

**An Exploratory Study on the Career Stages and the Career
Development Needs of the Namibian Police**

by

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**A mini-thesis submitted in partial fulfillment of the
requirements of the degree of Magister Administrationis**

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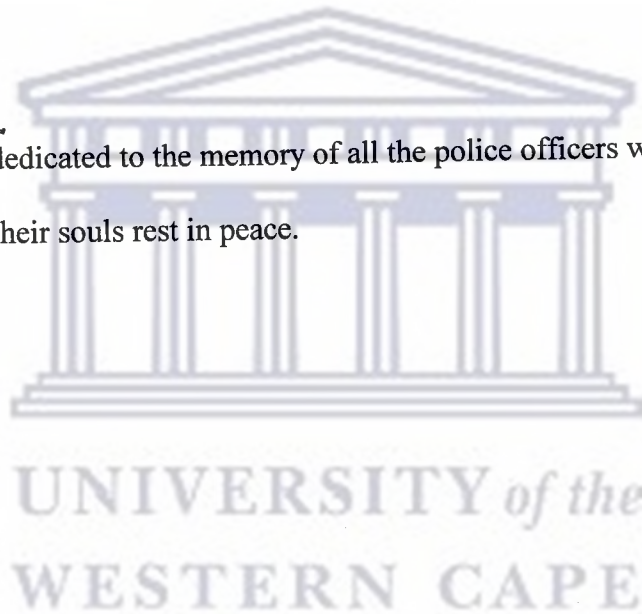
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DEDICATION

I dedicate this dissertation to my first teachers, my parents; Heikky and Frieda Magano Shililifa who have been my pillar of strength, a source of hope and inspiration. Without their attention, love, care and guidance I would never come this far.

I also dedicate this work to my brothers and sisters for being always there for me all this time.

Lastly, this work is dedicated to the memory of all the police officers who lost their lives in line of duty, May their souls rest in peace.



DECLARATION

I hereby declare that this mini-thesis is my own, unaided work. It is being submitted for the Degree of Master in Administration in the School of Government, University of the Western Cape. I further testify that it has not been submitted for any other degree or to any other institution of higher learning.

Wycliff Shililifa


Date.....*2004.09.20th*.....



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***Wycliff Shililifa,
Republic of Namibia.***

ABSTRACT

This exploratory study seeks to critically explore human resources development with regard to the career needs and stages of the Namibian Police (NAMPOL). Documents were perused on the issue of the current human resources development and its relevancy to the training and development within the Namibian Police.

Questionnaires were completed by a representative sample of NAMPOL officials from different departments of the police. Interviews were also conducted with selected officials on training and development of personnel.

Recommendations are given as a model for improving the Namibian Police human resources development system as an effective training and capacity building system for members of the police force to perform their tasks effectively.



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ABBREVIATIONS

HRD	: Human Resources Department
IG:	Inspector General
NAMPOL	: Namibian Police
NPCN	: National Planning Commission of Namibia
NPHQ	: National Police Head Quarters
PES	: Performance Evaluation System
PDP	: Personnel Development Plan
PPRLD	: Police Public Relation Liaison Division
PSCN	: Public Service Commission of Namibia
SADC	: Southern Africa Development Community
SAPS	: South African Police Service
SDP	: Staff Development Programme
UNIP	: United Nations International Police

CHAPTER ONE

BACKGROUND OF THE STUDY ON CAREER DEVELOPMENT IN THE NAMIBIAN POLICE

1.1 INTRODUCTION

1.1.1 Mission and Vision of the Namibian Police

The main duties of the Namibian police are to prevent crime, to investigate any offence or alleged offence, and to maintain the internal security of the Republic of Namibia. Namibian Police stands in unison with the principles and philosophy of the rule of law and, as such, it is a service providing organization for both citizens and foreign nationals residing within the borders of the Republic of Namibia. Members of the force are there to ensure the maintenance of law and order, to protect human life and public and private properties.

“They are expected to render the necessary quality service based on the public needs at all times as laid down in Chapter II of the Namibian Police Act, with due consideration for the fundamental rights and freedoms, without compromising in upholding the tenets of law and order and the safety and security of law abiding persons. They must be diligent and honest in their work, sparing no efforts to pursue the truth and ensure that justice is done.” Hangula, NAMPOL vision (2002: 4).

In carrying out their duty, Namibia police members must combine proactive and reactive methods of policing, with an emphasis on the involvement of the community in

information gathering. Community Policing is seen and should be accepted as the guiding philosophy in the fight against crime and in the maintenance of law and order.

The public should be instrumental in getting rid of criminal elements and their activities in all neighborhoods in villages, towns, cities and anywhere else, by assisting and cooperating with the members of the Force.

“The Namibian Police has a commitment to deliver quality service, to uphold the principles of the rule of law, national commitment, unwavering patriotism and respect for the supreme law of the Republic of Namibia, being always accountable to the nation and the community it is serving. Members of Namibia Police must be guided by the principles of Uniformed Organizations discipline, norms of human behavior, the police act and regulations pertinent to the Act.” NAMPOL policy statement, (2002: 2).

The Namibian Police must be exemplary in utilizing Government/public properties with dignity and care, through proper focus and optimum use of all existing resources, so as to achieve the best possible results at least cost.

“As part of the worldwide effort to preserve peace and maintain stability, Namibia is there to contribute to and cooperate with international organizations. The International organizations are the United Nations Interpol, counterparts in member countries of the Non – Aligned Movement and or the African Unity and, indeed, the neighboring countries within the Southern Africa Development Community (SADC) framework, for a crime free world.” Hangula, NAMPOL vision (2002: 5)

In the discharge of its constitutional role, the Namibia Police would like to provide the best possible service, a service which earns the total respect, satisfaction, confidence and general support of all Namibians and other residents. For the development of Namibia, which is currently a top priority for the National Police Force, interaction with intercontinental, continental and regional Police Forces in terms of training, expert advice and exchange of crime information will be promoted at all times. To succeed in this regard, a total national commitment and effort from every member of the Namibia Police Force is called for.

1.1.2 Human Resources and Development

The Namibian government has highlighted Human Resource Development (HRD) as one of its major strategies to achieve modernization and national development. Human resources are often referred to as the most important, the most critical resource of any organization. Their role in developing a nation cannot be disregarded. In today's world, they are held responsible for ushering the nation towards increased productivity and global competitiveness. It is imperative that they be equipped with the necessary job competencies. The Namibian Police (NAMPOL), in its effort to professionalize service delivery, encourages continuing studies by its members. The end goals are the improved quality of life of its officers and staff, as well as better performance and commitment.

NAMPOL should develop the organizational culture that emphasizes the motivation of its personnel.

Human resources can make the difference between organizational failure and success. Wrong people for the job, or if people work below their potential or fail to learn new skills as organizational needs change, the organization is less likely to be effective in achieving its goals. This calls for a system, which will identify, develop, and manage human resources throughout their entire career cycle.

How can one create a Human Resources Development System which will remain responsive to the changing organizational and individual needs? Schien (1978) states that an effective Human Resource Development System must explicitly link its organizational planning to its human resource planning. In order to plan effectively one must have valid and useful information on the present state of human resources.

Any HRD system therefore, needs to develop a way of collecting information on the present level of performance potential for growth in technical /functional areas in various categories of management, the career-stages of present employees and, by implication, their career-related needs and motives (Schein: 1978: 189)

1.2 STATEMENT OF THE RESEARCH PROBLEM

It is very important for the author to mention that much of the information in this study is based on the practical experience and observation of the author who has since 1996 served in the Namibian Police. The author has practical experience of the administration policies and procedures of the force, and the identified problems within the organization are based on this reflection and the perusal of privileged documentation that was made available to the author for the purpose of this study. Careful consideration has been made so as not to damage the image of the Force while perusing such documentation.

Policing in Namibia had gone through different changes from 1905, when the first police force was established under the German rule, to 1990, the year of independence, when the Namibian police was established. Transformation was necessary since the new police force had to maintain public peace for all the people, as opposed to the previous police force which catered for the needs of a selected few. Officials had to adapt to the democratic changes of governance that govern the activities of the force. Changing from a military policing model to democratic policing was not an easy task to accomplish since the police now had to liaise with the public when carrying out their duties. Management courses were introduced to enable the officials to adapt to these changes, but change is an individual perspective and officials accept these changes on their own terms and in their own time.

Every person in the organization will go through career stages, from being a recruit to ultimately retiring. Each stage is characterized by unique needs and challenges.

On the 1st of April 1996, the Namibian Police implemented the Wages and Salary Commission (WASCOM) policy from the Public Service Commission within its ranking structures, for example, level 1 was the salary for personnel performing administration duties, level 2 for maintenance of law and order, level 3 for traffic and dog Unit personnel and level 4 for Detectives, Reserve Force and VIP bodyguards. The effect of this was that ranks in the low management category were divided into two; e.g. Sergeant Class 1 and Sergeant Class 2. This had a negative impact on the performance of the members due to the fact that one has to hold a Sergeant rank for a period of at least five years (the first promotion is Class 2 then after three years depends on the recommendation, class 1). The NAMPOL ranks are in order of seniority, for example, Class 1 is senior to Class 2. In 1997 these structures of two Classes in the rank under low management was abolished until 1st of April 2001 when it was introduced again with the new salary structure, which does not bear much difference from the 1996 rank structure. These changes are of importance for the purpose of this study because career stages in the Namibian Police are determined by rank promotion.

Another important aspect with regard to these changes was the integration of ex-combatants into the police force. As the majority of the ex-combatants did not have policing experience (though they had training in other military fields), it was necessary to develop programmes and mentorship courses to bring them on par with other police officers. It is important for the author to mention that the policies of a discriminatory

nature that were in use before independence were abolished and do not form part of the Namibian police policy on human resources development.

This study seek to determine the career related needs of the Namibian Police employees as they progress through different career stages, and the appropriate human resource development intervention for satisfying their needs.

In addressing these issues, it is clearly important that an effective and appropriate human resources development system be put in place, particularly in terms of career programmes with regard to training. However, the NAMPOL human resources development system does not have a career guidance system for its personnel, making it difficult for members to choose a certain career path in a specific policing area immediately when they join the police. Promotion plays a very crucial role with regard to career advancement stages through the levels of the Force. The rank determines the responsibility and accountability. The rank also determines the salary of the member. This means that salary plays a major role in one's performance and a member can only advance in rank through promotion, which is mainly determined by the Performance Appraisal Report. There is a lack of a clear descriptive policy process on the administration of the Appraisal System as it currently operates. Some of the police officers that are now in the Force for more than three years have not as yet completed the Appraisal documents with their supervisors. The Appraisal System was supposed to be administered every six months.

It is only through the Appraisal System that the force can develop appropriate capacity building and training programmes for its personnel by identifying their career related needs and give feedback to them on their performance.

For the purpose of the study, an exploratory approach is taken to determine the affect of the Appraisal System on the performance and career stages on the Namibian Police personnel. Therefore, the study is focused on the development of the career needs of the personnel and the force, and how the personnel are advancing through the rank structure of the force. For a full description of the organizational and rank structure, see page 46 and 47.

The main problem areas identified for the purpose of the study are:

- Leadership and management
- Human Resources Development System
- Transformation in policing
- Promotion practices
- Rank salary structure

More specifically the study will be guided by the following key research questions:

- (a) What are the man career development programmes which serve as the basis for a development strategy for the Namibian Police and what are the problems facing their formulation and implementation?

- (b) What conditions lead to the maintenance and further development of these programmes?
- (c) What is the impact of financial constraints on these programmes and other training activities?
- (d) What are the career development needs of the Namibian Police Personnel that affect their career advancement?
- (e) How do current promotion policies affect the career advancement of the personnel and what is their effect on working condition?



1.3 LITERATURE REVIEW

This part of the study consists of a review of literature related to this research. The main purpose is to provide a theoretical context for the study. The theoretical aspects of the study relate to human resources development with specific reference to career development within organizations. The review focuses on two main areas: movements through career stages and job satisfaction that enhance performance and career development.

Mphenyeke (2001:39) provides a study of the policies and programmes that affect the development of managers within the South African Police Service, in administration as well as in the operation departments, to find out what affects their performances. The South African police service's duration of basic training is six months. This six months training is for the recruits, the entry level in the police. Mphenyeke notes that the South African Police Service did not have a clear policy on training, education and development in the period before 1994 (Mphenyeke, 2001: 39). Management training before 1994 depended on the needs of the government and did not include training to cater for the community needs or training on career related needs for a professional police organization. Fields such as training in the law field were offered on limited basis. Because of this training vacuum, many police managers have found it difficult to cope with the new policing after the 1994 transition in South Africa (Mphenyeke, 2001: 39-

These points have obvious relevance to the Namibian Police Force, which before 1990 was operated on the same basis as South African policing system.

Mphenyeke then goes on to study the nature of the South African Police Management after 1994, stressing in particular the need for transformation.

“ Included in the transformation was the fact that there were policies that had to be put in action in order to realize this project. The most known programmes, which form part of transformation, included the following: affirmative action, representivity and equal opportunity programme and shadowing posting or mentor programme. The main mood about this transformation was not only based to personnel but also the organization as a whole”(Mphenyeke, 2001: 42).

After independence, the Namibian Police also went through the same process of transformation, although the main emphasis was on integration of various personnel to form a new police force.

According to Mphenyeke, before 1994 the SAPS did not have a clear policy on career development. Officials found it difficult to choose their careers (specializing in certain policing fields) and how they could go through the different level and stages in the police. He also analyzes the new promotion policy within the SAPS and finds that the current policy is based on the following principles: fairness, responsibility, accountability and transparency. This policy is based on promotion of members according to their academic attainments whereby all qualified members sit for a promotion examination depends on the rank they qualify for. Upon passing this examination, a member will be promoted to the next rank (Mphenyeke, 2001: 47).The Namibian police have a similar promotion

policy, but most of the members do not understand how this policy works and what courses one has to study to qualify for promotion.

Mphenyeke's study also provides a comparative analysis of the Royal Danish Police. This shows that the Danish Police maintain and develop their personnel's qualifications within the entire sphere covered by the diversity of police duties in accordance with national and international law. Their training approach is based on the community needs and these are linked to the aims and objectives of the organization. The focus is on the identification of training needs through problem orientation. Training in Denmark focuses on technology applications and continuous evaluation of the training courses to see their usefulness to the organization. Their officials are accorded equal opportunity to access training that enables them to go up through the rank structure (Mphenyeke, 2001: 84-86). Although this study indicates the need to address the personnel and organizational needs for its personnel, it does not provide a detailed policy on how these training needs are addressed.

Fourie & Reynecke (2001) study issues currently facing police management in Southern Africa beyond 2000 and conclude that the development of a Management Information System within the organization is the key to effective human resources development. Such an information system will enable management to identify personnel needs and design appropriate training programmes. In addition, the authors argue that education training and development is essential for the South African Police Service in meeting the

challenges of change and progress with regard to the activities aimed at generating learning to enhance the current job performance of the employees.

In an organization such as the South African Police Service, which requires very specific knowledge, skills and attitudes from its members, it is the responsibility of the organization to ensure that opportunities to acquire these exist (Fourie & Reynecke 2001: 85-6). The Namibian Police Force has introduced a similar programme of staff development, whereby members can pursue further study in different fields at various tertiary institutions.

Gavin Cawthra (1993) studies policing in the new South Africa, with regard to management, new approaches to training, recruitment and personnel policy in changing the police from the military approach to the democratic policing. In his analysis of policing prior to 1994, Cawthra indicates that promotions to management level posts were reserved primarily for individuals who were affiliated to the National Party, many of whom had experience in counter-insurgency war which was regarded at that time as a useful quality in a manager. This tendency resulted in the failure to develop specialized skills in the management. The absence of a culture of collective leadership or participatory management meant that suggestions and recommendations from lower ranking officers with direct knowledge of specific problems were often ignored (Cawthra, 1993: 189). This is relevant to this study in the sense that these were the same principles applied to the policing administration in Namibia before 1990. With regard to new

approaches to training, Cawthra (1993) points out that training was previously based on segregation policy. Officers of different races were trained separately.

There was clearly a need for a major change in such practices after 1994. Cawthra therefore recommends the development of a training policy which :

“would move away from the racial and military style of training , towards a new emphasis on skills. This must be based on a fundamental different view of police work, defined in terms of the exercise of discretion In the longer –term, we need to develop a vision of training as a ‘thread’ running continuously through all types of police work. This to say, a culture of learning and training needs to be developed within the police force.. This process can only succeed if the police organization demonstrates its willingness to be subject to public scrutiny, criticism and input” (Gavin Cawthra, 1993: 190).

Cawthra goes on to study the recruitment and personnel policy in the South African Police and finds that very few blacks occupy senior positions. He also shows that there was only a tiny proportion of women in the force, and concludes that the SAPS has a tremendous amount of work to do before it can claim that it reflects the composition of the society.

Jennifer Brown & Frances Heidensohn (2000: 66-92) study the role of women in policing throughout the world. Their findings are that the integration of women in policing has

largely been achieved through the force of law in the form of equality legislation rather than from a desire for reform or social justice from within the police organizations.

This forced police organizations to open up areas previously restricted to women but on the basis that women 'should' do the same job as their male counterparts. Their findings also indicate that female officers have displayed a very high potential with regard to the community policing functions, and that a fair representation in the force will strengthen the trust of the public with the notion that 'the force represent all parts of the society'. Although this may well be the case, they conclude that there are very few women who occupy senior posts in police organization through out the world. This is the case in Namibia. At the time of this study there were only two senior female officers holding the rank of Deputy Commissioner in the Namibian Police.

Maureen E.Cain (1973: 160-162) studies the work situation, rewards, promotion, progress report and transfers of police officers in the United Kingdom. Her findings are that supervisors and lower ranking personnel in the rural areas had more involvement in decision-making processes than their counterparts in the urban areas. In the cities her study indicates that due to the long chain of command communication was not that effective and that the behaviour towards seniors was different from that in the rural stations. Lower ranking officers were given less opportunity in the decision making process on issues that affect their working conditions.

Cain also indicates that formal rewards of compliments, commendations and merit stripes often accompanied by a small financial award were highly prized by the members in the small towns, while in the big cities there were complaints that these awards were only given for first-aid prowess and other activities which did not constitute, in their opinion, 'real police work'. The other complaint made was that these awards were not taken into account in decisions concerning promotions. Cain further studies transfers among police members and concludes that members who complain frequently about certain practices are often transferred from their station of origin to remote stations. This form of punitive transfers was very inconvenient for married members. The Namibian Police also has a policy of 'transferred with immediate effect', which often makes it difficult if not impossible for married personnel to carry out such transfers immediately.

In summary the following are the key issues from the literature review that are of relevancy to this study:

- the need for a Human Resources Development system for police organizations
- the importance of working condition of personnel
- the need for training and acquiring of knowledge and skills by police officers
- promotion practices that affect personnel's career development
- the importance of knowledge sharing in decision making

1.4 OBJECTIVES

The purpose of this study is to examine the policies of the Namibian Police with regard to the career programmes and development of members for them to advance through the ranks of the Force. The focus will be on the identification of career related needs and the administration of the Performance Appraisal System. The study will place emphasis on the training of the members, especially on the job training that will allow them to advance through the levels of the police. Promotion practices and job satisfaction will be reviewed to determine their effectiveness.

The study will provide information on the career needs of the Namibian police employees as they progress through different career stages, as well as the development of programmes to satisfy those needs. Based on this, an analysis of the working conditions affecting the career development needs will be carried out. This includes organizational transformation from the old Police Force to democratic policing which includes policing methods that involve community participation in policing in relation to the national policy of integration and formation of an effective service delivery Police Force.

More specifically, this study aims to:

1. Determine the actual career stage of the Namibian Police personnel.
2. Determine the relationship between demographic variables and career stages, such as tenure, positional level and educational attainment.
3. Identify the career development needs of the Namibian Police personnel,
4. Examine whether the Namibian Police development training programs respond appropriately to the career needs of police officers as they progress through their career stages.
5. Make recommendations for developing a system that will improve the human resources development system of the Namibian police.



1.5 RESEARCH HYPOTHESES

The study is based on three main hypotheses:

- (a) That the existing Namibian Police Development Programmes does not adequately address training needs of the personnel, and there is no effective career guidance system that will enable them to advance in their career through the ranks and structure of the force;
- (b) That the promotion practices, rather than the policy, are not applied fairly to all the members with regard to academic attainments and further training in advance courses.
- (c) That the Staff Appraisal system is not properly administered, which made it difficult to address the career needs of the personnel.

1.6 METHODOLOGY OF THE STUDY

To achieve the objectives of this report, the study comprises both quantitative and qualitative data on different Departments of the Namibian Police. The old Police basic training and advance course materials as well as materials that are currently in use will be used for the purpose of this study and to determine the changes in the career development of the members, the 2003 Basic Training and advance courses materials are utilized. Detailed quantitative data was obtained from the main departments at the National Police Head Quarters. This information include recruitment, placing of staff, filling of vacancies, promotion, qualifications and career development staff programme and the stream of the length of service with regard to promotion and training at all levels of the Police. Annual reports for the period of five years (1997 to 2001) were utilized to carry out a comparative analysis of the training needs over a specific period.

The hypotheses of the research were tested by means of a structured interviews and detailed discussions. The structured questionnaire is attached as Annexure A of this study. In brief, the questionnaire includes items designed to measure or indicate the personnel's perceived career needs and career stages and the working relationship with supervisors. The questions were designed to elicit the kinds of factual information that are not readily be available from administrative records. The questionnaire was based on

the Minnesota Satisfaction Questionnaire (MSQ) developed by Weiss, but this was modified for the purpose of this study to address specific questions.

To provide a conclusive account of the conditions affecting the career development and training needs, it was seen to be imperative to obtain qualitative data. In-depth, semi-structured interviews were conducted during June 2003 at the Namibian Police National Head Quarters. A representative sample from all the ranks and position was selected by random sample from all divisions.



1.7 SIGNIFICANCE OF THE STUDY

It is anticipated that this study will be useful to the management of the Namibian Police as well as to individual police members, in that it will:

1. Provide information necessary in the formulation of policies and programs for human resource development of the Namibian Police personnel
2. Serve as a way of facilitating movement between career stages
3. Serve as a way of communicating employees' career needs, desires or expectations to management
4. Help police officers to think more clearly not only about what they should be doing and learning in their present jobs and at their present levels, but also about what they should do if they want to advance to another stage.

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1.8 ORGANIZATION OF THE STUDY

This study is organized into five chapters. Chapter one provides the introduction, statement of the problem, related research, objective of the study, methodology of the study, significance of the study and framework of the study. Chapter two provides a profile of Namibia, as well as background on the organizational structure, rank structure and the chain of command in the Namibian Police. Chapter three examines the current human resources development policies and practices of the Namibian Police, that affect the career development needs of personnel, recruitment. Chapter four presents the findings of the questionnaires and interviews, in part as a means of determining the career needs of the Namibian Police personnel. Chapter five provides conclusions and recommendations.



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1.9 KEY TERMS AND FRAMEWORK OF THE STUDY

This part of the study defines and elaborates some of the key human resources terms and concepts that form the framework of the study.

Human Resource Development (HRD)

Schein (1978) defines HRD as an organized learning experience provided by the employer in a specified period of time for increasing the possibility of improving job performance and providing for growth of individuals. Learning by people in organizations can and should be a continuous process. All organizations need both formal and informal learning experiences, which can be made available through HRD programmes.

Career Development

Organizations are dependent on the performance of their people, and people are dependent on organizations to provide jobs and career opportunities. Career development is a formal approach taken by the organization to ensure that people with proper qualifications and experience are available when needed. Career development is to the mutual advantage of the organization and the individual, and should be a joint effort with the individual taking the initiative in developing a career plan (Schein, 1978: 1).

Performance Management Systems

Performance management is vital for the career development of police officers and for the organization as a whole. Based on the work of Fourie & Reynecke (2001:113), Table 1 below summarizes the advantages of performance management for the police organization, as well as for employers and employees.

TABLE 1: Advantages of Performance Management System in a Police Organization

Organization	Employer	Employee
Facilitates the communication process among employees	Improve work performance	Clearly defined job expectations
Encourage employees to develop a culture of productivity and high quality performance	The manager focuses on linking the results to the strategic of the organization	Facilitates individuals to realize their potential for training and development
Facilitate the sharing of responsibilities	Creates sense of certainty in in the achievement of results	Individual ownership of performance
Links individual interests with those of the organization	The manager is able to identify production/ performance deficits and apply corrective measures in time	Facilitates regular feedback
Ensures that there is common interest in the objectives of the organization	Facilitates the manager to manage by objectives and to use the performance tool as a credible assessment	Encourages participation in job decisions. Time and energy is spent effectively on the KPAs.

Career Paths

At mid-career, employees need to draw from the “tournament mobility” (establishing their career path in the organization) track where success depends mainly on hierarchical career advancement. At the withdrawal stage, people’s career development needs include using one’s experience and wisdom to help others in the firm and adjusting to a new role as a leisured person. People want to feel that their knowledge and experience are still valued; they want the opportunity to continue to help develop others and to serve in a consultative role. Equally important, those nearing retirement need to increasingly establish a meaningful life outside of the company. Schein (1978:17). Table 2 outlines the different career paths during a typical employee’s working cycle.

TABLE 2: Career path during an employee’s working cycle

Career Stages	Central Activity	Primary Relationship	Major Psychological Issues	Career Development Needs
1. Establishment (Stage I)	Helping Learning Following Directions	Apprentice	Dependence	Appropriate initial job Varied job activities Skill development Performance feedback
2. Advancement (Stage II)	Independent Contributor	Colleagues	Independence	Job challenge exposure and visibility Balancing career with outside responsibilities
3. Maintenance (Stage III)	Training Interfacing	Mentor	Assuming responsibility for others	autonomy Opportunities to develop others Redefine role in the company
4. Withdrawal (Stage IV)	Shaping the direction of the organization	Sponsor	Exercising power	Use experience and wisdom Adjust to role as leisured person

Career Motives

Schein's (1978) research identifies five different motives that account for why different people select and prepare for a career. Termed career anchors, these are:

1. **Managerial Competence** - the career goal of managers is to develop qualities of interpersonal, analytical and emotional competence.
2. **Technical/ Functional Competence** - the anchor for technicians is the continuous development of technical talent.
3. **Security** - The anchor for security-conscious individuals is to stabilize their career situations. They often see themselves tied to a particular organization or geographical location.
4. **Creativity** - creative individuals are somewhat entrepreneurial in their attitude. They want to create or build something that is entirely on their own.
5. **Autonomy and Independence** - The career anchor for independent people is a desire to be free from organizational constraints. They value and want to be on their own and work at their own pace. Schein (1978: 163-4).

Organizational effectiveness

Any HRD system must be concerned about organizational effectiveness. To achieve organizational effectiveness the needs of the organization and those of the individuals working in the organization should be matched. Individuals have different career needs at different stages in their careers. Development should be planned across their life cycle. Organizations could use interview programs and attitude surveys to monitor those needs as basic inputs to any HRD system.

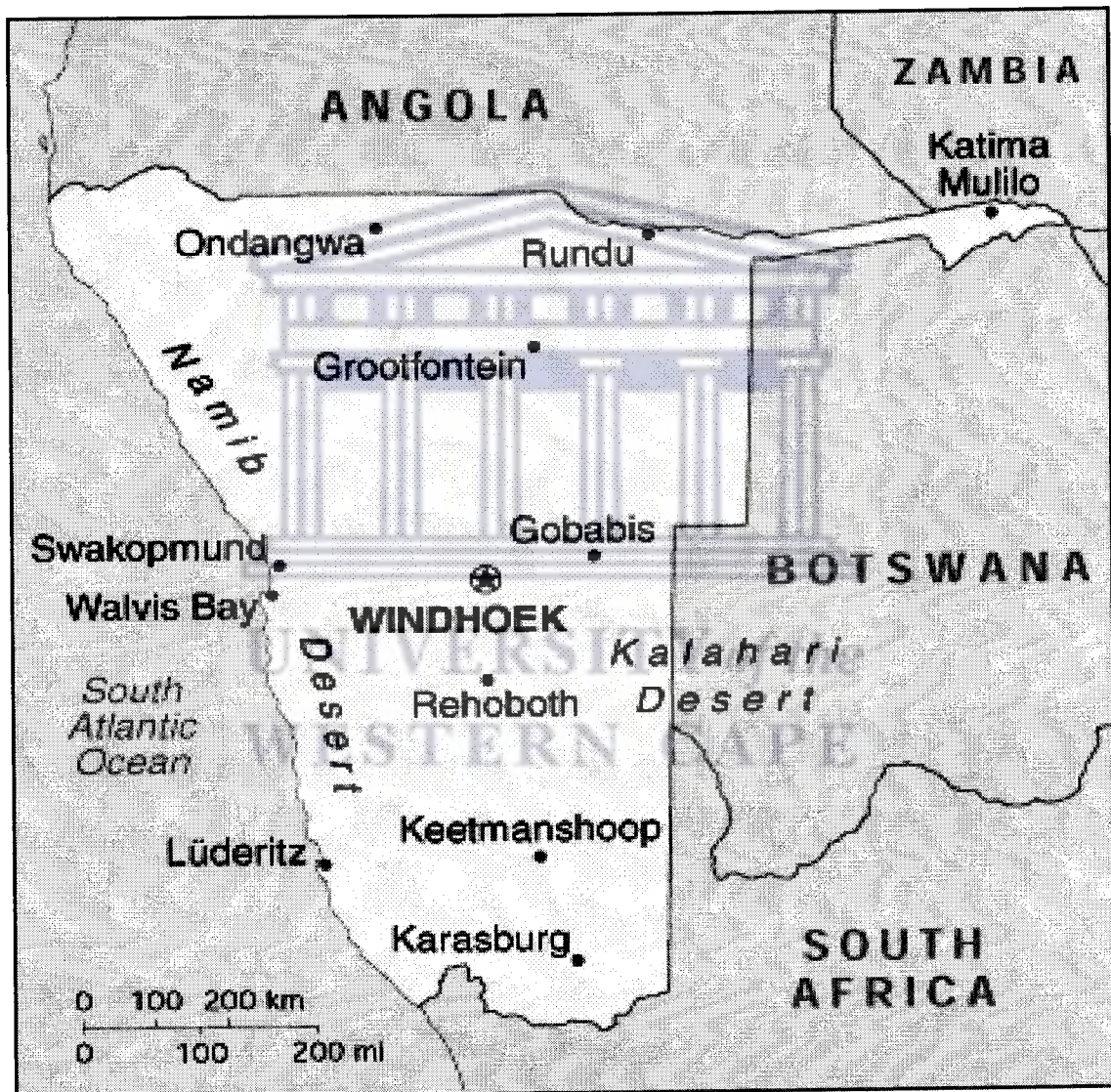
CHAPTER TWO

NAMIBIA PROFILE AND BACKGROUND ON THE NAMIBIAN

POLICE

2.1 NAMIBIA PROFILE

Figure 1. *Geographical map of Namibia*



Source: Namibia Geographic Information service: 2002

Namibia is located in South-West Africa, bordered by the Atlantic Ocean to the west; South Africa in the south; Botswana and Zimbabwe in the east; and Angola and Zambia in the north. The Country's surface area is about 824, 269 square kilometers. South Africa occupied the German colony of Sud-West Afrika during World War I and administered it as a mandate until after World War II when it annexed the territory. In 1966, the Marxist South-West Africa People's Organization (SWAPO) guerrilla group launched a war of independence for the area that was soon named Namibia, but it was not until 1988 that South Africa agreed to end its administration in accordance with a UN peace plan for the entire region. Independence came in 1990. His Excellency President Sam Nujoma is the first democratically elected president. (Namibia Office information, country profile and politics: 2002)

The population is of different origins. The principal groups in the northern part are the settled farmers of Ovambo, Kavango and Caprivian (Lozi) in the central part, the herders of Herero/Himba, Damara and Nama. Other ethnic groups are mixed race ("Colored" and Rehobot Baster), white (Afrikaner, German, and Portuguese), Bushman, and Tswana.

The following section of this study provides a brief demographic, socio-economic and political profile of the country. Data is drawn from Namibian Population Projections 1991- 2021, Namibia National and Regional Figures, 2000, and the National Planning Commission of Namibia: 2nd Development Plan, 2000.

Population: 1,816,600 (2000 est.)
Population density: 2.2 pers/km² (2000)

Urban population: 32.4% (1997)
Rural population: 67.6% (1997)

Average household size: 5.2 persons (1997)

Table: 3. *Total Fertility Rate by region in 1991 and 1996*

Region	1991	1996	Region	1991	1996
Caprivi	6.7	5.8	Ohangwena	7.7	6.9
Erongo	6.1	4.5	Omanke	6.1	5.5
Hardap	4.9	3.6	Omusati	5.7	4.9
Karas	3.8	3.8	Ostana	5.6	4.8
Kavango	7.1	6.6	Oshana	6.7	6.7
Khomas	4.1	3.2	Otjozondumba	5.7	4.1
Kunene	6.2	5.5			

Table: 4. *Age structure by sex and broad age groups, and sex ratio in 1991*

Age group	Total	% Total	Male	Female	Sex Ratio
All	1,409,920	100.0	686,327	723,592	0.95
0-14	588,387	41.7	292,809	295,578	0.99
15-49	657,768	46.6	318,036	339,732	0.93
49+	163,177	11.5	75,110	88,067	85.8
Not stated	588	0.0	372	216	

Population growth rate

1970-1981, 2.9% per annum

1981-1991, 3.1% per annum

1991-2000 (proj.), 3.2% per annum

Under 5 mortality rate, per 1,000

114 in 1980, and 112 in 1998

Life expectancy at birth, 1998

Male: 54 years

Female: 55 years

Social indicators

Prevalence of child malnutrition: 26% of children under 5 years in the period 1992-98

Population below the poverty line (survey year 1993, international poverty lines)

Population below 1 US\$ a day: 34.9%

poverty gap at 1 US\$ a day: 14.0%

population below 2 US\$ a day: 55.8%

poverty gap at 2 US\$ a day: 30.4%

Tourism is main economic sectors responsible for economic growth.

The Namibian currency is the Namibian Dollar (N\$) divided into 100 cents. Namibia has adopted a mixed and open economic policy in which free enterprise plays a major role.

The Namibian Dollar is linked to and on par with the South African Rand (R), which is also a legal tender in Namibia.

Health

Public expenditure on health, 1990-98: 3.8% of GDP

Access to improved water source, 1990-96: 57% of total population with access

Access to sanitation, 1990-96: 34% of total population and 77% of population in urban areas with access.

Languages spoken

Bushman 27,229 (1.9%); Caprivi 66,008 (4.7%); Herero 112,916 (8.0%); Kavango 136,649 (9.7%); Nama/Damara 175,554 (12.5%); Oshiwambo 713,919 (50.6%); Tswana 6,050 (0.4%); Afrikaans 133,324 (9.5%); German 12,827 (0.9%); English 10,941 (0.8%); other European languages 5,298 (0.4%); other African languages 8,291 (0.6%); other languages 647 (0.05%); and not stated 267.

Literacy

Literacy rates for the population, 10 years and over are provided in Table 5. Literacy is defined as the ability to read and write in any language with understanding. This means that a person, who can write but not read or read but not write, is regarded as illiterate.

Table: 5. *Population by literacy status, 1991*

Literacy status and sex	Total		Urban		Rural	
	No.	%	No.	%	No.	%
Total literate	765,287	76.6	269,913	90.3	495,374	70.8
Total illiterate	232,568	23.3	28,783	9.6	203,785	29.1
Male literate	374,184	77.7	138,643	90.4	235,541	71.8
Male illiterate	106,809	22.2	14,500	9.5	92,309	28.1
Female literate	391,103	75.0	131,270	89.1	259,833	69.9
Female illiterate	125,759	24.9	14,283	9.8	111,476	30.0
Population 10 years and over	998,436	100	298,904	100	699,532	100

Constitution and Politics of Namibia

The Constituent Assembly of Namibia, 1990, produced a constitution which established a multi-party system and a bill of rights. It also limited the executive president to two 5-year terms and provided for the private ownership of property.

The three branches of government (Executive, Legislative and Judiciary) are subject to checks and balances, and a provision is made for judicial review.

The constitution also states that Namibia should have a mixed economy, and foreign investment should be encouraged. While the ethnic-based three-tier South African-imposed governing authorities have been dissolved (these were native homeland authorities), the current government pledged for the sake of national reconciliation to retain civil servants employed during the colonial period. The government is still organizing itself both on a national and regional level.

The Constituent Assembly converted itself into the National Assembly on February 16, 1990, retaining all the members elected on a straight party ticket. The judicial structure in Namibia parallels that of South Africa. In 1919, Roman-Dutch law was declared the common law of the territory and remains so to the present.

Elections were held in 1992, to elect members of 13 newly established Regional Councils, as well as new municipal officials. The regional and local authorities election were held on the 16-17 April 1994, and the National elections were held on 31st November to 1st December 1994. This process take place every five years. Two members from each Regional Council serve simultaneously as members of the National Council, the country's second house of Parliament. The South West Africa People's Organisation (SWAPO) is the ruling party.

2.2 BACKGROUND ON THE NAMIBIAN POLICE FORCE

2.2.1 Historical Background

The German “Kaiserliche Schutztruppe” as part of their overall responsibilities did the first formal policing in the country from 1817. However, on 1 March 1905 the first police force was established in the form of the “Kaiserliche Landespolizei für Deutsch Südwestafrika”. During 1907, this force reached an establishment of 400 members and during the same year, it took delivery of its first motor vehicle. However, the horse and camel remained for years the standard means of transport. Camels were mostly used at places like Stampriet, Tsinsabis and Witdraai. The last group of camels was withdrawn from service just after the Second World War. (The Namibian Police history, Ministry of Basic Education and Culture, National archives, 2001:2).

The period of policing by the “Landespolizei” ceased with the South African invasion during the First World War, whereafter policing again fell within a military formation. Five regiments of the South African Mounted Rifleman stayed in the country and assumed policing duties after the withdrawal of the South African Main Force. In the meantime, the recruiting of a Military police force commenced in Bloemfontein, South Africa and during February 1916, the new force took over the policing function with 52 officers and 1100 other ranks.

In addition, during 1916, a Training Center with 16 instructors was established for training of the members who were mostly young and inexperienced. (Namibian Police History, Ministry of Basic Education and Culture, National archives, 2001:3). They were subjected to a five months intensive training course.

After the First World War and the establishment of the South African mandate in Namibia, the military police force was disbanded on 31 December 1919 and the members were taken up in the South West African Police Force. A detective unit was established during May 1920. During 1939, the South West African Police Force was disbanded and the policing responsibility was taken over by the South African Police. On 1st April 1981 the policing function was transferred by the South African Police to a newly established South West African Police Force, still governed and regulated by South Africa. On 21 March 1990, the country became independent and, together with the newly born Namibian nation, a new Namibian Police Force was established. The present Namibian Police force was established by Act 19 of 1990 of Parliament. Its manpower strength stood at 11 333 as of June 2003.

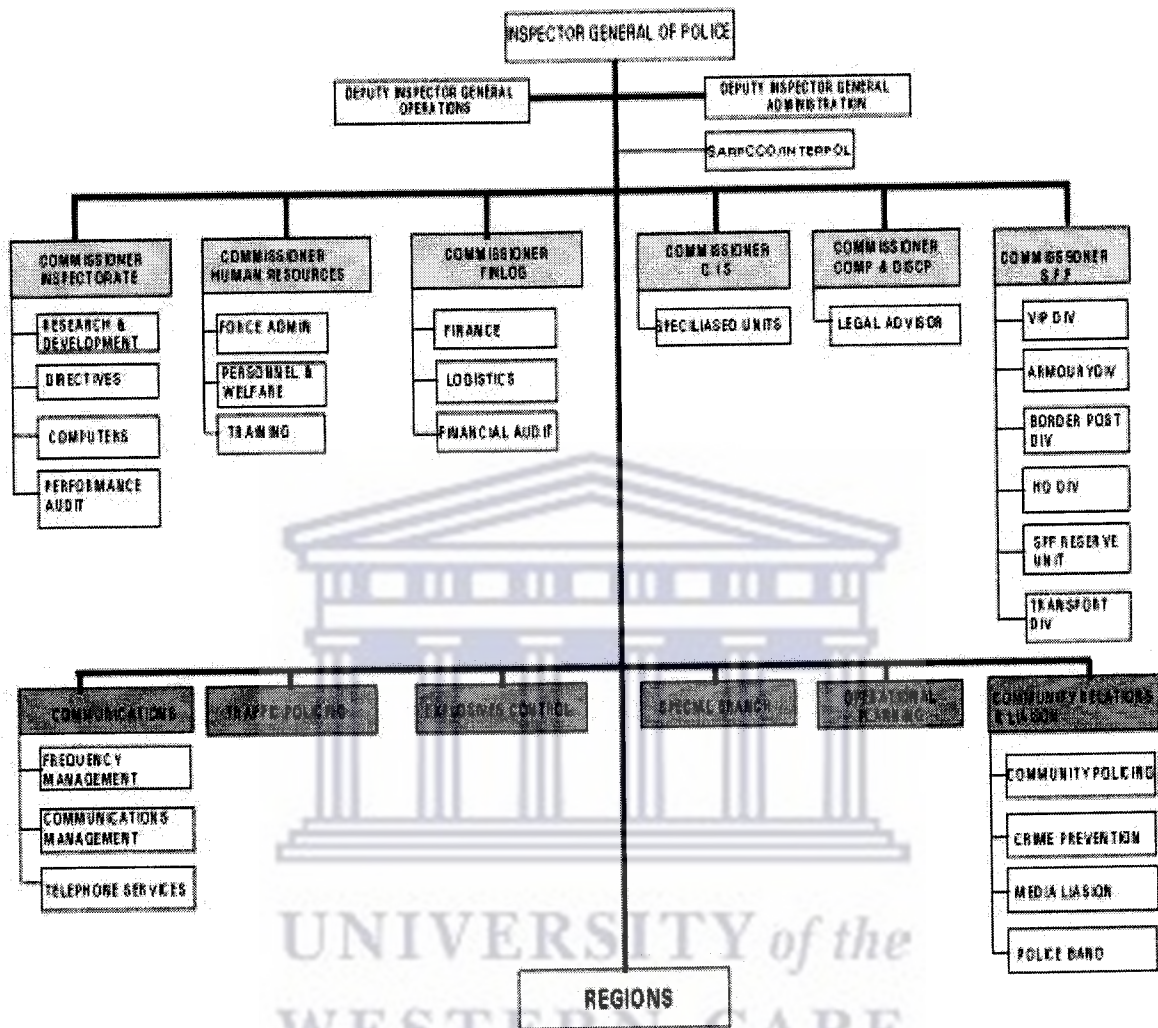
After 1990, many experience officers from the former South West African Police resigned based on the believe that they will not have a career in the new police. This had a very severe impact on the administration and other functions of the new police force.

2.3 ORGANIZATIONAL STRUCTURE OF THE NAMIBIAN POLICE

All the functions of the Namibian police force fall under the Inspector General's office. Heads of Divisions forms part of the senior management. This includes the Regional Commanders. However, they only sit once a year for strategic planning and review of issues affecting the Force. The Inspector General delegates authority to the Regional Commanders to take decisions and manage the administration and operation duties in their respective regions. The Namibian Police has 13 police regions. The administration of these regions is directly linked to the Inspector General's office. The structure of the Namibian Police is provided in Figure 2, page 46.



Figure: 2. Organizational Structures of the Namibian Police



(Source: Namibian Police Policy Directives: 2001)

2.4 RANK STRUCTURE AND CHAIN OF COMMAND

The rank structure and chain of command of Namibian Police is described in Table 6 below.

Table 6: Namibian Police Chain of Command, (ranks are in order of seniority)

Rank	Management Level
Inspector General	Top Management level
Deputy Inspector General	
Commissioner	
Deputy Commissioner	
Chief Inspector	Middle management
Inspector	
Warrant Officer (class 1)	Lower management
Warrant Officer (class 2)	
Sergeant (class 1)	
Sergeant (class 2)	
Constable	
Student- constable	

(Source: Namibian Police Inspectorate Planning document: 2003)

The Namibian police Force is in the process of gender balancing for fair representation of all personnel. Information on gender representation in management is provided in Table 7.

Table 7: Namibian Police Management By Gender

Rank	Gender		Management level	Total
	Female	Male		
Inspector general	0	1	Top management	1
Deputy I G	0	1	Top management	1
Commissioner	0	8	Top management	8
D/Commissioner	2	24	Top management	26
C/Inspector	5	68	Middle management	73
Inspector	42	131	Middle management	173
Warrant Officer 1	55	159	Middle management	214
Warrant Officer 2	44	76	Low management	120
Sergeant 1	124	352	Low management	476
Sergeant 2	172	331	Low management	503
Total	444	1127		

(Source: Namibian Police Inspectorate Planning document: 2003)

The personnel strength the Namibian Police management stands at 1595 as of June 2003. Out of this number, 444 are female officials mostly in the lower management, 47 in the middle management and 2 in the top management. This is 27.8% of the Namibian Police management.



CHAPTER THREE:
HUMAN RESOURCES MANAGEMENT AND DEVELOPMENT IN
THE NAMIBIAN POLICE

3.1 INTRODUCTION

This chapter examines current policies on human resources management in the Namibian Police, particularly in relation to:

- Recruitment
- Basic Training
- The filling of vacancies and
- Staff Development

First, however, the chapter situates this analysis within the broader Human Resources policies established by the Public Service Commission of Namibia.

3.2 PUBLIC SERVICE COMMISSION POLICIES ON HUMAN RESOURCES DEVELOPMENT (HRD)

3.2.1 Introduction

The Public Service Commission of Namibia (PSC) is the agency responsible for the formulation of policies regarding human resource management and development of all personnel within the public sector. The Namibian Police Force conforms to the rules and regulations issued by the PSC.

The Government of the Republic of Namibia recognizes that its staff are its most important asset and therefore wishes to encourage them to develop skills, competencies and abilities for the benefit of the Public Service. The Government further recognizes that effective training can only take place when matching resources are properly planned and budgeted, for example training personnel, equipment, facilities and material, and that training is carefully planned, properly coordinated and sustained at all levels. The Public Service Commission has to ensure that training and all development takes place within the parameters laid down by the government in policies and legislations.

The PSC does not determine the nature of the submissions forwarded by the Police on Human Resources Development matters. Instead, its functions are to check whether these submissions are in line with the government policy on training and development and that they are in conformity with the police act and regulations. Upon such review the PSC then endorses and approves such recommendations. PSC policy thus serves as a guideline for the formulation of NAMPOL's policies. Police policy cannot be put in practice before it has been approved by the PSC.

3.2.2 Career development policies for the law enforcement agencies

The Directorate Human Resources Development at the Public Service Commission Office is responsible for managing all public service training. This includes the provision of training, the conducting of examinations or tests, in such subjects, including languages, as may be required for any appointment, promotion or transfer to or in the Public Service.

As stated earlier, the Training Policy of the Public Service Commission of Namibia serves as a guideline for the career development of the Namibian Police. Career development for civil servants in the form of training can be seen as the systematic process of changing the behaviour and/or attitude of employees in a certain direction to increase goal achievement within an organization, as opposed to education which may be defined as activities aimed at developing the knowledge, moral values and understanding required in all walks of life.

“The necessity for training and development of the Public Service personnel is that they are responsible for rendering efficient services to the people of Namibia. They should not only be committed to their tasks but should also be well informed and trained to be functionally effective. Employees are expected to keep abreast of relevant development affecting the organizations (Offices/Ministries/Agencies) within which they operate.”
(Training Policy of the Public Service of Namibia, July 1999).

Therefore, the role that training can play in enhancing performance in organizational and national development cannot be over emphasized. In instances where Offices/Ministries/Agencies do not develop training plans consistent with their organizational and individual staff member’s needs, training efforts are unsystematic and unfocused and tend to be unproductive and not conducive to sustainable national, organizational and individual performance.

Since no employee is fully equipped for his/her task solely through pre-service education and training, all employees have to participate in a continuous programme of training and development.

“ It is the responsibility of supervisors at all levels to identify both the developmental needs of their staff members and ways to meet them. Supervisors will therefore have to measure the competencies of their staff members against the post requirement needed for the mastering of the job.” (Training Policy of the Public Service of Namibia, July 1999).

It is vital that a supervisor clearly identifies each staff member's needs against the general functions of the department in which the staff member works. Any shortfalls in competencies and attitudes need to be addressed by means of an efficient, differentiated and integrated training programme, differentiated to the extent that it meets the development needs of the individual and not only those of a group because it eventually needs to link up with a training programme which meets the requirement of the office.

Since the duties of the staff member change every now and then and training needs have to be assessed regularly, supervisors are required to draw up and continuously revise training and development programme for each of their staff members.

These programmes should meet the administrative and functional development needs of staff members as well as the ways to meet these requirements.

“The overall objective of the Directorate of Human Resources Development at the Public Service Commission is to advise on the approaches to the strategies for the formulation and implementation of integrated national policies and programmes regarding Public Service training and development.” (Training Policy of the Public Service of Namibia, July 1999).

3.3 HUMAN RESOURCES MANAGEMENT POLICIES AND PRACTICES AFFECTING THE CAREER DEVELOPMENT IN THE NAMIBIAN POLICE

3.3.1 Introduction

How human resources are treated in an organization depends upon the philosophy of the organization towards human resource management. Because the entire administration of the Namibian police is based on the chain of command, promotion through the ranks is not fairly presented, resulting in some of the best officials in the force resigning or opting for interministerial transfer and moving on to other government departments, where they foresee advancement in their career. Every year since 1998, between 184 -200 police officers resigned or transferred to other ministries. (Namibian Police Annual Reports: 1998 – 2003).

Although improved policies have been added to the Police Act 19 of 1990, such as the acknowledgement of qualifications obtained from tertiary institutions, the main concern is the implementation of these policies in order to make the police profession more of a career. This section of the report presents and reviews the career stages from recruitment, training, placing of personnel, and promotion within the police force.

3.3.2 Recruitment and Selection

Recruitment is a basic human resource function, which immediately precedes selection. Its purpose is to pave the way for the selection procedures by producing, ideally, the appropriate number candidates who appear to be capable either of performing the required tasks of the job from the outset, or having the ability to do so within a period of time acceptable to the employing organization.

Efficient recruitment of staff may be described as knowing what resources are warranted, what resources are available, and where and how they may be found. The recruitment division at the National Police Head Quarters in conjunction with the Public Relation and Liaison Division will announce the recruitment information through the Media. Information may also be obtained at the nearest Police Station.

All interested persons who meet the requirements are then registered and thereafter sit for: -

- (a) Aptitude Tests;
- (b) Interview;
- (c) Physical Test;
- (d) Blood Test / Medical check-up (T.B., High Blood pressure etc.)
- (e) Scrutinizing of criminal records.

The Recruitment Board assesses the merit and fitness of the applicants and recommends suitable candidate to the Inspector General for appointment. The Inspector General of the Namibian Police appoints persons who are fit and qualified to be members of the force.

The entry age requirement in the public service of the Republic of Namibia is 18 to 25.

Over the age of 25, the person should have a recommendation supporting his/her application and explaining why he/she is applying beyond the required age. This applies whereby the person was a student at a tertiary institution, or where a person is to be appointed on the basis of affirmative action from the previously disadvantaged groups (for example, through the Barakwan Project of 2002, which was designed to ensure that all the tribes in Namibia are represented in the national police force). In other instances the Inspector General uses his prerogative to appoint anyone who possesses the potential and ability to serve in the Namibian Police Force. The latter applies mostly whereby the

person is appointed to a higher position rather than at the entry stage post (Namibian Police Guidelines on Recruitment 2002: 3).

In its recruitment policy, the Namibian Police follows an equal opportunity policy, to include Namibian citizens in its structure, especially those from previously disadvantaged groups. In some cases appointments were made by political decision of the Cabinet.

These included:

- Ex-fighters
- Former security guards from the ministry of works transport and communication
- Members of previously disadvantaged tribes, under the tribal inclusion policy

As part of its recruitment policy, the Namibian Police is in the process of gender balancing its personnel at all level starting at the recruitment stage. Information on gender representation at all management levels can be seen in table 7, on page 48. In the case of the integration of the ex-combatants, the number of female personnel is dominant which is a very good indication that progress is being made in that regard.

In terms of academic entry requirements, grade 10 (the final grade is 12) is still the entry grade in the public service and this includes the Namibian Police. When sorting out applications, the recruitment office rates the applications from the highest qualified to the least ones. However, all these applicants, provided they meet the requirements, enter the police service at the same entry rank since the police are recruiting for police officers not

for specialist. The most educated ones will be considered for different responsibilities after undergoing basic police training.

3.3.3 Basic Training and In-service Training

Applicants who took police courses at tertiary institutions have an advantage during the selection process, but they too still have to go through the interview and basic training process. No special preference is given to these officers during the career guidance by the recruitment office since all of them are entering a new profession at the same level. The preference in terms of qualification will come after the probation period, which is twelve months. The recruitment office provides career guidance to the applicants on the programs in the Namibian Police and the available opportunities in advancing in their police career.

The Police Force offers opportunities for its members to study further whilst still employed to have a variety of choices in the fields they wish to follow within the policing environment. The policy of the Government, which also applies to the police, is to encourage employees to engage in further study. Assistance for this is provided by each department through the granting of study leave on 50/50 basis. The government provides equal days of leave to the employee's leave, e.g. if the employee is having 50 days of leave and wants to go for further study, the government will give an additional 50 days. This is fully paid study leave with the condition that after completion the employee will come back to work for the government on the ratio of two years for each year of study. All this is part of the career guidance at the entry level in the Namibian Police.

The recruitment office has constantly advocated with NAMPOL's HR head office to link the recruitment office with the career development office so that they can monitor the career stages of the employees from the entry level. In addition to the input on career needs and stages, the recruitment office continuously conducts career exhibit fairs to pave way to people interested in joining the police force. This should be followed by the evaluation of the member's performance throughout his/her career.

To harmonize the basic entry requirements, literacy programs are conducted to raise the basic academic standards and career prospects of the police. Due to limited funds and space, the program cannot accommodate a large number of personnel at the same time. Though the intake number per program is limited to 180 candidates per intake, this program is progressing well with the involvement of field training officer working closely with the national coordinator for literacy program in all the regions. The office for the national literacy program carries out the certification after the trainees pass the exam. The department of the examination, Ministry of Education, accredits this certification. Once an employee has completed the course (program) he/she can advance to the next level/stage. The selection of the employees to attend the literacy programs is well co-coordinated to make sure that individual needs are prioritized and that all are given equal opportunity to progress through their the career stages. One component of this literacy program is the introduction of basic policing procedure aspects in policing to make members multi functional in all the policing areas, so that they can become professional police officers.

This brings the literacy balance within the levels/stages within the police rank structures. The monitoring of the literacy programme is carried out through the continuous administration of the Staff Appraisal System to make sure that members career needs are addressed accordingly.

Modern technology aspects have also been identified as one of the area where the Namibian Police employees require more training. This is mostly the case with the specialized units, for example the Commercial investigation unit, Scene of crime unit, Serious crime unit and Finger print unit where technical activities are carried out. As this is the age of technology for any organization to prosper, its personnel should be equipped with the appropriate technical know how.

3.3.4 Filling of Vacancies

The Namibian Police has a policy on the filling of vacancies. According to this policy, there are a number of ways in which vacancies can be filled. First, the work performance and the qualification attainment of the candidate have to match the entry requirement of such vacancy. This approach is normally used where the candidate will be appointed for the vacancy while holding the same rank. The second approach is through promotion based on the academic level or the long service record. The third approach is through the provision of in-service training to certain staff members on the basis of information obtained from their appraisal forms and based on their performance during the training.

This is evaluated to determine whether the career needs for a specific employee have been addressed by such training. According to the Deputy Commissioner, Human Resources Division at the National Head Quarters, it has also been noticed that most of the staff members at the entry level or stage perform well but when they are promoted to the next stage they lack leadership and management skills. Therefore, this is one of the areas where career development is needed. This will not only address their career needs but enable them meet the criteria of the entry requirements should a vacancy occur.

Apart from the specialized Units (Units that perform technical investigations), the current personnel, through the appraisal system, are of different educational backgrounds because of the apartheid legacy during the colonial time. There are some police officers who were appointed through political peace projects, e.g. the integration of the ex-fighters, irrespective of their educational attainments. Problems have often been experienced in developing their career needs, however. To this end, the introduction of literacy programs among the employees has been one of the career development priorities.

In order to advance the career stages of the employees through the filling of vacancies, the HR department is in the process of reviewing its career development section in order to ensure that weak areas, such as leadership and management and computer literacy, are identified and addressed appropriately. As part of this process an increasing emphasis is being placed on training and development. This includes the revision of the staff appraisal system and the review of the training curriculum at the Police Training College.

According to the Namibian Police's vision 2030, the Namibian Police manpower strength should stand at three times more than the current strength of 11 333 as of June 2003. This will be achieved through continuous recruitment and addressing the employees' needs when filling the existing vacancies according to the approved department's five-year plan. Therefore, this will go hand in hand with the addressing of the identified problem areas of training e.g. literacy, leadership and management and the technological aspects for the Namibian Police to be one of the best professional police organizations by 2030.

The HR division's approach to address the career needs of its employees is two fold; (1) giving in-service training before an employee takes up the new post (2) promoting the employee and give them in-service training. The latter is where the official is given the background of the job description of the new position. This is done where there is a very critical need to fill that vacancy. Another strategy in the first approach is to identify and address the career needs and the training of various staff from different levels or stages to prepare them for future responsibilities within the organization. These makes it easy for the Police to appoint a suitable candidate should a vacancy exist. In this process of identifying the career needs, the field-training officer or the official responsible for career development carry out work assessment every three months whereby the identified area will be addressed immediately. This is a decentralized policy and it is carried out countrywide in all the police regions. Apart from the training by the field-training officer, the recommended staff will be sent to the police training college for advance courses in the area where training is needed.

The integration of the ex-combatants in the police structures included officers with different educational background, those with tertiary qualifications as well as those who were trained as professional police officers before independence. Those mentioned above with tertiary qualifications will climb the stages through the normal academic stream if they meet the promotion criteria or requirements. However, for those who lack tertiary qualifications, their career stages are evaluated through the service stream, service period and experience, before they are appointed or promoted to the second stage, the next rank, provided that they have accumulated extensive experience and know how needed for both administrative and functional policing.

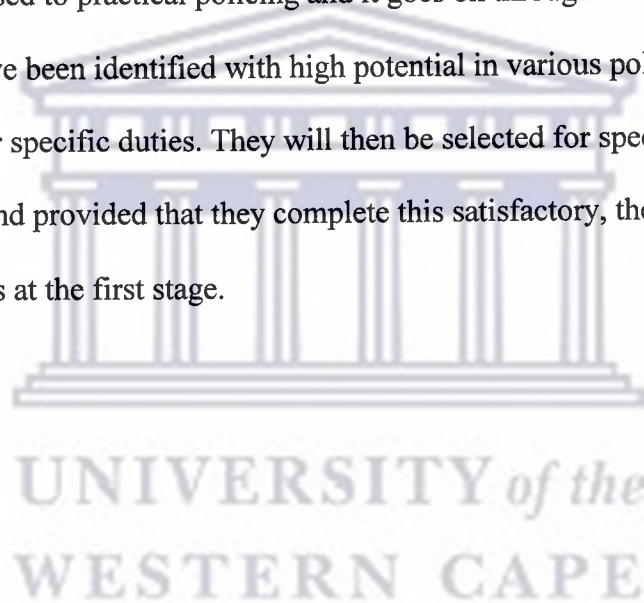
Gender is also playing a major role when it comes to career stages and training. The Namibian Police follows government policy towards gender equity, and therefore continuously appoints female personnel in different ranks of the police force (see page 48). Since the career stages in the Namibian Police take the form of promotion through the filling of vacant post, there are some setbacks, however, when it comes to female employees. If the post to be filled is only suitable for a certain gender in relation to the natural environment (for example a vacancy at the border post with inadequate facilities or living condition), this will not necessarily be suitable for a female candidate despite the fact that she possesses the necessary skills and knowledge of the vacant job.

However, under normal circumstances, gender does not play a role. Similarly when it comes to age and qualification, a candidate who possesses high potential and qualification(s), may not necessarily qualify for a given vacancy.

The criteria used to determine the manpower strength and career needs when deploying personnel are carried out on the basis of the community needs at the given station.

The availability of facilities and the gender balance also plays a major role when it comes to the overall training of personnel whether it is for basic or advanced training.

After basic training a follow up is done by various career development officers in order to determine the interests and potentials of the new employees and to identify the areas where training is needed. This is carried out during the probation period after the new recruit has been exposed to practical policing and it goes on through different levels or stages. Those that have been identified with high potential in various policing fields will then be earmarked for specific duties. They will then be selected for specialized training whereby latter after and provided that they complete this satisfactory, they will then be attached to such Units at the first stage.



3.4 STAFF DEVELOPMENT PROGRAMMES

3.4.1 Introduction

A survey conducted towards the end of 1999 by the Inspectorate Department revealed that the Namibian Police had a shortage of qualified personnel in certain key specialized areas, such as technical and commercial investigations relevant to police functions. The survey also indicated that those employees that were attempting to pursue tertiary studies on their own had little success in doing so, as finance was hardly available to fund the cost of their studies. Employees that wanted to study full time at Universities were required to resign or opt for unpaid leave when their leave days could not take them through the duration of the specific course. As a result, a Staff Development Programme was introduced to put in place a mechanism that promotes the improvement of qualifications by the Namibian police personnel in different areas. The main objective of this programme was to provide avenues and opportunities to qualifying and committed staff wishing to pursue further studies.

“The SDP during the course of 2000 had series of meetings with the Ministry of Higher Education, Training and Employment Creation that subsequently culminated in the approval for the Police to enjoy a special allocation of scholarship/bursaries each financial year” (Staff Development Annual Report: 2001).

3.4.2 Field of Studies

In 2000, the Staff Development Programme Committee, in consultation with various Divisions such as Finance and Training, carried out a survey and assessment of training to determine the needs of the Force, with regard to the academic attainments of the personnel. An analysis was made to determine which fields lacked qualified personnel. It was decided that only courses /fields of study relevant to policing would be considered for the purposes of study leave and financial support.

During this process, the Namibian Police had noted that modern policing is no longer about having members in the streets doing patrols, but it has become sophisticated with the advent of technology in particular the information technology and cyberspace crimes. Equally important is the fact that certain uniformed personnel are now performing functions that were previously performed by civilians. These include amongst others finance, engineering, radio communication technicians, information technology, research, project planning and management etc. The Staff Development Programme committee selected the following fields of study for priority attention:

- Police Science and Police Management
- Law-with specific focus on criminal justice
- Human Resources and Public Administration
- Information Technology
- Finance/Commerce/accounting

The Staff Development Programme also made provision for courses that might be deemed relevant in the future as the Force expands and establishes more specialized Units such as a Statistics Unit which will be responsible for the collection and compilation of the statistical data and analysis for the police use. An evaluation mechanism has been put in place to continuously assess and determine the needs of the Force on a yearly basis so that the SDP can refocus its priorities based on those areas that might be deemed essential to have skilled personnel in such fields.

The traditional approach in the past only required the police officer to have basic knowledge of the criminal justice system. With the advent of modern days policing, the use of sophisticated technology, and the increase sophistication of crime, specialization in certain law fields has become necessary. Some employees currently studying fulltime at tertiary institutions are pursuing courses that in the past were not deemed relevant to policing, such as Geography and Map-reading and Psychology.

In consultation with all line Divisions of the Namibian Police, and within the context of the needs identified through the process of needs assessment, the Staff Development Policy (SDP) determines the number of intakes per fields of study. The SDP takes cognizant of the staffing requirements and needs in line with the approved Five – Year Personnel Development Plan: 2000- 2006. Graduates will be developed at the Units/Offices where their expertise is required and where such vacancies exist. This is carried out through the submission of names of graduates to different Divisions which will indicate the need for staffing of the graduates according to their areas of expertise.

Table 8 provides details on the tertiary courses currently approved by the Namibian Police, together with the number of students enrolled on them.

TABLE 8: Employees currently studying under the SDP Programme

Number of employees	Course	Institution	Duration
10	LLB degree	University of Namibia & Western Cape	2002-2005
01	B Business Admin	University of Namibia	2002-2005
01	Diploma Public Admin	University of Namibia	2002-2005
01	M Tech Policing	Tretonia Technion	2003-2004
02	B.A. Hons	University of Western Cape	2003-2005
02	Accounting	Polytechnic of Namibia	2003-2005
02	B Administration	University of Namibia	2003-2004
03	B com (Law)	University of the Western Cape	2003-2005

01	M-Administration	University of the Western Cape	2001-2004
02	Info-Technology	Polytechnic of Namibia	2003-2005
01	BA Dev Planning	University of Namibia	2003-2005
01	B Ed (Adult)	University of Namibia	2003-2005
01	B Science (Hons) Geograph	University of Pretoria	01-01-2002 to 31-12-2002
02	LLB Com Law	University of the Western Cape Peninsula	2002-2006
01	BTech (Architect)	Technikon RSA	01-01-2002 to 31-12-2002
Total: 30			

(Source: Staff Development Programme, 2002-2003 annual and quarterly reports)

Four employees have graduated under the SDP and are currently deployed at the different Units. Their performance is being evaluated and their progress is being assessed to ascertain whether the SDP programme has been effective. This is carried out through Performance Progress Assessment by the Head of Departments under whom the graduates are placed.



CHAPTER FOUR:
**SURVEY ON INDICATORS THAT AFFECT THE CAREER
DEVELOPMENT NEEDS OF NAMIBIAN POLICE PERSONNEL**

4.1 INTRODUCTION

The Namibian Police is committed to the development and maintenance of competent police officers. The job satisfaction of these employees is crucial to the overall effectiveness of the organization. However, before developing initiatives to inspire and motivate, there must be sufficient information on the level of job satisfaction prevailing among the current employee of the Namibian Police. This survey therefore seeks to gather such information that can be used by the management to make sound decisions, in addressing the career needs of the employees.

In order to develop an in-depth analysis of the main problems affecting the career development needs of the Namibian police personnel, the author conducted a survey of selected police officers from each division of the force. Due to time constraints, the survey was only conducted in one region out of the thirteen regions. The region selected, Khomas region, is where the Namibian National Police Head Office is located and this made it possible to obtain the views of members from the top to the low management level. The survey was conducted primarily by means of a questionnaire and face-to-face interviews. As the author is also a serving officer in the Namibian Police, the findings from these two instruments were complemented by direct participant observation.

The main focus of the questionnaire and interviews was on key problem areas identified through the study. These included:

- Work itself
- Rewards (Pay, Promotion, Recognition)
- Working conditions (accommodation and transfer)
- Educational attainment and other training
- Supervision
- Job satisfaction
- Co-Workers

Questionnaires

The questionnaires were administered to six officers in total, chosen by random sample, two from each of the three career stages.

Career stage I

This refers to officials who have served in rank for three years or less and this included officers who just join the force. The rank breakdown is from Constable to Warrant Officer. This includes those that hold posts at the low management level.

Career stage II

The selected samples refer to the officers serving more than three years in the same rank. Some of the respondents in this category are on middle management level. Here the rank portfolio is from Inspector to Chief Inspector.

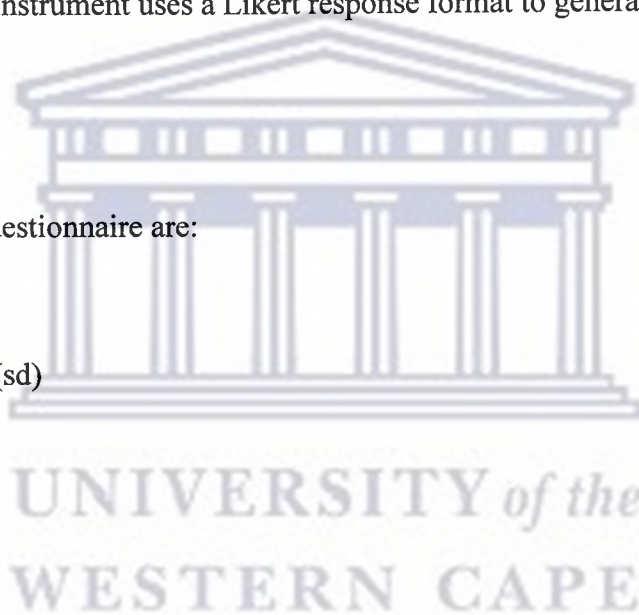
Career stage III

This includes officers within five to ten years of their retirement and are in the force for more than ten years, and are on the senior management level. At this stage the rank portfolio is from Chief Inspector to Commissioner.

The questionnaire was based on the Minnesota Satisfaction Questionnaire (MSQ) developed by Weiss et al (1976) which is one of the most popular scales for measuring job satisfaction. This instrument uses a Likert response format to generate satisfaction scores.

The ratings used in questionnaire are:

- 1 – strongly disagree (sd)
- 2 – disagree (d)
- 3 – undecided (u)
- 4 – agree (a)
- 5 – strongly agree (sa)



The findings for the questionnaires are outlined in section 4.2 below. A copy of the questionnaire is included as Annexure A of this study.

Interviews

Each division of the force was included in the interviews, including the specialized units. At the Head Office a selected sample of officers of all ranks were interviewed, including those from the senior management level. This gave a total sample of thirty from the administration functions and fifteen from the specialized units. The ranks of the officers interviewed are: Commissioners, 1; Deputy commissioners, 2; Chief inspectors, 4; Inspectors, 6; Warrant officers, 5; Sergeants, 8; Constable, 19. Out of this number 12 respondents were female officers. These officers were selected by random sample and by the position they occupy within the specific divisions.

The findings of the interviews are provided in section 4.3

4.2 QUESTIONNAIRE FINDINGS

4.2.1 Introduction

The sections below focus on the findings of the questionnaire which was completed by two officers from each of the three career levels. Where appropriate, however, additional information from the interviews and participatory observations are also included in this section.

4.2.2 Work Itself

The career stage I employees feel that their work provides interesting challenges but they are not sure whether their work provides them the opportunity to realize they full potential. The respondents further indicated that they are not provided with sufficient opportunities for advancement and they felt that their authority, responsibility and job descriptions are not clearly defined. Out of seven respondents (the additional five respondents views are from the interview sessions), three were female officers, and they feel that advancement opportunity is given more often to their male counterpart.

At career stage II, the respondents have more than three years of work experience and have people under their supervision. They felt that work provides many interesting challenges and that their full potential is being realized, presenting a very good opportunity for advancement and promotion. However they indicated that their authority, responsibility and job description is not clearly specified.

With respect to stage III, one of the respondents, a female, felt that the work is not providing her with many challenges and does not provide the opportunity to realize one's full potential and that there is little opportunity for career advancement. The other respondent felt that the job gives the feeling of self-fulfillment and provides a great deal of variety of work and that authority, responsibility and job description is clearly defined.

4.2.3 Rewards (Pay, Promotion, Recognition)

Career stage I respondents felt that the salary is not commensurate with the type of work they perform and that they have little knowledge of how promotion works and think the current system is not fair. Feedback is not always given to them on the evaluation of their performances in order to improve or go for advance training. They also strongly disagreed with the current Performance Appraisal System. They indicated that the Performance Appraisal system is not carried out every six months, as it is suppose to be according to the police regulations. One of respondents indicated that, since his appointment to the Namibian Police, no performance appraisal meeting had been conducted between him and his supervisor.

With respect to career stage II, the results shows that both respondents felt that their salaries are not at the right level for the type of work they are performing. Both respondents are from the administration divisions at National Police Headquarters. They indicated that they do not fully understand the way in which promotion is determined and were clearly dissatisfied with the way merit and promotion plans of the Police are carried out. Both respondents indicated that the “current promotion policy” that was supposed to be a guideline for promotion clearly set out the procedures to be followed by supervisors. They indicated that, should a vacancy exist, supervisors were supposed to recommend members working under their command based on the following: a member should at least meet the minimum of three years of services, have both the practical as well as the administration skills pertaining to that vacancy. Respondents also indicated that one of

the most important requirements is the educational attainment by the member whether its qualification from tertiary institutions or advance police courses in different policing fields. They further agreed that members with these qualifications were supposed to get the first priority for promotion, then those promoted due to the length of service in the force. Although this was supposed to be the procedural policy, respondents felt that the promotion board does not always apply this policy, which resulted in promoting a member who is not qualified for such vacancy.

In the interviews, six female respondents, at career stage II from the administration divisions at the National Headquarters, indicated that in the regions there are more opportunities of promotions and transfers and that members in the regions have the opportunity of rotating from one division to another therefore gaining more experience in policing field. They indicated that at the Headquarters they are only exposed to specific area of policing which makes it difficult to meet the promotional requirements of vacancies at different divisions. They felt that most of the time it is only their male colleagues that are promoted, despite the fact that both male and female officers carry out the same tasks. Out of the six female respondents, only one is an Inspector (table 9, page 79). They indicated that despite the fact that they have served for the minimum five years, completed the entire requirement for promotion and passed advance police management and supervision courses, they were still overlooked for promotion. They therefore felt that the promotion system was unfair and that many supervisors tend to favour their male colleagues when it comes to promotion. They also felt that they were

not provided with a satisfactory explanation from their supervisors as to why they were not considered for promotion.

Table 9 provides information on the length of service, qualifications and the dates of previous promotions with respect to the six female officers who were interviewed as part of the survey.

TABLE 9: Female respondents – length of service and qualification since last promotion

<i>Rank</i>	<i>Number of respondents</i>	<i>Qualification</i>	<i>Length of service</i>	<i>Last promotion</i>
Inspector	1	Staff officers course Diploma human resources	12 years	4 years
Warrant Officer	1	Supervision and management course Diploma public administration	9 years	3 years
Sergeant	4	Supervision and management course	8 – 11 years	5- 6 years

The respondents at career stage II agreed that the Performance Evaluation System in the Police does not reflect the performance level of the employee since the system is not carried out on a regular or continuous basis, and areas of weakness raised for improvement are not always addressed accordingly. Respondents indicated that issues raised during the appraisal session, were supposed to be followed up by the immediate supervisor by recommending the subordinate to attend further training in the areas identified during the appraisal system sessions. This, according to the respondents was supposed to be reflected in the next staff appraisal session after six months to indicate whether such member had improved his or her performance in those identified areas of weakness. The respondents indicated that this is not done because supervisors are “apparently having lot of other tasks of greater priority” than to administer the staff appraisal system.

On salary and promotion, both of the questionnaire respondents at career stage III agreed that the salary is not at the right level for the type of work that they do. They both felt that there are no fair promotion opportunities since the Performance Evaluation System is not carried out on regular basis to assess the needs of individual employee. They indicated that there is a little chance of promotion since they are occupying key posts at the management level, and their tasks are mainly to oversee the performance of the departments.

It is therefore not always possible to apply for a post at a different department, due to the shortage of personnel. One of the respondents indicated that it has been seven years since he last completed a staff appraisal system with his supervisor.

4.2.4 Working Conditions (Accommodation, Transfer)

Respondents at career stage I felt that the working environment is not conducive for them to perform their tasks effectively. Their main concern related to the office space issue and the lack of manpower at certain division especially at the Human Resources Division. The respondents indicated that their heavy workloads resulted in their being able to focus on the quantity of work to be performed rather than the quality of the end results. They indicated that the force is not concerned about the member's welfare with regard to accommodation and transfers. Police houses are not sufficient to cater for the accommodation needs of the members and at the career stage one level some members cannot afford private accommodations.

The respondents indicated that those members that are allocated police housing often find these houses in bad condition upon their arrival or time of occupancy. Those officers that are married indicated that the place where they are staying does not provide a good environment for their children. Some of these houses are very far from schools and recreation facilities. Factors such as these, they felt, had an adverse effect on their performance and productivity.

Table 10 provides details on the marital status and opinions on accommodation of 19 police officers who were interviewed as part of the survey.

TABLE 10: Respondent's status and opinions on accommodation

<i>Number of respondents</i>	<i>Marital status</i>	<i>Accommodation status</i>	<i>Condition of the structure</i>	<i>Location</i>
13	Single	Police accommodation	8 bad condition 5 suitable condition	3 City center 10 township
6	Married	4 Police flats 2 own accommodation	Bad condition	1 city center 5 township

With regard to transfers, the two respondents who completed the questionnaire (one from the administration and the other from a specialized unit) felt that in quite a number of instances the police or the specific division use the transfer of members as a "punishment move." Members are transferred to a certain station or duty area despite the fact that the expertise they have is not required at these stations. For example, a member of a specialized unit was transferred to a rural remote area where he would not be required to perform such expert activities. The respondents indicated that police officers are not allowed to test or question the validity of such transfers. They also indicated that it would take a transferred member close to a minimum period of three years before the new supervisor recommends him or her for either promotion or attendance at further courses.

With regard to accommodation, the respondents at career stage II indicated that at this stage a member can afford private accommodation and therefore that this did not have a negative impact on the working conditions. Both respondents indicated that in-service transfer is not transparent and, in most if not all cases, the transfer of a member is with immediate effect, without taking into consideration the marital situation of the married members. The respondents indicated that police officers are often not given a fair opportunity to explain their situation, in particular as to why they could not report immediately to their new station when they were transferred from different stations to the National Headquarters. This had an adverse impact on their domestic lives.

At career stage III, both respondents indicated that, at their level, they were happy with the working conditions since they are involved with the decision making process at the high level of the organization. With regard to the accommodation, officers at this level usually qualify for a housing allowance. Those that occupy government houses are staying in upper class suburbs, and therefore accommodation does not affect their working conditions. With regard to transfers, both respondents indicated that they have been occupying the same posts for a period of more than seven years, and it is rare to transfer an officer in his or her last five years of service.

4.2.5 Educational Attainment

At career stage I, two respondents completed the questionnaire and four were interviewed with respect to their educational attainment. The two questionnaire respondents agreed

that their education attainment is sufficient to perform the tasks assigned to them, but felt that more on-the-job training should be given to them in order to perform their tasks even more efficiently. They indicated that they would not like to take up other posts until their in-service training needs are satisfied.

The four interviewed respondents indicated that their job descriptions were not well explained to them and they found it difficult to develop a career path in a specific stream, although it is of importance for them to have experience in different areas of policing. All respondents indicated that despite the fact that they had obtained three year tertiary education qualifications they felt that they were not graded accordingly with regard to their responsibilities and duties. In addition, they agreed that there is a need to attend advanced courses in specific areas of their operation.

Two career stage II respondents completed the questionnaire and three were interviewed. All five indicated that their educational attainments are relevant to their area of operation but expressed the need for on-the-job training through short courses that can able them to perform their tasks more effectively. Although both the questionnaire respondents had attended advanced police courses, they felt that there is a need to attend customer care courses offered by different organizations outside the police in order to improve service delivery. Three of the five respondents indicated that there is no clear career development path for officers with regard to academic attainment and further training which makes it difficult to focus on a specific career path in the organization.

Although their educational attainment was felt to be appropriate for the job to be performed, respondents at career stage III felt that they needed to be given an opportunity to enhance their knowledge base further in the field of management.

4.2.6 Supervision and Job Satisfaction

Both respondents at career stage I agreed that their supervisors are not interested in getting their views of the subordinates in solving problems. Whilst they agreed that personal problems are attended to, they indicated that sometimes it take a while before they received feedback from their supervisors. Respondents felt that due the rank structure hierarchy, reports with regard to grievances have to go through a long chain of different officers. It therefore takes a very long time before a solution can be found to address the issue. This includes issues pertaining to training in identified areas which affects the performance of the member. Both respondents indicated, however, that they are satisfied with their jobs

At career stage II two respondents completed the questionnaire and five were interviewed with respect to supervision and job satisfaction. None of these were satisfied with the level of competence of their supervisors. Supervisors , it was argued, do not make the time to attend to the personal problems of employees that affect their performance. Both questionnaire respondents indicated that the inability to by-pass rank except in very special circumstances made it difficult for proper consultation with regard to their

grievances. Overall, four respondents were satisfied and three were not satisfied with their job.

Respondents at career stage III felt that supervisors often take decision without consulting those that will be affected. Both respondents indicated that the hierarchical rank structure was too rigid, leaving little room for decision-making at the lower management ranks. From an overall point of view, one of the respondents was satisfied and the other not satisfied with their present jobs.

4.2.7 Co-workers

With regard to interaction with other co-workers, the respondents at career stage I agreed that there is little cooperative teamwork and staff members are not provided with sufficient opportunities to interact with one another. Respondents from the administration divisions indicated that their colleagues from the specialized division do not seem to want to interact with them. Members from specialized units display the attitude that “they are better” than the uniform personnel (administration personnel). They are therefore not satisfied with the current interaction with other co-workers.

Respondents at career stage II indicated that there is continuous interaction at this stage due to the “group task” that has to be performed over a long period. Both respondents indicated that they are satisfied with the interaction with other co-workers.

Both respondents at career stage III indicated that they have developed a good interaction with other co-workers over the long period that they have served in the Force. The most frequent interaction is through decision-making meetings and other regular meetings on different issues affecting the force. Although there are often differences in opinion from other co-workers, both respondents were satisfied with the interaction with other co-workers.

4.3 INTERVIEW FINDINGS

4.3.1 Introduction

In addition to the questionnaires, a total sample of thirty respondents from the administration functions and fifteen from the specialized units were interviewed. Those interviewed included:

- 1 Commissioner
- 2 Deputy Commissioners
- 4 Chief Inspectors
- 6 Inspectors
- 5 Warrant Officers
- 8 Sergeants
- 19 Constables

Of this number, 12 respondents were female officers. Respondents for the interviews were selected on the same basis as those for the questionnaire, namely by a random

sample from all three career stages and including both administrative as well as operational staff. The purpose of the interviews was to provide more detailed qualitative information to support the data provided in the questionnaires.

In cases where the score in the questionnaire did not represent a definite answer (for example “I do not know”) with regard to specific questions, the author chose to regard the data gathered by observation during the face to face interviews as more valid than those gathered in answer to more structured questions in the questionnaire. The interviews were semi-structured.

4.3.2 Career stage I

One respondent from the administration department indicated that most of the employees performing administration duties are not carrying out the work effectively, because they are not happy with the way in which their supervisors delegate. Employees find themselves performing work outside their job description, which often causes frustration, and leads to poor performance for the whole division.

Four respondents felt that there are staff members who have been ignored for promotion for long periods. Such staff members, it was felt, often become demoralized, and undisciplined, and frequently stay away from work without proper authorization. Advanced training at this level is not always given to staff members because most of the supervisors assumed that the staff member already know what to do.

Another respondent from the technical and support services indicated that the improvement of the working condition should be the departure point in addressing the career needs for the Namibian Police. This could be done by implementing improved salaries, allowances and benefits for all the employees, review grievances handling procedure, introduce reward for performance and build capacity in resource planning and management.

Respondents indicated that it is vital to ensure continual improvement of performance and competencies/skills for all members by introducing an effective performance management system (appraisal system) that encourages and rewards high performance. The force also has to improve training at all levels, from recruit training to senior management.

4.3.3 Career stage II

Respondents interviewed at this level indicated that the Namibian Police does not pay employees according to their duties and qualification. They also felt that promotion is not handled fairly or equitably. With regard to supervision and delegation, the respondents felt that there are very few senior officials know how to delegate effectively, resulting in the loss of respect from their subordinates.

With respect to accommodation, the respondents felt that only a few facilities are properly ventilated, the rest are not. As a result, they become very uncomfortable during certain times of the year.

With regard to training and staff development, the respondents felt that an effective policy and programme of in-service training in specific duties is lacking at the career stage II level, particularly in the areas of leadership, management, supervision and delegation. The respondents stated that, although they had forwarded requests for further on-the-job training, they had been informed that their needs will be address at the later stage. They therefore felt that their needs with respect to in-service training are not being attended to in a satisfactory way.

4.3.4 Career stage III

The two respondents interviewed are from the training division. Both have indicated that much more should be done in the training field. Some of the officials in this department are dealing with administration, management and leadership, although not all of them have attended training in any of these areas, causing frustration among their subordinates. This does not only hamper progress in their work, but also make it difficult for their supervisors. Proper training should be made available to the identified officials who are lacking knowledge in certain key areas of administration and management. This will not only benefit the individual staff members, but the entire Namibian Police in achieving its

goals and maintaining professionalism throughout all the ranks, therefore promoting the Force's image in the eyes of the community they are serving.



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CHAPTER FIVE:

CONCLUSION AND RECOMMENDATIONS

5.1 CONCLUSIONS

This section of the mini-thesis provides brief conclusions with respect to the achievements and limitations of the human resources development policies and programmes of the Namibian Police, as well as the principle constraints faced by the Police in putting into place effective HRD policies and programmes.

5.1.1 Achievements

From 1990 to 2003, the Namibian Police have achieved a lot in a short period with regard to the recruitment of personnel, from a manpower strength of 5684 to 11 333 as of June 2003. The policy on recruitment includes all Namibians irrespective of their background and race, makes provision for gender balancing in the force, which stands now at the ratio of one female per three male personnel. With respect to senior management, the Force now has two female senior officers holding the rank of Deputy Commissioner, and at the middle management level the number of female personnel is growing, and now stands at forty seven. Although the force integrated a large number of personnel who lacked high academic attainments, literacy programmes have been introduced which have contributed to the service delivery provided by the Force.

Realizing the need for qualified personnel, the Namibian Police has introduced a Staff Development Programme to facilitate the improvement of the personnel's qualifications, including study at tertiary institution level. The Namibian Police has also expanded its police regions from eight at 1990 to thirteen currently. This process has included the establishment of new additional police stations and sub-stations throughout the country. Thirteen police officials have served in United Nations missions abroad and five are currently in Sierra Leone, assisting in the training of that country's National Police Force. The number of officials under training abroad has increased, especially in investigation training.

5.1.2 Limitations

Despite the above achievements, the survey findings detailed in Chapter 4 above reveal a number of important limitations with respect to the Namibian Police's HRD policies and practices. In the first place, it is quite clear from the survey of job satisfaction that many police personnel feel that they are not being allowed or enabled to utilize their full potential. This places a limitation on their opportunities to advance further in their careers. This situation is compounded by the lack of clear responsibilities and job descriptions.

In the second place, it is also clear from the study that the current staff appraisal system is not working effectively, and needs to be improved if the career development needs of staff are to be addressed effectively. Feedback on the evaluation of employee's

performance and on the identification of development needs is very often not given on time. At the same time, promotion policies and procedures are not well explained to staff.

In the third place, there are a number of limitations related to staff development and training. On-the-job training, especially with respect to specialized areas of operation, is lacking, and there is clearly a need for staff to attend advanced courses in these areas. At the same time, the lack of a policy on the revision of training programmes and syllabuses has adversely affected the implementation of an effective human resources development programme. It is clearly important that relevant courses are developed at all levels to accommodate all ranks. In addition, the course training standard (CTS) for the Namibian Police has not as yet been finalized for the literacy programme. Moreover, the Police Training Unit is currently understaffed and cannot cope effectively with the workload. Finally, with respect to education and training, the policy on the acknowledgement of educational attainments by staff is not well formulated, and the current promotion policy does not automatically provide for the acknowledgement of these qualifications.

In summary the following key limitations were identified during the study:

- the lack of effective policies and practices relating to human resources management and development

- the lack of effective training programmes at all levels, and the fact that those programmes that do exist are not effectively linked to the promotion policy or the career development needs of staff
- the lack of a clear promotion policy
- the lack of an effectively operated staff appraisal system

Limitations such as these have made it difficult to devise and implement an effective HRD policy for the Namibian Police.

5.1.3 Constraints

One of the most important constraints on the implementation of effective HRD policies and programmes within the Namibian Police has been the lack of sufficient funds.

During 2003, the overall police budget was cut by 3.4%. Very often, funds allocated for training and human resources developed are used for operational and logistical activities such as crime prevention and the purchasing of vehicles, fuel and other equipment needed for police operations. The switching of HRD funds to operational expenses in part reflects the overall funding problems experienced by the Police. However, it also reflects a lack of understanding of or appreciation by senior police management of the long-term importance of developing the organization's human resources. The development of such human assets should be seen as an investment not a cost.

5.2 RECOMMENDATIONS

5.2.1 Introduction

A number of recommendations will be made in order to address the limitations and constraints facing the development of Namibian Police personnel. As indicated in Chapter 1, it is hoped that these recommendations, if implemented, will:

- Assist the Namibian Police in the formulation and implementation of improved policies and programs for human resource development of the Namibian Police personnel
- Serve as a way of facilitating more effective movement between career stages
- Serve as a way of communicating employees career needs, desires or expectations to management
- Help police officers to think more clearly not only about what they should be doing and learning in their present jobs and at their present levels, but also about what they should do if they want to advance to another stage.

The recommendations will cover the following key areas:

- Training
- Placement and filling of vacancies
- Performance Appraisal System and rewards (pay & recognition)
- Management Information System
- Promotion

5.2.2 Training

A comprehensive staff training policy should be designed including the subjects to be covered at each level of training and the establishment of standards for the course offered at the Police Training College. The twin aims of such a policy would be to improve the effectiveness of staff in their current posts, as well as to afford them the skills and knowledge to progress through the various career stages. The training curriculum will need to include all the different aspects of policing, including supervision and management courses. Attendance at such supervision and management courses should be compulsory for all officers, especially those at career stages II and III. One of the requirements for taking up a vacancy at a higher level should be the successful completion of such courses.

5.2.3 Placement and Filling of Vacancies

A more effective and equitable policy should also be developed with regard to placement and the filling of advertised vacancies. This should include, amongst other things, a clear communication strategy for the internal as well as external advertisement of vacancies, the development of clear competency-based criteria for posts at all levels, the establishment of a fair system for evaluating different candidates against such criteria, and the establishment of effective monitoring and appeals procedures to ensure that the system is operated in an open and equitable way.

5.2.4 Management Information System

There is an urgent need for a comprehensive human resources management information system to be designed and implemented. Such a computerized MIS system for human resources management and development will need, amongst other things, to include data such as:

- The date and full particulars of retirement of officers six months in advance
- The automatic loading of data on this data base every time a death notice had been reported
- Information on resignations, early retirements and discharges
- Regularly updated staff appraisal system reports
- In-service and external training courses
- Reports on training needs analyses

The information contained in the staff appraisal reports and the training needs analyses will help to enable the Human Resources Division to follow up identified needs and problems that affects the career development of personnel. The introduction of an effective MIS system for HRM and HRD will help to enable the Namibian Police to develop more effective policies for career development, career progression and promotion.

5.2.5 Performance Appraisal System and Rewards (Pay & Recognition)

The absence of proper or continuous staff appraisal system is having a negative effect on the career development of the Namibian Police members. The development and effective operation of a fair and objective staff appraisal system is therefore an important priority. A key element in introducing such a system will be the design of clear job descriptions for all the employees at different levels. This will make it possible to assess their performance and therefore identify their training needs in the areas of weaknesses that have been identified.

As salaries and wages play a very important role in the employee's performance, they should be adjusted according to work performance, reflected through a fair performance appraisal system. The Police should install a system that adjusts the salaries of personnel according to kind of duties each officer is performing. For example, personnel carrying out administration duties should have a code that automatic adjust their salary notch as soon as appointed to perform such duties. The same should apply to personnel performing investigation and operation duties.

5.2.5 Promotion

As indicated earlier, the main way through which police officers are able to advance in career stages is through promotion by the filling of existing vacancies. The filling of such vacancies is often problematic since many personnel have not attended courses

which will make them eligible for the posts. A more effective promotions policy needs to be developed, therefore, and carried out in such manner that it accommodates everyone without compromising the promotion criteria of the Force. It is therefore recommended that the promotion policy and procedures be reviewed and streamlined in line with a competence/skill framework that helps to ensure that members considered for promotion have the required skills, knowledge and experience.

As part of this process, the Force should embark upon organizational design and development to streamline and improve the effectiveness of the structure and functions of the force, inter alia, by redesigning the organizational structure to improve service delivery, streamlining functions to avoid overlapping and duplication of duties, and by promoting a more effective organizational culture.

Within the new promotions policy, promotion of members should be given on the basis of merit and educational attainments. Supervisors should be trained to be competent and to delegate more effectively, thereby encouraging subordinates to perform their duties to the best of their ability. Promotional examinations should be designed at all levels. Currently the Namibian Police does not use such examinations. A panel consisting of the senior management officers (Head of Divisions) should screen the merits of the service stream (length of service) candidates in relation to their experience, and then endorse their findings to the relevant promotions panel.

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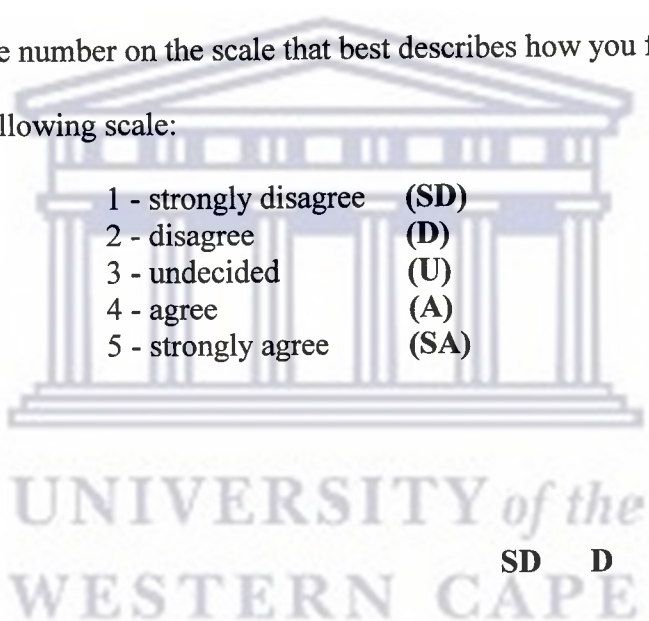


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ANNEXURE A: JOB SATISFACTION ATTITUDE SURVEY

This survey is designed to obtain job - related information. All responses will remain confidential. What we are interested in is your attitude and opinion regarding your job here at Namibian Police National Head Office. The value of this survey will depend on how accurately your answers reflect the way you feel. Please complete all parts of the survey and return the questionnaire to HRMD. Thank you for your cooperation

You are to encircle the number on the scale that best describes how you feel about the statement. Use the following scale:

- 
- 1 - strongly disagree (SD)
 - 2 - disagree (D)
 - 3 - undecided (U)
 - 4 - agree (A)
 - 5 - strongly agree (SA)

A. Work Itself

	SD	D	U	A	SA
1. I feel my job is an important one	1	2	3	4	5
2. My work leaves me with a feeling of self-fulfillment	1	2	3	4	5
3. It provides me with many interesting challenges	1	2	3	4	5
4. My job provides me a great deal of variety of work	1	2	3	4	5
5. My job provides me the opportunity to realize my full potential	1	2	3	4	5
6. My job provides me opportunities for advancement	1	2	3	4	5

7. My job provides me opportunities for personal growth & development	1	2	3	4	5
8. The scope of my job is fair enough	1	2	3	4	5
9. I feel my job over taxes my physical/mental capacity (quantitative, qualitative overload)	1	2	3	4	5
10. My authority, responsibility and job duties are clearly specified	1	2	3	4	5

B. Rewards (Pay, Promotion, Recognition)

	SD	D	U	A	SA
1. My salary is about the right level for the type of work I do.	1	2	3	4	5
2. People who do the same basic job as I do receive about the same pay	1	2	3	4	5
3. My pay allows me to keep up with the cost of living	1	2	3	4	5
4. I understand the way promotions are determined	1	2	3	4	5
5. I am satisfied the way Merit & Promotion Plan of the Office is carried out	1	2	3	4	5
6. There are fair promotion opportunities.	1	2	3	4	5
7. My job provides feedback on how well I am doing as I am working	1	2	3	4	5
8. It provides me with the feeling that I know whether I am performing well or poorly	1	2	3	4	5

9. I feel I receive credit for work done well	1	2	3	4	5
10. I believe the Performance Evaluation System of the office reflects the Performance level of the employee	1	2	3	4	5
11. The Productivity Incentive Bonus is fairly distributed	1	2	3	4	5
12. The Outstanding Employee Awardees are fairly chosen.	1	2	3	4	5

C. Context of Work (Working Conditions)

	SD	D	U	A	SA
1. Ample office space is provided.	1	2	3	4	5
2. In my workplace, there is proper lighting.	1	2	3	4	5
3. In my workplace, there is proper ventilation.	1	2	3	4	5
4. Office equipment is well maintained.	1	2	3	4	5
5. Office supplies are adequate.	1	2	3	4	5
6. Office facilities needed to perform job efficiently are adequate.	1	2	3	4	5

D. Self

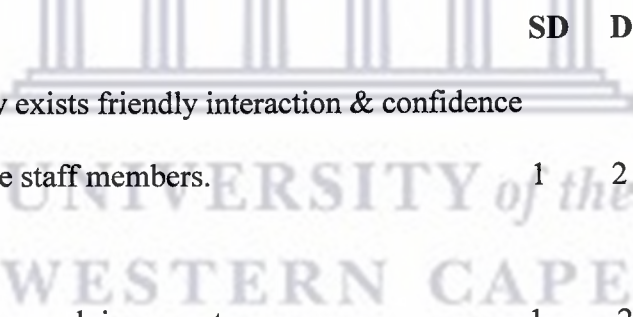
	SD	D	U	A	SA
1. My educational attainment is more than enough for my job.	1	2	3	4	5
2. My educational attainment is not enough for my job.	1	2	3	4	5
3. I am given the sufficient training needed in performing my job.	1	2	3	4	5
4. Considering my talents & abilities, I feel my job is the correct job for me.	1	2	3	4	5
5. Considering my talents & abilities, I feel I should have a better job.	1	2	3	4	5
6. I take pride in working for this organization.	1	2	3	4	5

E. Supervision

	SD	D	U	A	SA
1. My supervisor treats me with respect.	1	2	3	4	5
2. My supervisor is technically competent.	1	2	3	4	5
3. My supervisor has trust & confidence in his/her subordinates.	1	2	3	4	5
4. My supervisor generally tries to get subordinates ideas & opinions in solving job problems & rules constructive use of them.	1	2	3	4	5

5. My supervisor behaves so that his/her subordinates feel free to discuss
Important things about this job. 1 2 3 4 5
6. My supervisor is interested in understanding subordinates personal and
family problems as they affect job performance. 1 2 3 4 5
7. My supervisor is interested in helping subordinates learn better ways
of doing work. 1 2 3 4 5
8. My supervisor shows consistency in treating & disciplining subordinates.
1 2 3 4 5
9. My supervisor willingly shares relevant information. 1 2 3 4 5

F. Co - Workers:

- 
- | | SD | D | U | A | SA |
|---|----|---|---|---|----|
| 1. There generally exists friendly interaction & confidence
and trust among the staff members. | 1 | 2 | 3 | 4 | 5 |
| 2. Cooperative teamwork is present. | 1 | 2 | 3 | 4 | 5 |
| 3. Staff member are provided opportunities to
interact with one another. | 1 | 2 | 3 | 4 | 5 |

Job Satisfaction:

For the succeeding questions, please use the following scale:

- 1 - very satisfied (VS)
- 2 - satisfied (S)
- 3 - neither satisfied nor dissatisfied (N)
- 4 - dissatisfied (D)
- 5 - very dissatisfied (VD)

A. In summary, how satisfied are you with the following aspect of work:

	VS	S	N	D	VD
1. Work itself	1	2	3	4	5
2. Rewards (pay, promotion, recognition)	1	2	3	4	5
3. Context of work (working conditions)	1	2	3	4	5
4. Supervision	1	2	3	4	5
5. Personal growth and development	1	2	3	4	5

B. From an over-all point of view, how satisfied are you with your present job

1 2 3 4 5

GENERAL INFORMATION:

Please fill all the information required below:

1. Present Position: plantilla title: _____ date of affectivity
_____ designation _____ date of affectivity

2. Status of appointment: casual / contractual/ temporary/ permanent

3. Degree Received/Units Earned:
Undergraduate: _____ School:

Graduate: _____ School:

4. Latest school-year attended: _____

5. Age as of last birthday: _____ 6. Sex _____ 7. Civil Status:

8. Date of Entrance to the Namibian Police: _____

9. Number of times promoted: _____

10. Date of last promotion: _____

11. Department/Division: _____

12. Name (optional): _____

COMMENTS/ SUGGESTIONS:

THANK YOU