A CRITICAL ANALYSIS OF REASONS FOR TURNOVER OF POLICE PERSONNEL IN AMHARA

by

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Submitted in partial fulfilment of the requirements for the degree

MAGISTER TECHNOLOGIAE

in the subject

Policing

at the

UNIVERSITY OF SOUTH AFRICA

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OCTOBER 2010

PREFACE

My goal in this research was to identify the reasons for the turnover of police officials in the Amhara National Regional State of Ethiopia in order for the Amhara National Regional State Police Commission to retain a greater number of police personnel in future. A further purpose was to share and introduce a number of important reasons for turnover, namely poor salary, low emphasis by government, risk of work in policing, hardship of policing, lack of extra pay for extra work, unfair decisions and unequal treatment, tentativeness of the rules and regulations, lack of an incentive/reward system, unfair transfer and lack of transfer, lack of promotion, lack of respect for policing on the part of the community, lack of participation in decisions, inadequate equipment, and lack of and unfair educational opportunities.

The research describes to what extent the poor salary and low emphasis on policing by the government influence turnover. It clearly portrays the emphasis placed by all respondents on these two factors in particular.

Finally, this research explains the responsibility of police management structures to establish and maintain diversified management situations so that relatively safe and agreeable conditions pertain at all levels of the police service and in all areas of the work of an official. Therefore, the researcher hopes that the senior management of the Amhara Police Commission will recognise the seriousness of the problem of turnover and will improve the internal management of the organisation in the interests of all inhabitants of the region.

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CHAPTER ONE
GENERAL ORIENTATION

1.1 INTRODUCTION

Ethiopia is situated in the horn of Africa, and has nine official regional government states, as divisions of its multi-state system. The Amhara National Regional State (ANRS) is one of the states of the Ethiopian Federal Democratic Republic. Amhara region has eleven zones and 140 districts, locally referred to as "woreda". The total area of this territory's jurisdiction is 161 828.4 km^2 which covers 13.3% of the federal state. The population of the region is about 18 million of whom 89% live in rural areas as a poor agrarian population. The remaining 11% of the population consists of urban dwellers. Amharic is the official language of this region and also of the federal states (Amhara Regional Board Finance and Economic Development, 2003:25).

The police have emerged from a historical, community and political environment that has shaped the current police departments (Fyfe *et al.*, 1997:3). The Ethiopian Federal Police was established in 1934 during the reign of Emperor Haile Selassie of Ethiopia. However, the decentralised and powerful regional state police emerged only after the downfall of the 17-year long military government in 1991. It came into being at commission level regionally and in Amhara is known as the Amhara National Regional State Police Commission (ANRSPC) with its eleven zones and about 140 district police heads (ANRSPC, 2007 April).

The Amhara Police Commission Regulation No. 64 of 1994 states that police recruitment and training should be decentralised which for nearly all countries worldwide is a common practice (ANRSPC, 1994). Likewise, many countries are decentralising their education systems. Where central government interventions have failed to off-load extensive responsibilities onto lower-level governments, this is seen as a solution to a large variety of problems. Hence, decentralisation has quietly become a fashion of our time (Winkler, 1989:199). Therefore, like education generally, every power of the police has been decentralised in the ANRSP, referred to in this study as the police commission. Today this decentralisation provides the opportunity for the

police to exercise good governance, to administer the decision-making of police officials and to contribute to the growth and development of regional human resources.

As a result of decentralisation, the Amhara police commission was established in 1994 as the regional state government police with eleven zones, police departments, 140 districts of police offices and 48 police stations. This development has attracted attention and government involvement at different levels of implementation from 1994 onwards.

However, the question of how to retain and motivate qualified and experienced police officials has not yet been answered. Police work differs greatly from activities on a production line. For this reason, in contrast to Hertzberg's job satisfaction factors, it is the effect of management on the behaviour of a group of individuals organised to do the unique kind of "work of policing" (Fyfe *et al.*, 1997:119).

Police departments typically function in a way that is strongly oriented towards what Hertzberg calls "hygiene" factors, and these factors offer few motivations, despite the role of the environment in moulding the nature of police work and the number of police officers. Hence, police officers and police-work groups are greatly affected by police management (Fyfe *et al.*, 1997:120).

It is recognised that satisfaction of need is the primary motivation for all human actions (Chandan, 1999:176). In satisfying their needs, individuals are understood in terms of human motivation. What police officials believe to be in their best interest is for the police commission to be able to retain them through a reward system. According to Chandan (1999:176–178), the five most important things that must be taken into account in a reward or motivational programme are: employee performance, effort, skill, seniority and requirements. From these elements, reward for performance must be the major objective of any reward programme of an organisation. An effective programme must include both intrinsic and extrinsic rewards in order to retain responsible and competent police officials who can contribute to the

development of the organisation. Therefore, incentives awarded or measures taken regarding police officials of Amhara should not be based on political and other irrelevant issues, but on the police officials' performance and contribution to meeting the intended objectives. This study will attempt to identify the critical causal factors of the turnover of Amhara police personnel and to ascertain what mechanisms could be taken to retain police officials.

1.2 PROBLEM STATEMENT

The problem under study is the police members' voluntary and/or forced resignation from the Amhara police commission. Some questions that are raised with respect to the turnover are as follows: What are the reasons for employees' turnover and are the terminations the result of poor supervision or inadequate salary, or due to harsh management and organisational policies? According to Heneman (1996:188), some of the reasons for voluntary turnover are: dissatisfaction, alternative positions in other organisations, perceived desirability of movement, economic conditions, personal characteristics, working conditions and personal ease of movement.

The reasons for turnover of staff given by the above author are a major problem in the Amhara police commission and its branches because a very important and valuable police resource is leaving the system. For example, the 27 January 2005 half-year police report (ANRSPC, 2005), indicates that a total of 35 police officials (29 males and six females) left the force. The half-year report of February 2007 (ANRSPC, 2007) states that 68 police officials who hold a law diploma and one degree holder left the police to join the justice bureau due to the poor salary of police officials and the unfair decisions of police executives. From this it is apparent that the turnover of police officials in the first six months of 2005 and onwards was a serious problem. The high turnover has a negative impact on policing development because it means that trained and experienced officials are lost and that new candidates must be recruited and trained. The following problems are the result of the high turnover:

- The Amhara police commission might be required to invest large sums of money to employ new officials.
- It might be difficult to retain or appoint highly qualified and experienced police officials.
- Policing will be at risk, which will in turn put other sectors at risk, as crime increases.
- The region's hope of future crime prevention will diminish because every peaceful movement will be at risk.
- Implementing the justice policy will be difficult.

Therefore, the successful implementation of strategies for reducing police personnel turnover is urgently needed. Retaining police personnel in the organisation is unquestionably necessary for the effective realisation of policing. For this reason, it is important to study the causes of the turnover of police personnel, especially with the aid of qualified, experienced and well-trained police officials working in the commission and its branches. These officials would be able to suggest possible solutions to minimise or overcome the problem.

1.3 RESEARCH AIMS

The aim of this study is to assess the reasons for the turnover of police personnel in the Amhara region of Ethiopia.

1.4 PURPOSE OF THE STUDY

According to Denscombe (2002:25), there should be a reason for doing research. With the problem statement in mind, the researcher identified the following to be the purposes of this research:

- To evaluate the current situation in the Amhara police region by identifying the strengths and weaknesses in the system that could be considered in order to improve the situation;
- To explore what is done internationally by other police agencies with regard to staff turnover; and

- To provide recommendations for application that considers solving the problem of staff turnover in the Amhara police commission.

1.5 RESEARCH QUESTIONS

This study examined the following basic research questions:

- What is the structure of the Amhara police region of Ethiopia?
- What are the main reasons why police personnel in the Amhara police region leave their profession?
- How is the problem of turnover addressed?

1.6 KEY THEORETICAL CONCEPTS OF THIS STUDY

To avoid possible misunderstandings the following key concepts are defined.

1.6.1 Police officer

Police officer are officers who are trained in the police profession and who are currently working in policing. According to the regulation of the Ethiopian Federal Police, a police officer is a member of the police service who has received basic training in the police profession and is employed by the Ethiopian Police Commission (Ethiopia, 2003).

1.6.2 Turnover

"Turnover" is defined as the withdrawal from employment through resignation, removal, or the absenteeism of the employee (Stinnett, 1970:38). This research will also consider what turnover means to respondents in relation to policing, by asking: "What does turnover mean in terms of Amhara police officials leaving policing voluntarily or forcibly after one year or more?" Voluntary turnover is often viewed as undesirable, although this is not always true. Most organisations calculate turnover by dividing the number of people leaving the organisation during the year by the average number of employees in that year. It is reported as a percentage that indicates how many employees leave the organisation during each year. From the individual's perspective, turnover can be a major way to improve employment opportunities, because when such mobility results in improved income and/or

satisfaction, society and the individual are both benefited. Employee turnover may also have a positive impact on the organisation if poor performers are encouraged to leave. It is also better if good performers are rewarded by the organisation and/or if poor performers are encouraged to leave. An organisation should consider the desirability of the costs to the organisation of replacement and training during turnover. Moreover, there are the costs of training and salary increments to retain employees (Heneman, 1996:189–193).

1.6.3 Motivation

The work of policing is hard and difficult. However, what Herzberg calls, in contrast to motivators, "hygiene factors" are associated with the police organisation, so it is clear that police officers and police work groups are strongly affected by police management. This means that for the police commission, leadership and motivation are positively correlated. In this context one can understand that qualified and experienced police leaders can design strategies to motivate their police officials (Fyfe *et al.*, 1997:120) and that sustained motivation can retain the full interest and commitment of police officials with regard to the organisation.

1.7 RESEARCH DESIGN AND APPROACH

1.7.1 Design

This research follows an empirical design, as it was involved in the production of knowledge based on experience or observation (Maxfield & Babbie, 1995:4). The empirical research design is relevant, appropriate and useful for explaining the current situation of staff turnover and its impact on the quality of policing. Under the conditions that naturally occur in the office, human behaviour can be systematically explained and analysed.

An empirical design has the following importance: it enables logical rather than mathematical processes (Maxfield & Babbie, 1995:380). The formulation of empirical design involves the idea of getting out of the chair, going out of the office and purposefully seeking the necessary information out there

(Denscombe, 2002:6). It increases the investigator's familiarity with the causes of turnover as a base for clarifying concepts, it enables the researcher to gather information and it provides practical possibilities for carrying out the research or developing hypotheses tested subsequently (Maxfield & Babbie, 1995:4). For these reasons, the causes of turnover are explored through the qualitative paradigm. The empirical design is chosen because, in terms of policing research, the topic under investigation is new ground for Ethiopia and empirical research is suited to new research. This is because empirical research is that kind of research that seeks to answer those questions that are answered by reference to sensory data (King, Murray & Atkinson, 1982:16).

1.7.2 Approach

This research followed a qualitative approach. The research methods employed followed the empirical research design. This approach was chosen on the assumption that it would help to disclose some of the major problems that have caused an increase in staff turnover in the Amhara police system. This approach might also enable the researcher to reflect on the status of staff turnover in the region's police system and would help to test the basic research questions. This is because most qualitative research describes and analyses people's individual and collective social actions, beliefs, thoughts, and perceptions and collects data by interacting with selected persons in their setting or by field research and by obtaining relevant documents (Boland & Selby, 1980:391).

Qualitative research methods include focused groups, in-depth interviews, and extensive examination of documents (Pope, Lovell & Brandl, 2001:369). The researcher used this approach to get direct and first-hand information from the study group and to receive information from the participants in their setting and in their own words. The procedure used brings the outsider into the situation and provides ample information. In addition to this, it promotes direct and sustained social interaction within the target group (Taylor, 1994:208). Hence, getting information from documents and interviewees via

the qualitative research methodology is relevant and appropriate for this study.

1.8 POPULATION AND SAMPLING

The population of this study is limited to the Amhara police commission. The number of police officials in the Amhara region is 6 835 male and 685 female, a total of 7 520 members (ANRSPC, December 2006). Amhara region consists of eleven zones, of which only four are used for population purposes. These zones were selected from the eleven by using simple random sampling. Random sampling involves a selection process that gives every possible sample of a particular size the same chance of selection as any other. Each element of a population is identified and numbered. The selected numbers determine the population element. As described by Blaickie (2003:168), the researcher wrote the numbers as follows: East Gojjam zone 30, East Shoa zone 38, South Wollo zone 36, and North Wollo zone 24. The papers were put into a box, mixed and the four regions were drawn from the container.

Each zone consists of 20 districts and a head office. The researcher decided to use only the head office of each zone as target population, as the members at a head office represent the district as far as race and gender are concerned. The numbers attached to each head office of a zone are as follows: East Gojjam zone 30; East Shoa zone 38; South Wollo zone 36; and North Wollo zone 24 with a total of 128 members making up the target population. From the target population of the police officials of the Amhara region, the researcher selected a sample of 32 to be interviewed. A sample is a selection of elements (members or units) from a population and is used to make statements about the whole population. The ideal sample is one that provides a perfect representation of a population, with all the relevant features of the population included in the sample in the same proportion (Blaickie, 2003:161). The researcher considered the sample as representative of the population because all members of the Amhara regional police are recruited under the same selection procedure. Furthermore, as Denscombe (2002:12) says: "This approach to sampling involves the selection of people or events

literally 'at random'. Behind the use of random sampling lies the assumption that if there are a sufficiently large number of examples selected and if their selection has genuinely been 'at random', then the resulting sample is likely to provide a representative cross-section of the whole."

To serve as the sample the researcher selected eight members from each head office. A numbered alphabetical name list from each head office was obtained and by using systematic random sampling, the sample was selected. In a random sample, each person in the universe has an equal probability of being chosen for the sample and every collection of persons, of the same size, has an equal probability of becoming the actual sample. The only requirement is that all should be members of the same universe. All that is required to conduct a random sample, after an adequate sampling frame is constructed, is to select persons without showing bias for any personal characteristics (Bayley, 1998:87). To do the sampling, the researcher selected representatives by using systematic random sampling. Each individual in the zone's population was named alphabetically. Then the number of the population of each zone was divided by eight to obtain the quotient. For example, the East Shao zone police force has 38 sample populations. Divided by eight this gives the quotient of 4.75 rounded up to five. The researcher took the first five alphabetically listed names. Names were written on slips of paper, put into a box and drawn by a neutral observer. The number drawn was two and therefore the starting point on the list was the second name from the alphabetical names. Hence, the second number was the starting number on each list after every five numbers. The researcher followed the same process for the other zones.

1.9 DATA COLLECTION

The methods of data collection used in this research were literature, interviews, documents and the researcher's experience as well as important resource personnel in the organisation. As Leedy and Ormrod (2002:12) recommend, the research tool is a specific mechanism or strategy for the researcher. The six tools for research discussed by Leedy and Ormrod are: (i) the library; (ii) the computer; (iii) the techniques of measurement; (iv)

statistics; (v) the human mind; and (vi) language. These tools were applied as discussed in the following paragraphs.

1.9.1 Literature study

The researcher undertook an Internet search at the University of Addis Ababa but could not find literature on the same topic. However, foreign writers like Stinnett (1970:38), define turnover and Heneman (1996:188) writes of the reasons for voluntary turnover. The researcher also found literature in fields of study such as Law, Sociology and Psychology on the topic under investigation. Therefore the researcher broke down the research topic into key concepts such as the possible reasons of turnover, ways to address the problem of turnover and the organisational structure of the police in terms of turnover. In doing this the researcher considered the historical development of the police organisation in Amhara, the influence of turnover on the Amhara police organisation and how the problem of turnover was being addressed. The books found which had relevance to the topic were studied to see if they could offer guidance on the research questions for this study.

1.9.2 Structured interviews

A research interview should be prepared and executed in a systematic way. Structured interviews are conducted by using an interview schedule with open-ended questions. A fully structured interview has the advantage of being in a social situation where the researcher is able to build up great empathy between himself and the interviewee. Open-ended questions are asked because they encourage the free response of the respondents. The questions in this study were administered in face-to-face interviews with one interviewer and one interviewee as recommended by Robson (2000:88).

The researcher used the guidance of Leedy and Ormrod (2005:147) in the following six steps:

1. The researcher should identify some questions in advance. Then the researcher should test these interview questions by conducting a pilot test on twelve respondents to check whether the questions prepared are clear and the respondents understand them. After obtaining

feedback on these questions corrections are made and the final corrected questions are used for the whole sample.

2. The researcher should ensure that those interviewed are representative of the group. In this study the respondents were working in the same organisation as police officials. The researcher conducted the interviews and recorded the data himself and had tested the clarity of the interview questions. The researcher considered the respondents' working experience and level of understanding and tried to ensure that the sample was representative.

3. The researcher should find a suitable location in which to conduct the interviews. In this study the respondents were interviewed in a conference room where only the researcher and one interviewee at a time were present. Information divulged was secure.

4. The researcher should obtain written permission from each respondent for the recording and use of information. This information may include the respondent's age, level of education, marital status, working experience. The researcher should record all necessary information.

5. The researcher should establish and maintain rapport with the interviewee. He first of all introduces himself and gives his rank, place of work and the goal of the interview. The researcher explains the contribution the interviewee could make to the study and the contribution the research could make to the community. The researcher should indicate the confidentiality of the information given and that all discussions are clearly negotiable between the researcher and the respondent before the interview itself is started.

6. The researcher should focus on the actual rather than on the abstract. As far as is possible, the researcher should try to focus on the actual situations faced by a respondent in his own interest. Because the interview is face-to-face, there is an opportunity to avoid hypothetical situations, abstract ideas or any sense of compulsion.

Bearing in mind these six factors the researcher conducted the interviews in a friendly setting that helped the interviewees to become more involved and

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would lead to a better quality of data. Moreover, data could be obtained more easily and there was less risk of bias occurring because all the interviewees were asked the same questions.

1.9.3 Documents

Documentary sources may be defined loosely as records relating to individuals or groups of individuals (Miller & Brewer, 2003:80). For this research, the researcher used policing documents, such as planning documents, statistical data, annual reports and discharge papers. These documents were selected because according to Robson (2000:100), pre-existing data is important for the purpose of evaluation.

In the evaluation of these documents, the researcher searched for information on numbers leaving the police, the reasons for leaving and the ranks of those leaving the police.

1.10 DATA ANALYSIS

Data analysis is the ordering of data into essential parts in order to achieve answers to research questions (Walker & Avant as cited in Technikon SA, 2000:62). Data analysis involves the content analysis of documents and of interviews, including the responses to both the open-ended and closed questions. Tesch's process is a systematic means of analysis of actual data. The researcher used the analysis process described by Tesch (1990) as cited in (Technikon SA, 2000:62). Tesch's eight-step process for data analysis was used in the following way:

1. The researcher gets an overview of the whole by reading all the transcriptions carefully and jotting down data as they come to mind.
2. The researcher selects one document and/or interview according to whichever seems to be the most relevant. Working through the document the researcher asks himself the question: "What is this about?" The researcher does not think about the "substance" of the information, but rather its general sense. The researcher then notes his thoughts in the margin.

3. When the information has been noted, a list of the topics is prepared with similar topics grouped together. From these topics, columns are set up listing major topics, unique topics and additional topics, namely those topics that fall into no specific category.

4. Then the researcher takes this list and goes back to the data. The topics are abbreviated as codes and these codes written next to the appropriate segments of the text. The researcher evaluates this preliminary organising scheme to see whether new categories and codes emerge.

5. The researcher considers the descriptive wording of the topics and creates categories. Then the researcher reduces the total list of categories by grouping together related topics. Lines could also be drawn between categories to show any interrelationships.

6. The researcher makes a final decision on the abbreviation for each category and alphabetises these codes.

7. The researcher assembles the data belonging to each category in one place and performs a preliminary analysis.

8. If it is necessary, the researcher records the existing data.

1.11 METHODS USED TO ENSURE VALIDITY

Validity is an instrument that measures the phenomenon that it is constructed to measure (Bauer & Gaskell, 2000:367). Nowadays, qualitative researchers such as Creswell, Guba and Lincoln, Lather, and Wolcott, all of whom are cited in Leedy and Ormrod (2005:100), state that they use cross-referencing to compare multiple data sources to establish common themes to support the validity of their findings. To ensure the reliability of the envisaged research, the same question was asked of all respondents by applying the technique of internal consistency reliability (Robson 2000:88). To ensure the reliability of the research as Leedy and Ormrod (2005:93) argue, a researcher can enhance the reliability of a measuring instrument in several ways. Initially, the instrument should always be handled in a regular fashion. Consistency in use of the tool must be maintained from one situation to the other. Questions should be unambiguous and criteria should be set that support the kinds of conclusions the researcher makes. And finally, several research assistants

who are using the instrument should be well trained so that they obtain similar results.

Hence, the researcher administered the questions to respondents giving the same response time without any explanation of the research question to any of them. And, to ensure their validity, the interview questions were prepared from the topic that is under study and from the review of the literature. Research in policing is new ground for Ethiopia, which means that there are not enough books in Ethiopia about policing in the context of the country. This means that research into policing in Ethiopia needs to follow a qualitative approach. The validity of this research approach was determined by ensuring the accuracy of the questions asked, the data collected and the explanation obtained (Miller & Brewer, 2003:280). For this reason, the researcher ensured that the same questions were asked of each interviewee and that the same length of time was allocated to each interview. The sample was selected from the same population.

1.12 METHODS USED TO ENSURE RELIABILITY

The stability with which a measuring tool yields a positive consequence is when there is no bias or distortion. To measure something accurately only occurs when we measure it consistently (Leedy & Ormrod, 2005:29). An instrument is considered reliable if it measures a phenomenon consistently, if it is applied repeatedly or applied by a different person (Bauer & Gaskell, 2000:363). To measure the reliability of the data-collecting instruments of this study, the interviewees were selected from the same organisation, the same profession and through the sampling technique. This provided an equal chance for the target population of selected samples to participate in the study. The interviewer was the researcher himself for all the interviews and the interviewees were asked identical questions and the identical period of time was given for each interview.

In order to maintain the method of data collection and to keep the collected data consistent, the findings and the techniques used to collect the data should be reliable (Denscombe, 2002:100). Hence, the researcher administered the questions to respondents giving the same response time

without any explanation of the research question for all of them. The researcher followed the ethical considerations stated in number 1.13 concerning the researcher's behaviour (Leedy & Ormrod, 2005:93).

1.13 ETHICAL CONSIDERATIONS

The researcher should not subject research participants to undue physical or psychological damage. Participants should not feel threatened, nor be subjected to adverse pressure, discomfiture, or loss of self-worth (Leedy & Ormrod, 2005:101). According to Leedy and Ormrod the following four factors should be borne in mind:

- Right to privacy of the respondents and respect for the individual as well as the confidentiality of the information given by the respondent;
- Need for honesty with professional colleagues and acknowledgement of any contributions from them as well need to paraphrase participants' ideas accurately and acknowledgement of information in books;
- Need for informed consent of participants including the conditions and extent of participation, by stating that participation is voluntary and can be terminated at any time without negative consequences; and
- Explanation to the respondents of protection from any harm or distress that may ensue as a result of their participation by providing the researcher's name and information about how the researcher can be contacted, as well as an individual or workplace that participants can contact should they have questions or concerns about the study; provision of full information on the study and a document for the participant to sign and date stating his/her willingness to contribute to the research (Leedy and Ormrod, 2005:101–102).

All the ideas that have been taken from books and individuals have been acknowledged properly and the researcher would only conduct an interview with the consent of that particular interviewee. Finally, the investigator followed an exact standard of the principle of privacy, which essentially means that the participant remained unidentified throughout the study even to the researcher (Technikon SA, 2000:55).

The researcher has presented his findings in a total and truthful manner with no deliberate misrepresentation of the results of the research (Leedy & Ormrod, 2005:102).

1.14 RESEARCH STRUCTURE

To deal with the aim of the research in identifying the reasons of turnover of personnel in the Amhara police commission of Ethiopia, it is necessary to make sure that the field of research is stated. The researcher will address the research questions under the following headings:

Chapter 2: Structure of the Amhara Regional Police

To obtain a better understanding of the concept of structure used in the study, the researcher used this chapter to discuss the Ethiopian constitution based on the structure of Amhara; the role of police in society; the rationale and purpose of police organisational design; the personal characteristics of police as a support of structure; and the organisational hierarchical chart of the Amhara police commission. The chapter then briefly discusses the manpower, capabilities of logistics and the hierarchy of the general structure of the region.

Chapter 3: Possible reasons for police personnel to leave the organisation

This chapter explains the meaning of turnover and the meaning of police personnel. It further explains the possible reasons of the turnover of police and lists reasons for turnover. The presentation of information in general is discussed, followed by the reasons for turnover. The researcher also explains which reasons for turnover have the greatest effect on the organisation.

Chapter 4: Addressing the problem of turnover

In this chapter the reasons for turnover are addressed and each of the reasons listed in chapter three is discussed briefly. The collected data obtained through interviews is analysed and interpreted in order to address the problem of turnover.

Chapter 5: Findings and recommendations

In the final chapter, a summary of each chapter is presented and the findings of the study are presented. Recommendations are then made on the basis of these findings.

CHAPTER TWO
STRUCTURE OF THE AMHARA REGIONAL POLICE

2.1 INTRODUCTION

Turnover is one of the most crucial issues in the administrative science and behavioural management of any organisation. It ultimately affects the extent of employee motivation and the overall organisational climate or environment. The concept of turnover/absenteeism is one of the central issues in the study of human resource management and behavioural management in the organisation. In fact, some psychologists, especially associated with organisational characteristics, for example, the relationship between organisational structure and job satisfaction, see turnover/absenteeism as a primary problem of organisations. Studies have concluded that turnover/absenteeism is a great wastage for organisations because of employee withdrawal either permanently or temporarily from the workplace. Job satisfaction is generally the primary motivation to keep workers in their assigned positions for reasonably longer periods of time. The general belief is that dissatisfied employees are more likely to exhibit turnover and/or absenteeism behaviours than are more satisfied employees. Many studies such as those by Dittrich and Carrell (1979), Ilgen and Hollenback (1977), Mobley (1977) and Zaccara, Craig, and Quinn (1991), all cited in Wilson (1977:371–372) note that turnover behaviour is more serious than that of the intentional leaver.

Managerial functions are defined as the grouping of management activities that are carried out by those members of the organisation who are assigned at a different level of the hierarchy of a management. Scholars in the field of management have their own views as to how to group the activities of the work of a particular organisation. All organisations have an organisational structure, be it written or unwritten, basic or highly complex. Administrators and supervisors use this organisational chart as a blueprint for action. The size of the organisation depends on the demand placed on it and the resources available to it (Peak, 1999:19).

Accordingly, the Amhara police commission has created its own necessary bureaucratic structure so as to make its management as effective as possible. As indicated by different scholars, an organisation is similar to a living organism. It absorbs energy, processes the energy into some kind of output such as service and attempts to maintain equilibrium with its environment. The systems approach emphasises the interdependence and interrelationship of each part to the whole. According to Luthans (1985:94), "a system is composed of elements or sub-systems that are related and dependent upon one another". Peak states that "these sub-systems are in interaction with one another, they form a unitary whole" (1999:18).

In this chapter, the researcher discusses different points in the Ethiopian constitution, as well as the regional constitution of Amhara, regarding the role of the police in society, in relation to the structure and personal characteristics of police in order to support the structure and to influence police to serve the profession.

2.2 ETHIOPIAN CONSTITUTION

The Constitution of the Federal Democratic Republic of Ethiopia Proclamation No 59/1995 came into full force and effect on 21 August 1995 (Ethiopia, 1995). The constitution clearly states that the nations and people of Ethiopia have an unconditional right to self-determination, including the right to secession, the right to speak, the right to write and develop their own language, the right to express, to develop and to promote their culture and to preserve their history. In addition, it is shown that each nation, nationality and people has the right to self-government that includes the right to establish institutions of government in the territory that it inhabits and to have equitable representation in state and federal governments (Ethiopia, 1995: Article 39, sub-article 1–3). According to the Constitution of Ethiopia, Article 52 sub (g), it is the power and function of the states to establish and administer a state police force and to maintain public order and peace within the state. In the same way, every region has its own constitution that delimits the powers and duties of the state government. Based on the above and according to the Amhara regional constitution (ANRS, 2001), Proclamation No. 68/2001 Article

60 sub-section (1) states that the regional government is entitled to direct and supervise the region-wide security and that the police force is established to protect the safety of the national regional state and to enforce law and order therein.

Following the regional constitution, the Amhara National Regional State Police Commission Regulation No 6/1995 (ANRS, 1995) states that the criteria for an Amhara police official are as follows:

1. Has Ethiopian citizenship
2. Is loyal to the regional and the federal constitutions
3. Has good ethical conduct
4. Is not below the age of 18 years
5. Has completed at least tenth grade in pursuance of his education
6. Is physically fit and healthy enough to be recruited as a police officer
7. Has had no criminal conviction before, and
8. Takes consideration of the fair and balanced representation of both genders as well as of all nationalities and peoples residing in the regional state.

According to the constitution of Amhara, police activities in the region are decentralised with the exception of recruitment, training, transfer, upgrading and educational opportunity, which are administered by the different managerial bodies of the region. As can be seen from the profiles of different countries, activities should be decentralised so that tasks are performed as effectively and efficiently as possible within short periods of time by sharing responsibilities.

2.3 ROLE OF THE POLICE IN SOCIETY

According to Bunyard (1979:87), it is difficult to define role in the sense of the organisational structure. It is defined through time in the organisation. Hence, literally role is the appropriate behaviour that goes with that position. Any organisation has the potential for role conflict within its structure. In theory, all personnel attempt to follow one man, with only one supervisor, however, in practical situations people find they have to take orders from two supervisors.

This is true of the Amhara police force today because as a matter of fact anyone who has a higher position than an individual supervisor can give any order without the knowledge of the immediate supervisor. Generally, status, prestige and role are undetectable. And so, for example, prestige is the quality the individual brings to his status and role (Bunyard, 1979:87–89).

Supporting the above idea as enforcer of law and maintainer of community regulations, police may well be executors of policies that are not acceptable. The actions of law enforcement could be superficial or be more unfair than commanding because there may possibly be ambiguity or contradictory views about the societal role of the police (Kleining, 1996:19).

According to Kleining, the role of the police is that of "public negotiator, community worker, ombudsmen, and safety measure personnel" (1996:46). Accordingly, the role of the police according to the Amhara regional government constitution (ANRSPC, 1994) is to maintain peace, security and stability of the nations, nationalities, peoples and inhabitants of the region. Following the Amhara regional government constitution, Regulation number 59/1995 (ANRS, 1995) states that a police member should:

- Be loyal to the federal and regional constitution;
- Devote all his energy and capacity to provide public service;
- Carry out all functions vested in him as per his job description, as well as execute orders given to him in a lawful way; and
- Respect and abide by laws and directives pertaining to the service of the police.

Traditionally, the police have been considered as powerful in a society that maintains law and order. On the other hand, trends nowadays indicate that police alone cannot protect people without the involvement of the community itself. Regarding this, traditional policing is limited to patrols, response to distress calls, apprehension of criminals and maintaining public order; whereas the overall target of police is to adopt community policing (Friedman, 1992:18).

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Policing in every corner of the world is an exceedingly dangerous occupation. Therefore, it is difficult to minimise the physical risks associated with police work. Also, police have accidents and psychological and spiritual stress, more than those in other occupations (Fyfe, *et al.,* 1997:270). For example, it was observed that a local police force in India delivered service to the people during the earthquake on 26 January 2001, in which more than 13 000 people died and when it was even difficult to stand upright (Srivastava, 2002). This is also seen in countries where there are multi-party systems. A case in point is what happened during the last election in Ethiopia in May 2005. Because of disagreements between different political parties, supporters of the opposing parties went out onto the streets and began to throw stones and other dangerous objects at the police. These actions seriously injured more than 200 police and in Addis Ababa three police personnel died. Such internal violence and disturbance is controlled mainly by the police. In general, it can be concluded that the police force is primarily responsible to guarantee a peaceful life for every citizen and for society at large.

2.4 FUNCTIONS OF THE POLICE

The function of the police is that personnel at the level of police patrols and emergency response units doing routine police work identify something, the issue is taken to another level or department for specialist support staff and a command structure that can implement the organisation's systems (Bunyard, 1978:157).

The function of the police, according to the Amhara police commission Regulation (ANRSPC, 1994) includes the following:

1. Traffic control, car accident and technical investigation of traffic;
2. Crime prevention;
3. Investigation of crime;
4. Responding to calls for assistance and advice; and
5. Public services such as handling lost and found property.

On the other hand, according to Butler (1992:34), the police service is the cornerstone for crime prevention of a society because it keeps the wealth and

life of a society, for example, by responding to calls for assistance and advice, investigating crime and in public services such as handling lost and found property.

According to Bunyard (1978:152), the function of police could be classified into the following areas:

- Pro-active services are the positive steps taken to prevent crime and disorder.
- Reactive services are those deployed when a crime or incident has occurred.
- Supportive services are those needed to maintain the other two.

In Ethiopia, the police function was subjected to the will of the government system pertaining at that time. As far as 470 years ago, the police-like force, called "Hibret", was vested with the duty of maintaining internal stability, by guarding thieves. Later on the police force was organised by Mnelik II by the name of "ye Arada zebegna". This force was also vested with the power of adjudication and gave decisions on cases other than capital and corporate punishment. During the time of Emperor Haile Sellasie, the police was constitutionally mandated to protect the king and the king reserved all rights to decide on the direction and practice of policing. At the time of Derg's military rule, the "revolutionary guards security" was given the power to be involved in policing activities. Besides the military rule, the police function was mainly known by brutal and lawless law enforcement exercises (Shiffa, 2005:78–79).

Today policing activities are managed based on job specification. Hence, the activities of policing are divided into the functions of a line worker police officer, an auxiliary worker police officer, and an administrative police officer. In policing, division of work is important. Each division has its own exclusive accountability, authority and responsibilities with the aim of performing effective and efficient policing activities to bring cumulative effective results.

Gender wise, in the past decades police services have been performed by men and/or women on patrol. However, nowadays the work of policing has

become complex and requires skilled manpower together with different field specialists. On the other hand, the amount of specialisation is reflected in the proportion of police committed to general patrol work, as is true in our locality too (Wilson, 1977:27).

It seems obvious that most crimes have a root cause in social, economic, and psychological factors that can be affected by the police only indirectly, if at all. The recognition that most crime is more closely associated with failures at societal and community levels than with any inadequacies of the police is not new. Hence, premises and different equipment are needed in policing.

It is not an exaggeration to state that facilities and hardware-training academy buildings, cars, radios, police stations, computers, laboratories and capital assets, will serve immensely for the effectiveness of the profession and its accompanying responsibilities. Police play an important function in patrolling, crime investigation and crime prevention of the community (Fyfe *et al.*, 1997:271).

In addition to the above, although crime control is the formal function and jurisdiction of the police, the main preventive efforts should fall on local authorities in cooperation with police, other organisations and communities, in order to seek the support level necessary for effectiveness (Friedmann, 1992:189). For this reason, to ensure the peace, security and orderly management of society, police management should consider ways of retaining police personnel. To this effect it is assumed that the regional police commission needs to take into account the interplay of certain critical variables that influence the careers of police personnel so as to minimise the physical risks associated with police work and the negative aspects of personnel management (Fyfe *et al.*, 1997:274).

As a result, the question of what are the functions of police in Amhara was asked. The response was as follows:

- Eight respondents out of 32 replied that the functions of police in Amhara are crime prevention, crime investigation and controlling traffic flow.

- Eleven respondents mentioned peace-keeping and the security of people and the government in general.
- The remaining 13 respondents said that the functions of police in Amhara are too numerous to mention. Opinions were that it is to act as administrator in the local government; work in local areas as a development facilitator; work as a rural health worker; work as a law enforcer in a general sense by administering all matters within the jurisdiction of the local area of government.

Therefore, according to Dantzker (1999:118), functions within the police organisation are distinguished by activities and by type of operation, such as patrol duties, investigation, or traffic enforcement. Hence, many departments in the police are grouped under four major services: administrative service, uniformed service, investigative service and professional standards.

2.5 RATIONALE AND PURPOSE OF POLICE ORGANISATIONAL DESIGN

Every organisation has an organisational structure, be it written or unwritten, basic or highly complex. Administrators and supervisors use the organisational chart as a blueprint for action. However, the size of the organisation depends on the demand placed on it and the resources available to it (Peak, 1999:19).

Therefore, an organisation is similar to a living organism. It absorbs energy, processes the energy into some kind of output such as service, and attempts to maintain equilibrium with its environment. The systems approach emphasises the interdependence and interrelationship of each and every part to the whole. According to Luthans (1985:18), "a system is composed of elements or sub-systems that are related and dependent upon one another. These sub-systems are in interaction with one another, they form a unitary whole".

With the coming to power of new governments in Ethiopia throughout the years, there have been several important changes in administration. Police officials have had relatively similar duties and were centrally commanded from

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districts in a specific region. The police remained responsible to the Bureau of Administration and Security Affairs and maintained some autonomy according to Regulation 64 (ANRSPC, 1994/64). Supporting the above idea, whether the organisation is basic or highly complex, its chart reflects the formal structure of tasks and authority relationships determined to be most suitable to accomplishing the police mission (Peak, 1999:19).

According to Robbins (1976) cited in Peak (1999:19), the major rationale in an organisation is the following:

1. Identifying what jobs need to be done, such as conducting the initial investigation, performing the latent or follow-up investigation, and providing for the custody of evidence seized at crime scenes;
2. Determining how to group the jobs, such as those officers responsible for patrol, investigation, and the operation of the property room;
3. Forming grades of authority such as officer, detective, corporal, sergeant, lieutenant and captain; and
4. Equalising responsibility so that if a sergeant has the responsibility of supervising seven detectives, that sergeant must have sufficient authority to discharge that responsibility properly or he or she cannot be held accountable for any results.

Hence, in the structural frame of human elements, an organisational structure should emphasise the interdependence between people and the organisation and find ways to develop a better fit between the skills of personnel and values, formal rules and relationships required to accomplish collective goals and purposes (Dantzker, 1999:20).

2.6 PERSONAL CHARACTERISTICS OF THE POLICE AS SUPPORTER OF STRUCTURES

In this part of the thesis the researcher attempts to discuss the background information collected from the sample zones and obtain appropriate answers for the basic research questions raised at the beginning of the interview. To this effect, 32 interviewees were interviewed from the selected sample zone. All of the interviewees sampled were cooperative in giving the required

information in a supportive way. It seems clear that unless subjects for a study are treated without bias as regards to their relevant education, experience, socio-economic status and age, the study is meaningless. Therefore, this study tries to relate the above factors to the structure of Amhara regional police.

Of the interviewees 29 were male and three were female. With regard to their marital status, 19 were married and 13 were single. Based on their working experience, 9 officials had less than five years experience; 16 officials between six and ten years, 5 officials between eleven and fifteen years and 2 officials had more than sixteen years experience

In rank, 18 police officials are of low rank, 12 police officials of middle rank and only 2 police officials of high rank. In addition to this, in their salary, 18 of the sample police officials earn between 570 Ethiopian Birr per month; 12 of them earn between 845 and 1 085, while 2 of them earn between 1 435 and 2 035.

With respect to the level of education 1 (one) police official is below eighth grade, 17 officials between grades ten to twelve, 3 officials hold a police certificate, 5 officials hold a Police Science diploma, and 6 officials hold an academic diploma. Of the 32 police officials, only one has a free house in which to live. Moreover, all the interviewees received basic police training.

Accordingly, it is in the interest of both the manager (owner) of an organisation and of the employees to check whether dissatisfaction exists and if so, to remedy it. Another important concept for police work is organisational commitment; it is an "individual's identification with and involvement in an organisation" (Porter, Bigley & Steers, 2002). Hence, organisational commitment has many directions, such as:

- A desire to maintain membership of the organisation;
- An idea of and acceptance of the values and goals of the organisation; and
- A willingness to exert effort on behalf of the organisation.

Some studies show that attitudinal and perceptual measures of commitment are often related to age, tenure and education or more rarely to the size of the organisation and presence of a union (Wilson, 1995:374).

Correspondingly, personal characteristics such as age and tenure are related to commitment. Morris and Steers (1980), and Grusky (1966) quoted in Wilson (Wilson, 1995) note that education and gender also play a role in levels of commitment.

A large volume of research today is devoted to questions of turnover by numerous researchers. Turnover is the most frequently studied and reliably demonstrated consequence of low commitment according to Angle and Perry (1983), O' Reilly and Caldwell (1981). Researchers such as Porter, *et al.* (1974), show that the strength of the relationship between commitment and turnover increases over time. However, Porter (as quoted by Wilson (1977:376) said that eventual leavers had lower commitment than retainers in the organisation and the commitment of eventual leavers declined over time and the closer to the point of termination. Hence, he concluded that there was a greater difference in the commitment of leavers versus those who stayed in the organisation.

Additionally, Mowday (in Porter *et al.,* 1982) concluded that tardiness or absenteeism is logical and consistent with the theory that employees who are highly committed will behave in ways that are consistent with their attitudes and facilitative of organisational goal attainment, for example by coming to work and reporting for duty on time. However, others concluded that the relationship between absenteeism and commitment sometimes leads to non-significant conclusions (Angle & Perry, 1981; Steers, 1977, as quoted by Wilson, 1977:376).

Consequently, approaches to predicting turnover/absenteeism are to a certain extent unique, in that these approaches assume that turnover/absenteeism depends upon individual characteristics rather on than the more commonly accepted propositions that turnover is due to certain conditions. These conditions could be the employee's degree of influence on decision-making,

the degree of consideration shown by supervisors, and the strength of the employee's relationships with fellow workers. Therefore, the absence of these features leads to high rates of labour turnover as well as absenteeism (Bunyard, 1979:29).

In the meantime, attention has been directed toward the planning of human resources by determining the factors that contribute to it, establishing its impact on adding value to the organisation and leading eventually to bottom line improvements. It should be likely that the plan will be accepted or effective when operated. Its rollout of the plan needs to take place with the full support of the chief executive and with budgets clearly committed. Therefore, when the plan has to be supported and duly regarded, it will be successful and add considerably to the credibility of the human resource department (Stredwick, 2003:47).

The purpose of this review is to assess what is known about personal characteristics in relation to job satisfaction, which contributes to labour turnover and the possible implication of that knowledge for a police organisation.

2.6.1 Gender

The idea of job satisfaction differs from person to person and it depends upon many factors. According to Parkison (1984) and Holdway (1997) both cited in Galloway (1985:147), gender is a factor in attitudes of workers. Therefore, gender is one of the factors that cause different levels of job satisfaction. In this respect, women appear to be more readily satisfied with their work than men in the Amhara police force because they are interested in the social aspects of their work (ANRSPC, 2004, *Annual evaluation*). In this report an assessment was made in 24 districts to determine which gender of official was better for the work of policing. The evaluation indicates that the participation rate of female police officials is very low. This low rate of participation by female police officials seems to emanate from the clearly discernible cultural contexts. There are few females in policing and in other organisations in the region.

However, the question of which gender is better for work in the police was asked. All 32 respondents agreed that in general women do not leave the organisation and find it better to accept any order. However, based on the work of crime prevention and traffic control male police performed better than female police. Female police are more rule-oriented than male police officials, as far as the interviewees were concerned. In addition to this, once a female police official is employed she does not look for another job but prefers to retain her post. Possibly, a female official may fear joblessness more than a male official does. Some of those interviewed suggested that most female police officials married immediately after appointment and are very responsible in raising their children instead of finding another better job. This concept was developed in the Amhara police annual training plan of 20 November 2009. The plan proposes that 150 female police officials be admitted to undertake traffic control training. No male police would be included in this training. Hence, the above idea is being supported strategically. The above supporting idea is that women have been made by law to be "acceptable" and organisations are encouraged to appoint females (Wells & Alt, 2005:24).

By contrast other writers such as Davis (1983), and Kyriacou and Sutcliffe (1979), all quoted in Galloway (1985:149), find that there is no significant difference in job satisfaction between male and female employees. However, the one significant difference between men and women is that male workers have higher mean satisfaction ratings on the professional autonomy sub-scales than female workers.

Therefore, from all the above ideas, it appears that the effect of gender difference alone is of minimal significance in the case of patrol police officials changing careers. The importance of the gender variable may be in its interaction with other variables, because of the small number of policewomen in Amhara due to the earlier gender discrimination and inequality. But now the Ethiopian constitution (Ethiopia, 1995) guarantees gender equality, justice, freedom of choice and equality of opportunity in education and occupation. However, this freedom of equality is not translated at ground level.

Regarding the above issue, women participate in police mainstreaming and empowerment programmes only to a minimal level. Other factors contributing to a leadership crisis, including that of women in police leadership, are identified as slow economic growth, increasing unemployment, increasing poverty, porous borders and infiltration, criminality of politics and politicisation of the bureaucracy, including that of the police (Megginson & Whitaker, 2005:442).

With regard to the marital status of the 32 respondents, 13 police officials are single while the other 19 are married. It also indicates that slightly more of the sample zone police officials are married. It could be inferred from this data that the single police officials might not stay in policing while most of the married police officials might stay because marriage is expected to create stability to some extent. The question was also asked whether a person, male or female, from the community would want to marry a police official. All the respondents emphasised that in general a person from the community does not want to marry a police official. The reason given most often was that people were anxious about job security and the risks attached to a police official's work.

Another point of view, according to Chapman and Loather (1982:241), is that a male employee is more likely to leave than a married person of either gender. Marital status may be or may not be directly related to turnover. It appears to be related to other variables that in turn are related to turnover. However, it has been found that men and women indicate significant differences in their self-rated career satisfaction, with women indicating significantly greater satisfaction with their careers than men do. On the other hand, married workers report greater satisfaction with their careers than those who are single (King *et al.*, 1982:119).

2.6.2 Age
Studies have reported a positive correlation between age and job satisfaction. There is a general tendency for workers to experience greater job satisfaction with age, probably because they have adjusted to their job conditions (Aggarwal, 1995:137; Galloway, 1985:146).

The question was asked why police with less than ten years service leave the profession. The Amhara regional government police Regulation No. 1991/64 states that to be a recruited police official he or she should have completed the 10th grade and be below the age of 25. Hence, the majority of police officials in Amhara are very young because two thirds of them have been recruited from 1994 onwards. They are not steady in their ways and want many things, often leaving their workplace for insignificant reasons. As the January 2007 mid-year meeting of the zone and regional police officials indicates, newly appointed police are frequently dissatisfied with the work of policing (ANRSPC, 2007 January). A significant number of newly appointed police learn through distance education and obtain an academic diploma after which they immediately leave the organisation. Even young officers who also hold a diploma leave the organisation in the same way because of the poor salary and unfair decisions of management on all levels. For example, a survey in February 2007 shows that 68 officials with a law diploma and one holding a degree who left the police organisation and joined the justice bureau gave the same reason as 15 of the respondents.

On the contrary to the above, the *Annual Evaluation Report* of August 2004 indicated in the assessment of 24 districts that the question was raised regarding the kind of education police officials needed (ANRSPC, 2004 August). The reply was that the world now comes to the village and in order to be competent enough every police official wants to upgrade his or her qualifications because everybody knows that there is a high level of job availability for an educated person. Moreover, in order to meet one's basic needs there are better opportunities than policing. Therefore, to lead a better life than that provided by policing, the only way is to upgrade one's skills and leave the organisation. However, at any level of management from the lowest to the highest, a person without a diploma will not rise as quickly in the police force as he or she would in the civil organisation. In addition, posts in the outside market are becoming available more quickly than those in the police so that this also influences officials to resign from the organisation. Civil service posts are low risk and any one who works above eight hours a day has the right to ask for extra pay. But in policing, if someone raises such a

question the management heads not only squash his idea but also they give a serious warning to the individual. That is why many young police officials want to obtain an academic diploma and then leave the profession immediately.

On the other hand, some have stated that many young police leave the organisation due to bias in management decisions. There is a perception that if someone has a relative in senior management, he can get what he wants even if it is outside the law. The police commission has declared certain rules, however, those rules function for a few individuals while otherwise everything depends upon the mood of the senior management. Hence, young police officials dream of holding an academic diploma and leaving the organisation even with a lower salary than he or she had earned before (ANRSPC, 2004 August).

Hulin and Smith (1965) and Gibson and Klein (1970) all quoted in (Muchinsky, 1989:96) suggest that global job satisfaction increases with age, especially for male employees. Hence, the most dissatisfied workers are the youngest and the most satisfied are those nearing retirement.

Therefore the basic and most consistent finding in research on age difference in job satisfaction is that older workers are more satisfied with their jobs than are younger workers. The reasons why job satisfaction increases as age increases is that individuals become more realistic about what they can expect from a job and this maturation results in greater satisfaction. Younger workers who are dissatisfied eventually quit working to find jobs where they will remain (Muchinsky, 1989:49). However, a closer analysis of the results of these studies reveals that where job satisfaction is high among young employees it tends to go down during the first few years of employment, after which it increases with increasing age, indicating an u-shaped curve (Saiydain, 1985:150).

Hertzberg, cited by Saiydain (1985:150), notes a consistent trend in job attitudes according to age and length of service. When people begin work they appear to do so with considerable enthusiasm. This enthusiasm soon wanes giving way to a steady decline in job morale that reaches its lowest

level in the late twenties or early thirties. Attitudes then become increasingly positive, at least well into the fifties. As Sheppard and Herrick state (1972), cited in Muchinsky (1989:291), among workers aged 20 to 29 years, 20% expressed negative attitudes toward work as opposed to 13% in the 30 to 44 age bracket and 11% in the 45 to 54 range. Supporting this idea, in policing senior officers have to be able to adapt to the attitudes of constables and accept the necessity of change (Allen, 1978:65). Hence, for consistent service delivery in policing, individual differences among police personnel play an important role (Friedman, 1992:46).

Most studies do not show any meaningful relationship between age and job satisfaction. However, other research findings indicate that the fact that younger workers are more dissatisfied than older workers may be due to a difference in expectations, patience and adjustment. In addition, that adjustment is important not only in adjusting to the attitudes of neighbours and friends but to those in the workplace too (Allen, 1978:65).

Generally the Amhara *Annual Evaluation Report* of August 2004 (ANRSPC, 2004 August) on the question of why more police with less than ten years service leave the profession than others and the respondents' reaction support the literature by suggesting that often a newly-appointed employee is characterised by instability in comparison with an employee who has worked for a long period in the organisation. This may be because the employee with long service has more informal benefits from the organisation than the new employee.

2.6.3 Socio-economic status

With regard to the socio-economic status, all police members are encouraged to join professional police organisations. Large numbers of employees primarily influence any agreements made to improve salaries or working conditions (Fyfe *et al.*, 1997:361). Using an analogy with the teaching profession, researchers have found that the lower the socio-economic class of the teacher's parental family, the more likely the person is to remain in teaching; the higher the socio-economic status, the more likely the person is to leave teaching (Boland & Selby, 1980:88; Chapman, 1983:46).

It is widely believed that low socio-economic status families and uneducated people regard policing as a respectable occupation while higher socio-economic status families and those who have graduated with a diploma or higher academic status with "no exaggeration" regard policing as a last step downward (Boland & Selby, 1980:14). Those from lower socio-economic status families are likely to receive greater personal recognition and approval and raise their own personal definition of success. According to recruitment data in the Amhara *Annual Evaluation Report* (ANRSPC, 2004 August), youth from a higher economic class do not join the police whereas youth from a lower economic class who have no chance of joining another organisation do enter the police force with the intention of long service in policing.

2.6.4 Level of education

Studies have reported that younger workers are less satisfied, particularly those with a relatively better education and social background and who have ambitions about their career advancement. As a result their numbers in an organisation tend to decrease. It has also been found that individuals with more education are less satisfied with their work. The reason is that individuals with a better education have more options in the job market and have to develop close identification with a particular job (Gavial, 1986:36).

The question was asked of respondents as to whether the rank in the police force depends on the level of education and is equally awarded to everyone who fulfils the rules of the commission. In reply, eight respondents said that in the organisation even one contract civil worker who was certified in computer science without knowing about policing and with non-policing training would simply be given the rank of assistant inspector. The interviewees said that care should be exercised because this means that those who are not Police Science graduates can have a police rank. However, if the individual wants to be a police official and also the organisation needs that profession for policing, appointments should be made according to the police rules and regulations and with the necessary training, then he or she should be awarded the police rank.

On the above question, another 20 respondents said that in the Amhara police force the declared rules and regulations are ignored and the promotion of police who are positively seen in the eyes of the executive is a day-to-day activity whether based on the law or not. However, the remaining four respondents did not want to say anything on that question.

Although education is a key to every profession, when all other factors are equal the university-trained person is better qualified than one who lacks this experience. Based on today's educational standards and considering that high school graduation is commonplace, two years study at college is regarded as a preliminary requirement for candidates (Wilson, 1977:338).

Hence it appears that the educational requirements and attainment of police are at a lower level than those of other professions. Therefore those with higher academic qualifications in the police service are rarely found at the senior levels. According to a number of researchers, all cited in Fyfe *et al.* (1997:286), they are very few in number (Fosdick, 1920; National Advisory Commission, 1973; National Commission on Law Enforcement Observance, 1968; President's Commission, 1967; Saunders, 1970; Sherman, 1978; Tamm, 1962; Vollmer, 1972).

There are also opposing ideas suggested about policing. Some say there is no relevant work in policing for a college-educated officer, while others say that a college-educated officer is relatively less effective in policing. Nevertheless, in a general sense an officer who has not had a college education performs police work in a better way (Fyfe *et al.*, 1997:287).

However, some studies suggest that education has a negative but not strictly linear association with job satisfaction. Workers with college degrees are slightly more satisfied with their jobs than those with only some college studies according to Campbell (1976), cited by King *et al.* (1982:131). Age, education, marital status and seniority do not have any statistically significant effect on job satisfaction while the increased level of education often leads to increased conflict with principals and other administrators, leading to a less

satisfying work situation and an increased willingness of an employee to consider a job change (Corrwin, 1965 cited by Chapman, 1983:45).

Therefore, education may have a negative or a positive effect on job satisfaction. Hence, education may increase job satisfaction by increasing both the intrinsic and extrinsic rewards for work. On the one hand, education may reduce job satisfaction by raising work expectations that may not be fully realised in the workplace (Mottaz, 1984:56). However, on the other hand, education tends to increase job satisfaction, although the effectiveness of education on increased job satisfaction may be quite modest in magnitude (Quinn & Mandilovitch, 1975 as cited in Mottaz, 1984:61). Furthermore, a small, positive relationship between education and job satisfaction is found to be somewhat stronger among females than males. Sulkin and Pramis (1967), Campbell (1976) and Grunberg (1980), all of whom are cited in Mottaz (1984), have found that by contrast, a number of studies have reported a negative relationship between education and job satisfaction. Finally, supplementary studies by Sinha and Sarms (1962), Sheppard and Herrick (1972), Gordon and Arvey (1975), Hamilton and Wright (1961) and Wright and Hamilton (1979), all of whom are cited by King *et al.* (1982), have found that between education and job satisfaction there is no relation at all.

Generally, from all the above viewpoints one can understand that education is the basis of everything. Therefore, the efforts of the regional police to educate police officials are commendable. Nowadays police officials are studying under their own volition, especially the science of law. The educated police officials immediately leave the profession of policing. Most of them join the staff of the public prosecutor and the judges. The Amhara police commission's *1st Quarter Report* of September 2006, indicates that more than 250 young police officials who trained for a law diploma also registered at the justice bureau to leave policing (ANRSPC, 2006 September). Generally, if the situation continues like this, in the near future the only stability in policing will be from those who have no available market open to them beyond policing. Nevertheless, crime is being committed worldwide and its control needs

knowledgeable, skilful officials with a positive attitude towards policing and who are given due regard by police organisations.

2.6.5 Policing experience and skill

In relation to the experience of the police, there is much research based on the grounds that real-world experience is the best teacher. However, literature reviews have been concerned with the discrepancy that many police perceive that not everybody has the opportunity to share in the most valuable experiences and not everybody has the opportunity to learn from experience what is most likely to work. Moreover, not everybody enjoys the most valuable real-world experiences (Fyfe *et al.*, 1997:191).

According to Wood (1977), cited in Fyfe *et al.* (1997:192), police often discover during their actual policing work that they are not as well prepared as they had believed. In a criminal investigation they face unanticipated gaps in their professional competencies. In general, the literature argues that beginner crime investigators need to have a better understanding as to what criminals are and can do. One way to begin the process of improving criminal investigation practice is by systematically identifying and analysing the most important lessons learned by the most experienced and successful people. However, the chances of solving some reported crimes are so slight that investigating them serves only to divert detectives from work on more promising cases.

The Amhara Police Commission's *Annual Statistics Report* of July 2006 (ANRSPC, 2006 July) shows background information indicating that more than half its police officials have policing experience of less than ten years. Data reveals that 25 of the police officials, including heads of sections, have 10 years and less in the police service. This might show that most police officials are inexperienced in the policing environment that may in turn have an impact on the police official labour turnover problems in the region.

Thus, on the history of vocational choice, the idea is that vocational satisfaction, stability and achievement, depend on the congruence between one's personality and the working environment. People search for

environments that will let them exercise their skill and abilities, express their values and attitudes and take on agreeable problems and roles (Chapman & Loather, 1982:34).

Some research suggests that the need for achievement can influence the relationship between performance and job satisfaction. Hence, if a strong relationship exists between performance and satisfaction for employees, then there will be a higher need for achievement. If there is a correlation between satisfaction and performance over a long period, one might find that satisfaction contributes to work effectiveness. The significance of skill utilisation for predicting job satisfaction has been underestimated or neglected in most studies on job satisfaction (Lucio & McNeill, 1979:29).

According to Dowling and Kabanoff (1978) quoted in O'Brien (1982:219), "the main determinant of the mental health of workers was the amount of opportunity that they had to use their skills and abilities on their job. Job satisfaction with skill utilisation has occasionally been measured as a separate facet of job satisfaction, but does not appear to have been measured as an independent job attribution." Thereby studies on job attribution and job satisfaction have generally concluded that the use of abilities and opportunities for learning on the job are significant predictors of job satisfaction. Simple and multiple regression analysis showed that skill utilisation was the stronger predictor of job satisfaction with a large representative population of employees. The data weights of skill utilisation were much higher than the corresponding weights for the other job attributes.

If skill exists to a considerable degree it tends to become the first source of job satisfaction to the employee. Among Indian workers, studies have shown that skilled workers have significantly higher job satisfaction than unskilled ones. Research has shown that in a sample of 1 383 workers skill utilisation is the strongest predicator of job satisfaction. This study shows that increase in skill utilisation is associated with increased job satisfaction (O'Brien, 1982:78).

According to Bunyard (1978:97):

"Generally, skill as a determinant factor of job satisfaction does not operate alone. It operates with the kind of work, occupational status, responsibility, length of service, opportunity to use skill and possibly a host of other factors. Hence, based on this assumption all police officers need much police training in order to develop the necessary policing skill, so experienced police supervisors lead their subordinates with a reasonable amount of success".

2.7 ORGANISATIONAL HIERARCHICAL CHART OF AMHARA REGIONAL POLICE

In order to understand police supervision and management one has to view a police organisation. The organisational chart shows that the police bureau, including the division of labour and responsibilities, is common to a large department. When we see the chart, each of the four major branches in the department has a number of units. For example, the investigation branch has two major divisions.

What distinguishes the higher-ranking officers from supervisors is that they also perform planning, organising, staffing and other managerial functions. Higher-ranking managers have executive as well as supervisory responsibilities. They are responsible to both organisations. The general functions are under the supervision of their immediate subordinates.

As far as the researcher is concerned and on behalf of the organisation's management group the work situation in the Amhara police force is that all managers, regardless of their level in the organisation, must supervise their subordinates. They are all responsible for directing and controlling. Higher-level managers, because of their other responsibilities, generally are unable to devote as much attention to these two important tasks as first line supervisors. Thus, the force of direction and control in most organisations, including police departments, usually falls on the shoulders of supervisors. However, managers cannot neglect supervision because they are ultimately responsible for the operation of large units in the organisation. Generally, the

Amhara police commission's new organogram drawn up in April 2007 is applied hierarchically from headquarters to the districts with explanations included in the manual (ANRSPC, 2007 April).

2.7.1 Amhara police commission organogram
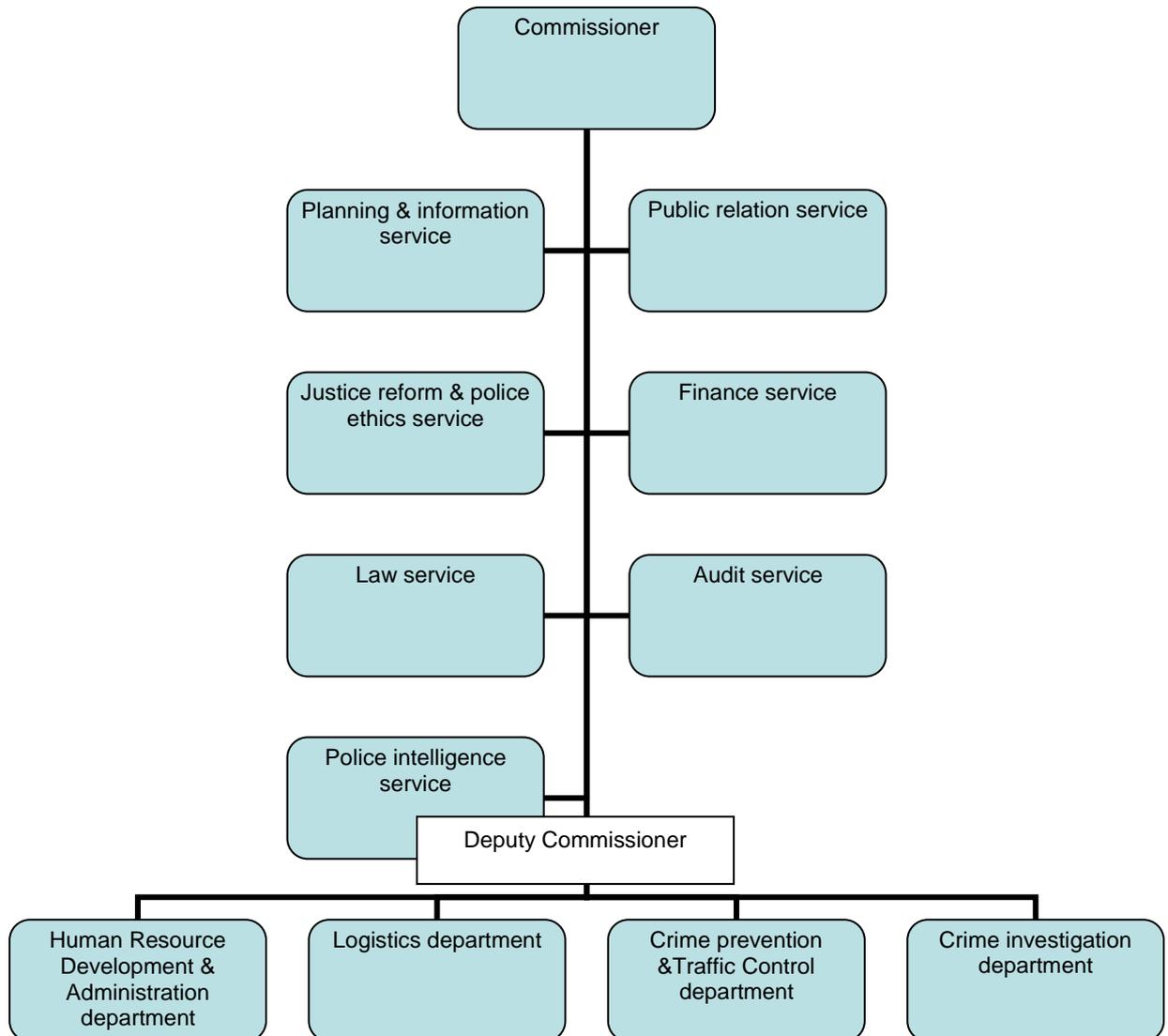
Figure 1: Amhara police commission organogram

Figure 1 shows that the Amhara police headquarters has four departments and seven services, as follows:

1. Crime investigation department has two sub-units, namely, tactical crime investigation unit and forensic crime investigation unit. Each of the two units is further divided into sections as indicated in the above chart. The rank of the head of department is commander and the head

of each unit is a deputy commander. Below these ranks are chief inspectors at the top and assistant sergeants at a lower level.

2. Crime prevention and traffic control department has three units and a section. The units are traffic control and investigation unit, community policing unit, riot and violence control unit and the section is crime prevention and detective chief section. The department head is a commander and each unit head is a deputy commander. However, the rank of the head of a chief section is chief inspector. In each unit, there are different experts and workers in different ranks.

3. Human resources and administration department's head is a commander. The department has only two chief sections with heads at the level of chief inspectors and different sections on inspector's level. However, in each hierarchy there are experts and workers on different levels. Therefore in this department there is no deputy commander.

4. Logistics department's head is also a commander. The department has different chief sections and sections under it. There are experts and workers within the same rank as those in the human resources and administration department.

In summary, the four department heads, deputy commissioner and commissioner form the executive management group of the police commission. The department heads are police officials whereas the deputy commissioner and the commissioner are civil service posts and politically assigned.

The other point regarding the police commission chart is that there are seven units that are said to be commissioner staff. The unit head is usually a deputy commander under whom there are workers and experts in different ranks. From the seven units, the finance unit and the audit unit are civil servants and the experts and heads are also civil servants. The rest of the staff are in the public relations unit, planning and information unit, justice reform and police ethics unit, law unit and intelligence unit and are called support staff. However, the four departments are known as operational staff (ANRSPC, 2007 April). An important point related to this research is that those heads in

the structure, especially those with the criteria to be heads of department with the minimum educational status of a diploma in Police Science and with eight years administrative experience in different hierarchies and those who fulfil the minimum requirements, are assigned directly by the commissioner without any computation. Therefore, police officials who have an academic as well as a Police Science degree or diploma leave the organisation for two reasons (ANRSPC, 2006 July). The first reason is due to the overall criteria. The second reason is that the head of a police department earns 2035 Ethiopian Birr and 99.75 Ethiopian Birr as fringe benefits, whereas an employee in any government organisation who holds a degree, within a minimum of ten years experience based on a merit system, earns 2535 Birr with an additional 99.75 Birr.

So based on the above facts and negative discrimination on promotion as well as future hope of risk-minimisation, not only those who hold a first degree but also those who hold an academic diploma leave the police profession (ANRSPC, 2007 February) in significant numbers. Therefore the executive body of the police force should take due regard of the issue. The executive should improve at least the internal fair decision-making process and emphasise the merit-based promotion system (ANRSPC, 2007 April).

2.7.2 Amhara Police Department: Zone organogram
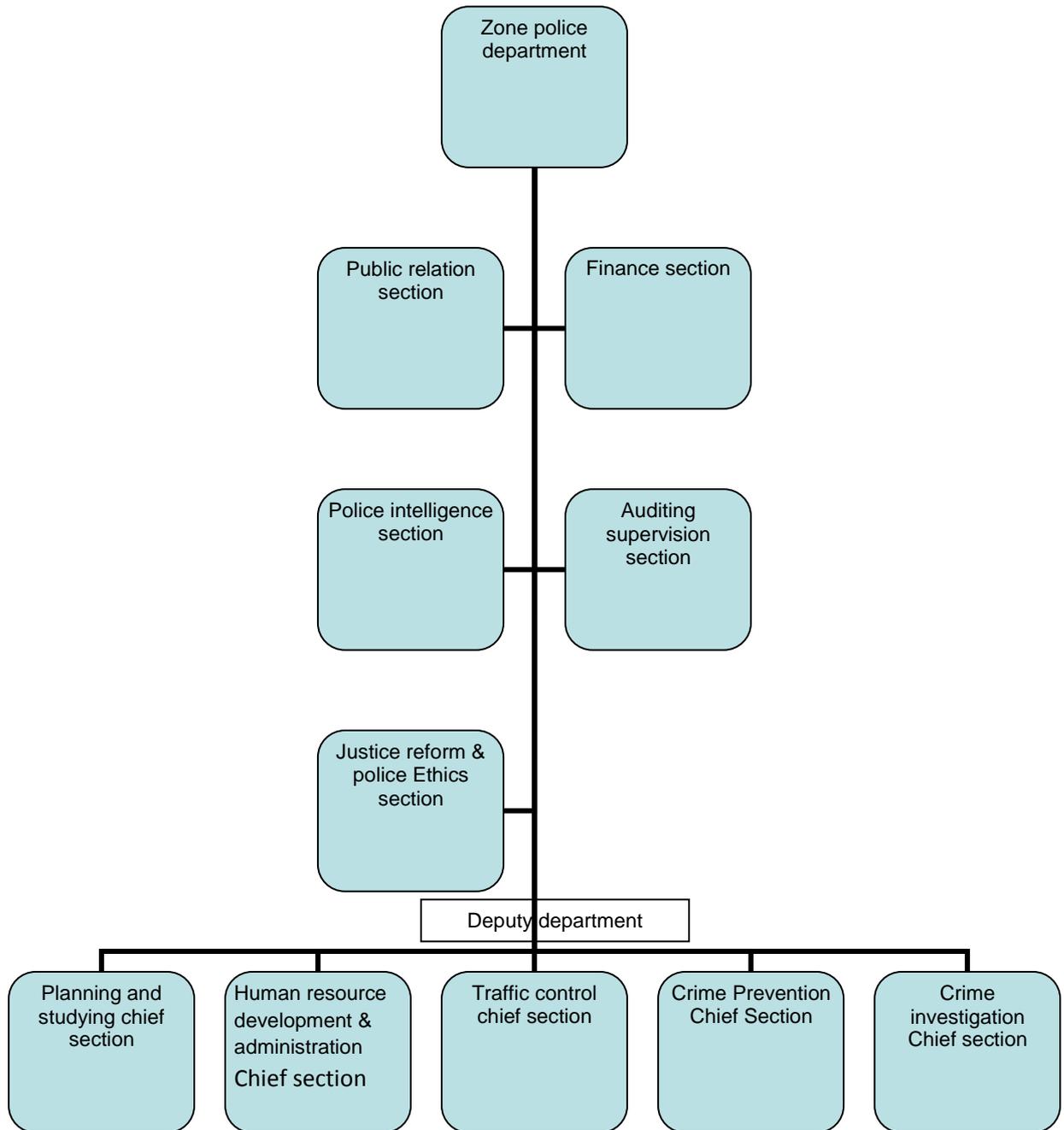
Figure 2: Amhara police department: Zone organogram

In the Amhara region police structure there are eleven zones of equal status. The rank of the head of each zone is that of commander. In each zone there are: Planning and Studying Chief Section; Human Resource Development and Administration Chief Section; Traffic Control Chief Section; Crime Prevention Chief Section, Crime Investigation Chief Section. Chief section heads are ranked as chief inspector and deputy department heads are

considered as the second heads of each zones and ranked as deputy commander.

Under each chief section, there are different workers and experts in different ranks. All eleven zones also have support staff. However, all the chief sections including the second head are called operational staff and the finance and audit section staff is all civil servants as in the region. Information in the above organogram shows the hierarchy. Staff members in the administration system are selected in the same way as staff at headquarters. According to the rules and regulations of the Amhara regional police the budget for each zone is allocated from police headquarters. At the beginning of every financial year headquarters allocates the budget and after that the zone uses it according to its own requirements. Moreover, the department in each zone serves as a bridge between the head and the district. All power is at headquarters and the districts whereas the region delegates power to control the districts (ANRSPC, 2007 April).

2.7.3 Amhara districts police office

There are about 140 districts in the Amhara government police commission. Each district has an equal position and its head is ranked as chief inspector. Each district has the following sections: crime investigation section; crime prevention and community policing section; traffic control and car accident and technique investigation section; and human resource and administration section. The head of each section is ranked as inspector and in each section there are experts and workers. The section heads of the districts form the management group of the police office (ANRSPC, 2007 April). The total number of police stations in the region is 48. The stations have support staff as operational staff as indicated in the above chart. The head of each station is an inspector. These stations are mostly assigned to the towns and nearby districts manage them.

As is indicated above, the top and bottom levels of management are very far apart in distance as well as in their hierarchical arrangement. Therefore, as in other parts of Ethiopia, the poor Amhara region does not have enough logistical support such as vehicles, telephone access, police radios,

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computers and Internet facilities as well as well-trained police officers. The ordinary police officials who live in the most remote areas of Amhara would take six days to reach the Amhara police headquarters and another six days to return. Hence there is no opportunity to meet a strategic leader; the official only knows his name on paper. If this is the state of affairs, senior management is forced to believe the decisions of the lower management whether these decisions are valid or not. Because as discussed in the background information, the educational level of police officials as compared to the other Amhara regional offices is almost equal. Although it takes time to upgrade, by now there are 16 police officials who hold a first degree from the total police officials in the region. This study is also one of the main capacity-building projects of the regional police.

To the question of who is working in safety in the Amhara police in internal management or facilitation, the reply is that working in Amhara, especially in East Shoa zone has become tedious for the lower levels of police. The work of the police in Amhara is more of a traditional nature than that of the police official forced to leave the organisation (ANRSPC, 2006 September)

Another question is whether the new structure of police which was working for four years and revised in 2007 functions properly, especially for the non-management group of police. In general, the hierarchy is from the station office, district office, zone department and regional commission. Transferring a police official from district to district is authorised by the zone department. Transferring a police official from zone to zone is authorised by the regional commission's human resource development and administration department. In general, leaving policing voluntarily or forcibly, ranking, increasing salary, recruitment and training, setting criteria for promotion, transferring from zone to zone and higher training or upgrading are decided by the regional police commission management. Budget allocation for the 140 districts is not the work of the regional commission. But the police commission allocates the zone budget. Therefore, the commission has power to administer only the manpower. Managing staff without resources is meaningless so even the power of transferring a police official from zone to zone is impossible. The

response of a lower district is important because if that particular district does not have sufficient budget, it will indirectly reject the transfer of that particular police official which sometimes creates problems.

In the Amhara regional governmental police commission structure, the district office is decentralised in logistics and in budget. However, the other policing activities including evaluation are centralised. Therefore, the way in which evaluation, transfer, promotion, opportunity for further education and other important internal aspects of managing police are done is mostly by friendly relationships. Because of these internal management problems police leave the profession (ANRSPC, 2007 April; ANRSPC, 2006 September).

2.8 SUMMARY

Police organisations can directly or indirectly affect the life of citizens because the role of the police is to maintain peace, security and order of the people. Therefore in this chapter, the human elements of structure, the framework of the Amhara police structure hierarchically as well as the personal characteristics of police are discussed. The elements of marriage, gender, educational background, experience and skills and the rationale of organisational structure related to the organisational organogram have been treated.

CHAPTER THREE
POSSIBLE REASONS FOR POLICE PERSONNEL TO LEAVE THE ORGANISATION

3.1 INTRODUCTION

Workforce turnover is a critical problem in an organisation. Job satisfaction and organisational commitment are the most widely studied concepts in the organisation. Similarly there is a good deal of research in relation to labour turnover. Hence many studies in various countries have been made on labour turnover in order to overcome the problem.

An assumption of the respondents and the information in different documents and literature in this area is that turnover is also a factor of working conditions. The administrative prescription based on this assumption is that if a factor accounting for poor working conditions is altered or eliminated, staff turnover will be minimised.

Hence the human resource section of police personnel has the basic responsibility of creating an environment conducive to development with each police leader taking his share of the responsibility for recruiting, developing and retaining qualified and committed individuals. A strong force can be made better if there is better personnel management (Geller, 2003:274).

So basic is the turnover of police to the quality of policing that the subject is discussed throughout this chapter.

3.1.1 Police personnel

The Regulations of the Ethiopian Federal Police (Ethiopia, 2003) state that police personnel are police officers who have trained in the police profession and currently work in policing. According to the *Federal Negarit Gazeta* of the Federal Democratic of Ethiopia (Ethiopia, 2003:1), a police officer is a member of the police service who has received basic training in the police profession and is employed by the Ethiopian Police Commission.

The respondents were asked the following question: "Explain what you understand under the term 'police personnel'". Respondents then gave their suggestions in their own way of understanding the definition of the term. According to two respondents, the term police personnel means a police officer working on a staff of police giving service in the areas of retirement, transfer, promotion and social affairs. In addition, police personnel are police officers working on a staff and giving service as clerks in the human resource and administration departments.

Moreover three respondents said that police personnel are human resource and administration document facilitators working mostly on the staff of the human resource development and administration departments. On the other hand, five respondents said that police personnel are police officials working in policing activities where their performance is measured by staff activities only. Police personnel are police officials working in any policing activities required by the police commission.

In a general sense, seven respondents underlined the issue that police personnel are police officials working on the staff especially facilitating the filing of transfers, promotions and related activities that is decided by the executive managers. Another six respondents replied that the meaning of the term police personnel is police officials working on the staff.

Lastly, nine respondents said that police personnel are police officials doing policing. They said that they did not know the meaning of the term beyond this as neither the police commission nor the training centre had made them aware of a technical meaning. From the above responses we can understand that almost all the respondents linked the question to close observation of what a personnel officer does.

Basically one can see that almost all 32 respondents view the term in the same way. Generally the respondents noted the daily experience of policing and it can be inferred that these responses reflect what the Ethiopian police regulation expresses as described above.

On the whole police personnel are responsible for the consequences of the appointment while the assignment, promotion and discipline of policemen rests on the head official (Wilson, 1977:333). On the other hand, according to Hilgert (1972:224):

> "The personnel department is responsible for maintaining employment records on staff, including correspondence pertaining to their hiring, applications for employment, background information, various positions held within the organisation, dates of promotion, salary changes, leave of absence granted, disciplinary penalties imposed and any other type of information which describes each employee's relationship to the organization".

Generally what the interviewer observed in actual interviews was that almost all the respondents answered what the regulation underlines. Therefore in this regard nearly all the respondents seem to have a clear understanding of what the term police personnel means since all the respondents have been trained in basic Police Science and all are police officials.

3.1.2 Turnover

From the literature and what is taken for the purpose of this study is that the concept of turnover is defined as "withdrawal from employment through resignation, removal, or the absenteeism of the employee" (Stinnett, 1970:38). This research will also consider what turnover means to respondents in relation to policing, by asking the following question: "What does turnover mean in terms of Amhara police officials leaving policing voluntarily or forcibly after one year or more?" According to Stedwick (2003:40), voluntary turnover is often viewed as undesirable, although this is not always true. Most organisations calculate turnover by dividing the number of people leaving the organisation during the year by the average number of employees in that year. It is reported as a percentage that indicates how many employees leave the organisation during each year. Heneman (1996:189–193) suggests that:

> "From the individual's perspective, turnover can be a major way to improve employment opportunities, because when such mobility

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results in improved income and/or satisfaction, society and the individual are both benefited. Employee turnover may also have a positive impact on the organisation if poor performers are encouraged to leave. It is also better if good performers are rewarded by the organisation and/or if poor performers are encouraged to leave. An organisation should consider the desirability of the costs to the organisation of replacement and training during turnover. Moreover, there are the costs of training and salary increments to retain employees."

In order to obtain the interviewees' viewpoint, the investigator asked the following: "Explain the meaning of the term turnover." According to seven respondents, turnover is a phenomenon in which workers leave the organisation because of an unfair management decision. In addition, five respondents expressed their view that turnover occurs when workers leave the organisation due to misbehaviour. Another three respondents mentioned that turnover is when workers leave the organisation because of poor salary. On the other hand, four respondents stated that turnover is workers leaving the organisation due to unfavourable work conditions and lack of transfer from zone to zone. In the view of five respondents, turnover is workers leaving the organisation due to unfair promotion and overall unfair decisions of the management. From another angle three respondents responded that turnover is when police officials leave the motherland and go to a foreign country because of the risk of police work in general. On the other hand, two respondents noted that turnover is workers leaving the organisation due to absence of educational opportunity and unfair decision-making on the part of police managers.

The remaining three respondents did not want to explain the term. What they underlined was that the police commission did not teach them such a term. From this response the interviewer observed a lack of awareness on the problem of turnover. By chance these three respondents came from a remote district through transfer and before coming into the zone they lived in a camp as violence controller emergency police officials.

Therefore, one can say from the above literature and the respondents' definitions in the interviews that respondents understand the term from their own experience. Their understanding is logically informed by the problems they have faced and observed of those who leave and what they dislike about policing. Most respondents define or understand the term from the angle of the problem of turnover in the Amhara police.

Hence, most respondents define turnover according to their own experience except for the three respondents whose understanding of the term is far apart from the purpose of this study because they see turnover from the angle of migration.

Generally, the respondents' understanding of the term turnover reflects the definition in the literature and therefore the problem is well known to the sample of police officials. Although the respondents see the term from one side of the problem, the general approach seems to be that of the literature, namely, to retain young police officials.

3.1.3 Possible reasons for police personnel leaving the organisation

The possible reasons mentioned by respondents as the major factors for police to leave the profession were the following, ranged from the highest to the lowest factor:

- Poor salary;
- Lack of extra pay for extra work;
- Lack of incentive/reward system;
- Lack of support by government;
- Risk and hardship in policing;
- Unfair decisions and lack of participation in decisions;
- Tentativeness of the rules and regulations;
- Unfair transfer and lack of transfer;
- Lack of promotion;
- Lack of respect for policing by the community;
- Inadequate equipment;

- Lack of and unfair educational opportunities; and,
- Unequal treatment.

In particular, all respondents emphasised poor salary and lack of support by government. They all underlined these issues many times. The above reasons are technically grouped and discussed in the following paragraphs.

3.2 CAREER DEVELOPMENT OF POLICE

The question of which rank of police should work in the profession for a long period was asked. Sixteen respondents noted that ordinary police officials have a relatively negative attitude to the policing profession as compared with that of officers. Whereas 14 respondents replied that especially police officials who have a good position have a great desire to stay longer in the organisation because of their satisfactory position. The other two respondents did not respond to the question.

Then the respondents were asked why police officials entered the policing profession. Some respondents replied that the reason was lack of other work opportunities and to use the policing profession as a springboard to other careers. This observation was made by 19 police officials. The other 13 respondents responded that the reason for entering the policing profession was because of their own interest in it. Therefore it can be said that from the respondents above more than half of the sample police officials appeared to be uncommitted to working in the posts to which they have been assigned. Beyond this and from the 13 above respondents who gave same answer, ten respondents said in addition that the police requirement of training was ineffective which in turn could intensify the problem. On the whole if police officials do not feel confident in their work, they may be influenced to leave the profession and search for other alternatives where they would perform better. Two writers point to the fact that "career development refers to the methods and procedures used to plan and implement a career by means of education, training job search and work experience" (Lunernburg & Ornstein, 1996:546).

Although, according to Fyfe *et al.* (1997:275 & 276), "most career ladder plans share certain features, predetermined criteria for advancement (including training and certification), promotion, or the selection and training procedures, and opportunities for persons to accept new roles, on the whole promotion, or the selection and training are important tasks". Included under the heading of police personnel management, career ladder's criteria used in promotion are inaccurate, each higher rank carrying very few criteria for advanced ranks separating the position of the police from the civil service. In this regard the number of those in advanced ranks typically is very small in relation to the number of eligible candidates.

However, the regional police have complained that the organisational structure of police is always under question saying that the applied structure was not considered in the earlier police force. For instance, in Amhara experienced police with a level of education almost below tenth grade can gain access to leadership positions. However, an investigation has not yet been done on its effectiveness. The police commission has introduced from the police station up to the commission level a police career ladder and ranking beginning from July 2004. Besides this career structure, another means of rejuvenating professionalism among police involves the formation of developing a judicial socialisation programme of capacity building with the right to negotiate salaries, benefits and working conditions. These organisations would allow police to improve their lot and participate in decision-making (ANRSPC, 2004 August).

There have been relatively few instances of police professional development encouraged by a more differentiated career structure. A number of revised police compensation structures, based on demonstrated competence, group-based on demonstrated competence, group-based performance and professional advancement have been implemented in Ethiopia. These facts were made known in a speech by a government official at the graduation ceremony of the district police administrators in February 2006 (ANRS, 2006).

In general on the question of what are the reasons for turnover in the police, the response according to the 32 respondents was that policing in the Amhara

region is very difficult because there are very few police officials. Hence every police official works very long hours without extra pay or other incentives. Policing is monotonous, tedious and difficult and sometimes even beyond the strength of a human being. It is more difficult than generally supposed. The respondents stated the reasons for the police turnover from the most serious reason to the least serious reason respectively, as follows:

1. All thirty-two respondents noted poor salary.
2. All thirty-two respondents expressed lack of support or emphasis by the government.
3. Twenty-nine of thirty-two respondents stated the risk of work in policing.
4. Twenty-eight of thirty-two respondents said that work of policing is full of hardship.
5. Twenty-five of thirty-two respondents mentioned lack of extra pay for extra work.
6. Twenty-three of thirty-two respondents illustrated unfair decisions.
7. Twenty-three of thirty-two respondents emphasised tentativeness of the rules and regulations.
8. Twenty-two of thirty-two respondents emphasised the lack of an incentive/reward system.
9. Nineteen of thirty-two respondents mentioned unfair transfer and lack of transfer.
10. Eighteen of thirty-two respondents identified the lack of promotion.
11. Sixteen of thirty-two respondents noted lack of respect from the community.
12. Thirteen of thirty-two respondents mentioned the lack of participation in decision-making.
13. Eleven of thirty-two respondents described poor equipment of policemen.
14. Nine of thirty-two respondents underlined a lack of educational opportunity.
15. Nine of thirty-two respondents added unfair educational opportunities.
16. Seven of thirty-two respondents indicated unequal treatment.

In summary, all respondents emphasised poor salary and lack of emphasis on the part of the government. These issues were underlined many times by each respondent. From this one can infer that all the above reasons of the turnover of police should be duly regarded by the regional government as well as by police executives and that attention should be paid to all these issues to retain experienced police.

According to Stredwick, "an important point noted between two major kinds of factors is that one group of factors deals with the nature of a job and the other is related to the environment in which the job is done, namely the working conditions" (2003:40). One set of causes may lead to voluntary or compulsory turnover. Voluntary turnover includes: leaving to take up a job elsewhere; leaving to raise a family; leaving to set up a business or enter full-time education; leaving due to a partner's relocation; retirement (although the organisation may enforce a compulsory retirement age) and leaving due to ill health. In addition, compulsory turnover includes: dismissal for misconduct; dismissal due to ill health or due to redundancy.

According to Geller (2003:273), staff turnover is sometimes called "wastage". In a review of human resource management and police management studies, the literature suggests that a difference in the main reasons for turnover may appear depending upon whether the investigator is searching for causes that lead to a healthy working environment and conditions or the mechanism of motivation. Observations on staff stability led to the concept that some factors in the work situation cause turnover and other factors contribute to staff stability and healthy working conditions. From this viewpoint, studies conclude that people are the police department's most important and most valuable resource. The quality of policing depends on the quality of the people doing policing and the success of the organisation depends on how well these people are selected, trained, evaluated, promoted and supported.

3.2.1 Professional development

According to Leonard (1964:280):

"Professional development is one of the most powerful routes to employee motivation and organizational improvement. In every nation and nationality, certain attainable standards of excellence are recognized in every profession, so a police service is characterized by the appearance of certain principles of standard procedure which bear the credentials of authority and which are regarded by leaders in the profession as essential to successful police organization and management."

Leonard defines the term profession as follows:

- An organized body of knowledge, constantly augmented and refined, with special techniques-based theory;
- Facilities for formal training in this body of knowledge and procedure;
- Recognized qualifications for membership in, and identification with, the profession;
- An organization which includes a substantial number of its members qualified to practice the profession and to exercise and influence the maintenance of professional standards; and,
- A code of ethics which, in general defines the relations of the members of the profession to the public and to other parishioners within the group and normally recognizes an obligation to render services on other than exclusively economic considerations and in-service training involves the whole staff in the operation and management of the police. Much of the work of staff development is also directed towards the improvement of the organization as well as the professional advancement of the individual.

Therefore, it can be argued that professional development should embrace personal development (individual learning) and staff development (the collegiality of group learning, co-learning). Although the definition and scope of employee development is continually changing (Leonard, 1964:111–115), the current topics focus on police education and police career development.

3.2.2 Police education

Education in police personnel administrative recruitment is vital. The better trained the police are, the more effective they are at work. In America the educational levels of officials in police departments varies from the ability to read and write to high school graduation with the trend definitely toward a university degree majoring in Police Studies. In that country before 1945, in one police station department with a total personnel of 628 men and women, there were 84 individuals possessing from two to eight years of university training (Leonard, 1964:95). If one compares the above old American data of 1945 as compared to information on Ethiopia (ANRSPC, 2004 August), today's world appears to be a village through technology with similar crimes committed in both developed and developing nations. Taking account of this situation in September 2006 (ANRSPC, 2006 September), the Amhara police report indicated the figures below. From the total numbers of 7520 police officials there were:

- 1984 police officials possessing from grade one to grade eight of elementary school;
- 259 police officials possessing from one to three years university training in a diploma programme;
- 54 police officials possessing from one year of university training in a degree programme;
- 229 police officials possessing college training for a diploma;
- 438 police officials holding a college and Police Science diploma;
- 340 police officials holding a Police Science certificate;
- 2 police officials holding a bachelor's degree from Unisa; and
- 11 police officials holding a bachelor's degree from Sendafa Ethiopian Police College; and
- 4 police officials holding a bachelor's degree from the local university of Ethiopia.

From this data there is no question that America today and the Amhara police of Ethiopia cannot be compared. Yet Amhara police officials seem to be attentive to the enforcement of the daily work of policing. Early in 2003,

Ethiopia developed a strategic plan of capacity building for police in order to increase their productivity and to update the country's policing as developed nations have done. Before May 1991, the police organisation was virtually ignored and government selection of police criteria focused only on reading and writing skills in a local language (ANRSC, 2001).

The United States of America offer in-service training programmes on policing to police trainees who develop a programme for identifying suburban areas where police recruitment is measured as self-defence and promote coordination in blockades and other operations which cover large-scale cooperation over a larger area in an accident (Leonard, 1964:126).

To make the in-service training programmes effective on a regional basis they should be designed to fit the pre-service level of police training. Yet, like other professions, police need continuous in-service training to keep up to date and perform properly (Leonard, 1964:126). Nowadays this is a key task of Ethiopia and the Amhara police commission too.

3.3 ECONOMIC CONSIDERATIONS

According to Chandan (1999:176–178), "policies addressing the economic needs and concerns of the police are based on the assumption that extrinsic rewards and incentives such as salary and other benefits, increased job status and job security are important factors that can be manipulated in order to attract, deploy, educate and retain effective police".

The question was asked of respondents on the comparison between the increment on the regional government salary and the region's civil servants. All respondents who work in the four sampling zones appear to lack these benefits. For example, a salary increment every two years has been ignored only for police officials while the increment attached to job status is for a few police officials only.

The key hypothesis in the economic theory is that "the level of public resources allocated to law enforcement will be positively related to the level of crime, while the level of crime will be negatively related to the level of public

resources allocated to law enforcement" (Bayley, 1998:11). Some authors find that "policies that address the whole process of planning, implementing, and controlling are a continuous cycle in an organization; then, one important aspect of control is the enforcement of rules and policies. Therefore, rules applied in any organization should be according to the norms of the society" (Bunyard, 1979:112–113).

Mullins (2002:135) finds that "in any organization policy can help to reinforce the operational functions, clarify the role and responsibility of the worker, minimize the dependency syndrome on the actions, change the outdated system by the updated one, and activate the changes". According to Mullins, specific decisions relating to personnel policy are the following:

1. Giving priority to promotion;
2. Enforcing retirement at government pensionable age;
3. Making employment available to only the professionally qualified; and
4. Permitting line managers, in consultation with the personnel manager, to appoint staff up to a given salary/wage level.

Respondents were also asked the following question: "Is your monthly basic salary reasonably sufficient to meet your basic financial needs and enable you to live with your family as compared to the other civil servants in the country?" All 32 respondents clearly underlined that it is a well-known fact throughout the country that police salaries are at poverty level. Even if the government increases the salaries of police officials they will still be below the standard of living because police officials do not have their own homes and necessary facilities. Therefore police work is unsatisfactory to them.

Studies that are based on human resource development policies in order to address employees' pay, incentives and benefits, have found that basically the organisation has to set the evaluation of the performance management system, the communication and involvement policy for the workforce. Policies must be accessed equally as an opportunity for each employee and discussed in advance before rewards are handed to the best performer (Stredwick, 2003:48).

As is common knowledge in the region, salary and non-salary benefits for police in Amhara have been ignored by the Amhara police commission for ten years. There has been no rank or salary increment for police in this period, whereas within these years the region has given civil servants a salary increment at least twice. Therefore the salary and non-salary benefits for police will be discussed separately in the following sections because of their importance for turnover.

3.3.1 Salary

Researchers suggest that "managers often want to better understand the mechanism of pay satisfaction/dissatisfaction because they feel that pay satisfaction is in relation to employee behaviour such as performance, absence rate or turnover rate. Besides, management views pay dissatisfaction as an important cause of complaints and grievances, which create an unpleasant working atmosphere" (Nash & Corrol 1975, cited by Ashbaugh, 1982:197). To attract and keep well-qualified and experienced police in policing, payment should be need-designed, especially in contrast to Herzberg's theory (quoted in Bunyard) that low satisfaction for poor pay for a police officer is often related to the early part of an official's career when he has already suffered financial hardship (1979:40).

According to the salary scale of June 2005 of the Amhara regional government police, the monthly pay voucher indicates that the basic gross salary at that time was 220 Ethiopian Birr plus 217,67 Birr as food allowance totalling 437,67 at the lowest end of the scale, to 2 027,67 Ethiopian Birr at the highest level. But today, 2008, including the food allowance the minimum gross amount is 575 Birr and the highest is 2 035 Birr. The respondents' response to the issue of salary has a great impact on the work of policing. Therefore, from the above viewpoints one can deduce that salary and non-salary benefits should be duly regarded for the effective performance of policing (ANRSPC, 2005 June).

Hence Stredwick (2003:296–298) states that equity theory asserts that pay satisfaction is the result of an individual comparing his job inputs and results

such as pay and other factors to the job inputs and results of his fellow workers. In addition:

> Employees' salaries play a fundamental role in the allocation of scarce educated labour resources. Pay scales are based not on a simple scheme, rewarding employees for their service and loyalty, but on a formula, which serves better the purpose of individual salaries as a resource allocation. Hence, in a fast changing world such as the capitalist, free enterprise society, performance-related pay should be operating formally (Cannell & Wood, 1992; cited in Stredwick, 2003:296–298).

Regarding the above theory and the real situation indicated by the respondents of the sample Amhara police respondents, the creation of a good system of pay according to the work/job which is performed and the distribution of resources both in manpower and in monetary reward would enhance performance. Therefore increasing the salary of civil servants by three steps and ignoring the police salary increase seems to have created a problem. This issue emerged from the unwise resource distribution of salary increments among police officials. As a result, a significant number of police officials are ready to leave policing according to the annual planning report presented at a meeting of the Bahir Dar police (ANRSPC, 2006 November). The report adds that the regional government should duly regard the above issue and announce that according to their years of service the salaries of police officials should be increased by one to three steps horizontally to rectify the decisions taken in past years by the regional cabinet.

An individual's expectations of the future also seem to influence his satisfaction with his pay. Managers who were optimistic about their chance of getting other jobs, or who anticipated large increases in pay, were less satisfied with their present pay according to a number of studies (Kline and Maher, 1966; Penzer, 1969; Andrews and Henery, 1963; all quoted by Ashbaugh, 1982:198).

According to the monthly report (ANRSPC, 2006 December), the creation of a stable environment in the police organisation seems difficult because police officials join other organisations. If they have no opportunity of getting another job, then after a time they upgrade themselves by using policing as a springboard. They then find another job with a better salary and fair decisions regarding the pay system. It is known worldwide that the work of policing is full of risk, and with a poor salary system the police official may be forced to leave the work of policing. Hence, the government should give regard to the issue of retaining well-trained and experienced police.

Therefore a manager's perception of the difference between the criteria he/she uses to determine a salary increase and the actual criteria used influence his/her satisfaction with pay. The greater the extent to which a manager feels that his/her criteria for salary increases are merited by the employee the greater the job satisfaction the individual expresses (Dyer, Schwab & Theriault, 1976 as quoted by Candler *et al.*, 1988:35).

A police official's salary is low compared with that of other government civil servant workers. For example, a public prosecutor with six months training earns 895 Ethiopian Birr and the new February 2007 salary is 1 565 Birr whereas the old police salary including the food allowance is 437.67 Birr and the new one is 575 Birr. Any head of a civil service department earns 2 535 Birr while a head of department in the Amhara police department head earns 2 035 only if he has the rank of commander (ANRSPC, 2005 June). According to the Regulations of the Amhara police commission, if a police official joins the force willingly and takes basic police training, he or she should give at least seven years of policing service (ANRSPC, 1994).

Therefore not every police official is satisfied on the issue of payment. Regarding the salary issue, at a yearly planning orientation in August 2006, about 165 police zone, district and station heads emphasised that the regional government should increase salaries by three levels as the civil service had done. This issue was agreed upon by almost by all police heads in a request to the commissioner. This also indicates that the salary increase issue by now

is having an impact on work. Everybody thinks about it instead of accomplishing the work of policing, according to 32 respondents.

Of the 32 respondents, 17 respondents added and emphasised that the regulation of tentative police ranking in the regulation of August 2005 and the pay system that was correspondingly declared in the same year did create a certain measure of stability for those who were satisfied in the profession of policing at that time. Some police officials had upgraded through this system.

On the contrary, of the 32 respondents 15 respondents additionally stated that whatever regulation the Amhara region had declared, it did not work equally for all. It might work negatively or positively depending on whether that police official had got acceptance by the decision maker regardless of whether he or she fulfilled the criteria. It was simply a special management decision of the executive. In this way the rules and regulations are applied differently at different times.

Therefore, one can understand from the above theory and the respondents' points of view that creating a system or criteria based on merit is a better way of managing employees regarding their salaries. However, the researcher on behalf of the executive manager of the region considers that the respondents seem ignorant of decisions taken and it appears as if the ordinary police officials do not read or even see the regulations. So the regional decision maker is considering giving training on the declared rules and regulations before applications are made. Participatory decisions should be duly regarded.

In the United Kingdom, police officers are paid a shift allowance. Mostly shift work payment is based on "compensation for inconvenience" with larger payments for nights than for afternoons, and for weekend work than for weekdays (Weddburn, 1992 as quoted by Wilson, 1995:353). However, on the question of extra pay for overtime work and future capacity building of the police, in Ethiopia there is no compensation or inconvenience allowance for the police, whether police officials work overnight or at weekends. The police give community service freely at any time. In our country the salary of police is

less that that paid in any other organisation (ANRSPC, 1994). Most police joined the police force because they could not obtain other employment. Hence policing is disliked in the country. But from 2003 onwards the government has given attention to the police organisation and has widely increased the capacity of each police official from the lowest level to the top. Opportunities to study policing at Unisa at bachelor's or master's level are part of the capacity building of the country. It is hoped that after five years, the Amhara regional police will have community-oriented, well-educated and ethical officers as the developed countries have, according to the views of two respondents who are inspectors.

In addition to this, in October 2006 in Amhara region, two police officials obtained a bachelor's degree through distance education from Unisa. Furthermore, eleven police officials also obtained a first degree in policing from the Ethiopian police college. Hence there are solutions in sight regarding the lack of police leaders in the Amhara police commission if the police organisation uses the educated police officials wisely (ANRSPC, 2006 January).

3.3.2 Non-salary benefits

The following question was asked of respondents: "In the Amhara police is there a fringe benefit for overtime?" All the respondents noted that the non-salary benefit of police in Amhara region does not seem to take into account that even in a big town the ordinary police official with a poor salary does not have a free house in which to live. On the other hand, the higher officials of the region who earn larger salaries are either allocated free accommodation or are only required to pay a small amount for a house. In addition, in a town police officials work almost twenty hours with a rest only for lunch, dinner and breakfast with no extra pay for overtime. However, the regulations of Amhara police state that the task of policing continues for twenty-four hours per day whereas a single police official works only eight hours in a day. The official must obey orders but the regulations are not adhered to and nothing is mentioned about extra pay for extra work or overtime. Therefore there are no

rules and regulations about non-salary benefits for police in the Amhara police commission (ANRSPC, 1994).

According to Stredwick (2003:302), a profession that holds risk and requires extra work or overtime requires the rule of extra pay for additional time as a working strategy to attract police to the profession by using the following benefits:

- Non-salary incentives given in a selective way to supplement individual income;
- Personal security (sick pay, life assurance, private, health insurance, prolonged disability schemes and pension);
- Job-related benefits (relocation allowance, protective clothing allowance, company car); and
- Family-friendly benefits (childcare, vouchers, compassionate leave, maternity and paternity leave, plus special working hour arrangements) and other high benefits, adding up to as much as 20% of the pay on average.

All the respondents gave an identical answer to the question of why the police organisation is still considering the salary system and non-salary benefits. Instead of putting their responses separately it is better to discuss the idea in the following way. Before being asked by police officials, the Amhara regional government did not think about salary increments. All salaries in the civil service had increased whereas police received increments after three or more years had passed. So police officials did not consider or take the increment into account because other organisations regard the increment as salary. A salary increase is meaningless because the price of goods increases rapidly following a salary increment in the civil service. So, living in a stable economic situation is difficult for a police official unless he or she gets another job. Most police officials in the Amhara region stay for longer or shorter periods until they get other employment.

In this information age everybody has a chance to learn wherever she or he lives. In a management meeting a significant number of police officials asked

for resignation before they had given the obligatory seven years service in policing. A potential leaver was told that the regulations of the Amhara police are that any recruit who voluntarily joins the police force and takes the basic Police Science training has to return the training cost to the organisation if he or she resigns before the end of this obligatory period. As indicated in the Amhara Police 1994 Regulation related to police establishment in Amhara Regional state *Government Gazette* (ANRSPC, 1994*),* for instance, in February 2007 a total of 68 police officials holding a law diploma and one degree holder left the profession due to low salary.

Setting a mechanism for leaving and recruiting is important for the further organisational mission. However, trying to attract and retain recruits should be given greater emphasis both by the regional government and by the executive higher officials too. Giving immediate attention to problems and checking regularly on human resource development should be the day-to-day work of the leaders in the higher police ranks since an organisation without men and women is meaningless. Possibly even the higher police officials dislike managing, according to three respondents.

Managing human resources development should be given first place, otherwise assuring the peace and security of the people and inhabitants would be impossible. If this is not done work in any organisation may be disturbed and instability of the regional government would occur in the long run. The regional government should pay due attention to productive organisations in the region for without peace and security no plan can meet or achieve its goal. This point of view was expressed by three deputy commanders in January 2006 (ANRSPC, 2006 January).

On the whole, according to O'Reilly and Caldwell (1979) and O'Reilly, Parlette and Bloom (1980) all cited in Wilson (1977:370), a system in which reward systems are understood and where the result in rewards is exactly tied to expected behaviours, will be positively related to job satisfaction. And more satisfied employees may see their job, leader and work context in ways that are different from those of less-satisfied employees (Wilson, 1995:370).

As many human management researchers like Herzberg and others suggest, an increase in salary will motivate a worker for a few months or a year, whereas a reward system, be it in money or by acknowledging somebody's performance, is a better way of handling workers (Wilson, 1977:370).

In policing, in accordance with the above idea, one can draw the conclusion that due attention to the management of police officials and the creation of a system according to the development and thinking of society should not be left over for another day, according to Wilson (1977:372). As other research has indicated, people who are satisfied with their work will be better adjusted, happier and lead more productive personal lives. Therefore, they will experience less stress, tension and anxiety and may exhibit better physical health. In addition, well being in the work arena at an early stage appears to hold considerable promise for the future (Wilson 1977:372).

Managers often want to understand better the mechanism of pay satisfaction or dissatisfaction because they feel that pay satisfaction is in relation to employees' behaviour such as performance, absence rate or turnover rate. Additionally, management views pay dissatisfaction as an important cause of complaints and grievances that create an unpleasant working atmosphere (Nash and Carrol, 1975, cited in Ashbaugh, 1982:202). This happens in the Amhara police too.

All respondents underlined that the pay system of the Amhara police is very poor compared to that of the Amhara regional government that is apart from the police organisation. Most police officials are dissatisfied with the pay system and raise the issue from time to time. The creation of a healthy pay system must be considered by the relevant officials.

Therefore extrinsic incentives are needed, with the provision and encouragement of reward to improve the work of police, combined with efforts to encourage community policing within the locality. These can mitigate the perception that policing in rural areas is a hardship, especially as in Ethiopian's chain of mountains. In addition, police recruits from the country can be recruited and deployed locally. Returning authority over the

recruitment and deployment of police to local communities may reinforce the connection between policing and the community and probably promote police retention. In Pakistan for example, the government has built housing clusters for teachers to reduce rural isolation, encourage professional interaction, and increase safety (Lockheed, 1991:108). Therefore as teachers are housed in Pakistan, if the police are housed, the profession of policing in Ethiopia could become more agreeable. The problem of housing in the cities is a serious question and especially for a constable who finds the house rent sometimes beyond his or her salary. In conclusion, benefits and salary increases in the regional police are the usual questions at every police meeting.

3.4 PROMOTION

The question of whether the Amhara police commission promotion system works equally and/or fairly was asked. In answering the question, 11 respondents said that the practice of promotion is good because it has a structure independent from the region and works within the zone, the district and at the station. The rules and regulations work for everybody without discrimination, no one is promoted outside the declared law and it is merit based.

On the other hand, 21 respondents said that the rules and regulations stating that promotion is based on merit do not function. They function for only a few individuals. Even if you work well and are educated you cannot get any benefit. If a directive targets a wanted person on merit or performance anyone who has a close relationship with the decision makers is easily promoted. Therefore with a horizontal or vertical good relationship, an official is promoted regardless of performance. The decision maker acknowledges the person whether he or she has worked hard or not.

Therefore according to these 21 respondents, it is better to create a horizontal or vertical good relationship than to perform better in policing and upgrade your educational status by yourself. The decision maker will acknowledge you whether you have worked hard or not.

3.5 PRACTICES AND POLICIES

Consequently, an organisation with a good decision-making system will have a clearly defined policy and authority levels providing individuals with formal guidelines that clearly establish the boundaries of their responsibilities and accountability (Butler, 1992:74). Since organisational support is very vast the multi-dimensional issues related to policy and administrative support, community support and working conditions are treated below.

The question was asked: "What are the administrative practices and policies of the Amhara police?" According to 15 respondents, almost all the rules and regulations on policing are not implemented properly from the bottom up to the top. Activities are not performed with due process in relation to the rules and regulations. Everything changes according to the mood and assumptions in the decision-makers hierarchy.

In addition to the above, even now anyone can obtain a police rank without signing and agreeing to be a police official. Even those who are not permanently employed in policing get a rank. For example, at the police training centre a person who is computer literate and is employed on contract has the rank of assistant inspector. So someone who has trained in a field of study other than Police Science can obtain a rank but has to observe the rules and regulations of the Amhara police commission. However, according to 15 respondents, in general, when one compares the past policing situation with that of toady's policing there is a measurable improvement indicating that the government is committed to the creation of a healthy work environment.

Nevertheless two respondents said that in practice the administration of policing is full of bias in every management activity of policing. The rules and regulations declared by the government do not function and work only on paper and in the media, be it the electronic media or the press. In short, the real situation is far from the regulations.

On the other hand, 15 respondents could not deicide whether or not the rules and regulations of the police have been implemented properly. These respondents seemed to be afraid of expressing their opinions openly perhaps

because of past experience of policing when every aspect of policing was veiled in secrecy.

Therefore according to the respondents' viewpoints above it seems that the implementation of rules and regulations in the Amhara police force does not employ due process of the law but rather it is based on the interest and goodwill of the decision maker. Hence one of the basic factors of turnover is unfair decision-making. This factor should be regarded in order to retain experienced and well-trained police officials.

3.5.1 Administrative support

Organisations should always take note that in changing structures from one system to another, they should match the changed structure to their changing environment or they may collapse. Policies addressing organisational support assume that the workplace has a powerful socialising effect on employees and that this "control" mechanism monitors the effects of the action that is being taken. The perception the employees hold about their expected workplace is important. According to Bunyard (1979:112–116), "in order to be able to evolve to meet the changing needs of the environment, an organization needs internal resilience and this comes through the social and technical support people receive through the interaction of the sub-systems that make up the organization".

The Amhara police commission came into being in 1994 and from then onwards an additional implementation of regulations, rules and directives has been declared in order to maintain the Amhara region and its inhabitants in a state of order, peace and security through the work of the police. One of the effective ways of managing and administering an organisation is to design and implement a system. Amhara has a police system designed from the top at commission level to the local area of the police station at the lowest level of the system. The hierarchy is maintained so that communication between each level is effective (ANRSPC, 2007 April).

When respondents were asked: "Is there a workable properly-designed structure in the Amhara police?" 15 respondents replied in the affirmative.

They said that there is a structure designed in a similar way to structures in other organisations in the region and this in itself is good. The above 15 respondents also added that in earlier times structures at zone, district and station level were absent. Especially at the district and/or station level, police officials had faced great problems in getting their monthly salaries on time. Any police official, turn by turn, would come from the district or station and collect the monthly salary for up to 30 police officials. However, the present-day structure has solved this great problem.

The same 15 respondents also stated that the zone structure in particular does not even have a main functional department of investigation or other support staff. But at the district level at present the structure is workable. Because it is difficult to assign investigators and carry out investigations at zone level, the commission's investigators come to the area and investigate cases. Due to this essential evidence may be lost or hidden. Therefore no effective investigation takes place in the zone, while giving support to the district regarding investigation is not considered.

On the contrary, 15 other respondents said that the structure of the zone police is designed simply to do nothing because it has no strengths. It creates problems even though the structure was designed hierarchically because except for the zone head all section heads are ranked below the district. A strong leader who comes to a zone could give support to the district. The respondents considered that this system was designed without insight possibly by someone who was not a police leader for it is not functional. It is designed only to transport reports without value added as was done from a district to the commission.

In contrast to the above responses, two respondents said that they had no idea about structuring. They observed that in a district there are high- and middle-ranked police officials whereas in a zone that gives support and makes decisions, only one police official has a high rank and the rest of the heads are ranked below those in a district. They give orders to higher-ranked officials so it seems that the hierarchy is turned upside down. For that reason, in order to increase work satisfaction and to retain police for longer periods,

the structure of policing should be clear and implemented with a participatory approach. Consequently, pressure should be applied by higher officials to bring relief to lower-ranked police officials.

3.5.2 Police administration support

Stredwick (2003:295–297) makes the following comment:

> "The perspective most often found in the literature on an employee job-evaluated pay system, relates to the needs of the governments with respect to paying for performance. On the other hand, employee needs must be considered such as the need for sufficient economic rewards (to cover actual and opportunity costs) and the need for supporting structures that will facilitate employees' success (individual piecework encourages employees to work only for themselves). Nowadays piecework is only in evidence in the remnants of the textile and other traditional industries. But it has mostly been replaced by group incentive schemes, the objective of which is to encourage employees to underrate the basis of the targets and to aim to achieve them, working co-operatively as a team, where a unit shares the cost of savings achieved through higher productivity, waste-saving and quality improvement, in the form partially of bonuses. Hence, group incentive schemes are encouraged to participate in problem-solving and innovation committees to aid the achievement of the objectives."

Respondents were asked this question: "Does every police official who is assigned as an office worker have a work plan and does he or she follow it?" A total of 23 respondents said that the head of the section follows the plan set up by the commission in its annual plan. This plan is cascaded down to the lower ranks. Therefore at the end of the day those who have a heavy workload are highly evaluated because due to the heavy load they have probably omitted many things and could face criticism. The efficiency of those who have less work may be minimal and when their performance is evaluated there is no criticism because they had so little work. Because there is no clear system of evaluation there is no clearly designed plan. Only those who are

close to a head of a section have the opportunity of education, promotion and like benefits.

A total of 23 respondents considered that in general there are no systems with clear plans and accordingly no adequate evaluation of subordinates. They also criticised the lack of opportunity for further education and promotion. In addition, a significant number of police work hard but their subordinates are dissatisfied. These respondents said that many Amhara police are heard to say that whether you work hard or not you still get your monthly salary. It is unfortunate that the parameters for promotion and the opportunity of education are not known. Those who are close to and create social bonds with decision-makers whether they be hard working or not obtain those rewards.

To the same question of planning, five respondents said that responsible authorities should attend to police supply and demand in the priority areas of training and administration. If economic conditions are appropriate, there must be policy options in the budget to cover the increase and regulate mechanisms for the revision of police structures and ranks to avoid the risk of bureaucratising the policing profession. When the involvement of line and staff personnel is not appropriate, there should be a balanced approach that reconciles the need for training with an increase of constables. Police training issues should be addressed in the light of overall changes in the public sector. There should also be an improvement in the administration of the training policy. The remaining four respondents said that they did not know about planning. They said that they performed tasks according to the orders of an immediate supervisor.

Conversely, based on Fyfe *et al.* (1997:478–493) the point is made that "there may be room for introducing more flexibility in the training desires in some countries, in particular by achieving better integration of police in the communities themselves. In line with the above is a need for establishing training strategies to meet educational objectives and an organization's needs".

The same writer continues:

> Where to train, how long to train and what to study should be formulated in police operational policies on a case-by-case basis that require organizations to:
>
> - Establish policies that guide the most critical decisions made by its personnel;
>
> - Make certain that personnel are trained in what these policies mean and how to apply them;
>
> - Hold personnel accountable for abiding by policy; and
>
> - Continually review policies to ensure that they are responsive to community needs and that they hold personnel properly accountable as new problems are identified (1997:478–493).

In planning police supply and demand there should be the involvement of those who employ and use police (local authorities, organisation staffs). One writer states: "The police themselves (through their own organization) are imperative for the clarity and implementation of the administrative function to be sound ... and properly control the combined responsibility of the records division and for keeping the laboratory an independent unit" (Wilson, 1977:20–27). Wilson continues: "Hence, police members should participate in decision-making and evaluate results in a process based on trust not fear. When such recognition is given to constable police, they may probably decide to stay even with difficult assignments" (Wilson, 1977:37).

A common element that runs through police responses on moral aspects is the depressing conviction that no one takes the trouble to give a little praise or recognition for a job well done. Police desire and can benefit greatly from accurate, constructive feedback (ANRSPC, 2004 August). Yet in Ethiopia and especially in the region of Amhara, there is considerable evidence that

negative human relationships rank lower as a cause for leaving the profession than adequate salary does (ANRSPC, 2004 August).

Professional support concerns are particularly relevant to police retention, since, like other professions police are motivated by accomplishment and satisfaction. Thus, peer support is widely regarded as important to police station efforts (ANRSPC, 2004 January).

Generally, higher officials in office administration should cascade tasks to principals and serve them, instead of viewing principals as their servants. In turn, principals should view constables as their respected customers and determine how they can best help constables do the job of policing. It is the responsibility of an executive leader to create a work environment where constables can achieve success and experience joy in work (ANRSPC, 2004 July).

Furthermore, Gillen states: "education administrators should examine their sense of fairness and efficiency, particularly over the matter of postings, appointments, promotions, and transfers: for these are supposed to change the behaviour of the police members in one-way or another" (1991:56).

Seeing that a whole police administration could become well informed through improved training, education and career development, the question of how best to administer the police is receiving much attention in the region. Therefore, at the annual general meeting of the Amhara police commission in 2004 (ANRSPC, 2004 July), it was proposed that capacity building should be a priority. A police official who is a certificate holder should upgrade to a diploma. A police official with a diploma should upgrade to a bachelor's degree and an official with a bachelor's degree to a master's degree. In addition, women should be mainstreamed and empowered in order for 50% of the total police force to be female. This is the legal agenda of the commission today.

3.5.3 Community support

It is true of police and administrators that they cannot make any significant improvements on policing without the support, consent and active help of the community. The Amhara regional police have had relatively little contact with the community and as a result have been unable to make significant advances. However, the importance of community support in policing affairs has now been recognised by a number of police administrators. In 2004, the importance and relevance of community policing for crime prevention, crime investigation and patrolling were recognised. Therefore, community policing has been applied in the Amhara police since September 2006 within 45 districts taken as a model from 140 districts (ANRSPC, 2007 January).

Wilson finds that "the active interest and participation of individual citizens and groups is so vital to the success of most police programs that the police should deliberately seek to arouse, promote, and maintain an active public concern in their affairs" (1977:420). Then the burden of police work may decrease and with the support of community policing police who might have left the profession because of the heavy workload might be retained.

The Amhara police commission's strategic plan of 2001 (ANRSPC, 2001) indicates that community policing cannot be implemented in the whole region at once as there are more than 2 000 local administration areas known as "kebeles". For practical purposes only 45 districts have implemented community policing. What the researcher is interested in is that before the region implemented community policing, the commission recruited 800 police officials every year. However, now this number exceeds 1 000 recruits because of the introduction of community policing. The Amhara police commission seems to be employing traditional police in the name of community policing because in traditional police activities progress has been made through increasing the numbers of police employed. However, traditional police methods have failed to control the increase of crime over the past ten years. Even though more and more people are committing crime there are many approaches that could be taken. Bunyard (1978:99–100) notes that "these approaches are to (1) educate the potential victim on self-

protection, (2) educate the potential criminal on the undesirability of committing crime, and (3) try to reduce tension in the community by social means". These approaches help and facilitate the work of policing while the confidence of the police is increased and may lead to greater job satisfaction and the development of an interest in the profession.

Accordingly the police commission should be emphasising the importance of community policing and simply increase the number of police in a locality. However, this is a matter of approaching the community so that people prevent crime in their own surroundings. Everyone should do for himself or herself what a police officer does each one in his or her own locality. Supporting studies suggest that to maintain community self-defence against crime and disorder, it is essential to obtain voluntary citizen cooperation and support for community self-policing (Skogan, 1990; Klockars, 1985; Critichley, 1972; Kelling & Stewart, 1989; Kelling, 1988; Jrojanowicz & Carter, 1988; all quoted in Fyfe *et al.*,1997:5–6).

According to Fyfe *et al.* (1997:5–6), the provision of community policing decreases the tension of providing policing on a twenty-four hours a day basis. Correspondingly, it facilitates the work of policing and decreases the numbers of those who leave the profession because of the dissatisfying absence of extra pay for extra work. Hence this factor may result in more officials staying in policing. The radical difference between traditional policing and community policing is that in the former, strategies are reactive policing measures, whereas in the latter proactive policing and the importance of proactive policing are the basis. Planning includes reaching out to the community with long-range planning and results in greater effectiveness and efficiency in police work. In addition, once crime occurs, police are called upon promptly to take testimony, collect evidence, catch the perpetrators, attempt to recover stolen property and bring criminals to justice. In addition, community policing reflects the attempt to redefine the relationship between the controlled and those who are in control. Nowadays, "crime prevention and community policing have become part of the political agenda in the same

fashion that health, housing, education, and other public policy issues are discussed" (Friedmann, 1992:186–187). This applies to Ethiopia as well.

Besides the above, Friedmann (1992:186–187) notes that:

> "The promise of community policing is that it will be more effective at dealing with crime than old approaches such as random mobile patrol, emergency response, and related criminal investigation. Police undertake to enlist the assistance of communities to protect themselves and solve problems that generate crime."

Therefore, without the active and direct participation of the community, not only the police but also other government bodies cannot meet their goals. Hence the active participation of the community in policing is vital. Another writer points out that "concerned policy-makers make sure that crime requires examining evidence about policing as well as other facts of criminal justice" (Bayley, 1998: 140–141). The active and direct participation of the community may help increase job satisfaction for the police and may result in their staying in the profession for longer periods of time.

Community participation in policing decreases the burden on the police because, in a certain sense, members of the community become police officials for themselves. The risk and hard work of the police are minimised and the numbers of police officials who leave the organisation due to the burden and risk of policing would probably decrease. If the commission targets the quality of policing rather than increasing the number of police trained quality police would stay longer in policing. To achieve this, attractive measures should be applied (Bayley, 1998:1, 140–141).

3.5.4 Working conditions

Diagnosing organisational health and personnel research are obligations that the organisation must meet to accomplish its task effectively. Two writers suggest that when line managers and staff specialists work together, they can employ two specialised techniques that contribute to organisational analysis, namely "situational thinking and interviewing" (Davis & Ignitron, 1987:134).

Personnel administration can be most effective when joint efforts are made by line and staff representatives to encourage participation from employees. Each organisation is unique with its own culture, traditions and methods of action. Some organisations are bustling and efficient, others are easygoing. Some are quite human; others are hard and cold.

The following question was asked of respondents: "Is there any system designed for zones to maintain a healthy working environment with the aim of improved performance in policing?" According to eight respondents, including three deputy commanders who are heads of zones in the Amhara police (ANRSPC, 2006 January); there is no clearly designed system. For example, the zone administration and security affairs department has been assigned to evaluate and give close support and legal power. However, these officials are civil servants and do not give any comment until a task fails. Only after failure do address the problem. For this reason one who has a close and friendly relationship with them has the opportunity to perform well and be promoted. On the contrary, others who perform well in policing and who follow the rules and regulation are considered to be poor performers in policing. Subsequently, with the burden of failure in a poor working environment an official who has failed might show his displeasure toward his immediate supervisor. Under such circumstances even the head of a section loses confidence in his or her decisions and feels forced to refer the matter to a higher-ranked official. Regional police in this regard choose to abstain from making their own decisions based on their technical development. This situation has always divided the police and is extremely disturbing to smooth work relationships. The police administrator has created unreasonable confusion and a dislike of policing because of the absence of a healthy work environment. These eight respondents considered that through these factors the work of policing is sometimes tedious.

On the question of creating a work environment conducive to good performance, 12 respondents answered that it is dependent on the goodwill of the head of a section. These respondents noted that if an official opposes the head, he or she would be charged immediately. The earlier good relationship

would be turned upside down at that moment. The efficiency of the subordinate would then be at a minimal point. Therefore a healthy working environment depends upon one's personal relationships.

According to three respondents on the same question of the relationship between a healthy work environment and performance, the problem may be one of a need to create impartiality. A lack of impartiality leads to the police official leaving the system rather than upgrading him or her qualifications through hard work. The issue should be addressed by those concerned officials of the police executive.

Another point of view regarding the contribution of working conditions to police commitment levels and perseverance in a challenging placement is noted by Bunyard 1979:23–33) as follows:

> "In both less and more industrialized countries, poor levels of organizational support have been found to be a powerful reason for qualified individuals not taking a position or leaving it prematurely. Police with inadequate resources and professional isolation during their early years of policing are particularly vulnerable. However, early systems of policing were ruled by the "carrot and stick approach". The discipline of the police insulated the service from some effects of changing attitudes at work. Initially, police training in management tended to aim only at helping supervisors cope with the reaction against authoritarianism that was taking place."

A further seven respondents on the question under discussion, underlined that the regulation of September 2005 on tentative police ranking has created a healthy work environment system and a certain stability so that there are those who now find the profession of policing more agreeable. The respondents added that any police official should know what he or she has done to upgrade through this system and this has contributed to good work relationships. For example, before 2005 there were no clear criteria for the head of a section or department. Staff would support each other and criticise a head of a section or department with no rational evaluation so that their

candidate is assigned to a post. For this reason, no police official wanted to be a head in any position. But today this problem has been solved through the declared rules and regulations.

In addition, seven respondents stated that the workplace does have powerful socialisation and motivational effects. The perception police hold about their workplace at the recruitment and development stages will greatly contribute to whether or not they will choose to work and stay in the place they are assigned to. Many studies have been carried out to find out what causes people to have favourable or unfavourable attitudes to their work.

Finally, the same seven respondents stated that the police organisation should pay due regard to the connection between morale and efficiency. So if management concentrates only on maintaining high morale and thus prevents absenteeism, high labour turnover, strikes and non-cooperation, then efficiency may suffer. If efficiency is important to determine morale, any short-term gains in productivity may have to be offset against the long-term effects of the symptoms of low morale.

Bunyard (1997:28–30) mentions a number of important concepts in this regard, as follows:

- The benefits that people seek from their work are more diverse than just money and material rewards.

- People have a need for social identification and they seek to fulfil most of that need through their work.

- Complaints about pay and conditions can also derive from status considerations, for status is an important feature of work.

- The attitudes and beliefs of people at work are affected by those of the society of which they form part and in particular, by influences from their work groups.

- The retention of existing standards and methods gives stability to a work group and thus provides a comfortable environment for its members.

- A great deal of thought has been put into turning the results of management research into something which can be used for the benefit of all organizations, and the people who work within them.

According to Furnham (1990:360–365), "[t]here are three critical psychological states that are relevant to the world of work. They are: experienced meaningfulness, experienced responsibility, and knowledge of results. Psychological states are affected by the nature of the job and within the core job dimensions, namely, skill variety, task identity, task significance, autonomy, and feedback". This writer continues: "As soon as core job dimensions are positively present, the impact on the critical psychological states leads to positive outcomes such as increased motivation, high quality performance and work satisfaction. ...Autonomous work groups combine society's technical system perspectives with group-based job enrichment design" (1990:360–365).

According to two respondents, whatever regulation was declared in the Amhara region, it does not work equally for all. It works negatively or positively depending upon whether a police official is accepted by the decision maker and regardless of whether or not the official fulfils the criteria. The executive management takes the decision. Therefore, the best way of managing employees is to create a healthy working environment with a system of promotion criteria based on the individual's merit.

The same two respondents replied that it seems problems arise because of unfair decisions rather than from defects in the rules and regulations. However, the researcher has observed from the standpoint of the executive manager of the regional police that sometimes respondents are ignorant of decisions and ordinary police officials do not seem to read or even see the regulations. The regional decision maker should consider giving training on

the declared rules and regulations before applying them and also give due regard to transparent and participatory decisions.

Wade (1990:10–15) notes that "[s]ome people value affiliation more than achievement and others have opposite priorities. The value people place on a goal depends in part on how hard it is to reach as people tend to attach more value to goals and relationships they have to work hard for more than those that come easily. Therefore, people accomplish their goal according to the value they gave for that specific objective". On the other hand, Sergiovanni (1971:227) states that an "organizational situation can influence motivation, performance, and job satisfaction. Organizations, which are deficient in employees' decisions at grassroots level, are also characterized by gradual decreases in performance". For this reason motivation may influence the work of policing. A decrease in work performance may increase the number of police leavers. Only inefficient and ineffective workers who cannot be employed in other organisations would remain in the profession. So insecurity, theft, gangsterism and similar evils would then increase. Moreover, the cost of building up an effective police force again would be very high. Hence, higher-ranked officials should give attention to the matter of retaining effective police officials.

For the above reason the task-motivated leader seems to perform best under favourable conditions and it is logical to expect the task-motivated leader to operate most effectively in this context. In the literature there are different views regarding motivation. Motivation is important because among other things it suggests that there are alternative forms of management. One theory emphasises an organisation that stresses controlled, disciplined behaviour where attempts are made to channel instinctual, impulsive actions thereby ensuring strong productive lines (Hanson & Mark, 1985:327).

From all respondents, the general viewpoint on the issue of creating a healthy work environment was that in order to use manpower resources effectively and efficiently, managers should know their subordinates' interests in fine detail and should facilitate a favourable work environment for employees. In this regard, Ethiopia's police officers only know how to give serious

commands to their sergeants as well as to their constables. Besides economic poverty, the officers are also very poor at handling and creating a good working environment for the police. These officers cannot even design a proper and clear plan for our daily, weekly and monthly activities. The writer of this paper considers that when we compare the Ethiopian management system to those of other foreign systems of management, our system is very traditional and outdated. In general we need to adjust and adapt ourselves as foreign systems of management have done. Hilgert (1972:5) states that "[the] most important condition surrounding employment is personal security; it is a job factor in which most workers are going to expect more of the future, particularly those workers who are not well equipped to cope with the technological changes facing police". Based on experience, this factor is essential in Ethiopia.

3.6 SOCIAL STATUS OF POLICE

Status in the police is related to prestige and role. In this research, status is defined as a position within a group whereas prestige is more personal. It is the quality that the individual brings to his status and role. Finally, role is the appropriate behaviour that goes with that position (Bunyard, 1979:87).

One writer states: "On the other hand the term 'status' as used in relation to employees, means both the standing or regard accorded to them as evidenced by the level of appreciation of the importance of their section and of their competence in performing it, and the working conditions, remuneration and other material benefits" (Aggarwal, 1995:459).

This question was asked of respondents: "Is policing a respected profession in Amhara?" The reply from 13 respondents is that policing is less respected than expected while eight respondents could not decide for unknown reasons. However, nine respondents said that policing is appreciated more than expected and crime investigation in particular is a respected task. According to the remaining two respondents, the work of policing seems to be an attractive fiction and does not happen in the real world. Generally, policing is a mirror of the community in which the community sees the hidden and complicated as well as doubtful crime that can clearly be seen through

investigation. Therefore policing is a more interesting job than expected. Sometimes policing is so unbelievable that it meets one's best expectations. It is mixed with one's blood as well. Those who have interest in policing may give long service in policing, however those who are in doubt and who have clearly experienced the difficulties of policing may leave the police service.

Thus, need has strong effect on satisfaction, as Allen (1978:33) quoting Mallow's theory of motivation indicates, social needs contribute to satisfaction. Regarding this theory, policemen, to some extent, have this need satisfied as a member of their section, but this need could still be unsatisfied when an officer is out of favour by colleagues, or his section itself or its personnel is constantly altering (Allen, 1978:33).

Historically, policing was highly regarded as a profession in Ethiopia fifty years ago; this is not the case in the Amhara regional government state today. The status of police is low and has declined considerably in the past years. The low status manifests itself in low salaries, poor working conditions and uncertain career paths. This means that the more able high school graduates do not become police officials. They prefer to enter the private and public and administration sectors, which offer more competitive salaries and better prospects for promotion (ANRSPC, 2006 October).

It is surface issues in the Amhara regional state government that especially affect those who are degree and diploma holders and who consider it is insignificant to be a police officer. This may show that police hold the lowest position in comparison with their more educated counterparts in other professions. At the regional level (ANRSPC, 2004 July; Respondent), a commander suggested that it is difficult to pinpoint the exact reasons for the lower status of the policing profession, but the consequences of that status are evident. Obviously, the lack of prestige of training and education contributes to the low status of the profession and probably influences the relatively poor economic rewards received by police as compared with other professionals, the view of one zone department head recorded on 12 July 2004. The present commissioner has emphasised the point that higher academic standards requiring more training and more exact and effective

training as well as more selective rewards and status would improve the situation. They will create among police the sense of a shared societal culture because in general, community awareness for policing contributes to its parts (ANRSPC, 2004; *Report*).

On the whole, an official's attendance of a course can guide the wise supervisor in the selection and deployment of his officers (Allen, 1978:59). As Bunyard notes, "policing with limited resources is difficult to achieve" (1978:121). Bunyard continues: "[al]though many police recruits lack sufficient confidence and social skills to approach the societal problem, this lack of self-confidence can usually be overcome with practice, and under supervision" (1978:229).

In most police departments, strategic positions and other higher management staff positions above the level of chief inspector are occupied by higher officials rather than by formal civil service officials. Some research shows that "[w]hen an exempt-rank system is used; personnel ordinarily retain their permanent civil service rank that would probably be upgraded by a competitive examination" (Fyfe *et al.*, 1997:336).

From the above on the question of whether or not policing is a respected profession, 21 respondents indicated that policing is not respected and people knowingly or unknowingly ignore it as a profession.

On the other hand, 11 respondents stated that people respect not only the police official but they also respect the uniform. Some people believe that the police official knows everything as far as crime is concerned so if this official misbehaves outside the community norms everybody would turn against the police. If another worker in the civil service misbehaves outside community norms only that individual would be criticised for his mistake. But by contrast if a police official misbehaves he or she would be criticised by the community and the organisation in general.

Supporting the respondents' viewpoint is an instance in August 2006 in which an ordinary police official caught four youths and fired at them (ANRSPC, 2006 August). However, through the Internet and official letters from different

corners of the country as well as from other nations it was concluded that the police official killed the youths by legally setting up a roadblock. That particular police official committed such a serious crime at night and in secret. However through a number of exhaustive investigations that individual was controlled and the judge sentenced him with the death penalty.

Yet by analogy the work of policing is very interesting and a job respected by society. Therefore anyone who works in policing must rigorously implement the principles of police ethics. In other words, the police commission must be careful on the selection and recruitment of police officials for society to support policing and in order to attract police officials who will remain in service for lengthy periods of time (ANRSPC, 2006 April).

Therefore from the standpoint of upgrading the status of the policing profession, Fyfe *et al.* suggest that "it is essential for police to become involved in influencing and controlling attempts to assemble cabinets of close advisors and high-ranking assistants who share their views and philosophies" (1997:339). In conclusion, status is one of the most important factors in turnover and needs attention in order to retain police.

3.7 ORGANISATIONAL CULTURE

Under certain circumstances, people need to have affiliate relationships with other people and hence their desire for friendship, affection, and popularity (Bunyard, 1979:99). There should be equal treatment and benefits according to law. If this is not the case, the turnover of police may increase in a geometric progression.

To the question: "What is the organisational culture of Amhara police personnel?" respondents reacted in a number of ways. One respondent said that there is no organisational culture of management because most of the time everybody looks at others to ascertain what to do. This is because the application of policing administration differs from zone to zone and even from district to district. This respondent felt that there is no uniform organisational administrative culture even across one region and no skills training. The researcher also notes that he himself has not explored his own views on the

subject. Although the organisational administrative culture in zone management is supportive and friendly, it is doubtful whether the same understanding on management matters exists from top to bottom of the organisation.

On the contrary the other 31 respondents said that even historically police know that a strong, not easily broken management culture is important to any organisation. After its establishment about fifty years ago in Ethiopia there have been more than three changes of government but the management culture of the police force remains the same as earlier. Solidarity and strong organisational norms have been seen in the police organisation. However, to maintain the organisational management culture the higher executive police management should provide strong leadership.

Two writers note that "[t]hough policing is one of the static organizations among from a small number of fields of male supremacy, in each male-oriented organization women have been unhappy" (Wells & Alt, 2005:21–22). As in the present police culture and the military, males have always been in charge. Equally male and female officers replied that there is a lack of insight on the role of the police and the idea of women as patrol officers.

On the other hand, from the 31 respondents 23 respondents additionally argued that the organisational culture nowadays is good since the middle and/or higher-ranked police officials do not discipline their subordinates without a tangible reason. If an official is guilty of misconduct during working hours, punishment occurs only after due process of the present declared directions.

3.8 MEASUREMENT OF POLICE ACTIVITY

According to Fyfe *et al.*, it is an exaggeration that policing is a tedious occupation although no one would minimise the physical risks of policing. Policing is accompanied by accidents and psychological and "spiritual stressors" (1997:270). Most crime has its root causes in social, economic and psychological factors that can be influenced by the police only indirectly, if at all. Recognition that most crime is more closely associated with failure at the

societal and community levels than with any inequities of the police is not new. Premises and equipment are needed in policing activities. There are insufficient facilities and hardware. Training academy buildings, cars, radios police stations, computers, laboratories and capital assets are needed for the profession to serve a useful purpose.

Police play an important role in patrolling, crime investigation, and crime prevention in the community (Fyfe *et al.*, 1997:270). The following sections are focused on the workload of police and the measurement of police effectiveness.

3.8.1 Workload of police

Many researchers agree that human beings constitute greater deterrent types of resource than any other resource. Hilgert (1972: 368) finds that "there is a need to establish objective standards for work an employee should accomplish within a given period. In addition, the overall objectives of an organization must be subdivided into objectives for individual departments. Therefore establishing objective standards helps the officer in predicting the number of employees required and the probable cost of a job to be done".

In relation to the idea that policing is a routine activity, 14 officials responded by negating the idea. These 14 respondents said that they do not consider policing as a routine activity. In fact, on this issue nine respondents could not decide where to place themselves and are again inclined toward the idea of policing as a routine activity. It may not be possible to say that a considerable number of police officials are against the idea of policing as a routine activity.

On the other hand, an assumption based on Wilson (1977:5–7) states the following:

> "[t]he literature in the area of police work originating from a wide range of criminological, sociological, and psychological perspectives, mostly indicates that police patrol work is dangerous because it is attached to potential and actual offenders. A police officer will experience physical resistance, and they reason that the

range of environmental, personal, situational, and interpersonal variables contribute to the risk for the officer on patrol".

On this basis, it should be possible to attempt to integrate the above idea on the working conditions with the workload of police especially with regard to the management of risk associated with patrol. The research emphasises that police patrol work is influenced highly by the interaction and relationship between police and citizens.

On the question of the workload of the police, all respondents replied that nowadays the world has become a village because of the information age. Based on his or her willingness, everyone has the chance to learn. However, besides the workload policing is high-pressured. Because of this high pressure a significant number of police officials request resignation before giving the obligatory seven years service in policing. Newly recruited police and other leavers say that their main reason for leaving is the heavy workload and high-pressured nature of policing.

Wilson proposes that "[a]ttention should be directed toward the amount of work, determine the factors that contribute to it, and establish its impact on making unnecessary withdrawal of the police officer, because of work overtime or undesirable needs to meet ... community assignments" (1977:33). Therefore, the absence of a suitable workload creates the unnecessary use of police officers, for example in the case of traffic officers.

According to Leonard (1964:258):

> "A study of the dynamics of police efficiency emphasizes the importance of organizational structure among the factors that condition the strength of a police department. The external and internal factors that determine control of the police force and condition its performance are altogether impossible by routine assignment of personnel. The operational pattern of the tactical unit is sometimes the same on any two assignments; these may be man-made and natural. The two classification emergencies of police are man-made emergencies (criminal, traffic, vice, jail, riot,

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mob situations, disorderly crowds, industrial disorders, prison outbreaks, press energy, and others), and natural emergencies (earthquake, fire, storm, flood, and others). Hence, these and other unmentioned functions of police constitute more serious police hazards than any other commercial establishments."

Policing work in developing countries and especially in Ethiopia where the majority of people live in poverty is monotonous and lacks status. The participation of people in police work is under a question mark because theoretically the regional government propagates that police are on duty for twenty-four hours. Since policing takes place twenty-four hours a day for 365 days a year, even though there are very limited facilities or none at all and with very meagre payment, the work of policing lacks adequate funding. But now the government has been paying greater attention to the police organisation and is restructuring the system again. Especially from the 2004 fiscal year "community policing" has been the agenda of the commission and people are now starting to contribute as community police. As a result, the huge burden of the police seems to have been slightly minimised (ANRSPC, 2006 October; Bahir Dar City).

3.8.2 Measuring police effectiveness

Giving feedback for a certain specific work is important and can motivate higher-achieving police personnel to evaluate rigorously and follow up their objectives. The work of the police is suited to be production-oriented. It varies among police officers and police forces depending on the public they serve. The other variables in effectiveness that can be identified are organisational and cultural variables. Friedmann states that "attributes of the nature of police groups and relations turned out to be more important variables than individual value systems in shaping these attitudes towards service delivery of police" (1992:46).

As stated earlier in this study, the Amhara police commission came into being according to Regulation No.64/1994 while after this date other specific additional implementation rules and directives were declared in order to administer the Amhara regional police. One of the proper ways of

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administering an organisation is to design and implement a management system. Hereby, from the top (commission level) to the local lowest level (station), police structures have been clearly designed and have maintained their hierarchy so that they can continue to communicate with each other. However, there is no supervisory department on any level and that is why many respondents underline the fact that there is no assigned responsible and accountable department to evaluate the application of rules and regulations (ANRSPC, 2007 April).

The commission has not established such a department on the assumption that anyone who is a sub-section head, section head, chief section head, service head, department head, office head, as well as the commissioner is responsible, accountable and authorised to perform every task of policing. At the beginning, middle and end of every fiscal year a wide range of senior personnel hold regional and other meetings to evaluate the work of the police. The participants include deputy heads and heads from the districts, heads of zones and the region who are ranked chief inspector and above, as well as regional heads of militia, administration and security affairs.

However, this does not seem sufficient because within a week or less the meeting cannot cover all internal situations. In addition, subordinates do not have the opportunity to raise specific issues with their heads on how to manage and approach ordinary police officials. Therefore the regional higher executives should think about the implementation of a supervisory department that will make fair decisions and provide a well-supervised structure that will evaluate all work in policing and give individual feedback to increase the performance of an individual and to encourage the good work of the one who has performed. On the other hand, anyone who has performed poorly would have the opportunity of a change of duty (ANRSPC, 2006 August).

Friedmann (1992:49) points out that "improved self-image of officers as well as improved attitudes toward some social groups such as the young and others plays an important role in the ground success of any obstacles aimed at change of service delivery or the perception of performing effective police

work. However, modelling police personality on a perception of police officers' behaviour and attitudes was partially successful".

Respondents were asked whether they had received feedback on their work and whether they had been told if it was good or not. They replied that they could not strictly answer yes or no, because in an informal meeting whether they have done well or not, it is not conveyed to them officially. However, because no one individually gets any feedback, the work of policing is made more difficult. A particular crime is sometimes difficult to leave or to handle within the due process of law because it is on some occasions linked to a higher official. Under these circumstances you get immediate feedback, either positively or negatively. You get that feedback unofficially as an informal communication until it is time for the meeting.

Hence experienced police officers have established a system to introduce new policing strategies that would be functional in a densely populated area of a big city. In addition, the other supporting concept designed by other experienced officers is the opposite of this strategy, namely community participation to reduce the incidence of crime and disorder by influencing behaviour and identifying ground conflict before it turns into violence. Therefore, the former officers would measure police effectiveness in terms of a fast response to public call. By contrast, the latter officers would measure effectiveness through the absence of crime. From this argument one can understand the need for strategies in police management.

The effectiveness of the work of police emerges from the motivation of the individual; this needs some qualification. The motivational forces of the police force are largely salary based. Status, acceptance, and self-actualisation are only effective when it is clear to the individual that he or she derives satisfaction from them through his or her work (ANRSPC, 2007 February). One researcher comments: "The power of motivators depends on the individual perceptions of the rewards that he/she expected and collects and the extent he/she compares with what other people in the same position collect and with what he/she collects before" (Bunyard: 1979:145). Moreover, Geller finds that "[t]he quality of policing depends on the quality of the people

doing policing and on how well these people are selected, trained, evaluated, promoted, and supported" (2003:273).

The question was asked: "Is there any system designed for the zones to measure each police official's performance in your organisation?" According to 28 respondents a system is to be implemented in the near future that will be a result-oriented performance system. But this system is new to all in the regional government organisation. Because of this not every police official is measured according to the system, but in the name of the system each police official is measured at random. Therefore the efficiency of each police official is not measured based on the result of what has been done but depends on the outlook of the official's immediate supervisor. For this reason, one who has a close and friendly relationship with the supervisor has a chance of performing well and getting promotion. Even a head of a section or department may lose his confidence in making decisions and is forced to refer all matters to a higher-ranked official.

The other four respondents said that in the Amhara regional police there seems to be a system of measuring performance whereby the immediate supervisor and the worker first agree on the performance of a certain task and then both sign an agreement on its accomplishment. At the end of the working year or semester, a supervisor is evaluated by a subordinate and the result is recorded while others leave it at the agreement stage. If anyone wants his efficiency to be evaluated for promotion, the agreement may be returned and the efficiency evaluated again. It does not depend on your work but on your supervisor who may have to re-evaluate. This situation governs the efficiency of the police.

To this four respondents added that some officials have been heard to say that whether one works hard or not one gets one's salary. Those officials who are close to decision makers, whether they work hard or not, are promoted.

According to Geller (1991:273), "so basic is human resource management to the quality of policing that the subject should be handled by the higher executives". Geller also notes that the reinforcement of departmental staff

through human resource practice must be handled throughout the organisation by performance measurement. The enhancement of the importance of the personnel function in social organisations occurs in most urban police departments that today work with well-organised employee groups that take an active interest in personnel policies. Smooth labour relations play an important part in managing human resources in such a way that hiring, promotion, training and retention practices speak to the growing importance of this area of administration.

Therefore, police managers are seriously following matters relating to employment discrimination, affirmative retention and employee rights. All these and other issues are immediately solved and given due regard by officials, which leads to effective utilisation of human labour. As a result as Geller (1991:273) points out, "the absence of a healthy environment may be one of the problems of creating discrimination and it leads to the police official leaving the system rather than upgrading himself through hard work".

3.9 SUMMARY

In this chapter the meaning of turnover and the meaning of police personnel have been discussed and the possible reasons of police personnel turnover identified such as organisational culture. Other areas discussed include: organisational administrative support, economic considerations, poor salary, risk factors of work in policing, lack of promotion, hardship in policing, tentativeness of the rules and regulations and unfair decisions, unfair transfer and lack of transfer, lack of respect on the part of the community and lack of participation in decision-making.

CHAPTER FOUR
ADDRESSING THE PROBLEM OF TURNOVER

4.1 INTRODUCTION

The major purpose of this study was to look into the major factors for the turnover/absenteeism of police in the Amhara police commission. An attempt has been made to find out the main reasons why police leave the policing profession. In order to achieve the purpose of this study, basic variables are reviewed regarding the degree of difference in views on policing in the literature.

As far as the respondents are concerned, they have stated that the reasons for police turnover are the following: poor salary, lack of emphasis or support by government, risk of work in policing, the hardship of policing, lack of extra pay for extra work, unfair decisions, tentativeness of the rules and regulations, lack of an incentive/reward system, unfair transfer and lack of transfer, lack of promotion, lack of respect of the community, lack of participation in decision making, poor equipment, lack of educational opportunity, unfair educational opportunities and unequal treatment. The poor salary was emphasised by all respondents.

Most of the above reasons for turnover are supported by Harris and Baldwin as quoted in Wells and Alt (2005:115–116) who mention that equally female and male police leave the profession for various reasons. Some primary sources of dissatisfaction are "related to the internal environment rather than to issues encountered". These factors of turnover are listed as follows:

- Lack of promotional opportunity;
- Lack of appreciation for officers' efforts on the job;
- Dissatisfaction with salary, fringe benefits, and retirement benefits; and
- Dissatisfaction with personnel policies, administrative policies, and the leadership styles of the chief officials.

In addition to the above factors of turnover, Wells and Alt add that other reasons for resignation are "reverse discrimination and morale problems" (2005:115–116).

The other point regarding turnover is that dissatisfied employees are more likely to exhibit more labour turnover behaviour compared to that of satisfied employees (Wilson, 1977:372; Stredwick, 2003:30). From this discussion one can infer from all the above reasons for the turnover of police that it is not a problem only for the Amhara police of Ethiopia but it is a problem in other countries as well. Therefore the basis of the review of related literature and the existing local problems of labour turnover are addressed in this chapter of the study.

4.2 ADDRESSING THE PROBLEM OF TURNOVER

First of all after the end of the interview the researcher clearly discussed each possible reason one by one with each respondent. It was agreed between the respondent and the researcher whether each factor was a problem or not and whether all the factors mentioned are the possible reasons of turnover.

Then the researcher grouped the possible reasons by using Tesch's (1990) way of grouping factors. After this the researcher explained clearly how to prioritise and order the items of the possible reasons for turnover of police in the profession. Then the respondent was given a table containing a list of possible reasons why police leave the profession. The respondent was asked to rank the items on the table on a 10-point scale, as follows: "Please order the following factors from the most/first common reason for turnover to the least common reason for turnover of police officials. Mark "X" under number 1 for the most common reason, number 2 for next most common reason and so on to number 10 on the table." Finally, the researcher discussed each reason for turnover.

4.2.1 Table showing reasons for turnover

In this part the respondents' views will be discussed. Respondents were informed that the reasons for turnover had been collected from previous interviews on the question of why police leave their profession. Respondents

were asked to read the table of reasons before marking with "X" below the horizontal numbers.

Table 1: Table showing reasons for turnover

	Possible reasons for leaving the profession	1	2	3	4	5	6	7	8	9	10
1	Poor relationship with fellow police										
2	Poor relationship with the head/subordinates										
3	Poor housing service										
4	Unfavourable climate conditions										
5	Shortage of police equipment										
6	Inability to do policing										
7	Inadequate/poor salary										
8	Lack of opportunity for further education										
9	Low prestige and respect for policing by the community										
10	Lack of attention paid to policing by the government										

Therefore the respondents, based on the above general question, indicated their own first reason for turnover by putting "X" under number 1 in the horizontal list next to the relevant reason. Therefore from the table the researcher identified the possible reasons of turnover in their prioritised order. Each factor will be discussed below.

4.2.2 Poor relationship with fellow police officers

The question was asked regarding the poor relationships a police official may have with fellow police. According to 18 respondents, most police officials in the zone and districts have the same relationships out of work and in the workplace and these are generally friendly relationships. Therefore work relationships and personal situations mingle. Because of this factor as with any human beings, poor or strong relationships may develop. Reasons for poor relationships include: not discussing clearly everything as a friend;

saying things that were discussed before a third person; hiding information; and interference by a third person. In a few situations family interference, benefits, recruitment issues, seniority and the like may be the cause of poor relationships. Then in some circumstances, an informal relationship interferes in the workplace and sometimes influences the formal professional relationship. Butler (1992:62) notes on this matter that "[t]he supporting idea on this is that peer and group solidarity are powerful features of police occupational cultures".

Similarly, as noted by the respondents, police officials seem to interact well among themselves. However, 11 respondents emphasised that this does not always occur and may not apply to relationships created in the profession generally. The view of the respondents with regard to the relationship between police and fellow officials being healthy and friendly is what is faced in other civil government organisations. On the other hand, four respondents did not want to respond to the question on the reason for poor relationships. It is therefore apparent that since the majority of police officials have normal needs towards social relationships among themselves, it may be possible to say that the poor relationships of a few police officials in the Amhara police commission do not affect the leaving rate of the police officials to a considerable degree. However, studies conducted in California indicate that negative relationships rank higher as a cause for leaving the profession than an inadequate salary does (Stinnett, 1970:8), which is not similar to the finding of this study.

When responses to the factor of poor relationships with fellow police as a possible cause of turnover were evaluated, results obtained from 32 respondents show the following:

- Eight ranked poor relationships with fellow police 10th position out of 10.
- Seven ranked poor relationships with fellow police 9th position out of 10.
- Nine ranked poor relationships with fellow police 8th position out of 10.
- Five ranked poor relationships with fellow police 7th position out of 10.

- One ranked poor relationships with fellow police 6th position out of 10.
- One ranked poor relationships with fellow police 5th position out of 10.
- One ranked poor relationships with fellow police 4th position out of 10.

As indicated above, on average the relationship of police personnel with their fellow police is ranked in the ninth position. Hence, of the above ten reasons it is not the last factor.

Generally, as observed from the respondents, from the different approaches on the social relationships of police officials in the sample zone, it appears that police officials have a relatively good understanding of the relationships they have among themselves. However, this does not mean that leavers are not affected by this factor at all. Hence, creating healthy relationships may help to retain a significant number of police.

4.2.3 Poor relationship with the heads

The question was asked regarding the poor relationship a police official might have with the head of a section or department. A total of 18 respondents seem to be unhappy with the technical assistance they get from supervisors or officers in the region. All respondents expressed low satisfaction on the assistance given to them by the supervisor, officers and/or concerned officials, but to different degrees. They all noted that the degree of relationships with fellow police is higher than that of relationships with the heads of the police.

On the other hand, on the issue of poor relationships with the heads, 11 respondents stated that they had greater solidarity with them than with those who have newly joined the force or who have only a few years of service. The younger unhappy workers eventually quit to find jobs that will satisfy them. And employees who like their job remain. Police officials with longer service stay in the profession because they adapt to the work understand and communicate easily with their supervisors and have greater satisfaction in the social relationships they may develop.

On the other hand, four respondents did not want to respond to the question of the reason for poor relationships with a supervisor. In the entire zone, there is no structure regarding supervision. Every head or manager of police who is close at hand supervises subordinates. Because of the absence of an appointed supervisor, supervision and work might occur in a haphazard way by selected groups. They might not consider present and past work and hence poor relationships may be observed due to the incompetence of supervisors, officers and/or the officials assigned to the task. Because of the role played by gaining or losing a certain benefit, the relationships between subordinates and heads may be strong or weak based on the kind of work, benefits, promotion and other factors.

According to Chandan (1999:176–178), the five most important things that must be taken into account in a reward or motivational programme are: employee performance, effort, skill, seniority and requirements. From these elements, reward for performance must be the major objective of any reward programme of an organisation. Chandan (1999:177) continues: "An effective programme must include both intrinsic and extrinsic rewards in order to retain responsible and competent police officials who can contribute to the development of the organisation".

Findings have confirmed Weaver's statement (1978) in Gavial (1986:36) that "individuals with better education have lower satisfaction". The reason is that they have better options in the job market. They leave the organisation in difficulty while the concept of adapting to work and easily understanding their fellow workers as well as the heads is absent. As Weaver mentions, poor relationships develop in that organisation.

When responses to the factor of poor relationships with the heads of the police as a possible cause of turnover were evaluated, results obtained from 32 respondents show the following:

- Three ranked poor relationships with police heads 10th position out of 10.
- Four ranked poor relationships with police heads 9th position out of 10.

- Six ranked poor relationships with police heads 8th position out of 10.
- Six ranked poor relationships with police heads 7th position out of 10.
- Six ranked poor relationships with police heads 6th position out of 10.
- One ranked poor relationships with police heads 4th position out of 10.
- Six ranked poor relationships with police heads 2nd position out of 10.

Generally under the topic above, on average the relationships of police personnel with their heads differ. This means that an official's relationship with an immediate supervisor could contribute to turnover. So to retain experienced police the executive administrator should take note of this fact. According to Wells and Alt (2005:116), the leadership style of a head is one of the factors for resignation. Measures should be taken to maintain the internal democratic relationships in order to retain police. Hence the responses to this question indicate that of the above ten reasons for turnover, it is one of the most influential factors.

4.2.4 Unfavourable climatic conditions

The Amhara region has very cold, very hot, humid and cloudy climatic conditions. Moreover, the topography is hilly with deep valleys. The eastern hot districts are very difficult to work in, especially for newly joined police officials. In addition to this, from some areas of a certain district it takes at least six days of a single journey to reach the capital city of the Amhara region where the police commission sits. On other hand, there are many districts that are pleasant to live in and that have a relatively good infrastructure. Saying so much about the climate and topography of Amhara is enough to contextualise the situation.

So transferring is one of the major needs of police in Amhara. For example, the report of the Human Resource Development and Administration Department of the police commission indicated in June 2005 that due to the continuous and demanding question of transfer, about 300 police officials had been transferred based on the three options of their need for a transfer (ANRSPC, 2005 June). With respect to the fairness of police official transfers and deployments, 17 respondents disagree that police official transfers and

deployments are done fairly. It is, therefore, apparent that the majority of police officials are dissatisfied with the action taken regarding transfer and deployment activities. This issue of transfer and deployment is a concern of most police officials. Transfer and deployment are supposed to change the behaviour of police officials, in some way or another.

On the other hand, as the interviewees indicated, opportunities to transfer police officials are very limited and this may discourage them from looking for more favourable climatic conditions. In fact, measures taken in June and January 2006 by the commission took into account those who have social problems such as a family problem in a particular marriage, those who have health problems and those who have been working for two or more years in difficult areas. These are some of the criteria for getting a transfer. Based on these criteria, 600 police officials were transferred during the above-mentioned years and complaints are still on the rise.

All respondents noted that there are a lot of opportunities to upgrade through a number of programmes if they have a chance to transfer to more accessible areas in which training takes place. This training includes a first degree, second degree in the police profession as well as distance education, extension and regular programmes in different fields of study. This seems to be promising if it continues in the coming years by including other levels of education. As indicated by the interviewees, more than 5 000 police officials who work in the four sampling zones of the police department appear to lack the necessary services within their reach.

In addition to education, since all police officials are living in this society, matters such as accommodation, the safety of pipe water, provision of a health centre, nearby telephone service, electricity, transport within 10km distance, facilities such as a library, laboratory and sport fields must be addressed or the dissatisfaction level of the police officials might intensify. A police official could possibly be influenced to withdraw from the policing profession and newly assigned police officials may not be interested in going to the districts because of the fear of the problems they may face.

The question was asked on why Amhara police have such a pressing need to transfer. All respondents replied that in the remotest areas of the district in the four zones, police experience heavy policing loads. In addition to this, there is no high school, university or other infrastructure through which officials can upgrade themselves. Hence, the policing load and the lack of other facilities may influence police officials to leave the profession. Moreover, there is no hardship allowance payment so especially in the peripheral and remote districts all these burdens make transfer a burning issue for the police.

Another question asked concerns the place in which a police official chooses to work. It is noted that most of them have chosen to work in their hometown or village or near their hometown or village. The majority of respondents intend to work within the region. The major reasons for this are that they have friends, families and relatives there, or they are married or have elderly parents. They also fear the risks in policing. They feel that they may be coerced to act in an unacceptable way if they work in a setting with a vast cultural difference from that of their home area. Therefore these police officials are reflecting their negative need towards staying in policing and attempts should be made to encourage police officials to change their choices.

On the other hand, the question was asked on decisions related to the remoteness of a place. As the question revealed, the respondents reflected their satisfaction with the opportunity of participating in decision-making, but indicated that their level of participation in decision-making does not seem to be adequate. Sometimes one can say that there is no participation in decision-making. New criteria should be identified and set on transfer.

The last question concerns accommodation. Respondents noted that shelter is available in remote districts in the countryside. All respondents reacted that renting a house in a town or a small marketing area is very expensive. Police officials also say that life is hard in such a different climatic area with the minimal amount of salary they draw every month. Therefore the police commission should build houses for the police as happens in the Ministry of Education, Ministry of Health and Ministry of Agriculture and Rural

Development. Housing should be free to decrease the difficulties of policing and in order to retain officials for long service. Those who live in cities and towns should also receive an accommodation allowance in order to compensate for the poor salary.

Lastly, on this topic, respondents were asked to rank items on Table 1. When responses to the factor of unfavourable climatic conditions as a possible cause of turnover were evaluated, results obtained from 32 respondents were as follows:

- Two ranked climatic conditions 10th position out of 10.
- Seven ranked climatic conditions 9th position out of 10.
- Four ranked climatic conditions 8th position out of 10.
- Five ranked climatic conditions 7th out of 10.
- Four ranked climatic conditions 6th position out of 10.
- Five ranked climatic conditions 4th position out of 10.
- Four ranked climatic conditions 3rd position out of 10.
- One ranked climatic conditions 2nd out of 10.

From the above respondents the majority of seven respondents ranked climatic conditions in ninth position. However, this point can be argued when we see the responses above. Hence it is difficult to conclude a specific rank on this question. In one region it varies from zone to zone from the ten possible reasons of turnover because of unfavourable climatic conditions. As indicated above on average the effect of unfavourable climate conditions is ordered differently. This means that climatic conditions do contribute to turnover. To retain experienced police the executive administration should make fair decisions on transfer to minimise the turnover effect due to geographical difficulties.

All the above points are related to internal administrative conditions. All respondents directly and/or indirectly complain about the administration. They do not complain about the nature of the topography of Amhara. However, they consider that the issue of unfavourable climatic conditions should get special

treatment and give rise to fair management decisions. A supporting idea related to the effect of internal management on turnover is that the leadership style of supervisors and executives is one of the factors for resignation and should be duly regarded and measures taken to maintain internal democratic relationships in order to retain police. Hence it indicates that of the ten reasons listed in Table 1, unfavourable climatic conditions are an influential factor of turnover (Wells & Alt, 2005:116).

4.2.5 Shortage of police equipment

According to Bunyard (1979:9), it is the manager's entrepreneurial skills and new technology that enable organisations to advance. Because the police force and its activities have increased in size, it is more difficult for it to respond quickly enough to change.

The question was asked on whether the police in Amhara were equipped in a similar way to officials in other sectors in Amhara, for example with motorised bicycles, police radios and other equipment. All respondents replied that surprisingly in the district clinical workers, educational supervisors, agricultural development agents and others, in addition to earning per day, also have a motorised bicycle. Those who do not have a motorised bicycle travel on horseback that serves as a bicycle. Whereas the police not only lack the above necessary transport facilities but also if they are on the periphery of an area, in most district offices they have neither a car nor a motorised bicycle. In addition they lack police radios. All these are the problems of district police. Even in the zones there is insufficient equipment of this nature. There are only one or two items of each kind that makes the work of policing lag behind and the task of a police official difficult. Sometimes certain equipment comes into the locality but only those who are close friends of someone in the police office benefit and not for purposes of police work but for the purpose of the favour. Supporting the above idea, Bunyard states that "police commander tries to achieve the maximum effect with his resources and at the same time get public cooperation and support without which the most efficient police system is useless" (1978:124).

When responses to the shortage of police equipment as a possible reason for turnover were evaluated, results obtained form 32 respondents show the following:

- Four ranked shortage of police equipment 9th position out of 10.
- Five ranked shortage of police equipment 8th position out of 10.
- Fourteen ranked shortage of police equipment 6th position out of 10.
- Two ranked shortage of police equipment 5th position out of 10.
- Two ranked shortage of police equipment 4th position out of 10.
- Four ranked shortage of police equipment 3rd position out of 10.
- One ranked shortage of police equipment 2nd position out of 10.

From the ten possible reasons of turnover, the shortage of police equipment was ranked by the majority of respondents, namely 14, as number six. However, this is not a conclusive argument. From the response above it is still difficult to make a conclusion regarding a specific ranking even in one region. Views on the influence on turnover of the shortage of police equipment vary from zone to zone. A shortage of police equipment also differs across the region because the resource allocation differs within a single area. To retain experienced police the executive administration should ensure that there is a fair distribution of equipment that in turn may minimise the turnover effect due to a lack of equipment.

4.2.6 Inability to do policing work

The question was asked on what kind of ability society needs or expects from the police. All respondents said that people think every social disturber is known to the police but the police ignore them on purpose be they educated or not. In particular, two respondents described their experience when one day a man with great responsibility from a certain office had his car tyres stolen. He came to the respondent's office saying that the police know who the thief is. The man asked that the thief be ordered to return the tyres. The other respondent said a boy had snatched a handbag from a male house servant. The man told the police that they all knew the criminal and he should be ordered to return the handbag that had in it 100 Birr.

The respondents added that there are numerous similar incidents. Therefore, society, especially those living in districts believe that police know everything and are responsible for every abnormality related to law enforcement. Hence failing to catch criminals is considered as inability to do policing. For example, the police are expected to respond quickly to a call, return lost and stolen property, catch criminals and support verdicts of the court. In cities and towns, traffic violations, the child trafficking of today, house breaking theft, night theft, arson and anything else whatsoever, are the work of the police. Therefore failing to perform these duties systematically is regarded as inability to perform policing activities.

The supporting idea of the above respondents is that the community expects police to solve all kinds of social problems. Butler comments that "people do not join police forces to be rude or lazy; such traits are the result of poor leadership" (1992:13, 16).

Some respondents said that police officials with a low workload have a significant difference in their needs regarding working conditions. Moreover, this difference may be due to the availability of other supplementary means of income or some may have recreational resources that may conflict with their personal needs. It is probably possible to say that police officials with either few or many years of service seem to be dissatisfied with the working conditions in their area. According to researchers, "[l]ength of service shows a v-shaped relationship between years of experience and job satisfaction. Every community is unlike every other; they have dissimilar levels of wants, attitudes, well-being, and ambitions" (McDonald and Gunderson, 1974 as quoted in Bunyard, 1979:79). Consequently, a community has to be satisfied as persons. The text continues: "The police's target must be well-known and where promising...for the joint advantage of the society and the person; everybody has strengths and a high-quality superintendent can make the most of the strengths and at the same time apply safeguards to diminish the weakness of his subordinates" (Bunyard, 1979:79).

The other issue was discussed in two groups and people from the community were called by the group to discuss the issue of police activities as whole.

People from the community noted the following situation. The famous ancient town of Gonder has a castle visited by over 20 foreign tourists every week. There are only a few police officials. These officials are ignored because besides being few in number they do not have enough cars or motorised bicycles. Hence more than a hundred people in Gonder have asked tourists why they visit the town. The people say that they are governed by gangsters whose slogan is "Theft is work and arrest by police is a crime". It is said that in this town gangsters even threaten police officials because the government has not organised the police adequately. Criminals are better organised than police officials (ANRSPC, 2007 February).

When responses to the factor of an inability to do policing work as a possible cause of turnover were evaluated, results obtained from 32 respondents show the following:

- Eight ranked inability to do policing work 10th position out of 10.
- Three ranked inability to do policing work 9th position out of 10.
- Two ranked inability to do policing work 8th position out of 10.
- Three ranked inability to do policing work 7th position out of 10.
- One ranked inability to do policing work 6th position out of 10.
- Eight ranked inability to do policing work 5th position out of 10.
- Four ranked inability to do policing work 4th position out of 10.
- Two ranked inability to do policing work 3rd position out of 10.
- One ranked inability to do policing work 1st position out of 10.

From the above respondents two groups of eight respondents each ranked the inability to do policing in 5th and 10th positions. These 16 respondents form half the sample. However, one could argue that the result is inconclusive from the responses above because in one region it varies from zone to zone.

On average, the inability to do policing work is ranked differently as a cause of turnover. Possible reasons are that new recruits work together while on the other hand, in-service training and refresher courses may bring improvements to the same region. To retain experienced police and minimise the turnover

effect due to an inability to do policing, the executive administration should provide in-service training and fair opportunities for refresher courses.

4.2.7 Poor salary

The question was asked on the comparison between the salaries of officials in the regional government and the salaries of civil servants. All respondents who work in the four sampling zones of the police appear to lack the benefit of a regular increment. For example, police officials do not receive a biennial salary increment and the increment linked to job status is for only a few police officials.

Respondents were asked whether their monthly salary was enough to satisfy basic financial needs for themselves and their families. All respondents answered that police officials earn a small salary compared with the workload and the accompanying risks to ensure peace and security in society. The police salary is low in comparison with that paid to other government civil service workers. For example, a public prosecutor with six months training earned 895 Ethiopian Birr and from February 2007 salary increased to 1 565 Birr. The previous police salary including food allowance was 437,67 Birr, increasing to 575 Birr from the above date. A department head in the civil service earned 2 535 Birr at that time while the head of department in the Amhara police department earned 2 035 only if he had a commander's rank. According to the regulations of the Amhara police commission, a person who joins the police force and takes basic training for nine months should give at least seven years of policing service. Regarding the salary issue, at the annual planning orientation in August 2006 about 165 heads of police at zone, district and station level emphasised the need for a salary increase of three steps from the regional government as civil servants had received. The majority of police heads supported this request to the commissioner. This also indicates that the issue of salary increments has an impact on work and is on everyone's mind rather than accomplishing the work of policing. All 32 respondents in the study made comments similar to these in the paragraph above.

Linked to the above idea from the 32 respondents, 17 respondents added and underlined that the regulation of August 2005 on tentative police ranking and the pay system which was correspondingly declared in the same year have created a degree of stability for those who now find the profession of policing agreeable. All police officials know what they have done to upgrade themselves through the system that was introduced.

On the contrary, of the 32 respondents, 15 respondents additionally stated that whatever regulation the Amhara region had declared, it did not work equally for all. It might work negatively or positively depending on whether that police official had got acceptance by the decision maker regardless of whether he or she fulfilled the criteria. It was simply a special management decision of the executive. Therefore the rules and regulations are applied differently at different times.

In the United Kingdom, police officers are paid a shift allowance. Mostly shift work payment is based on "compensation for inconvenience" with larger payments for nights than for afternoons, and for weekend work than for weekdays (Weddburn, 1992 as quoted by Wilson, 1995:353). However, on the question of extra pay for overtime work and future capacity building of the police, in Ethiopia there is no compensation or inconvenience allowance for the police, whether police officials work overnight or at weekends. The police give community service freely at any time. In our country the salary of the police is less than that paid in any other organisation (ANRSPC, 1994).

Research findings have indicated that some of the reasons for voluntary turnover are: dissatisfaction, alternative positions in other organisations, perceived desirability of movement, economic conditions, personal characteristics, working conditions, and personal ease of movement (Heneman, 1996:188).

Hence Stredwick (2003:296–298) states that equity theory asserts that pay satisfaction is the result of an individual comparing his job inputs and results such as pay and other factors to the job inputs and results of his fellow workers. In addition:

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Employees' salaries play a fundamental role in the allocation of scarce educated labour resources. Pay scales are based not on a simple scheme, rewarding employees for their service and loyalty, but on a formula, which serve better the purpose of individual salaries as a resource allocation. Hence, in a fast changing world such as the capitalist, free enterprise society, performance-related pay should be operating formally (Cannell & Wood, 1992; cited in Stredwick, 2003:296–298).

On the whole, based on the above theory and the real situation indicated by the respondents of the sample Amhara police respondents, the creation of a good system of pay according to the work performed and the resource distribution of both manpower and in monetary terms would enhance performance. Therefore, one can understand from the above theory and from the respondents' viewpoint that the creation of a merit-based system with clear criteria would lead to improved management of employees. According to Stredwick (2003:302), the non-salary benefits of police can add up to as much as 20% of the pay on average and is a better way of administration.

When responses to the factor of an inadequate or poor salary as a possible cause of turnover were evaluated, results obtained from 32 respondents show the following:

- One ranked an inadequate or poor salary 8th position out of 10.
- One ranked an inadequate or poor salary 7th position out of 10.
- Two ranked an inadequate or poor salary 4th position out of 10.
- Nine ranked an inadequate or poor salary 2nd position out of 10.
- Seventeen ranked an inadequate or poor salary 1st position out of 10.

From the above respondents, 9 and 17 of them ordered this factor in second and first place respectively. This seems to be a strong argument in favour of the theory that poor pay influences turnover to a very great degree.

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4.2.8 Lack of opportunity for further education

The question was asked on the opportunity of further education for police. All the respondents said that in earlier years the government had given opportunities for police officials to study only for a diploma and a certificate. Then this issue received special attention so that now there is also an opportunity for a police official to study in any academic field as well as in the field of Police Science. As a result, many police have improved their education and their salaries in both the police profession as well as in other sectors.

Further education and the entry level of a police official should be a non-stop process that keeps all staff updated on how to manage new technology and other issues that refresh their skills. For example, police officials should be able to use a firearm and know how to deal with blockades and hostage situations, even though these might not be everyday situations for them (Fyfe *et al.*, 1997:275).

Respondents were then asked if the opportunity of further education is given equally and fairly. Only seven respondents replied that in all fields the opportunity was given according to the declared training rules of the Amhara police commission.

On the contrary, 15 respondents replied that although the commission has training rules, they are not implemented. The opportunity of further training may be given according to the rules or without reference to them. The commission has set very subjective criteria and distributed them as a tentative circular paper. Generally the opportunity of getting further education especially training takes a year or longer. The opportunity of getting further education is very limited and its criteria for selection are also very conditional so it can be said to be unfair.

On the other hand, ten respondents stated that they knew little about the internal situation regarding opportunities for training but they had seen that there are many opportunities arising very quickly. These respondents also said that they were aware of training rules and that many police officials apply

at every opportunity. However, they did not know whether the opportunity of further study was given according to the originally declared rules or not.

In February 2007, a regionally organised group in two teams went to selected districts led by two team officials. One team went in the direction of western Amhara and the other team to eastern Amhara. In the former group, what the police officials emphasised was that instead of working hard to get an opportunity of further education it was better to have a close relationship with one's immediate head or supervisor. This strategy also works with higher officials too (ANRSPC, 2007 February). Therefore, on the basis of the report of February 2007, there is a great need for further supervision and a large force of police officers.

When responses to the factor of the lack of opportunity of further education as a possible cause of turnover were evaluated, results obtained from 32 respondents show the following:

- Seven ranked the lack of opportunity of further education 7th position out of 10.
- Eleven ranked the lack of opportunity of further education 4th position out of 10.
- Eleven ranked the lack of opportunity of further education 3rd position out of 10.
- Two ranked the lack of opportunity of further education 2nd position out of 10.
- One ranked the lack of opportunity of further education 1st position out of 10.

From the above respondents two groups of 11 respondents each, ranked the lack of opportunity for further education in 3rd and 4th positions. These 22 respondents form more half the sample. However, one could argue that the result is inconclusive from the responses above because in one region it varies from zone to zone. Another point is that much depends of the outlook

of an individual. This may vary from person to person with respect to the same training offered by the same institution.

As indicated above, on average the lack of opportunity for further education varies according to the different opportunities in a zone. It seems to be a question of priorities. The responses indicate the seriousness of the factor in causing staff to leave the organisation. Therefore, the organisation should arrange and facilitate opportunities of further education in a number of ways. For example, there is the possibility of relatively longer summer courses, distance education, extension studies, full time education and in-service training courses that would narrow the difference in levels of education among officials. Crime is now worldwide and to prevent crime effectively and efficiently the continuing education of the police is most important. The executive administration should provide fair opportunities for further education in order to retain experienced police and minimise turnover at all levels.

4.2.9 Low prestige and respect for policing by the community

The respondents were asked whether policing was a respected profession in Amhara. Thirteen respondents explained that policing is not respected. It is expected that a young high school graduate will join the police force only if there is no other job opportunity available. On the whole the community regards policing as distinct from other civil service work. They do not want to join the police. These respondents recalled that on their own entry into the force they had not wanted to become police officials and if at that time there had been the opportunity of another post they would have taken it. However, over time they have begun to enjoy and value the profession. They added that should the administrative situation be well managed as in other civil organisations, no one would need to leave the profession.

However, nine respondents said that policing is appreciated and respected by the community. However, members of the community do not advise their children to join the police for fear of the risk attached to its work. Apart from this, policing is more respected than one expects and crime investigation in particular is a respected task. According to two respondents, the work of policing seems to be like fiction to the community; it does not seem to be real

to them. Generally, policing is a mirror of the community in which the community sees the hidden and complicated as well as doubtful crime that is solved only after investigation. Therefore policing is a more interesting job than expected. Sometimes policing is so interesting that it meets one's highest expectations. Those who have interest in policing may give long service in policing, however those who are in doubt and who have clearly experienced the difficulties of policing may leave the police service.

When responses to the factor of low prestige and lack of respect for policing by the community as a possible cause of turnover were evaluated, results obtained from 32 respondents show the following:

- Two ranked low prestige and lack of respect for policing by the community 9th position out of 10.
- Two ranked low prestige and lack of respect for policing by the community 8th position out of 10.
- One ranked low prestige and lack of respect for policing by the community 7th position out of 10.
- Three ranked low prestige and lack of respect for policing by the community 6th position out of 10.
- Thirteen ranked lowprestige and lack of respect for policing by the community 5th position out of 10.
- Six ranked low prestige and lack of respect for policing by the community 4th position out of 10.
- Three ranked low prestige and lack of respect for policing by the community 3rd position out of 10.
- Two ranked low prestige and lack of respect for policing by the community 2nd position out of 10.

Of the thirty-two respondents, 13 ranked low prestige and lack of respect by the community as fifth from the ten possible reasons of turnover. From the above respondents a majority of 13 noted this situation in comparison with that of previous years. One can see from the response that this is still a

sensitive issue in the context of turnover. As indicated above, the community's perceptions undermine society and the police organisation. The officials concerned should try to modify the perceptions of the community toward policing otherwise trained manpower will leave the organisation. In this way the executive administration could minimise the turnover effect due to a lack of respect for the work of the police by society.

4.2.10 Lack of attention paid to policing by the government

Respondents were asked whether the regional government fully follows up the activities of the police organisation. Eleven respondents said that the regional government fully follows up and gives due attention to instances of road violence by illegal people or an unusual situation of crime. The increase of crime in the region has forced the government to give due emphasis to policing. However, this does not apply to mattes of promotion, salary increments, unfair decisions and organisational structures. The biennial salary increment has stopped for the police but is made for all other workers in government organisations in the region. In general, the internal administrative structures are not evaluated or monitored by experts or by any other task force outside the police organisation and its related bureau or commission.

On the other hand, 17 respondents replied that the government pays attention to every detail. However, on the salary issue and other fringe benefits the government's response was that the matter is redundant. So police are already leaving and finding other employment opportunities. The other major issue is that higher government officials do not arrange to attend meetings where they can discuss these matters face-to-face with officials. Finally, the remaining four respondents did not want to respond to the question for unknown reasons.

As many human management researchers suggest, increasing the salary motivates a worker for a few months or a year, whereas a reward system, be it in money or by acknowledging a person's performance, is an effective way of handling workers (Wilson, 1977:370).

In accordance with the above idea, the management of police officials and the creation of a system based on the development and thinking of a society should not be left over for another day. According to Schaubroel, Cotton and Jennings (1989) as quoted by Wilson (1977:372), "people who experience well-being and satisfaction in their work will be better adjusted, happier and lead more productive personal lives. Therefore, they will experience less stress, tension and anxiety, and may exhibit better physical health. In addition, well-being in the workplace at an early stage appears to hold considerable promise".

However, trying to attract, recruit and retain police officials should be given greater emphasis both by the regional government and by the executive higher officials of the police.

The responsibility of the government is to facilitate an effective and efficient police service for society. The government is responsible for the peace, security and order of its citizens so that the well being of society is maintained.

When responses to the factor of the lack of attention paid to policing by the government were evaluated, results obtained from 32 respondents show the following:

- One ranked the lack of attention paid to policing by the government 7th position out of 10.
- One ranked the lack of attention paid to policing by the government 6th position out of 10.
- Four ranked the lack of attention paid to policing by the government 5th position out of 10.
- Two ranked the lack of attention paid to policing by the government 3rd position out of 10.
- Sixteen ranked the lack of attention paid to policing by the government 2nd position out of 10.
- Eight ranked the lack of attention paid to policing by the government 1st position out of 10.

Of 32 respondents, 16 ranked the lack of attention paid to policing by the government as second from the ten possible reasons for turnover. From this response it is clear that this is a very sensitive issue. This means that the government still needs to give attention to all matters concerning the police. If the government fails to emphasise the importance of policing, trained manpower will leave the organisation.

On the whole, the viewpoint of these respondents shows that earlier attempts to establish and expand the administration in a professional way are acknowledged. The government has played a significant role but longer-term scheduling is not easy to obtain. It links with the forecast procedures and requires managers to expand services with a broad understanding of every aspect of policing. Stredwick (2003:21) notes that there should be "elasticity in place for deliberate moves into new or obtainable developments".

4.3 SUMMARY

The possible reasons for the turnover in the police are: poor salary, lack of emphasis by government, risks attached to policing, hardship, lack of extra pay for extra work, unfair decisions, tentativeness of the rules and regulations, absence of an incentive/reward system, unfair transfer and lack of transfer, lack of promotion, lack of respect from the community, lack of participation in decisions, inadequate equipment, lack of and unfair educational opportunities and unequal treatment. In particular, the poor salary and lack of emphasis on the part of the government are the issues of all respondents.

However, the situation of an earlier generation is very far apart from that of today's Amhara and Ethiopia. Nowadays, world technology has come to villages and towns. Crime committed around the world and in Ethiopia is similar. For example, drug abuse, terrorism, the exploitation of child labour, vagrancy, and child trafficking and sexual abuse is part of the world's crime agenda. From this perspective policing in Amhara, as well as in Ethiopia as a whole, seems to need affirmative action in every area.

All respondents stated that the regional government as well as police executives should give close attention to these issues. They should address and solve the problems that cause labour turnover and in this way retain experienced officials.

CHAPTER FIVE
FINDINGS AND RECOMMENDATIONS

5.1 INTRODUCTION

This research was initiated to acquire alternative information on turnover particularly from those individuals who manage police officials and who are occupied with the reasons for turnover. These reasons for turnover are the core of the study and can be used as a mechanism in order to propose possible recommendations in order to retain police officials in the profession. For successful retention the ultimate goal is to identify all possible reasons that cause turnover. In the light of a number of occurrences, it appears that turnover is not always addressed properly. The study has attempted to determine all the possible reasons for turnover as they applied to everyone and as manifested in each district of the Amhara police administration. Hence the aim of this study is to assess the reasons for the turnover of police personnel in the Amhara region of Ethiopia. To address this aim, three research questions were asked, namely:

- What does turnover mean?
- What are the main reasons why police personnel leave their profession?
- How is the problem of turnover addressed?

In an attempt to address these research questions the researcher gathered information from the preliminary literature review in which the researcher contacted the Goldfields Library on Unisa's Florida Campus. In addition, the researcher looked for literature in the fields of study such as Law, Sociology and Psychology at the Addis Ababa University written by authors of both national and international origin. The researcher also drew upon the experience of investigators to obtain knowledge from practice and from executive officials who have managed police for lengthy periods of time. The researcher analysed ideas, statements and theories in the study, using this body of literature (Walker & Avant, 1995:28 as cited in Technikon SA,

2000:62). Data analysis involved the content analysis of documents and interviews with respondents, including the responses to both open-ended and closed questions.

Tesch's analysis procedure is now one of the processes that can be used to analyse data. Tesch's process is a systematic means to analyse factual data (Technikon SA, 2004:62).

This, to use the words of Leedy and Ormrod (2001:100), was an attempt by the researcher "to enhance the validity of his interpretation by drawing on the experiences of those most occupied in the research situation itself".

5.2 FINDINGS

At the beginning of the research, specific questions were developed for the purposes of this research. This question is addressed under 5.2.1 Findings regarding the research questions. Less significant issues arising from the research are discussed under this section as supporting findings. Based on information from the literature, documents and interviews the following findings have been made.

5.2.1 Findings regarding the research questions

5.2.1.1 Research question one: What does turnover mean?
In this research it was established that turnover is defined as withdrawal from employment through resignation, removal, or the absenteeism of the employee. This means that turnover is often viewed as undesirable for work. In practice, police managers must seriously look into issues relating to employment discrimination, affirmative action, inadequate training, negligent retention and employee rights. These and other factors contribute to turnover.

Not all respondents had a clear understanding of what turnover is although almost all respondents were able to explain the term turnover to a certain degree. They explained that turnover is only undesirable work and also an economic situation. The respondents answered questions on the reasons for turnover from this angle rather than from the exact denotation of the term.

They said that turnover occurs when workers leave the organisation for the following reasons:

- Unfair management decisions;
- Their own misbehaviour;
- Poor salary;
- Unfavourable work conditions and lack of transfer from zone to zone;
- Unfair promotion and overall unfair decisions of the management of police staff;
- Leaving the motherland and going to a foreign country because of the risk of police work in general; and
- Absence of an educational opportunity and unfair decision-making of police managers.

The remaining three respondents did not want to explain the term. What they underlined is that the police commission did not teach them the meaning of the term. From this comment, the interviewer observed a lack of awareness on the problem. These police had been transferred from a remote district and before coming into the zone they had lived in a camp as violence controller police emergency officials.

Therefore one can say from the above that respondents define the term according to their own experience and the problems they have faced. They regard turnover as a logical process if the one who leaves dislikes some aspect of policing. Hence, whatever the case respondents define turnover in their own way except for the three respondents whose understanding of the term does not coincide with the purpose of this study. They define the term from the angle of migration.

5.2.1.2 Research question two: What are the main reasons why police personnel leave their profession?
The possible reasons for the turnover in the police are: poor salary, lack of emphasis by government, risks attached to policing, hardship, lack of extra pay for extra work, unfair decisions, tentativeness of the rules and regulations,

absence of an incentive/reward system, unfair transfer and lack of transfer, lack of promotion, lack of respect from the community, lack of participation in decisions, inadequate equipment, lack of and unfair educational opportunities and unequal treatment. In particular, the poor salary and lack of emphasis on the part of the government are the issues of all respondents.

The major reasons for the turnover of police are related to the internal management rather than to the work itself and to external factors. In general, throughout the study factors of turnover are mostly related to internal management conditions. Therefore the police commission of Amhara should give serious attention to the internal practices of management. A supporting idea related to the effect of internal management on turnover is that the leadership style of supervisors and executives is a major factor in resignations and should be duly regarded and measures taken to maintain internal democratic relationships in order to retain police (Wells & Alt, 2005:116).

5.2.1.3 Research question three: How is the problem of turnover addressed?
In this research it has been shown that turnover is related to the degree of democracy in internal management and also to the level of attention paid to police matters by the government. The responses to questions on management and the role of the government have been properly examined and analysed. These results appear in chapter 4 of this research.

In chapter 4 reasons for the turnover of police officials according to responses obtained are listed from the most common reason to the least common reason. From this data it appears that in the Amhara region the most common reason for police officials to leave is that of poor salary and the low emphasis regarding policing on the part of the government. These two factors seem serious because the police feel that the government's lack of attention is also the reason why salaries are poor. Although other factors contribute to turnover, the study shows that unless these two factors are addressed the situation will not improve. Solving other problems and ignoring these two areas would be meaningless because without the facilitation and close supervision of the government nothing could be achieved.

In addition, respondents said that police officials with many years of service have a better understanding than other officials of social relationships among staff.

The ranking of the ten reasons for turnover by police officials revealed some striking similarities in the responses. A poor salary was ranked in first position by seventeen respondents and second position by nine respondents, a total of 26 out of 32 respondents or 81%. The lack of opportunity or unfair chance for further education was ranked by eleven respondents in the third and in the fourth position. This total of 22 respondents out of 32 forms 69% of the sample.

On the other hand, the ranking for the factor of poor relationships with fellow officials shows that a total of 24 respondents placed this in eighth, ninth and tenth positions. So this seems to show that 75% of the respondents place this factor towards the lower end of the table. With regard to poor relationships with supervisors and other heads, a total of eighteen respondents or 56% ranked this factor in positions six to eight. The other 44% ranked this factor at both top and bottom of the table. So the responses vary greatly in this area.

The factor on the inability to do policing received responses that ranged across the whole table. Seventeen respondents or 53% ranked this in the sixth to tenth positions, while the remaining fifteen respondents or 47% ranked it in positions one to five. Therefore from this angle it appears to be plausible that the inability to do policing work in the sample zone does play a great role and may have a strong emotional effect on a police official and influence the activities of the organisation. This factor may result in an official leaving the profession.

One of the aims of this study is to propose recommendations that could help to solve the problem of staff turnover in the Amhara police commission. As has been mentioned several times in this study, management should consider the human elements of employment and of the workplace if police are to be retained for long periods. Turnover is more closely related to internal management factors than to external factors and the work itself. Good

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governance on the part of the government and the police organisation itself are of prime importance.

5.2.1.4 Purpose of police management

The researcher has established that the purpose of police management is to manage police officials in a democratic way for tasks of policing that include crime prevention, control of traffic and crime investigation. In addition, there are responsibilities to the judicial system, such as the collection and submission of evidence to the court in order to prove that an unlawful act has been committed and attendance of a trial. The respondents did have a general understanding of what the purpose of police management is.

5.2.1.5 Objectives of police management

It was established that the objectives of police management are to develop effective and efficient police officials in the work of policing to ensure the security, peace and order of the government, its peoples, nations, nationalities and inhabitants of the country. The respondents experienced some confusion between the objectives and the purpose of police management.

5.2.1.6 Mandate to police management

The researcher established that the Amhara Regional Government State Bureau of Administration and Security Affairs and the police commission have the mandate. All respondents were in agreement on who has the mandate to administer. But three respondents added that the Amhara National Regional State (ANRS) also directly administers equal to the above.

5.2.1.7 Chandan's principles for retaining

The police commission could retain police officials through a reward system. According to Chandan (1997:176–178), the five most important things that must be taken into account in a reward or motivational programme are:

- Employee performance;
- Effort;
- Skill;

- Seniority; and
- Requirements.

From among these five elements, reward for performance must be the major objective of any reward programme of an organisation. An effective programme must include both intrinsic and extrinsic rewards in order to retain responsible and competent police officials who can contribute to the development of the organisation.

Research findings have indicated that some of the reasons for voluntary turnover are: dissatisfaction, alternative positions in other organisations, perceived desirability of movement, economic conditions, personal characteristics, working conditions and personal ease of movement (Heneman, 1996:188).

5.3 RECOMMENDATIONS

At the beginning of this research it was stated that the purpose was the following:

- To evaluate the current situation in the Amhara police region by identifying the strengths and weaknesses in the system that could be considered in order to improve the situation;
- To explore what is done internationally by other police agencies with regard to staff turnover; and
- To propose recommendations for application that might solve the problem of staff turnover in the Amhara police commission.

The researcher therefore recommends that more research be done in the following areas:

- Police management in its human resource development purpose and objectives;
- Police management in its internal management democracy; and

- The mandate for managing police.

The researcher established that there is a lack of understanding or negligence regarding the further impact of police management through the absence of, or inadequate strategies in the development of human resource management, the practice of good internal management processes and good governance for police. It is therefore recommended that attention be given to the following:

1. Payment system;
2. Part-time payment;
3. Hardship allowance system;
4. Good governance of internal management system;
5. Participatory decisions;
6. Fair decisions;
7. Implementations of rules and regulations; and
8. Strategy for human resource management development.

5.4 CONCLUSION

The aim of this study was to assess the reasons for the turnover of police personnel in the Amhara National Regional State of Ethiopia. In chapter four the possible reasons for turnover were identified to have a better understanding of the study. The possible reasons for turnover are also explained because of the role they play in the effective and efficient human resource development for the work of policing that in turn prevents crime in general. Possible reasons are identified that contribute to the turnover of police officials which could serve as an initial step to the development of good governance in the internal management of policing and for the formation of an efficient and effective police force.

Chapter four includes a discussion of the possible reasons for the turnover of police officials based on ten items, prioritised from the most common reason to the least common reason. From the results based on the list of ten items one perceives that in the Amhara region the most common reasons for police turnover are those of poor salary and the low emphasis the government

places on policing. These two issues appear to be serious and significant because the police feel that the government's lack of attention is the reason for the poor salaries.

On the other hand factors such as educational background, experience and skills, socio-economic status, gender, age, marital status and general personal characteristics also contribute to turnover. Hence management of human resources should be considered in order to retain police because internal management rather than external factors or the work itself plays a most important role in the retention of staff.

Generally the meaning of turnover and the meaning of police personnel have been discussed and the possible reasons of police personnel factors identified such as organisational culture. Organisational administrative support, economic considerations, poor salary, risk of work of policing, lack of promotion, the hardship of policing, tentativeness of the rules and regulations and unfair decisions, unfair transfer and lack of transfer, lack of respect by the community and lack of participation in decisions have been discussed.

The researcher hopes that this research will help to retain experienced and skilled police officials of the Amhara police force through good management and good governance strategies. He also hopes that police management officers will use the research to enhance their own performance and their ability to be more effective and more efficient in building up human resource development structures for a high-quality service of policing.

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INTERVIEW SCHEDULE

The following information was made available to respondents prior to the commencement of the interview as per the code of ethics for research of Unisa (Unisa, *Policies and procedures for postgraduate studies*, 2002:13).

The objective of the research method is to gather data for a study leading to a master's degree in technology of policing. It is administered to survey your view about the reasons for the turnover and possible retention of staff in the police profession of the Amhara National Regional State.

Since the success of this study depends on your genuine responses, you are kindly requested to be honest on all items to be discussed in this interview. The information you supply will remain confidential.

You are not required to disclose your name. I am here to interview you and thank you in advance for your response.

Section A: Background information

1. Are you a police official?
2. How long have you been involved in policing?
3. Did you receive basic police training?
4. Have you been given a free house to live in?
5. What is your rank?
6. What is your current position in the police structure?
7. Is your monthly basic salary reasonably sufficient to meet your basic financial needs and enable you to live with your family as compared to the other civil servants in the country?
8. What is your monthly basic salary?
9. What is your level of education?
10. What is your marital status?

Section B: Reasons for police personnel turnover

1. Explain what you understand under the term "police personnel".
2. Explain the meaning of the term "turnover".
3. What is the organisational culture of the Amhara police personnel?
4. What are the administrative practices and policies of the Amhara police?
5. What is the police personnel management culture in Amhara?
6. What is the practice of promotion in the Amhara police?
7. What do you think are the most difficult problems facing the police in policing the region of Amhara?
8. What are the motivating mechanisms in the Amhara police?

Section C: The problems of turnover

1. Why do police personnel leave the police organisation?
2. What mechanisms/measures are in place to reduce turnover in the Amhara police?
3. What are the effects of police turnover in the Amhara region?
4. What future remedies can be taken to attract police for longer periods of service in policing?
5. What is the reason for the turnover in the police?
6. Is policing a respected profession in Amhara?
7. Are university degrees taken into account in policing in Amhara?
8. Do you like working in policing?
9. Are non-management police personnel allowed to participate in decision-making?
10. What is your relationship like with your fellow police officials?
11. What is your relationship like with the head/subordinates?
12. On the whole, what do you think should be done to retain police officials in the policing profession?

Section D: The possible reasons for turnover why police mostly leave their profession

The following are some of the possible reasons collected from past interviews on the question of why police leave their profession. Would you please rank the following items by putting "X" below the horizontal numbers. Mark "X" under number one for what you assume is the best reason and then continue to rank the items to number ten. Read all the reasons before you start to rank the items.

	Possible reasons for leaving the profession	1	2	3	4	5	6	7	8	9	10
1	Poor relationship with fellow police										
2	Poor relationship with the head/subordinates										
3	Poor housing service										
4	Unfavourable climate conditions										
5	Shortage of police equipment										
6	Inability to do policing										
7	Inadequate/poor salary										
8	Lack of opportunity for further education										
9	Low prestige and respect for policing by the community										
10	Lack of attention paid to policing by the government										

Reference No--------------------------

Date-------------------------------------

To UNISA

SOUTH AFRICA

Subject:-giving permission to D/commander Shawle doing policing research

The Amhara Regional Police Commission gives permission doing research in policing for the above mentioned man in the subject. Here in the behalf of the commission the commissioner of Amhara police commission give this witness paper to **Deputy Commander Shawle Dagnachew Kebede** had been permitted doing research in 11 zones of Amhara police departments and using any documents or data for his research in addition if it is necessary using the higher officials speech of Amhara police executives.

With regards

Here is the commissioner Signature

This is the Amhara Regional
Government police
Commission official seal