.

Figure 7. 63: Reasons for resignation



Key: G – Grounded, which shows how many times a code has been applied and D – Density, which shows the number of links between entities

Question: What are the common reasons why employees left the SAPS?

Respondents 2, 4 and 10: Poor salaries.

Four respondents indicated that the reason for resignations was poor salary. They said that:

Respondent 1: *“Working conditions, ad pay, bad workplace, racism, sexism, and abuse from seniors. You don’t get promoted because you are a certain race or gender (people are negative because of that).”*

Respondent 2: *“Unfair promotions. Irregularities in appointment. Lack of promotions in operational environment. Salary.”*

Respondent 4: *“Pension fund at risk, greener pastures.”*

Respondent 10: *“Financial matters, no job satisfaction, low morale and stress.”*

Three respondents mentioned greener pastures. Respondent 3 said that people leave the organisation for different reasons, either by retirement, greener pastures, or personal reasons

like resignations, since people feel unhappy when the organisation is not motivating. Respondent 4 indicated pension fund at risk and greener pastures, while respondent 6 said no job satisfaction and greener pastures. No job satisfaction was also mentioned by respondents 7 and 10. Respondent 7 said there was a lack of recognition and mobility, while respondent 10, apart from financial matters, also indicated no job satisfaction, low morale and stress as reasons for resignations.

Three people mentioned unfair promotions. Respondent 2 indicated apart from poor salaries said unfair promotions, irregularities in appointment and lack of promotions in operational environment, citing them as reasons for resignations. Respondent 8 also concurred by indicating that the employees were not happy with promotional processes, and not happy with the way they are treated at work. Apart from poor salaries, respondent 9 also mentioned working conditions, bad workplace, racism, sexism and abuse from seniors. According to respondent 9, employees are resigning due to more problems in terms of employment equity and performance planning. According to respondent 5, there are no career opportunities and people stay in ranks for long.

7.5 CONCLUSION

This chapter is divided into two parts. The data analysis and findings of the quantifiable data is presented and described in the first half, followed by the interpretation of the qualitative data in the second half of the chapter. The second half of the chapter discussed the data gathered through the semi-structured interviews with selected participants. With regard to the presentation of quantitative results, the data was analysed using descriptive and inferential statistics. The reliability of the instrument and response rate was presented first. The descriptive statistics of the sample and constructs have then been presented. Comparative analysis was presented using independent t-tests and univariate analysis of variance (ANOVA). Independent t-tests were done to determine whether there was a difference between categories of gender, section of employment, and type of commissioned officer. One-way analysis of variance (ANOVA) was used to determine whether there was a difference in mean scores across divisions, years of service, age, and highest educational qualification. Comparative analysis

assisted in determining whether there was homogeneity across groups or heterogeneity, and this was considered in the development of a model. The relationship of how career management and retention management are related to turnover were then presented using correlation analysis and regression analysis.

CHAPTER EIGHT: FINDINGS, CONCLUSION AND RECOMMENDATIONS

8.1 INTRODUCTION

The previous chapter focused on the data analysis and interpretation of results obtained from the primary and secondary sources. The sources of primary data included the questionnaires and the interviews. Based on the analysis and results reported in the previous chapter, this chapter presents the findings, recommendations, and conclusion of the research.

8.2 SUMMARY OF CHAPTERS

Chapter 1 provided an introductory perspective of the research. It explained the background and rationale for the study and an outline of the problem statement, research objectives, research questions, research methodology, terminological clarification and the significance of the study, and finally an outline of the chapters.

Chapter 2 provides the conceptual framework of the study. It deals with the history and development of public administration and human resource management. This entails relationships between public administration, HRM, and service delivery. It provided the generic functions of public administration and the new public management. In chapter 2, the researcher dealt with the conceptualisation of Public Administration, HRM, and NPM in relation to service delivery. A brief definition of public administration was provided. Different stages and events in the historical development of the discipline and the practice of public administration were discussed. Aspects like the politics/administration dichotomy, the principles of administration, and the NPM formed part of these stages.

Woodrow Wilson and the likes of Cloete in South Africa contributed greatly to the developments of Public Administration and both were regarded as the fathers of Public Administration. The different approaches and schools of administrative theories were also

discussed. The generic administrative functions of public administration, namely policy making, organising, financing, determining work methods and procedures, and control, were briefly discussed. Public administration is really a composition of activities guided by the generic functions of public administration. The generic functions are interrelated and interdependent to one another and one function cannot be effective without the others, and they must be seen as a whole and could never be isolated as it is impossible to deal with staffing without considering issues related to finance or any of the other generic functions. The last part of chapter 2 dealt with service delivery and its relationship with public administration. Service delivery is the output of the activities of public administration and will not be successful without sound public administration, and service delivery depends on the quality of administration practiced by public institutions.

In chapter 3, the researcher focused on a discussion of a career management framework with the focus on theoretical perspectives of career management and development. Firstly, the researcher explored in details the definition of CM and the conceptualisation of terminology relevant to CM. The purpose of career management was outlined and career management in the public service was explained. Schein's eight career anchors, which were reconceptualised into three distinct grouping by Feldman and Balino cited in Coetzee and Schreuder (2011:79), along with inherent motivations, were discussed and were described as being talent-based, needs-based, and value-based anchors.

In chapter 4, the researcher discussed the concepts of retention management as it plays an important role in the process of SHRM. Firstly, the research explored the definitions of retention management and the conceptualisation of terminology relevant to retention management. Secondly, the research outlined the retention strategies/factors that helps institution to retain good staff and develop a stable workforce. Thirdly, the research discussed the theories of motivation which amongst others include Maslow's Theory, Herzberg's Two-Factor Motivational Theory, Alderfer's ERG Theory, and Vroom's Expectancy Theory, and fourthly, dealt with multi-generational workplace (classification of generations) and retention management in the public service as well as turnover.

Chapter 5 introduced the SAPS as an appropriate study area. The chapter provided a description of the locus of the study (SAPS) so that the reader would be able to understand the environment under which the entire research endeavour was carried out so that when challenges and recommendations are provided, the reader would be able to understand the environment that has contributed to those challenges. This chapter outlined the composition of the SAPS, organisational structure, and ranking structure. The aims and programmes of the SAPS were explained. The chapter discussed the legislations related to career and retention management that govern the SAPS policies and programmes.

The research methodology adopted to conduct the research was described in chapter 6. This research used both quantitative and qualitative research methods as combined research strategies to maximise the opportunity to answer the central research problem, research questions, and realise the aim and objectives of the study. In the context of this study, the researcher collected data from documents that were in the public domain, and content analysis, as well as interviews and questionnaires. This approach allowed for collecting, analysing, and integrating quantitative and qualitative research in a single study. Quantitative data allows the researcher to use primary information to measure the degree of relations between practice and theory. Qualitative data would be used to endorse quantitative information. Therefore, the quantitative and qualitative research method was the better choice for the envisaged study, because public human resource management as fields of Public Administration is a social phenomenon and can therefore be allied with both quantitative and qualitative research.

Chapter 7 was divided into two parts. The data analysis and results of the quantifiable data was presented and described in the first half, followed by the interpretation of the qualitative data in the second half of the chapter. The second half of the chapter discussed the data gathered through the semi-structured interviews with selected participants. With regard to the presentation of quantitative results, the data was analysed using descriptive and inferential statistics. The reliability of the instrument and response rate were presented first. The descriptive statistics of the sample and constructs then have been presented. Comparative analysis was presented using independent t-tests and univariate analysis of variance (ANOVA).

Independent t-tests were done to determine whether there was difference between categories of gender, section of employment, and type of commissioned officer. One-way analysis of variance (ANOVA) was used to determine whether there was a difference in mean scores across divisions, years of service, age, and highest educational qualification. Comparative analysis assisted in determining whether there was homogeneity across groups or heterogeneity, and this was considered in the development of a model. The relationship of how career management and retention management are related to turnover were then presented using correlation analysis and regression analysis.

The current chapter concludes the study and encapsulates the research in presenting the research findings, recommendations and conclusions.

8.3 FINDINGS

In this study, the researcher deals with the theoretical and empirical findings that emanated from achieving the primary research aims and realising the objectives of the study. This section explains the primary findings in accordance with the objectives of the study.

8.3.1 Public Administration, HRM and service delivery

In this section, the researcher deals with the objective 1 mentioned in chapter one, to conduct a comprehensive literature review on the nature and scope of the HRM as a generic administrative function.

A comprehensive literature review of the nature and scope of PA in relation to HRM and service delivery was conducted and presented in Chapter 2. Public Administration has the relationship and interaction with other disciplines like political science, economics, psychology, history, law, sociology, and business management. For example the philosophical foundation of Public Administration is political philosophy a subject which developed from political science. A government institution can't render any service to the citizens of a country if there is no money to do so. Government collects revenues from the tax payers. This means

that Public Administration has been influenced by many disciplines such as the above mentioned disciplines.

For the purpose of this study the sub discipline that was focused on was HRM. HRM in public administration concerns HRM as it applies specifically to the field of public management and administration. HRM is one of the key functions in ensuring that an institution meets its goals and objectives. Without sound and proper HRM an institution would not be able to promote or provide adequate service delivery. HRM is an essential generic function of public administration and a critical component of the implementation of career and retention management in the SAPS. The quality of human resource is a critical factor in the capacity of the SAPS to deliver on its mandate. HRM is also generic function of public administration. The generic functions of public administration are overlapping in their execution, and they can be carried out by different people/division/units at the same time. The literature review on chapter 2 revealed that the introduction of the new rank structure is an example of bureaucracy used in the SAPS.

Figure 2.2 developed in chapter 2 of the study, not only illustrate the important relationships between Public Administration (PA), public administration (pa), human resource management and service delivery, but also interaction, interdependence, and outcomes. Therefore, it is crucial that the right person with passion be appointed in the right position (RPPRP) for professional service delivery to take place. It means that the public servants should be educated, trained and developed in PA so that effective services (pa) can be provided.

8.3.2 Career management

In this section, the researcher deals with the objective 2 mentioned in chapter one. This objective attempted to establish whether career management enhances the self-actualisation of the employees of the SAPS.

A comprehensive literature review on the nature, scope, and purpose of career management was conducted and presented in chapter 3 as basis for this study. The theories that encouraged the exploration of the literature review on career management was revealed. Super's Theory and Holland's Content Theory present individuals with ample opportunities to discover or rediscover careers in which they can match their changing lifestyle while maintaining active participation in the career decision-making processes. The model of career management allows employees to take control of their career (Greenhaus *et al.* 2010:24). Schein's eight career anchors, allows employees to gain knowledge, occupational, and life experience. Their career anchors evolve and develop a clear self-concept.

According to the Report on Career Management in the Public Service (2000), the SAPS was one of the three departments that was implementing career management programmes out of all government departments. The intake of July 1998 at the police college was the first group of recruits who were introduced to the career-oriented programme. This study aimed to contribute to the growth of the evolving practice of the human capital by determining how career and retention management policies and procedures leverage the advancement of highly competent and skilled employees in the SAPS.

The research results show that the majority of respondents agree (51.5%) that they are aware of the career management policy of the SAPS (see Figure 7.8). This clearly shows that not only do more than 50% of respondents have knowledge of the SAPS career management policy, but they are also using this policy for their career advancement. However, the results of Figures 7.9 and 7.10 respectively, reveal that 37.8% of respondents indicated that they are not aware that career management is implemented effectively in the SAPS. The majority of respondents also agree that there are challenges pertaining to the implementation of career management.

Most interviewees indicated that they are not happy with the promotional system of the SAPS. They referred to Regulation 45 of the SAPS Employment Regulation of 2008 (now regulation 47(1) (n) of the SAPS Employment Regulation, 2018, which clearly state that the National Commissioner may, upon written motivation and in consultation with the Minister, promote an

employee into a post without advertising the post, and without following the selection process, if the National Commissioner is satisfied that: the employee qualified in all respect for the post; there are exceptional circumstances that warrant the deviation from the sub-regulation (m)(ii), and such a deviation is in the interest of the SAPS. This not only means that there is no prescribed period that an incumbent may remain in a particular rank, but also that the incumbent has not acquired the required exposure and experience that are necessary to be promoted to the next higher rank. Thus, it can be deduced that such incumbents are not competent and qualified to occupy such positions. This is underscored by the research results, which show that the majority 46% of respondents are uncertain that the career management strategy used by SAPS is effective. The research reveals that 70% of interviewees agree that there were no specific career management strategies, and 40% mentioned the presence of career path, while 30% of interviewees revealed that there are career management strategies.

Succession planning is critical if one looks at BBs that are retiring now. If the BBs retire with a volume of knowledge, experience, and competencies, it would be a total loss to the SAPS. The research results reveal that the majority, 45.8%, of respondents agree that there is an absence of a succession planning in the SAPS. It means that the institutional memory will soon be eroded, which would not only rob the ensuing generations of a long history of institutional knowledge, but also norms and traditions. This is underscored by Kahn and Louw (2016:741) who claim that South African public service has an ageing workforce that will soon retire with a volume of untapped institutional knowledge that will be a total loss, if it is not transferred to other generations.

The research results reveal that employees employed in terms of the PSA are appointed or promoted to the posts that are in terms of the SAPS Act. A member appointed in terms of the SAPS Act may not apply for promotion to an advertised post to be filled in terms of the Public Service Act, but an employee appointed in terms of the Public Service Act may apply for post to be filled. This means that a civilian who is appointed on salary level 5 needs six years to be promoted to a rank of captain if he/she has an NQF 6, whereas a constable needs to have thirteen years to be promoted to a captain's rank with the same NQF 6.

Research shows that the majority of respondents agreed that their job descriptions were drafted from an organisational structure that aligned to mission and vision of the organisation.

8.3.3 Employee motivation

In this section, the researcher deals with the objective 3 mentioned in chapter one. This objective attempted to investigate whether employee motivation translate into increased employee commitment to the institution.

The theories that encouraged the exploration of the literature review on employee motivation was revealed in chapter 4. Motivational theories which include Maslow's Theory, Herzberg's Two-Factor Motivational Theory, Alderfer's ERG Theory, and Vroom's Expectancy Theory are based on the premise that employees are motivated to perform because of the belief that the organisation will reciprocate their efforts by allocating resources necessary to achieve an effective and efficient job performance (Van Dijk, 2003:106) and (Mashiapata, 2008:41). In the context of this research, employees become motivated when there are career development and promotion within the SAPS because they know that they grow within the institution within a space of time. This is supported by the majority of 65.8% of respondents who agreed that for hierarchical advancement in the SAPS, one must attend courses and improve one's academic qualifications.

The need for self-actualisation is the most difficult to satisfy in an institution. According to Bagraim *et al.* (2011:86), Maslow's hierarchy of needs emphasises that employees who are proud to be associated with the institution are those whose self-actualisation needs are substantially met. The research results reveal that 44.2% of respondents agree that their work allows them to achieve self-actualisation. These employees normally regard the SAPS as their institution of choice. Maslow's hierarchy of needs allows employees who are determined to achieve both personal and institutional goals, to do so. These employees are normally proud to be associated with the institution (Bagraim *et al.* 2011:86).

Performance management is significant to the individual employees with regard to promotions, career development, mobility, and continued employment. According to Swanepoel *et al.* (2003:372), performance appraisal is a formal and systematic process through which the relevant strengths and weaknesses of employees are identified, observed, measured, recorded, and developed. In South Africa, the Department of Public Service and Administration (DPSA) provides a broad framework for performance management. In SAPS, performance management is managed in accordance with Public Service Regulations, 2016 and SAPS Employment Regulations, 2018. The research results reveal the majority of respondents (56.3%) agree that the SAPS do not provide incentives to their employees. Most respondents indicate that even if the SAPS employees perform well, they don't get incentives. The research results show that the majority of respondents (61.9%) disagree that they receive performance bonus.

Remuneration and conditions of service play a very important part in recruiting and retaining employees with the required skills (PSC, 2010:20). Since the SAPS is one of the largest institutions in the government and is unionised and has a labour right legal framework, remuneration and conditions of service are subject to negotiation, which means the State cannot unilaterally impose its policy positions. The research reveals that most of the respondents (48.8%) are not satisfied with their remuneration.

Working conditions is an important aspect in the institution. The research results reveal that the working environment in the SAPS is not conducive for employees to perform optimally. The results show that the section of employment did not have an effect on retention management, but it has an effect on career management in the work environment. In terms of the work environment, there was statistically significance difference depending on whether one is working under SAPS or PSA.

The research reveals that currently, the SAPS is managing its careers poorly, promotion is not linked to employee development, rewards, and employee retention. Equally, development

plans, PEP, career management, retention management, appointment, and promotion in the SAPS are not integrated in order to build a better dispensation for employees.

8.3.4 Retention management

In this section, the researcher deals with the objective 4 mentioned in chapter one. This objective attempted to examine whether retention management improves institutional memory.

Employee retention is an important aspect and institutions should focus on the identifying influencing strategies towards improving and implementing policies to retain employees. Section 4.3 in chapter 4 focused on retention strategies that help institutions to retain competent, skilled, and qualified employees and develop a stable workforce. To retain talented employees, employers must implement strategies aimed at reducing both voluntary and involuntary turnover.

The South African Police Service (SAPS) Strategic Plan (2020 to 2025) provides that skills development and the retention of skills will be a priority over the period 2020 to 2025, and that the shortage of skills within the SAPS cannot in all instances be addressed by the recruitment of personnel. Therefore, the existing staff establishment should be developed to provide for certain of the scarce skills required.

The research results reveal that the majority of respondents are not aware that the SAPS has a retention and scarce skills policy.

Managing Work-Life Balance (WLB) is of strategic importance to the institutions and of significance to employees (Mohajane, 2017:47). Work-life balance involves looking at how people manage time spent at work and outside of work. With regard to work-life and balance, research results show that the majority of respondents find it easy to balance their life and work.

Human resource development (HRD) is the integrated use of training and development, organisational development, and career development to improve individual, group, and institutional effectiveness (Van Dijk, 2003:20). HRD is intended to provide opportunities for advancement and can also make employees feel that they are valuable to the institution and may also provide a sense of self-worth, therefore, building a stronger effective commitment (Dockel, 2003:22). The majority of respondents revealed that their training opportunities have not been determined accordingly. Employees who are appointed in terms of the Public Service Act, 1994, receive lateral training programmes instead of basic training programmes, which implies that their training is different to those who are appointed in terms of the SAPS Act, even though they have an equal status in terms of their rank or level.

Regarding learning and development, research results show that the majority of respondents are provided opportunities to improve their development (see figure 7.37 to 7.39).

The research results reveal that the SAPS does not attract and retain competent and qualified candidates. The re-enlistment of former employees, as shown in figure 7.36, is evidence that the SAPS is experiencing a shortage of competent and experienced officers.

The research reveals that the SAPS has two streams of employment, the public service employees and the SAPS members, both falls under PSA and SAPS Act, respectively.

8.4 RECOMMENDATIONS

The recommendations discussed in this section are based on the findings discussed above. In this section, the researcher deals with the objective 5 mentioned in chapter one. This objective attempted to examine whether CM and retention management improve institutional memory and service delivery.

8.4.1 Career management

Career management policy and strategy should be developed and implemented effectively to support the SAPS to retain the best employees, especially those with scarce skills. Career development programmes should boost the career satisfaction of employees as well as improving organisational effectiveness. Although it is the employee's responsibility and duty to manage his own career, it should be the SAPS's task to give the employees the tools and opportunities to enhance their skills. Therefore, the SAPS is encouraged to approach career management as a shared responsibility for both employees and the employer through its managers, and managers should ensure that career options as well as the required competencies are discussed with employees as part of HRD.

Supervisors should discuss with their subordinate regarding performance assessment to identify development areas and to compile development plans. They should support employees in developing and improving their skills. They should conduct regular discussions with employees about their careers. They should also discuss a career discussion with all newly appointed employees and also with employees who have been transferred.

HRM practitioners should integrate career management with HRM practices when it comes to recruiting, selection, HRD, retention, transfers, placement and performance management.

The SAPS should use career centres and career exhibitions as their career management strategy. The SAPS should recruit externally for entry level only. The SAPS should recruit grade 12 students by offering bursaries for studies at tertiary institutions, in disciplines among engineers, information technologists, pilots, forensic analysts, and architects. In so doing, the SAPS will be solving the problem of scarce skills. Functional posts within the SAPS should be filled by internal staff except for entry level, scarce killed, and specialist skills.

It is suggested that appointment and promotion be done equitably based on merit, while the criteria for appointment and promotion should be standardised.

Succession planning is imperative. The SAPS should consider appointing skilled and competent persons to form part of management. A succession management system should be developed and implemented to ensure smooth replacement of the retiring employees who occupied key positions. The retirement of the BB will undoubtedly result in a capacity deficit at senior management levels in the SAPS, therefore it is suggested that the BB should be mentoring, coaching and transferring institutional knowledge to GX, GY and other generations before their retirement.

The SAPS should review Regulation 45 of the SAPS Employment Regulation, 2008 (now Regulation 47 (1)(n) of the SAPS Employment Regulation, 2018). The SAPS should establish a database to have priority lists, but it must not be politically driven, it must be competence driven, and it must not be abused.

8.4.2 Employee motivation

Promotion may no longer be a matter of being recommended by a supervisor without taking merit into consideration (White Paper on Human Resource Management in the Public Service, 1997:23). Promotion differs from other human resource practices, such as secondment, acting in a post, transfers, and grading. Promotion also differs from appointment. According to the National Instruction 3/2015 of Grade Progression and Promotion of employees of the Service post level 2 to 12 and band A to MMS, promotion means the progression from lower level, band, or rank to the next higher level, band or rank. Appointment means the appointment of a person in a post, but excludes the appointment of a person as a result of a promotion or lateral transfer (National Instruction 6/2005 of Selection and Appointment on Employees on post level 1 to 12).

For an entry level student constable, there is a need to train for a year at the SAPS College and do field training at the station, including attending some courses like sector policing, crime prevention and basic detective course including computer literacy training. For a constable to

be promoted to sergeant, a person should have a minimum of five years' service as member of police. For sergeant to warrant officer, a minimum of six years uninterrupted service or four years with NQF 6 qualification is required. For warrant officer to captain, a minimum of six years' uninterrupted service or four years with NQF 6 qualification, and you must have at least an annual rating of satisfactory for the last PEP performance assessment cycle and must also be suitable for promotion. The SAPS should develop a promotion policy not using National Instruction only and the promotion policy must have promotion criteria.

Part 5 of the SAPS Employment Regulation, 2018, deals with performance management. Regulation 31 and 56 of the SAPS Employment Regulation, 2018, deals with remuneration and performance incentives and award scheme. The SAPS should pay better salaries. The SAPS should implement the performance management and development system and pay incentives and performance bonuses to the employees that are performing their duties well.

8.4.3 Retention management

The HRD strategy should be developed, implemented and monitored on an annual basis. Performance bonuses are based on the outcome of performance appraisals and are distributed in line with the guidelines issued by DPSA. To ensure that all employees have personal development plans (PDP) that are aligned with career goals and the operational requirements of the institution.

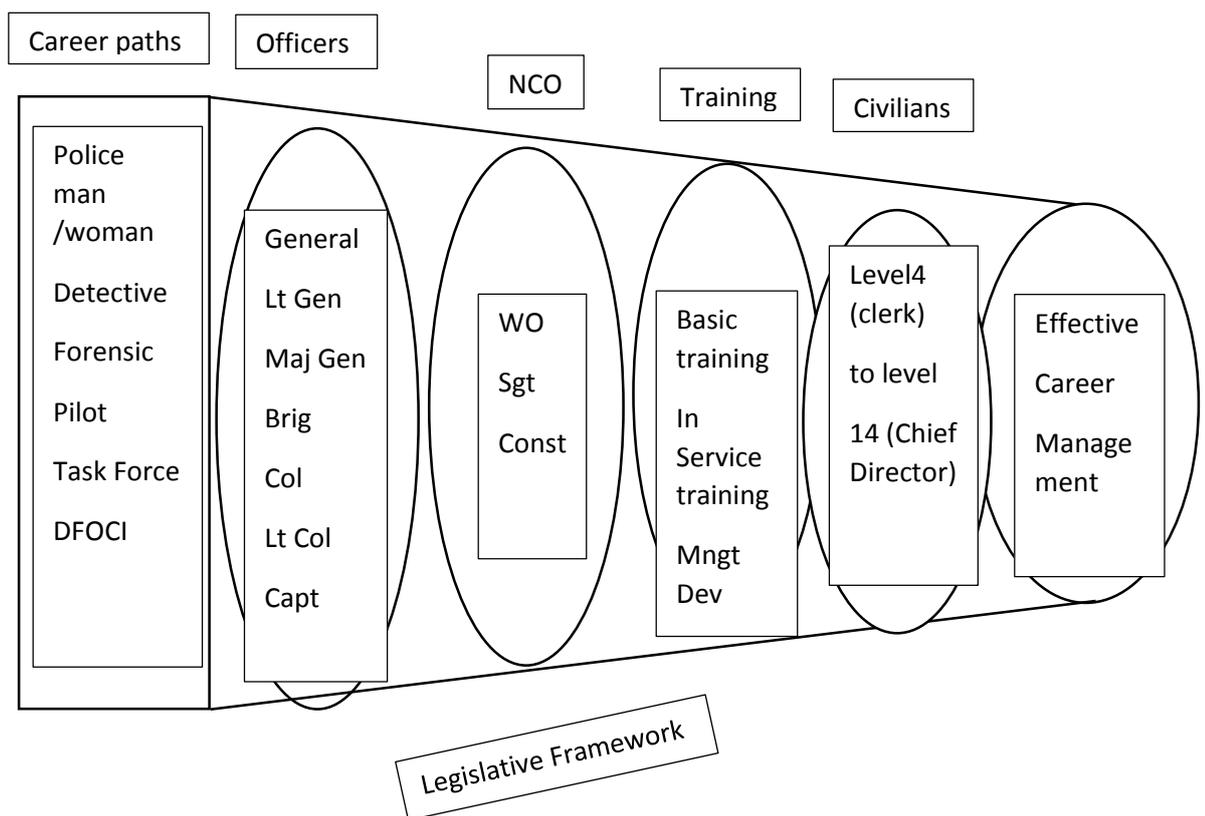
The SAPS has two streams of employment, the public service employees and the SAPS members, both falls under PSA and SAPS Act, respectively. The study recommends that employees should be promoted according to their stream, for example employees that fall under the PSA to grow from lower level to higher level, such as Deputy Directors and Director post and the SAPS members to grow through their ranks.

There must be transparent human resource strategies based on planning and the achievement of employment equity goals to achieve broad representativity of the South African people (White Paper on Human Resource Management in the Public Service, 1997:12).

8.5 CONTRIBUTION TO THE BODY OF KNOWLEDGE

Figure 8.1 illustrates a career management model that would enhance effective career management in the SAPS.

Figure 8 1: PROPOSED CAREER MANAGEMENT MODEL



Source: Adapted from Kahn and Louw (2016:753)

In using the model, it is important to start the transformation process by ensuring a legal base is created (which the SAPS correctly created). Such a legal framework is the Constitution of South Africa, 1996, the White Paper on the Transformation of the Public Service of 1995, the White Paper on Affirmative Action in the Public Service of 1998, the White Paper on Human Resource Management in the Public Service, 1997, the Labour Relations Act 66 of 1995, the Public Service 103 of 1994, and the SAPS Act 68 of 1995.

First, the figure portrays the different career paths that members of the SAPS and civilians can choose from. The SAPS offers careers in various fields. If you join the SAPS, you can either become a police official or a civilian employee. Most functional police officials are directly involved in preventing, combatting, and investigation of crimes. For members of the SAPS, amongst others, are detective, forensic, pilots, task force, bomb technicians, designated firearm officers (DFO), crime intelligence, and crime prevention officials. Civilians can choose to be a typist, financial clerk, secretary, and personnel clerk.

Second, the figure shows career progression of commissioned officers as follows: Captain, Lieutenant-Colonel, Colonel, Brigadier, Major-General, Lieutenant-General and General. Specific requirements for promotion from captain to Lieutenant-Colonel, at least NQF 6 qualification and three years uninterrupted on the rank of captain or at least NQF 4 qualification and a minimum of six years uninterrupted on the rank of captain. For Lieutenant-Colonel to Colonel, at least NQF 6 qualification and three years uninterrupted on the rank of Lieutenant-Colonel or at least NQF 4 qualification and a minimum of six years uninterrupted on the rank of Lieutenant-Colonel.

Third, the figure illustrates career progression of non-commissioned officers as follows: Student constable, Constable, Sergeant and Warrant Officer. The new recruits must be in possession of a senior certificate or equivalent, have 18 to 30 years' experience, have no criminal records, must be subjected to fitness, psychometric testing, and medical evaluation during the recruitment, selection and enlisting process, and conducting vetting and fingerprint

verification. The successful applicants should be trained at an SAPS academy around the country.

The SAPS Recruitment Strategy for entry level should be developed and aimed at professionalisation of the SAPS through recruitment of quality candidates, focusing on quality rather than quantity, and standardising recruitment and selection methods to produce an ethical service as advocated by the NDP, 2030. This would improve service delivery and retain competent and qualified employees. The SAPS should focus on increasing recruitment from minority groups (white, coloured, Indian, female in general), strengthening the security screening process associated with recruitment, and increasing visible policing within the SAPS and capability within social crime.

Requirements of grade progression for non-commissioned officers. For constable to sergeant, a minimum of five years' service as members of police. For sergeant to warrant officer, a minimum of six years uninterrupted service or four years with NQF 6 qualification. For warrant officer to captain, a minimum of six years uninterrupted service or four years with NQF 6 qualification. A member may only be considered if the performance is satisfactory, availability of vacant funded posts and years of service on a salary level or rank. The SAPS should develop a performance management and development system, a reward system that motivates competent and qualified employees to ensure that everyone in South Africa is safe.

Fourth, the figure portrays the training that members of the SAPS should undergo. There are training categories, namely Basic Training Learning Programme (entry level for student constable), In-Service Police Development Programme (employees should be given opportunity to undergo for operational and specialised training related to their fields of work to ensure that are competent), and Management and Leadership Development (officers course), aimed to equip manager with managerial skills in order to address service delivery. New police recruits should be undergo an induction and observation programme for three months before undergoing a basic training programme. Police officers should go through three stages of training over the course of their careers: police academy training, field training, and in-service

training. The police academy training is also known as SAPS training colleges, which present basic training and tactical policing programme is the first stage of training for police officials. The purpose of the SAPS training colleges should be to teach the police trainees about what is expected of them once they become police officials and also to conduct their work properly.

The second stage of training over the course of their careers is the Field Training Officer (FTO). This stage of training requires student constables to apply what they have learned at training colleges to real-life situations in the community service centres known as charge office and attending complaints while being observed by the FTO. There should be phases included in the FTO programmes: an introductory stage in which recruits learn about national instructions, orders, policies and procedures of the institution; training and evaluation phases in which police trainees are introduced to more difficult tasks associated with policing; and the final evaluation phase in which police trainees work independency while they are being monitored and observed by FTO.

The third stage of training over the course of their careers is the In-service training, which takes place over the course of police officials' careers once they completed both the basic training and tactical policing programmes and FTO training. The in-service training, also known as In-Service Police Development, is one of the ETD programmes of the SAPS. Both civilians and police officers will be given opportunities to undergo support, operational and specialist training related to their field of work to ensure that the employees are competent. The support, operational, and specialised training include on-the-job training, internal and external courses, and workshops. Management and Leadership Development programme should be aimed at equipping managers with management skills in order to sustain service delivery.

Last, the figure illustrates that effective career management is only possible when members of the SAPS have achieved their full potential as prescribed by the Preamble to the Constitution (RSA, 1996). This is possible when all race groups and genders in the SAPS have equal advancement of career opportunities to career paths. It would allow members of the SAPS to achieve self-actualisation as advocated by Maslow's Hierarchy of Needs (Bagraim *et al.*

2011:86). The need for effective career management and promotion is advocated by section 195 (1)(h) and (I) of the Constitution, 1996, which asserts that cultivation of good human resource management and the optimal development of human potential and public administration must be broadly representative of the South African people with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation.

Effective career management should enable an institution to add the skill base of the institution, enhance the institution's potential to address the imbalances of the past as well as to retain the high quality employees to help ensure long term institutional survival and growth. Section 13(1) of White Paper on the transformation of the Public Service states that the development of effective and lifelong career development paths for all public servants should be undertaken as part of a strategic framework for effective human resource development.

For career management programmes to be effective, they should be supported by other human resource management and development practices such as human resource planning, recruitment planning, training and development, performance management, retention management and diversity management. Some of the HRM&D practices are also retention strategies mentioned in Chapter 4 (Section 4.3). Human resource planning helps to ensure that the institution is not over-staffed or understaffed and that employees with appropriate talents, skills, and desire are available to carry out their tasks in the right jobs at the right time and in the right place. HRD is the integrated use of training and development, organisational development, and career development to improve individual, group, and institutional effectiveness (Van Dijk, 2003:20).

The promotion policy of the SAPS should be an integral part of career management policy. The promotion policy should make provision for the following:

It should stipulate the prescribed period an incumbent should stay in a particular rank. For example, a constable to a sergeant, you need at least five years' uninterrupted service in the rank of constable, and from warrant officer to captain, at least an NQF6 and a minimum of four years or a minimum of six years' uninterrupted service in the rank of Warrant officers. The entry level for PSA employees should be level four. From level four to level five, a minimum of three years' uninterrupted service on level four.

It should ensure that there is no undue advantage to any candidate from the SAPS Act or the Public Service Act. For example, the SAPS should have three streams, the civilians, functional, and the specialised units, both falls under PSA and SAPS Act respectively.

It should prescribe the type and period of basic training for the different professions that join the SAPS. For example, a social worker, pilot, and task force should follow under the specialist unit. Training and development of employees are crucial, therefore the training and development opportunities for all races and both genders should be equal so that employees enjoy the same opportunities for promotions.

8.6 CONCLUSION

Chapter eight presented the findings, recommendations, and conclusions of the study. This chapter commenced with the summary of the chapters and presented research findings and recommendations.

Human resource management is an essential generic function of public administration and a critical component of the implementation of career management in the SAPS. Career management is one of the human resource management practices in the retention of employees. Retaining talented employees has become one of the major priorities in the South African public service departments with specific reference to the SAPS. Section 195 (1) (h) and (I) of the Constitution of the Republic of South Africa, 1996, provides that, in public administration,

good human resource management, and career development practices to maximise human potential must be cultivated, and public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalance of the past to achieve broad representation.

The SAPS had developed and implemented a number of National Instructions related to HRM, however, the fact that the decision makers and implementers within the institution work in silos has inhibited the HRM practices from being integrated or linked to the SAPS Strategic plan. The research focused on career management in the public service with specific reference to the SAPS. From the findings of the study, it becomes apparent that one of the most important aspects of HRM currently neglected in the SAPS, is career management. It was established that there are no career management policies for its employees.

The research found that there is no career management policy or promotion policy in the SAPS; they use career path and scarce skills policy as career management strategy. The research reveals that currently; the SAPS is managing its careers poorly, promotion is not linked to employee development, rewards, and employee retention. Equally, development plans, PEP, career management, retention management, appointment and promotion in the SAPS are not integrated in order to build a better dispensation for employees. The research also found that there are career opportunities in the SAPS but the majority of respondents are not happy with the promotional system of the SAPS. The criteria used is not standardised, not effective, and each panel determines their own. The SAPS has developed the retention management policy, which it is just on paper and not yet implemented. Lastly, the research found that there is an absence of a succession planning in the SAPS.

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ANNEXURE 1

**PROOF OF ETHICS CLEARANCE CERTIFICATE FROM THE RESEARCH
ETHICS COMMITTEE OF THE DEPARTMENT OF PUBLIC ADMINISTRATION
AND MANAGEMENT OF THE UNIVERSITY OF SOUTH AFRICA**

DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT
RESEARCH ETHICS REVIEW COMMITTEE

Date: 5 February 2019

Ref #: PAM/2019/002 (Chokoe)
Name of applicant: Mr MB Chokoe
Student#: 38800977

Dear Mr Chokoe

Decision: Ethics Clearance Approval 5 February 2019 to 4 February 2022

Name: Mr MB Chokoe, student#: 38800977, bernetchokoe76@gmail.com,
tel: 083 957-7833

[Supervisor: Prof SB Kahn, tel: 012 429-3913, kahnsb@unisa.ac.za]

Research project 'Career management in the South Africa Police Service'

Qualification: PhD Public Administration

Thank you for the application for **research ethics clearance** by the Department: Public Administration and Management: Research Ethics Review Committee, for the above mentioned research. Ethics approval is granted for the period 5 February 2019 to 4 February 2022. If necessary to complete the research, you may apply for an **extension** of the period.

However, you are required to submit a letter from the South African Police Service in which permission is granted to you to do this research, to this Ethics Committee within **30 days** of the date of this letter.

The decision will be tabled at the next College RERC meeting for notification/ratification.

For full approval: The application was **expedited and reviewed** in compliance with the *Unisa Policy on Research Ethics* and the *Standard Operating Procedure on Research Ethics Risk Assessment* by the RERC on 31 January 2019.

The proposed research may now commence with the proviso that:

- 1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.



Open Rubric

- 2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to this Ethics Review Committee.
- 3) The researcher will conduct the study according to the methods and procedures set out in the approved application.
- 4) Any changes that can affect the study-related risks for the research participants, particularly in terms of assurances made with regards to the protection of participants' privacy and the confidentiality of the data, should be reported to the Committee in writing, accompanied by a progress report.
- 5) The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study, among others, the **Protection of Personal Information Act 4/2013**; **Children's Act 38/2005** and **National Health Act 61/2003**.
- 6) Only de-identified research data may be used for secondary research purposes in future on condition that the research objectives are similar to those of the original research. Secondary use of identifiable human research data requires additional ethics clearance.
- 7) Field work activities **may not** continue after the expiry date given. Submission of a completed research ethics progress report will constitute an application for renewal of Ethics Research Committee approval.

Kind regards


Dr C Alers

Chairperson:
Research Ethics Review Committee
Office tel. : 012 429-6286;
E-mail : alersc@unisa.ac.za


Prof MT Mogale

Executive Dean:
College of Economic and Management Sciences
Office tel. : 012 429-4805;
E-mail : mogalmt@unisa.ac.za

ANNEXURE 2

PROOF OF AUTHORISATION TO CONDUCT A STUDY IN THE SOUTH AFRICAN POLICE SERVICE

Privaatsak/Private Bag X 94

Verwysing/Reference:	3/34/2
Navrae/Enquiries:	Lt Col Joubert AC Thenga
Telefoon/Telephone:	(012) 393 3118

**THE HEAD: RESEARCH
SOUTH AFRICAN POLICE SERVICE
PRETORIA
0001**

- A. The Divisional Commissioner
DETECTIVE SERVICE
- B. The Divisional Commissioner
PERSONNEL MANAGEMENT
- C. The Divisional Commissioner
FORENSIC SERVICES
- D. The Divisional Commissioner
HUMAN RESOURCE UTILISATION

**PERMISSION TO CONDUCT RESEARCH IN SAPS: CAREER MANAGEMENT: A
CASE OF THE SOUTH AFRICAN POLICE SERVICE: UNIVERSITY OF SOUTH
AFRICAN: DOCTORATED DEGREE: RESEARCHER: MB CHOKOE**

- A-C. 1. The above subject matter refers.
2. The researcher, Ms MB Chokoe, is conducting a study with the aim *to determine how career management policies and procedures leverage the advancement of highly competent and skilled employees in the SAPS.*
3. The researcher is requesting permission to distribute one hundred and fifty (150) questionnaires amongst Police members in various Head Office Divisions. Fifty (50) respondents from each of the Divisions: Detective Service, Forensic Service and Personnel Management will be included. The researcher is also requesting to interview ten (10) of the respondents.

**PERMISSION TO CONDUCT RESEARCH IN SAPS: CAREER MANAGEMENT: A
CASE OF THE SOUTH AFRICAN POLICE SERVICE: UNIVERSITY OF SOUTH
AFRICAN: DOCTORATED DEGREE: RESEARCHER: MB CHOKOE**

4. The proposal was perused according to National Instruction 1 of 2006. This office recommends that permission be granted for the research study, subject to the final approval and further arrangements by the offices of the Divisional Commissioners: Detective Service and Personnel Management.
5. We hereby request the final approval by your office if you concur with our recommendation. Your office is also at liberty to set terms and conditions to the researcher to ensure that compliance standards are adhered to during the research process and that research has impact to the organisation.
6. If approval is granted by your office, this office will obtain a signed undertaking from researcher prior to the commencement of the research which will include your terms and conditions if there are any and the following:
 - 6.1. The research will be conducted at his/her exclusive cost.
 - 6.2. The researcher will conduct the research without the disruption of the duties of members of the Service and where it is necessary for the research goals, research procedures or research instruments to disrupt the duties of a member, prior arrangements must be made with the commander of such member.
 - 6.3. The researcher should bear in mind that participation in the interviews must be on a voluntary basis.
 - 6.4. The information will at all times be treated as strictly confidential.
 - 6.5. The researcher will provide an annotated copy of the research work to the Service.
 - 6.6. The researcher will ensure that research report / publication complies with all conditions for the approval of research.
7. If approval is granted by your office, for smooth coordination of research process between your office and the researcher, the following information is kindly requested to be forwarded to our office:

**PERMISSION TO CONDUCT RESEARCH IN SAPS: CAREER MANAGEMENT: A
CASE OF THE SOUTH AFRICAN POLICE SERVICE: UNIVERSITY OF SOUTH
AFRICAN: DOCTORATED DEGREE: RESEARCHER: MB CHOKOE**

- **Contact person:** Rank, Initials and Surname.
 - **Contact details:** Office telephone number and email address.
8. A copy of the approval (if granted) and signed undertaking as per paragraph 6 supra to be provided to this office within 21 days after receipt of this letter.
9. Your cooperation will be highly appreciated.
- D. 1. Copy for your information.



THE HEAD: RESEARCH
DR PR VUMA

MAJOR GENERAL

DATE: 2019-05-30

ANNEXURE 3

CONSENT TO PARTICIPATE IN THIS STUDY

I, (participant name & surname), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation.

- I have read and understood the study as explained in the information sheet.
- I have had sufficient opportunity to ask questions and prepared to participate in the study.
- I understand that my participation is voluntary and that I am free to withdraw at any time without penalty.
- I am aware that the findings of this study will be anonymously processed into a dissertation.
- I agree to be interviewed.

Participant's name and surname

Date

Signature

Researcher's name and surname

Date

Signature

Witness name and surname

Date

Signature

ANNEXURE 4

Dear Participant,

INSTRUCTIONS TO COMPLETE THIS QUESTIONNAIRE

- Do not write your name, surname or any other personal details or numbers on this questionnaire.
- The questionnaire will not take longer than 20 minutes to complete.
- There is only 1 [one] answer per question.
- Please note that the information you provide in this section will remain confidential and will only be used for research purposes.

PLEASE TICK THE FOLLOWING BOX IF YOU CONSENT TO PARTICIPATE:

I hereby consent and understand that my participation is voluntary and anonymous and that the information will be kept strictly confidential.

SECTION A: BIOGRAPHICAL INFORMATION

(Indicate your choice at each of the statements listed below with an **X**)

Q1. Indicate your gender.

1	Male	
2	Female	

Q2. Indicate your years of service.

1	0-5	
2	6-10	
3	11-15	
4	16-20	
5	21-25	
6	26 +	

Q3. What is your age?

1	Under 25	
2	26-38	
3	39-54	
4	55-65	
5	66-75	

Q4. What is your highest qualification?

1	Doctorate	
2	Masters degree	
3	Honour's degree	
4	Postgraduate Diploma	
5	Bachelor's degree	
6	Diploma	
7	Certificate	
8	Matric/Grade 12	

Q5. Employed under

1	SAPS Act	
2	Public Service Act	

Q6: Rank/Level.....

Q7. Your Division, Component and Section:.....

SECTION B: CAREER MANAGEMENT

PLEASE CHOOSE AN APPROPRIATE ANSWER ON THE FOLLOWOING SCALE

- 1= Strongly disagree 4= Agree
 2= Disagree 5= Strongly agree
 3= Uncertain

Q8. To what degree do you agree or disagree with the following statements relating to career management within the organization?

Number	Statement	Strongly Disagree	Disagree	Uncertain	Agree	Strongly Agree	For Office Use only
a)	I am aware of the existence of career management policy in the SAPS.	1	2	3	4	5	
b)	Career management in the SAPS is implemented effectively.	1	2	3	4	5	
c)	There are challenges pertaining to the implementation of career management policy.	1	2	3	4	5	
d)	Career management strategy used by SAPS is effective.	1	2	3	4	5	
e)	The new recruits in the SAPS are informed of possible career pathing.	1	2	3	4	5	
f)	My manager and I discuss how my career goals (expectations) should be aligned to the institutional objectives.	1	2	3	4	5	
g)	I am responsible for my own career management	1	2	3	4	5	
h)	My career goals coincide with the organisational goals	1	2	3	4	5	
i)	My training opportunities have been determined accordingly.	1	2	3	4	5	
j)	My manager has my best interest at heart when making decisions that affects my career.	1	2	3	4	5	
k)	I am aware of careers opportunities in the SAPS.	1	2	3	4	5	
l)	I have ambition to advance hierarchical in management positions.	1	2	3	4	5	
m)	Opportunities for career progression (promotional opportunities) exist.	1	2	3	4	5	
n)	In my current position I am optimally utilised according to my competencies, experiences and qualifications.	1	2	3	4	5	
o)	My work allows me to achieve self-actualisation (my life goals).	1	2	3	4	5	
p)	I am proud to work for SAPS.	1	2	3	4	5	
q)	The current employee promotion system is effective.	1	2	3	4	5	
r)	The SAPS have a succession planning system.						
s)	In my daily work I strive to emulate the institution's vision and mission.	1	2	3	4	5	
t)	I enjoy the mentoring relationship with my mentor.	1	2	3	4	5	
u)	SAPS is my institution of choice	1	2	3	4	5	

SECTION C: RETENTION MANAGEMENT

PLEASE CHOOSE AN APPROPRIATE ANSWER ON THE FOLLOWOING SCALE

- 1= Strongly disagree 4= Agree
 2= Disagree 5= Strongly agree
 3= Uncertain

Q9. To what degree do you agree or disagree with the following statements relating to retention management within the organisation?

Number	Statement	Strongly Disagree	Disagree	Uncertain	Agree	Strongly Agree	For Office Use only
a)	I understand how the retention policy works.	1	2	3	4	5	
b)	The SAPS doesn't have a retention policy.	1	2	3	4	5	
c)	The SAPS is using a scarce skills policy as a retention strategy, for example the Forensic Division.	1	2	3	4	5	
d)	The retention strategy used by SAPS is effective.	1	2	3	4	5	
e)	I find it easy to balance my life and work.	1	2	3	4	5	
f)	The SAPS attract and retain competent and qualified candidates.	1	2	3	4	5	
g)	If I leave the SAPS I may consider coming back.	1	2	3	4	5	
h)	The re-enlistment of former employees shows that SAPS lack the capacity (has a shortage) competent and experienced officers.	1	2	3	4	5	
i)	The working conditions in the SAPS are favourable.	1	2	3	4	5	
j)	Members are provided opportunities to improve their development (training courses).	1	2	3	4	5	
k)	There is effective communication with employees.	1	2	3	4	5	
l)	I am satisfied with the remuneration (salary) that I receive.	1	2	3	4	5	
m)	I participate in the decision-making processes of my unit/department.	1	2	3	4	5	
n)	The SAPS do not provide incentives to their employees.	1	2	3	4	5	

o)	I have received performance management bonus.	1	2	3	4	5	
p)	I am motivated to work harder.	1	2	3	4	5	
q)	Employees are encouraged to study.	1	2	3	4	5	
r)	Bursaries are available for staff development studies.	1	2	3	4	5	
s)	I have thought about leaving my current job.	1	2	3	4	5	

SECTION D. Open-ended questions

Q10. How can your institution attract and retain young people?

.....

.....

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Thank you for participating in this project

ANNEXURE 5

SEMI-STRUCTURED PERSONAL INTERVIEW GUIDE

THE SOUTH AFRICAN POLICE SERVICE, HEAD OFFICE, PRETORIA

RESEARCH INTERVIEW PARTICIPATION FOR MANAGERS ON CAREER MANAGEMENT IN THE SAPS

NB: The participation is voluntary, and confidentiality and anonymity will be the crux on which the interviews are conducted.

SECTION A: DEMOGRAPHIC INFORMATION

Please make a (X) next to the appropriate answer.

1. Gender:

Male	Female

2. Age:

30 and under	31-40	41-50	51-60

3. Number of years employed in the SAPS:

1-5 years	6-10 years	11-20 years	21-35 years

4. Qualification:

Primary	Secondary	Diploma	Degree	Postgraduate degree

SECTION B: QUESTIONS

5. What are career management strategies and how effective are they?
6. What are retention management strategies and how effective are they?
7. Explain the difference in promotion processes of the following:
 - 7.1 Members serving under the Public Service Act
 - 7.2 Members serving under the SAPS Act
8. Regulation 45 of the SAPS Employment Regulations, 2008 state that the National Commissioner may promote an employee into a post without advertising the post and following the selection process. In your opinion is this regulation been abused and produced irregular promotions.
9. Does SAPS have proper criteria to promote employees?
10. Are employees optimally utilised according to their capabilities?
11. In your opinion, how often should career management be revisited and addressed by the managers?
12. Can you regard SAPS as an institution of choice?
13. What role have your supervisor played in supporting you in your career?
14. Are employee's job description aligned to organisational objectives?
15. Do SAPS have a succession planning?
16. What are the common reasons why employees left the SAPS?

THANK YOU FOR YOUR PARTICIPATION

ANNEXURE 6

CONFIDENTIALITY CLAUSE BETWEEN

Student:
AND
The Editor/Language practitioner/Statistician/Transcriber:

Research Title:

The research code of ethics mandates that confidentiality should be maintained throughout data collection, data analysis and reporting.

As an Editor/Statistician/Transcriber I understand that I have access to confidential information. By signing this statement, I am indicating my understanding of this responsibility and agree to the following:

- I understand that all information obtained or accessed by me in the course of my work is confidential. I agree not to divulge or otherwise make known to unauthorized persons any of this information, unless specifically authorised to do so.
- I understand that names and any other identifying information about study sites and participants are completely confidential.
- I agree to use the data solely for the purpose stipulated by the client.
- I agree to maintain the confidentiality of the data at all times and keep the data in secure, password protected location.
- I agree to shred all hard copies of data in my possession on completion of the project. All electronic copies will be permanently deleted from the hard drive of my computer upon completion of this project.

Printed name
(Editor/Statistician/Transcriber)

Date

Signature

Mr B Chokoe
(Researcher)

Date

Signature

ANNEXURE 7

Moloko Bernet Chokoe
658 Ruth First Street
Hospital View,
Tembisa
083 957 7833
Email:
bernetchokoe76@gmail.com

The Divisional Commissioner
RESEARCH

REQUEST TO CONDUCT RESEARCH IN THE SOUTH AFRICAN POLICE SERVICE

Dear Sir/Madam

I Moloko Bernet Chokoe, I'm doing research with Prof SB Kahn, a professor in the Department of Public Administration towards a research project (thesis) at the University of South Africa. We are inviting you to participate in a study entitled "Career management: a case of the South African Police Service."

The aim of the research is to determine how career management policies and procedures leverage the advancement of highly competent and skilled employees in the SAPS. In order to do that, the following objectives will be considered:

- To explore whether career management enhances the self-actualisation of the employees of the SAPS.
- To investigate whether employee motivation translate into increased employee performance and institutional effectiveness to provide better services to the South African society.
- To examine whether retention management improves institutional memory.

- To present a career management model that would allow the SAPS to retain its members.

The study will entail involving the employees of the SAPS to complete a questionnaire which will take 15-25 minutes. The interview will take approximately 30 minutes and will be held at a time and place that is suitable for the employees of the SAPS.

With regard to ethical issues guiding the study, the researcher pledges strict adherence to ethical conduct as it applies to academic research projects in higher educational institutions in South Africa. It means:

- The participation is anonymous and respondents are not required to disclose their identity;
- The information collected from the respondents will be used for the research purpose only;
- Respondents have the right to participate and withdraw their participation in the study at any time without negative consequences.

This study is intended to contribute to a description and analysis of challenges which affect career and retention management. The findings of the study could inform decision makers to understand the challenges of HRM and their implications for service delivery which require improvements. The information will be used for research purposes only.

There are no potential risks anticipated with partaking in this study. The formulated guidelines can be made

available to your organisation upon request.

Yours sincerely,

Moloko Bernet Chokoe



LANGUAGE SOLUTIONS
PROFESSIONAL LANGUAGE SERVICES

27 February 2021

To whom it may concern

RE: Proofreading and academic editing of PhD Thesis for Moloko Bernet Chokoe

This letter serves as confirmation that I, Cindy Schoeman of CS Language Solutions, completed the proofreading and academic editing of the PhD Thesis: 'Career Management: A Case of the South African Police Service', and that it was done so without any outside assistance.

Please feel free to get in touch with me at 076 381 8999 or at cslanguagesolutions@gmail.com regarding any queries or concerns.

Kind Regards,

Cindy Schoeman

CS Language Solutions