

**EVALUATION OF PERSONNEL MANAGEMENT CAPABILITES OF
THE FEDERAL POLICE OF ETHIOPIA IN ADDIS ABABA**

By

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I, DEGU MAREW ZEGEYE, declare that EVALUATION OF PERSONNEL MANAGEMENT CAPABILITIES OF THE FEDERAL POLICE IN ADDIS ABABA is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

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SUMMARY

The study on "Evaluation of personnel management capabilities of the Federal Police of Ethiopia in Addis Ababa" had the following research questions:

- How is the Federal Police in Ethiopia Structured?
- What are the international standards for personnel management capabilities?
- What is the current personnel management capability in the Federal Police?
- How should shortcomings in personnel management capabilities of the Federal Police be addressed?

In the study, an empirical research design and qualitative research approach were adopted. The data collection methods were: literature, documents and interviews. The data was analyzed by four-step Data Analysis Spiral Techniques.

The primary Findings are:

- International standards for personnel management capabilities should be set and certified by authorized bodies.
- The personnel management capability of the Federal Police of Ethiopia was characterized by incompetence.

The Main Recommendations are:

- Further research should be conducted on the personnel management capability of the Federal police of Ethiopia.
- An authorized body should set standards and certify personnel managers' capabilities of the Federal Police of Ethiopia.

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CHAPTER 1

GENERAL ORIENTATION

1.1 INTRODUCTION

The nature of police work requires specific qualities of police officials to face many challenges. Among the qualities that are needed are both physical and mental fitness. Police work also demands that police officials confront all types of hostilities from different groups. People joining police institutions as police officers need to be hard working, honest and committed to police work, to the extent that they will sacrifice their lives to combat crime. In this regard, Bayley (1994:70) stresses that: “The central fact of a police officer’s life is that she or he must be prepared to step forward to protect the rest of us from life-threatening danger”. Thus, to recruit and retain this kind of police officer to the organisation, police institutions should have capable personnel managers who can create attractive and motivating working conditions.

As far as the main factors that promote quality of service in police organisations are concerned, Swanson and Territo (1983:183) state that “most authorities who examine the major issues involved in law enforcement come regularly to the same inescapable conclusion namely, that the ability of police departments to provide a high quality of service to their citizens and to solve their major operating problems, will be significantly affected by the quality of their personnel and the way in which they are managed”. This implies that one of the essential ingredients of quality service is the ability to manage the human resources towards the achievement of organisational goals.

In the case of the Federal Police of Ethiopia personnel management practices, the quality of service is very low. This can be understood from the following three illustrations about the existence of the problem written by three writers from inside the organisation. Tesfa (1976:81) states that: “Failure in recruiting the right people to the force, failure in offering better professional education, misplacement and lack of recognition of the use of refresher courses were some

of the causes for the inadequacies of the police in carrying out its functions”. Dawit (1995:66) also points out that regrettably, the police service does not attract applicants of the right quality for several reasons the main ones being poor pay and conditions of work”.

Furthermore, Zeray (2000:42) concludes that: “Maximum attention from the executive and top police leadership in building police institutions to produce skilled, knowledgeable, ethical and confident personnel with financial and logistical support, are basic for rescuing the organization”. All of these writers have addressed the same personnel management problems and suggest that they need due attention.

1.2 STATEMENT OF THE PROBLEM

The problem studied in this envisaged research is the inadequacy of police personnel managers’ capability of carrying out the personnel functions of the Federal Police of Ethiopia effectively and the effects it has on police service. This research focused on the causes of the personnel management skills gap that exists in the Federal Police because as many studies have revealed, the human-resource function is the critical element for organisational effectiveness. For this reason, it is deemed useful to focus on the problem related to this vital resource since the success or failure of organisations largely depends on the quality of their management.

As far as the contribution of personnel management practice to police service is concerned, Giller (1991:273) has indicated that: “The quality of policing depends on the quality of people doing policing and the success of a police organization depends on how well these people are selected, trained, evaluated, promoted and supported”. This statement presupposes that capable personnel management will be measured against its ability to retain motivated employees who are committed to the achievement of organisational goals.

As mentioned above, the Federal Police personnel management practice is not satisfactory. This was illustrated by Mekonen (2002:157) that: “Lack of competence of members is a rampant problem in the force. As an example, he illustrates the lack of competence and the inability to know the distinction between civil and criminal matters”. Mekonen (2002:158) further pointed out that: “There are only two experts for the whole country who may air their expert opinions whether or not a signature is falsified or the signature contested is that of the contesting party or not”.

Even though there is a favourable male and female population ratio and legal ground, there is no gender equality in the Federal Police. For instance, the female population of Ethiopia was 35,448,000 (49.88%) and male 35,618,000 (51.12%) of the total population of 71,066,000 (Ethiopia. Central Statistical Authority (CSA), 2004:20). Proclamations No. 217/2000 Art.14/2 and No. 313/2003 Art.15/2 have the provisions that “the recruitment to be conducted shall be based on a balanced/equitable representation of gender.” However, the police personnel statistical report (January, 2005:7) shows that 2,917 (8.53%) female and 31,264 (91.47%) male police officers are employed in the Regional Police Commissions, apart from one region (Tigray), where data on this issue is not included in the report. In the Federal Police also, as the report shows, 740 (13%) of the police officers are female and 5,088 (87%) are male. This large disparity in gender distribution is mainly caused by the inability of police personnel officers/managers to implement the above-cited provisions. The above examples clearly indicate that the personnel managers were incapable of playing their assigned roles.

Thus, for the organisation to be effective in the service it provides to the community, it should give priority to solving its personnel management capability problem. Unless this bottleneck problem is solved, the police service in the country – be it at the federal or regional level – will not only lag behind other police agencies but it will also probably fail and create the feeling of insecurity everywhere.

1.3. RESEARCH AIMS

The aims of this research were to:

- Examine the existing level of personnel managers' capability in the Federal Police of Ethiopia
- Investigate the causes of police (all levels) personnel managers' capability problem in the Federal Police of Ethiopia
- Identify personnel management capability gaps that exist and their effect on police service of the Federal Police

1.4 PURPOSE OF THE RESEARCH

According to Hussey and Hussey (1997:3), the purpose of research can be summarized as follows:

- To review and synthesise existing knowledge
- To investigate some existing situations or problems
- To provide solutions to problems
- To explore and analyse more general issues
- To construct or create new procedures

Hence the purpose of this study was to:

Describe the situation in Ethiopia by analysing the current personnel management capabilities of the Federal Police with the intention to determine strengths and weaknesses and to consider how it could be improved

- To explore national and international literature on personnel management with the intention of improving the situation in Ethiopia
- To recommend good practices for application that will address the problem and enhance performance.

1.5 RESEARCH QUESTIONS

Research questions describe the ideas contained in the research objectives (Ahuja, 2001:114). As far as the purpose of research questions is concerned, (Ahuja; 2001:117) states that it is important to determine what is to be studied and the extent to which it will be studied.

This research aimed to answer the following research questions:

1. How is the Federal Police in Ethiopia structured?
2. What are the international standards for personnel management capabilities?
3. What is the current personnel management capability in the Federal Police?
4. How should shortcomings in personnel management capabilities of the Federal Police be addressed?

1.6 KEY THEORETICAL CONCEPTS OF THE STUDY

The key terms/theoretical concepts in this research are defined below.

1.6.1 *Personnel management*

Personnel management is that part of human resource management concerned with staffing the enterprise, meeting the needs of people at work and devising and implementing the practical rules and procedures governing relationships between employees and organisations (Bennett, 1992:153).

1.6.2 *Federal Police Ethiopia*

Federal Police of Ethiopia is defined as the federal organ, having its own legal personality, established to maintain peace and security of the public by complying with and enforcing the Constitution and other laws of the country and by preventing crime through the participation of the people. (Proclamation 313/2003:2075).

1.6.3 *Technical skills*

These skills involve the use of knowledge, methods and expertise to deal with day-to-day problems and activities (Chandan, 1999:10).

1.6.4 *Human skills*

Human skills contribute to the ability to work effectively as members of a group, to build cooperative effort within teams and to deal effectively with interpersonal conflict. These skills are very important at all levels of the management hierarchy, for effective teamwork of the individual as well as for the group's success (Tracey, 1991:62).

1.6.5 *Conceptual skills*

Essentially, these skills allow one to visualise abstractions incisively and systematically, develop and use conceptual models, see the whole picture without being constrained by any of its parts and tolerate ambiguity (Tracey, 1991:62).

1.6.6 *Professional development*

This involves a continuing and deliberate organisation-sponsored process aimed at assisting, encouraging and enabling professionals as individuals to improve their performance and potential by developing their knowledge, skills, abilities and values. The process involves keeping up to date in their occupation or profession, maintaining competence in their practice and remaining open to new theories, techniques and approaches (Tracey, 1991:306).

1.6.7 *Police service*

According to Butler (1992:52-53), core police services consist of: responding to calls for assistance from the public, investigating crime, enforcing road-traffic legislation, and solving community problems. Support services, on the other hand, are the role of the sections of the police organisation outside the crime

prevention and investigation sub-division to support the achievement of the core services.

1.6.8 *Organisational culture*

The organisational culture constitutes an organisation's basic beliefs and values about itself and its clients, customers, suppliers and the public at large. Organisational culture also encompasses the organisation's views of its value to society. The culture is embodied in the way things are done in an organisation as defined by both written and unwritten policies, procedures and practices (Tracey, 1991:250).

1.6.9 *Capability*

Capability refers to the knowledge, skills, and attitudes of the individuals, separately or as a group and their competence to undertake the responsibilities assigned to them (Franks, 1999:175).

1.7. RESEARCH METHODOLOGY

1.7.1 *Research design*

A research design is an exposition or plan of how the researcher plans to execute the research problem that has been formulated (Mouton, 1996:175). In this research an empirical research design is adopted. An empirical research design has been selected because this type of design, calls for new theoretical formulations, leads to the refinement of the existing theories and serves the function of verification (Nachimias & Nachimias, 1987:5). As far as this research is concerned, there is very little research done in Ethiopia and to fill this gap, the researcher needs to produce new knowledge based on experience and observations in the field.

1.7.2 *Research approach*

A qualitative approach is selected because qualitative research involves the use and collection of a variety of empirical materials such as case study, personal experience interviews and observation (Creswell, 1994:15). This approach is also helpful in situations where scanty information about the topic is available and those available may not be useful in the specific situation confronted by the researcher and when researchers want to enhance the validity (Pope, Lovell & Brandl. 2001:369). As has already been indicated, the researcher needs to address the research questions in full and has to rely on the experience of those involved in the field. Qualitative research assists in this regard. Taylor (1994:208) says that qualitative research allows participants in a setting to tell their stories in their own words.

1.7.3 *Target population and sampling*

The sum total of the units of analysis is called the population or universe (Bailey, 1987:81). A large population cannot be studied in its entirety for reasons of size, time, cost or inaccessibility (Ahuja, 2001:157). In the same way, the researcher used the sample for this research due to the constraints of time and other resources. In this study, the population was all police managers who have been assigned in supervisory positions, to supervise other police officers in the Federal Police. The size of the population is 3700.

Target population is the one to which the researcher would like to generalize his results (Ahuja, 2001:162). In this research, the target population was the first, middle and senior level personnel administration managers in the Federal Police in Addis Ababa. The size of the target population is about 406.

In this research, the sample was selected from the personnel managers' group (first, middle and senior levels of management). The sample size was 40. This size was considered representative of the population because the most common size is one-tenth of the total population (Ahuja, 2001:185). A sample is a

selection of elements (members or units) from a population that is used to make a statement about the whole population (Blackie, 2003:161).

To do the selection, the researcher obtained a numbered list from each group. The first level of personnel administration managers was 215, the middle 141 and senior level 50. To form the sample, the researcher decided to take 15 from the first level, called sample A; 10 from the second level, called sample B and five from the senior level, called sample C. To select the sample from the target population, the researcher made use of the systematic random sampling method because in random selection, each element has equal chance of selection independent of any other event in the selection process (Maxfield & Babbie, 2001:188).

To select the sample from the first level target population (personnel administration managers) the researcher divided the total number of managers of that group by the size of the sample called A, (215 was divided by 15 to get the interval which was 14). To get the starting point on the list, the researcher wrote the numbers 1-14 on a piece of paper, put all these numbers in a box and drew one for the starting point: the number 4 was drawn. So the researcher started with number four on the list and thereafter, every 14th number to select the sample.

To select the sample from the second level target population (the middle management) the researcher divided the total number of managers of that group by the size of the sample called B, (141 was divided by 10 to get the interval which was 14). To get the starting point on the list, the researcher wrote the numbers 1-14 on a piece of paper, put all these numbers in a box and drew one for the starting point: the number 1 was drawn. So the researcher started with number one on the list and thereafter, every 14th number to select the sample.

To select the third sample from the target population (senior management) the researcher divided the total number of managers of that group by the size of the

sample called C, (50 was divided by 5 to get the interval which was 10). To get the starting point on the list, the researcher wrote the numbers 1-10 on a piece of paper, put all these numbers in a box and drew one for the starting point: the number 4 was drawn. So the researcher started with number four on the list and thereafter, every 10th number to select the sample. At the end of the list he started at number one to select the last number.

1.7.4 *Methods of data collection*

The methods of data collection used in this research were literature, interviews documents and the researchers' experience in the organization. These were applied as stated below:

1.7.4.1 *Documents*

Documents refer to an official paper or a book that gives information about something or that can be used as evidence or proof of something (Oxford Advanced Learners' Dictionary, 2000:390). In data collection, Van As and Van Schalkwyk (2001:50) state that: "The process of gaining access could be achieved by means of a proposal to a review board or a professional body, or by acquiring the written consent of the parents or person to be interviewed or observed during the research". Hence, this researcher used written permission from the Head of the Human Resources Department of Federal Police. In this study, documents relating to the personnel management, such as personnel statistical reports, circulars, guidelines, letters, memorandums, speeches, minutes, policies, programmes and proclamations that are found in the archives of the Federal Police were used. In these documents, the researcher looked for the background of the Federal Police, the existing rules and regulations concerning personnel management practices, as well as future plans.

1.7.4.2 *Literature*

The researcher tried to get written materials on the same topic of this research title but was unsuccessful in this approach. However, there were some

researchers who wrote on other topics. For instance, Zeray (2000) wrote in the title: “The need for attitudinal and institutional reform on promoting human rights: The Ethiopian police prospects” while Shiffa (2005) wrote on Managing police: challenges facing the Ethiopian Federal Police. Therefore, this researcher broke down the research topic into key concepts such as management, personnel management, capability, skill, human resources management, competence, personnel administration and police. In doing this, the researcher looked for the historical development of personnel management, the roles played by personnel management, the capabilities required and about police administration. The books found which had relevance to the topic were studied to see if they could shed any light on the research questions for this study.

1.7.4.3. *Interviews*

Interviewing is verbal questioning. Research interview is prepared and executed in a systematic way; it is related to a specific research question and specific purpose (Ahuja, 2001:221). The structured interview is applied in the data collection because it reduces the interviewers’ bias to the minimum and achieves the highest degree of informality in procedure (Ahuja, 2001:224). The researcher selected the structured interview with open ended questions. The same interview schedule was used for all samples. Due to the above-mentioned merits of this interview technique the researcher, in order to access the interviewees, got written permission from the Human Resources Department Head of the Federal Police because it is one of the preconditions to get permission to access respondents either by their will or by a concerned body (Van As & Van Schalkwyk, 2001:50). He then conducted the interviews and recorded the data by himself. In the process, a pilot test was conducted on five respondents, to check whether the questions prepared were clear and understandable to the respondents. After getting the feedback about the questions for the interview, the corrected ones were used for the whole sample. The data given from different sources are recorded in the form of notes (Van As & Van Schalkwyk, 2001:59).

In addition, to conduct productive interviews the researcher used the suggestions of Leedy and Ormrod (2005:159) by:

- Making sure that the researchers' interviewees were representative of the group. The researcher chose from three levels of personnel managers using systematic sampling with equal 10 percent representation from each level to get typical perception and perspectives.
- Finding a suitable location. The researcher conducted the interview by appointment with each respondent separately in his/her workplace with no interference.
- Taking a few minutes to establish rapport. The researcher took a few minutes on general events with each respondent to establish a rapport before starting the interview
- Getting written permission. The researcher, in order to conduct the interview, had written permission from Human Resources Main Department. The researcher also got consent from each respondent before the interview.
- Focusing on the actual rather than on the abstract or hypothetical. During the interviews, the researcher focused on the listed questions in the interview schedule and no other discussion.
- Not putting words in people's mouths. The researcher kept silent and allowed respondents to freely express their thoughts about the questions.
- Recording responses *verbatim*. The researcher wrote every response given by each respondent without omitting any of the answers.

- Keeping the research reactions to him self. The researcher did not show acceptance or dissatisfaction to the responses of each respondent. His face remained impassive.
- Remembering that the researcher was not necessarily getting the facts. The researcher treated the responses of each respondent as perception/opinion rather than facts.

1.7.4.4 *The Researchers' Experience*

This researcher, after he had received his bachelor's degree in Management and Public administration (Major in Management) in July 1984 from Addis Ababa University, served in three government organizations including Federal Police. In the Federal Police, the researcher was posted over the last nine years in four senior level managerial posts namely, head of administration, finance and logistics department, Advisor for the Federal police Commissioner, head of the Commissioners' Office and currently as deputy head, crime prevention Main department. Hence, the researcher, as the holder of a bachelors degree in general management and an experienced person in the area of personnel administration for more than 20 years, gave his own opinion on the literature review and personnel rules and procedures found in the organization, with due consideration to ethicality in research work.

1.7.4. *Data Analysis*

Data analysis is the ordering of data into constituent parts in order to obtain answers to research questions (Ahuja, 2001:315). According to Ahuja (2001:315), the analysis of data is done in four stages. These are: categorization, frequency distribution, measurement and interpretation. However, the researcher used the Four-Step Data Analysis Spiral (Leedy & Ormrod, 2001:161) by:

1. Organising the data with index cards.
 - ❖ Putting large information into smaller notes, phrases and short sentences.

2. Perusing the entire data set several times to get a sense of what it contains as a whole.
 - ❖ Over-viewing the whole data package and writing notes of any changes or arrangement.
3. Identifying general categories or themes and sub-categories or sub-themes as well.
 - ❖ Searching for and putting major issues or themes and sub-dividing them into details.
4. Integrating and summarising the data for readers.
 - ❖ Making structural arrangements and putting the data into tables, figures and charts.

Using these steps, the collected data was organized using index cards and then the data was arranged into chapter titles and sub- titles. At the end, the study was printed in texts, tables and figures for readers.

1.8 METHODS USED TO ENSURE VALIDITY AND RELIABILITY

1.8.1 .*Validity*

Validity is concerned with the effectiveness of the measuring instrument. The measuring instrument in this study consists of similar questions. The sample reflected all population groups to ensure population validity as suggested by Welman & Kruger. (2001:118) and a random sampling technique was used that had an equal chance of being selected. An interview schedule was compiled and used during the interviews, which ensured that all the respondents were asked the same questions. All data and information obtained from interviews and literature were analyzed using the Data Analysis Spiral four- step data analysis technique. To ensure validity, the researcher asked the same questions of all the respondents and the questions were communicated in the same manner to ensure consistency and reliability. Moreover, the researcher used Leedy and Ormrod's (2005:105) idea about triangulation i.e. multiple source of data collection with the hope that they all converge to support a particular hypothesis or theory. Thus, in this research, data collected from different source documents, interviews from

representative respondents, an expert and the researcher's own experience to test the data, were used.

1.8.2 *Reliability*

Reliability is the degree to which measures are free from error so that they give same results when repeat measurements are made under constant conditions (Ahuja, 2002:336). To ensure the reliability of the envisaged research, the same question was asked to respondents applying the technique of internal consistency reliability (Ahuja, 2001:337). In addition, to ensure the reliability of the research (as Leedy and Ormrod (2005:93) argued), a researcher can enhance the reliability of the measurement instrument in several ways. First, the instrument should always be administered in a consistent fashion. In other words, there should be standardization in the use of the instrument from one situation or person to the next. Second, to the extent that a subjective judgment is required, specific criteria should be established that dictates the kinds of judgment the researcher makes. In this research, the same questions were put to all respondents with the same period of time and responses of a similar nature were grouped for analysis.

Thus, 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 1.9 concerning the research behavior. Besides, the researcher himself took the responses from each respondent.

1.9 ETHICAL CONSIDERATIONS

It is argued that in planning a research project involving human subjects, it is important to consider the ethical guidelines designed to protect the subjects of the research (Best & Kahn, 1993:43). It is also believed that ethics in research involves getting the informed consent of those who are going to be interviewed, questioned or observed (Van As & Van Schalkwyk, 2001:179). Hence, in this research, the subjects' informed consent were obtained and the subjects were

told that participation was voluntary, that their identities would remain confidential and that they will be informed of the outcome of the study. Furthermore, the researcher strictly followed the ethical code of researchers stated by Best and Kahn (1993:47) that unfavourable data that would modify the interpretation of the investigation should be discarded and that the data should be made available to the researcher's professional peers so that they may verify the accuracy of the results. In this respect, the researcher made use of the real data that is available concerning the Federal Police personnel management capabilities and practice. The data was shown to the personnel managers as well as to the M.Tech participants to get feedback from them. To avoid plagiarism in the research, as Leedy and Ormrod (2001:108) state: "Researchers must report their finding in a complete and honest fashion, without misrepresenting what they have done or intentionally misleading others as to the nature of their findings." Hence, the researcher acknowledged all sources in the text of the paper and in the reference list.

1.10 THE RESEARCH LAYOUT

In order to address the aims of the research, it was important to examine the existing level of personnel manager's capabilities and identify the gaps that exist. To do so, it was necessary to know the international standards of personnel management capabilities to suggest improvements for the Federal Police. Thus, the contents of the next five (2, 3, 4, 5, and 6) chapters are presented as follows:

Chapter Two: The structure of the Federal Police: In this chapter, the concept of organization and structure, the structure of police organizations in general and the Federal Police in particular are described. Various types of police organizational charts are shown in this study. The current structure of the Federal Police is analysed using respondent's answers and documents.

Chapter Three: International standards for personnel Management Capabilities

This chapter explores the historical development of personnel management. In addition the roles, functions and structure of personnel management were discussed. The international standards of personnel management were highlighted. The development methods of personnel management capabilities are discussed.

Chapter Four: The current Personnel Management Capabilities in the Federal Police. This chapter examined the situation of personnel management practice and capabilities in the Federal police from the 1940's to the present day. In this part of the study, the experience of the organization was examined using respondent's replies as well as documents found in the organization. The gaps that existed were singled out.

Chapter Five: Addressing Shortcomings in personnel management capabilities of the Federal Police

This part of the research covered sources of shortcomings and the approaches to address the defects of personnel management capabilities. Two factors of shortcomings were identified – internal and external ones. Also, three levels of approaches to the shortcomings were considered.

Chapter Six: Findings and Recommendations.

In this chapter, the finding of the study based on the literature, documents and respondents responses is presented. In the findings of the research, the international standards of personnel management capabilities and the level of personnel management capability in the Federal Police of Ethiopia are identified. In addition, how the problem should be addressed is recommended. Finally, in order to tackle the problem, it is concluded that further research in the area should be conducted.

CHAPTER 2

THE STRUCTURE OF THE ETHIOPIAN FEDERAL POLICE

2.1. INTRODUCTION

Structure denotes the formation, arrangement and articulation of parts in something built up by nature or made by man (Webster's New Dictionary of Synonyms, 1973:787). This implies that structure is divided into two broad categories: nature and man-made ones. In the first group of structure, the human body could be an example. For the second group, the structure of organizations could be the best example because we experience different types of structures designed for a variety of organizations. For instance, one man-made structure is the police organizational structure, which is designed and redesigned by different countries of the world for the purpose of crime prevention and investigation as well as the maintenance of peace and order.

This chapter covers the structure of police organizations in general and the structure of the Federal Police in particular. Moreover, police function, management and culture, as well as the background of the Federal Police and the current structure are discussed.

2.2 POLICE ORGANIZATIONAL STRUCTURE: AN OVERVIEW

Organization is "a consciously coordinated social entity, with a relatively identifiable boundary, that functions on a relatively continuous basis to achieve a common goal or set of goals (Gaines in Robbins, 1987:3). Moreover, an organization is a structure that enables people to work together to achieve common aims (Bunyard, 1978:62). On the other hand, an organization is also an artificial structure created to coordinate either people or groups and resources to achieve missions and goals (Bennett & Hess, 2004:2).

Organizational structure is the formal system of task and reporting relationships that controls, coordinates and motivates employees so that they cooperate and

work together to achieve an organization's goals (Chandan 1997 :203). As far as police organizational structures are concerned, police management scholars write about the basis of police structure as follows: Wilson (1950:19-22) stated that police structures can be organized by purpose, method, client, time/shift, geography (place) and level of authority. It is also argued by Fyfe, Greene, Walsh, Wilson and Maclaren (1997:164) that Police organizations because of their close affinity to military organizations, have generally embraced the common characteristics of classically defined organizations. That is, they are governed from the top down. They rely on complicated systems of policy and procedure; they are rank centered.

In explaining the purpose of police organization structure, Butler (1992:10) stressed that it is to organize staff, police and civilians, to optimize their performance in pursuit of the mission of the force. Furthermore, the key elements to effective organizational structure are:

1. mission clarity
2. knowledge of community expectations
3. quality assurance
4. coordination of resources
5. procedures and systems
6. clarity of responsibilities and authority
7. Individual knowledge and skills matched to the tasks and standards of services

On the other hand Peak, Gaines and Glensor (2004:19) argue that administrative managers and supervisors use organizational structures as a blue print for action and the major concerns in organizing are:

1. Identifying what jobs need to be done
2. Determining how to group the jobs
3. Forming grades of authority
4. Equalizing responsibility

Bennett and Hess (2004:13) point out that the essential elements of formal organization are:

- A clear statement of mission, goals, objectives and values
- A division of labour among specialists
- A rational organizational design of hierarchy of authority and responsibility

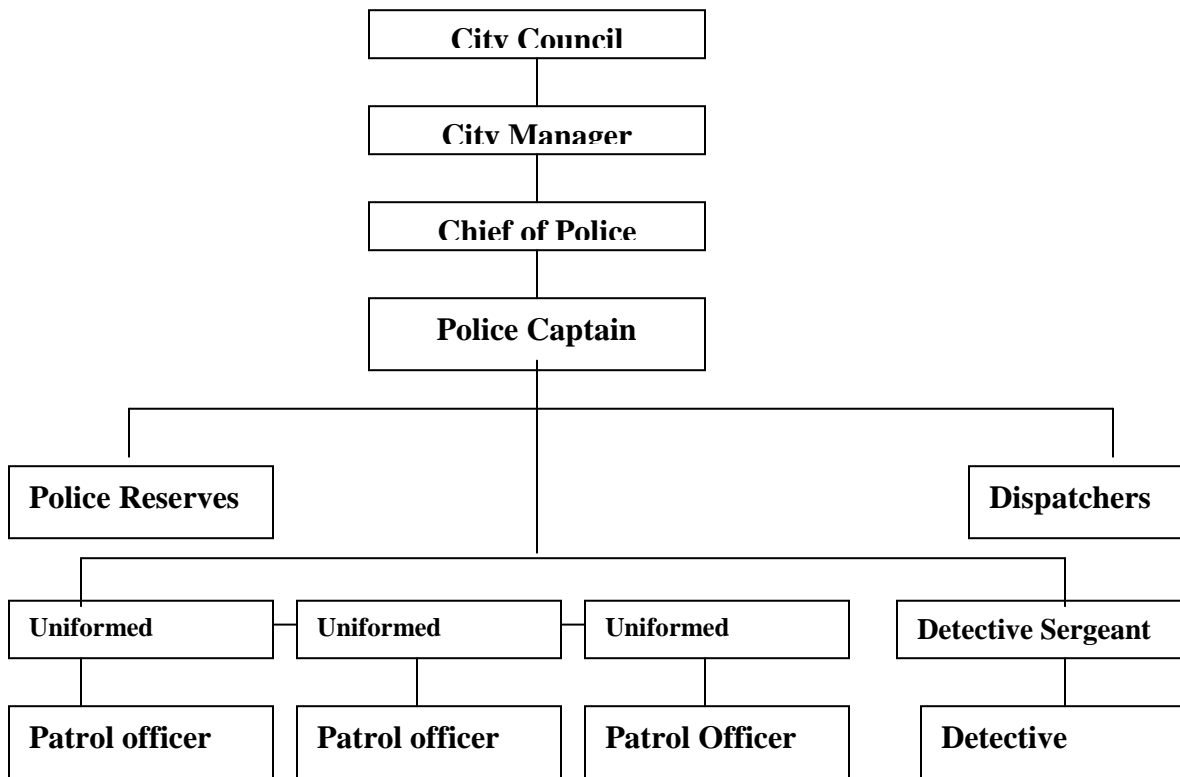
Police organizations might use two or more combinations of structures at the same time. Shiffa (2005:54) states that most police organizations use both functional and geographic organizations. For instance, the Hong Kong Police structure is based on function as well as geography.

The force is commanded by the commissioner and assisted by two deputy commissioners. One deputy commissioner supervises the operational matters and the other is responsible for direction and coordination of the force, including personnel training and management services. The force is also organized into six regions: Hong Kong Islands, Kowloon East, Kowloon West, New territories north New territories south and Marine (The Police /online/ 2005. Hong Kong: The facts. Available on the internet at: [Hong Kong Police Force home page address: http://www.gov.hk/police](http://www.gov.hk/police) (5 September 2005)).

In general, there are two models of police structures namely, the established (centralized) and the decentralized police system. For example, the countries which follow the established system are France, Belgium, Italy, Spain, Japan, and the Scandinavian countries, whereas countries that work under the decentralized system are the United States, United Kingdom and USSR (Encyclopedia Britannica 1986:938).

To illustrate the nature of police structures, two typical (small and big) police structures, as well as the existing Federal Police structures are shown on the next pages.

CHART NUMBER 1: Typical small police station structure



Source: Bennett and Hess (2004:13)

CHART NUMBER 2: A Typical Large Police Department Organizational (Bennett & Hess (2004:14))

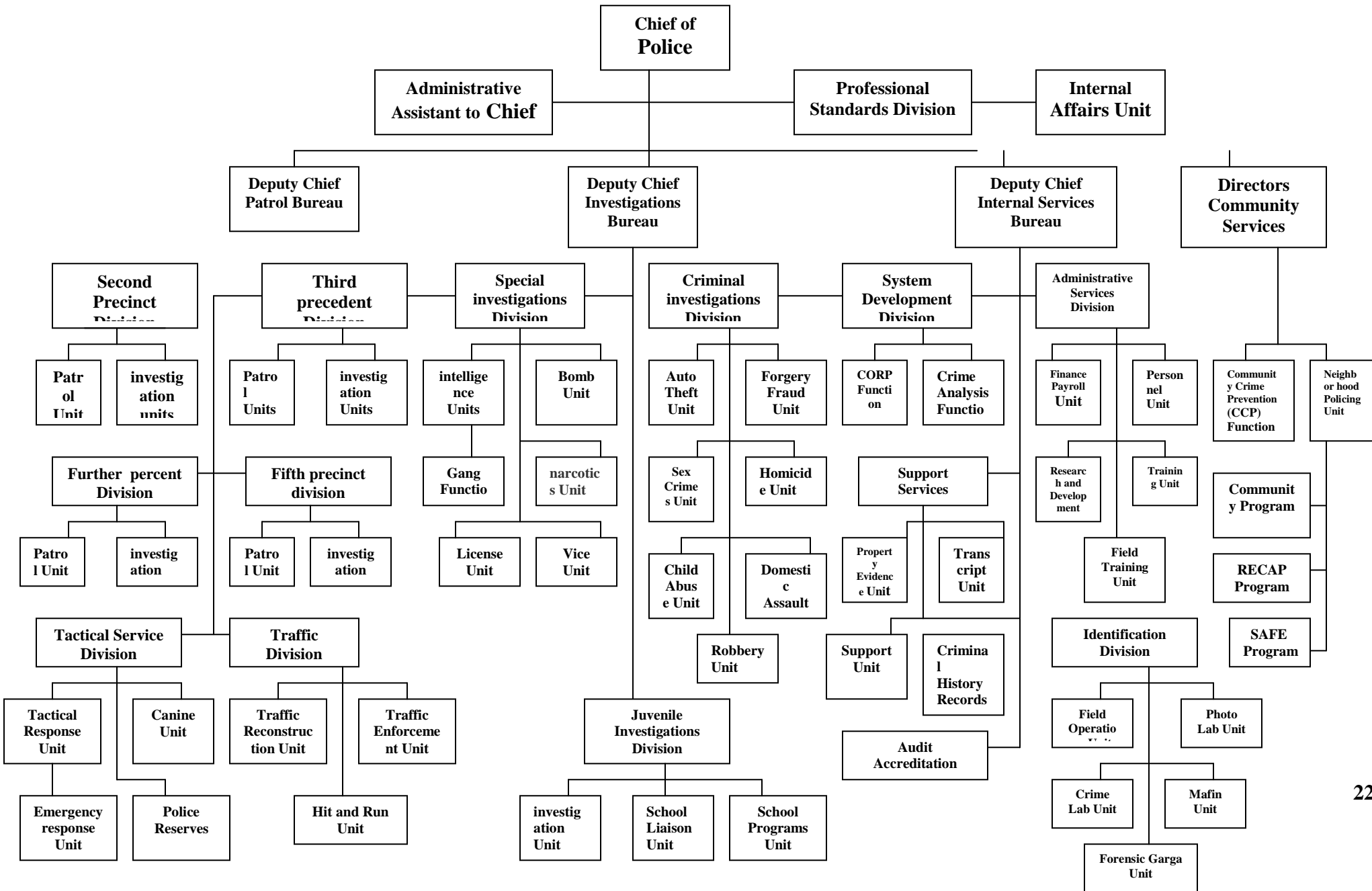
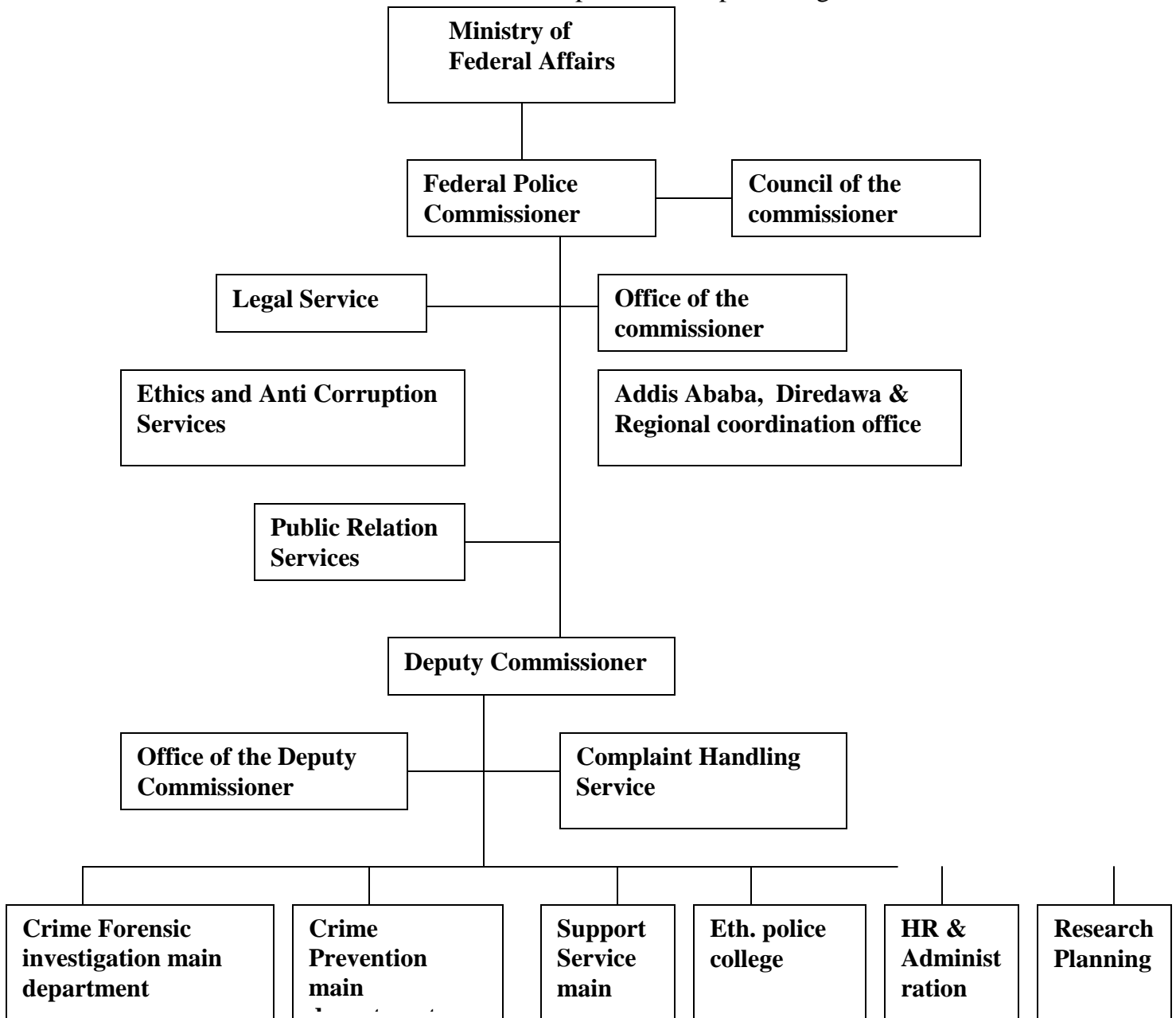


CHART NUMBER 3: Ethiopian Federal police organization structure



Source: Federal Police of Ethiopia Organizational manual (2003:5)

2.3 POLICE FUNCTION

Early police were usually either military or semi-military organizations that developed from the personal bodyguards of rulers and warlords or from community organizations, in which citizens banded together for mutual protection (New Encyclopedia Britannica, 1986:937).

According to Fyfe et al. (1997:7), the concept of community self-policing has its origin in the laws and customs of the tribal groups that invaded and subsequently settled in the British Isles during the reign of King Alfred (871-900). All males in the community between the ages of 12 and 60 were organized into groups called Tithing. Overall command of this collective security system was through a kings' appointment. In 1829, the English parliament after many years of debate passed the Metropolitan Police Act. Sir Robert Peel organized the new police in military fashion with ranks and a hierarchical authoritarian system of administration (Fyfe et al. 1997:5-7).

As far as the nature of the police function is concerned, it is stated that it is universal in society, though it is only in larger and more complex states of modern times that the full time officials are appointed with special police responsibilities regulated by law (New Encyclopedia Britannia, 1986:938). Fyfe et al. (1997:30) stress that the universality of police function is strengthened by the very fact that every police department manual states that the primary responsibilities of the police are:

1. To protect life, property and constitutional guarantee
2. To preserve order

As described above, police are structured by function, time, hierarchy or other types of setups as the situation demands. In the structure, corresponding functions/tasks are assigned to the police officers of all ranks both for the managerial and non-managerial staff.

Furthermore, Cox and Wade (1988:99) indicate that “police are held responsible for the following crime related tasks:

1. Prevention
2. Investigation
3. Recording
4. Apprehension
5. Arrest
6. Interviewing and interrogation
7. Booking
8. Accepting temporary detention
9. Collecting of and preservation of evidence
- 10 Recovery of stolen property
11. Transmission of reports to the prosecutor in usable form
12. Testifying in courts”

Bayley (1994:30) argues that patrolling, crime investigation and traffic regulations are the largest area of modern operational policing, occupying 85% of all police personnel. As far as professional requirements are concerned, it is on a par with other public service careers that require bachelor degrees or higher for entry level. This is due to the fact that like school teachers, police officers exercise considerable discretions and work out of sight of their supervisors. Like prosecutors, police officers make decisions that can affect citizens’ lives, liberties and reputations (Fyfe et al. 1997:287). However, in the Ethiopian police, as Tesfa (1976:61), Dawit (1995:66) and Shiffa (2005:118) point out, the professional qualifications of police officers are poor in both quantity and quality.

In Ethiopia, the police function was subjected to the will of the then government systems. For instance, four hundred and seventy years ago, the police- like force called Hibret was vested with the duty of maintaining internal stability, by looking after thieves. Later on, the police force organized by Menelik II with the name Arada zebegna, was also vested with the power of adjudication and made

decisions in cases other than capital and corporal punishment. During the time of Emperor Haile Selassie, 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 Dergue's military rule, the 'revolutionary guards' were given the power to be involved in policing activities. Under military rule, the police function was mainly known for its brutal, lawless law enforcement exercises (Shiffa, 2005:78-79).

Nowadays, the police function becomes more or less part of the democratic society's police system. For instance, in the police proclamation 313/2003 the main police functions are listed (amongst others) as:

“Preventing and investigating crime, preventing violence against public peace, preventing any activity of violence of the constitution and conducting studies to enhance crime prevention and investigation activities that enable the efficiency and service of the police profession to be similar and standardized in the whole country.”

To establish the above legal responsibility, federal and state police chiefs formed a joint council by way of proclamation 313/2003 article 23. Based on this proclamation, they discuss, decide and follow up the implementation of their decisions (Proclam.313/2003, Art. 23/1-5).

2.4. POLICE CULTURE

Culture is defined as “the custom, belief, art, way of life and social organization of a particular country or group (Oxford Advanced Learner's Dictionary, 2000:323). According to Giddens (2005:22)”culture” refers to the way of life of members of a society or of groups within a society. It includes how they dress, their marriage customs and family life, their pattern of work, religious ceremonies and leisure pursuits. As far as the police organizational culture is concerned, it is said that it starts in the police academy and is further developed in the field of training (Shiffa.2005:60). Butler (1992:62) also points out that

“peer and group solidarity are powerful features of police occupational cultures.” Berg (1993:335) emphasizes that the existence of a police subculture is due to the need of a social support and network structure. In addition, Goldstein (1990:29) argues that the strength of the police subculture is due to the peculiar characteristics of the conflicting pressure of the job, the physical danger, the hostility directed at the police because of their controlling roles and the vulnerability of police officers to allegations of wrong doing.

2.5. POLICE MANAGEMENT

Police are a uniformed service in which authority is distributed according to rank (Bayley, 1994:61). Furthermore, Bayley (1994:62) points out that rank structure hinders the appointment of the right people to the right job. All police jobs are graded, that is, reserved for officers of particular ranks regardless of whether more competent people are available in the ranks. However, this argument ignores the responsibility of both the individual and the police organization to empower the people to assume the next rank.

Bayley (1994:64) also states that management in policing does, without exception, stress adherence to formal regulations rather than achievement of general organizational objectives, such as preventing crime or staffing security needs. Generally, there are three levels of police management. The CEO: (chief, sheriff), middle level: captains and lieutenants and the first line levels: sergeant (Bennett & Hess, 2004:40).

With regard to the skills necessary for the police manager, Bennett and Hess (2004:32) argue that managers at all levels must have basic management skills that include technical skills, administrative skills, and conceptual skills and people skills. According to Bayley (1994:85), educational requirements for recruits are being raised and bachelor and postgraduate degrees are prerequisites for promotion to managerial positions.

As far as the Ethiopian police rank structure is concerned, during Emperor Haile Selassie and Dergue regimes, there were mainly three levels. The first level was

from police officer to chief sergeant. The middle level was from deputy lieutenant to captain and the top level was from major to lieutenant- general. At present, the hierarchical structure is almost the same except for the difference in title designation. Hence, there are three levels. The lower level ranges from constable to chief sergeant and the medium level from deputy inspector to inspector whereas the top level is from chief Inspector to commissioner (Federal Police Regulation No. 86/2003).

2.6. THE BACKGROUND OF THE FEDERAL POLICE STRUCTURE

The historical development of the police service in Ethiopia can be categorized in four stages. The pre-emperor era, the Emperor Haile Selassie reign, the Dergue period and the present government police structures. Each of them is presented briefly hereunder (Beyene, 1972:6; Proclamation No.6/1942, proclamation No. 313/2003).

2.6.1 *Early police structure in Ethiopia (2545 BC- 1940)*

The culture, political structures, economic and historical events of countries has led to the adoption of their own particular type of police organizational structures (Shiffa, 2005:14). Hence, the early police structure in Ethiopia was centralized by a unitary system of government. Therefore, the structure of police organization was determined by the then kings/rulers. For instance, the police-like force, which was for the first time organized in 2545 B.C by King Sebtahe which was called “Hibert’and later on named “Meri Feresegna Hager Tebaki”. During King Adamseged Iyassu’s time, a police force known as “Leba Adin” was organized in 1774. The Force was directly accountable to the top officials of the king and was called "Bitwoded" and “Legaba”. The force was operational until 1900 (Aiemero, 1964:23). Menelik II organized a better and more civilized police force than the former and the force was called “Arada Zebegna”. The “Arada Zebegna” was abolished by the Italians in 1936. It was replaced by Polizian Colonial which operated until 1941 (Ethiopian Police College, 1980:40).

2.6.2 *Police structure during the Haile Seleassie era (1941-1974)*

After Emperor Haile Selassie returned to the country and reached the capital city Addis Ababa in Feb 1941, the Imperial Ethiopian Police Force was re-established in June 1942 under police proclamation No. 6/1942. During the Imperial Haile Selassie period administratively, the Ethiopian police was to be structured as a department within the Ministry of the Interior (Tesfaye, 1986:427). As Beyene (1964:155) stated, the first modern police organizational structure in Ethiopia was as follows:

- . Chief of police force
- . Special office of the chief
- . Deputy Chief of police force
- . Chief Secretary of police force
- . Staff Officer of police force

In the late 1960s' and early 1970's the police force had a large internal structural setup. There were four departments and one special department. All of them had many sub-units (Tesfaye, 1986:427). The structure was both functional and geographical. For instance, the headquarter departments were organized functionally as Crime prevention main department, crime investigation main department, Administration and training main department, Property and logistics main department and budget and accounts main department, whereas the seven main departments were organized on the basis of geographical locations. Those were: Abadina Police College, Rapid police force, Provincial police main department, Addis Ababa Police, Finance police, Mines and Energy police and Railway police Main departments (Central Police Bureau organizational manual, 1972:46).

2.6.3 *Police structure during the Dergue period (1974-1991)*

Even though there was a complete shift in the government political system during the Dergue period, the police force maintained more or less the same set-up and was centrally commanded from Addis Ababa. The force remained accountable to the ministry of Internal Affairs (The new name for ministry of Interior) and retained some autonomy. At the headquarter level, there were four

main Departments: Crime prevention and Investigation, Administration and Training, Finance and Property Control (Tesfaye, 2004:27-70). In the middle of the 1980s' the structure of the police became very large and included the then political party structure as a department in the police force structure. For example, the 1986 police structure was organized with peoples' police force political administration as staff to the chief of police forces and five main departments. The line departments were organized on a functional basis (Crime prevention, Crime investigation, Administration, Training and Finance, as well as Prisoners Rehabilitation main departments). However, the two main departments (Provincial police main department and Addis Ababa police) were organized on the basis of geographical departments (Central police force manual, 1986: No 2).

2.6.4 The current structure of the Federal Police (1991- to date)

2.6.4.1. The basis of the structure

After the Ethiopian Peoples Revolutionary Democratic Front (EPRD) took over the control of government in May 1991, it disbanded the police force and the country was left without policemen for sometime (Tesfaye, 2004:28). In January 1992 a Charter of National and Regional States proclamation No. 7/1992 was issued. Under this proclamation, the National and Regional states were vested with the power of establishing their own police forces. This was a paradigm shift in the history of the country's police force, where a unitary state police was replaced by a federal system of police force establishment (proclamation, No. 7/1992).

Based on the above proclamation, both National and Regional States established their respective police forces by proclamation 8/1992 that was issued by the transitional government of Ethiopia. Therefore, the transitional National/Regional Self government proclamation No. 7/1992 and the Ethiopian constitution proclaimed on August 01/1995, granted power to each federal government and state to establish their own police forces. As clearly seen above, the current police structure in Ethiopia is organized at federal, as well as state

level. Since the focus of this research is on the Federal Police, in this section the current federal police structure is analyzed.

2.6.4.2 Analysis of the current structure

Since proclamation No 8/1992 established the police force at the national transitional/regional self government level, the police services in Ethiopia became decentralized at federal and state levels.

Thus, this paper concentrates on the current structure of the Federal Police of Ethiopia. In order to better understand the Federal Police structure in Ethiopia, we should first be clear on the meaning of the following terms: Ethiopia Federal Police and Addis Ababa:

- Ethiopia is a country located in the north-east part of Africa (Ethiopian Central Statistics Authority, 2004:1). Ethiopia is Africa's oldest independent country. Apart from a five year occupation by Mussolini's Italy, it has never been colonized. The country's full name is - Federal Democratic Republic of Ethiopia – with a population of 74.2 million (UN, 2005). The capital city is Addis Ababa and the country covers an area of 1.13 million square km (437 794 square miles). Country profile: Ethiopia [On line] BBC News world. Available on the internet at: [http:// news.bbc.co.uk/1 /hi/world/ Africa/ country- Profiles 11072164.stm](http://news.bbc.co.uk/1/hi/world/Africa/country- Profiles 11072164.stm) (8 December 2006). The Federal Democratic Republic of Ethiopia comprises the Federal government and state members. Member states of the Federal Democratic Republic are the following (Proclamation No. 1/1995: 73)
 - The state of Amhara
 - The state of Oromia
 - The state of Somalia
 - The state of Benshangul/ Bumuz
 - The state of Southern Nations, Nationalities and peoples
 - The state of Gambela Peoples
 - The state of Harri people

The Federal police was established as a federal organ having its own legal personality (Pro. 313/2003: 2075). It is accountable to the Ministry of Federal Affairs (proclamation NO 313/2003: 2075). The head office of the Federal Police shall be in Addis Ababa. Federal Police may establish other organs that carry out its powers and functions in any region (proclamation No. 313/2003: 2075).

Addis Ababa is the capital city of Ethiopia. Country profile: Ethiopia [On line] BBC News world. Available on the internet at: [http:// news.bbc.co.uk/1/hi/world/ Africa/ country- Profiles/1072164.stm](http://news.bbc.co.uk/1/hi/world/Africa/country- Profiles/1072164.stm) 8 December2006. Addis Ababa has an area of 430.14 square km and a population of 3.5 million with the daily immigrants to the city (Addis Ababa police commission strategic plan 2006:2).

As far as the nature of the police structure is concerned, Bennett and Hess (2004:2) argue that the traditional law enforcement organizational design is that of a pyramid-shaped hierarchy based on the military model. On the other hand, police structure is organized by purpose, method, client, time/shift, geographic area or level of authority (Wilson, 1950:19-22). Furthermore, Butler (1992:34-35) points out that police organization can be organized broadly into three tasks:

1. Proactive services: those tasks to prevent crime and disorder
2. Reactive services: those deployed when crime or incidents have occurred
3. Supportive service: those needed to maintain the other two.

In analyzing the federal police structure and in reply to the question: “What is the structure of the Federal Police?” 21 respondents said that basically, it was structured geographically, whereas 9 responded that they did not know about the nature of the structure. This was due to the fact that those respondents indicated in their background section of the interview schedule, that they had not participated in any type of in-service- training to refresh their knowledge and skills. In the same way to the question: “Do you think that the Federal Police are

well structured?” four respondents said yes, it is well organized. Another 13 responded that they did not know.

As far as the function guide/job description is concerned, Butler (1992:112-3) argues that a job description should contain at least seven items:

- 1) Location of the post
- 2) Statement and job purpose
- 3) A list of main duties and responsibilities
- 4) A statement of qualification
- 5) The supervisory responsibility of the post
- 6) The supervision to be received by the post holder
- 7) The contacts of the post holder

In this case, the structure of the Federal Police depicted in 2003 included job descriptions of the commissioner, departments, division and section heads but did not include all divisions and sections functions, duties and responsibilities. (Federal police structure, 2003:4). Thus, with regard to the question: “Is the Federal Police functional guide well prepared?” 17 respondents said it is only partially prepared, whereas 13 said that they did not know about it. To the question: “Motivate your answer to the above question?” 17 respondents said it showed major units job descriptions, 13 respondents did not give reasons why they said so. As far as the flexibility of the police structure is concerned, Bennett and Hess (2004:20-26) argue that for the sake of efficiency, many police departments are turning to a flat organization which is decentralized and which empowers its employees.

To the question: “Is the Federal Police structure flexible?” 12 respondents said it is flexible and 18 respondents said that it is not flexible. When asked to motivate their answers, 12 of them said it is flexible because it is easy to improve as the need arises, whereas eight of the respondents said it is difficult to express because they did not have any idea about the structure.

Butler (1992: 107) states that one of the features of good structure is that it facilitates in helping to discharge duties and responsibilities of staff. In this regard, it is stated that although people in a given organization are organized by the organizational structure depicted in the chart, it cannot be assumed that they have a clear understanding of exactly what is expected of them and the authority they have on other people or to make decisions. These matters should be included in job descriptions and individuals must know how their tasks fit into the total effort of the organization (Bennett & Hess, 2004: 11). Among the essential elements of a formal organization are: division, labour and hierarchy of authority and responsibility.

To the question: “Do you feel that the Federal Police structure helps each police officer to discharge his responsibilities and duties?” 12 respondents answered that it helps partially, whereas 12 said it did not help and eight said that they did not know. The reason for those saying “partially” is that the structure did not include job descriptions below divisions. Those who said they did not know, is due to lack of orientation/training about structure as well as job descriptions. Fyfe, et al. (1997:170) argues that organizational communications are referred to as the life blood of an organization.

To the question:” Is the structure of the Federal Police known by all staff? “Four respondents said yes, whereas 12 said partially and 14 of them said that they did not know. Those who said ‘partially’ are those who realize that structure and job description of the whole organization set up is not known by all police officers.

To the question: “What is your comment about the structure of federal polices?” 15 of the respondents suggested improvement, 25 said good enough, while 10 said they did not know about it. The latter reason is due to their lack of current information as they stated in their background information.

To the question: “What is your comment about the structure of personnel management in particular? “16 said it should be improved, four replied that it is

not well equipped with necessary material and personnel and eight responded that they did not know.

To the question: “What improvement do you suggest for the Federal Police structure?” 16 of them responded that it must be improved (as they commented above), while six of them suggested staff training, motivation as well as reorganization of the structure. They added that the structuring needs attention. Sixteen answered that they did not know. To the question: “Is personnel management organized well?” 15 respondents said that the structure is good. To the question: “Motivate your answer to the above question?” 15 respondents said it is easy to reorganize and it has its proper place in the organization, whilst six said partially well because it needs more improvement and nine said that they did not know about it because they did not have the ability to suggest such things. This is due to the fact that (as stated in their background information) they have not had any management training.

2.7. SUMMARY

In this chapter, two broad categories of structure namely, natural and man-made, are described with examples. The concept of structure and organization are highlighted. The various types of structures such as functional organizational structure, client/customers, geography, time/shift and hierarchy are discussed in brief. The background and the current structure of the Federal Police were discussed and analyzed in an integrated way using literature, respondents and documents.

It is understood that structures of police organizations are more or less similar in basic assignments. However, there are variations due to the cultural, political, economic and historical development of countries. This was seen both in the police literature and in the Ethiopian police structure. In Ethiopia, especially from Menelik II to the Dergue reign, it was centralized and commanded from Addis Ababa. After the EPRDF seized power and formed the government, the

police structure shifted from a centralized to a decentralized command structure i.e. it followed a federal structure. Nowadays, the Federal Police is accountable to the Federal government and the regional police commissioners are accountable to their respective regional states.

CHAPTER 3

INTERNATIONAL STANDARDS FOR PERSONNEL MANAGEMENT CAPABILITIES

3.1 INTRODUCTION

When any type of work exceeds the capacity of one person, there should be a division of work between two or more people. Thus, people management at work is necessary to manage their relations with each other and their employer. Especially where the type of work is labor-intensive, like police organizations, the need for people management is paramount. That is why personnel management is known as a people-related job, which requires certain basic education, training and experience in the field to perform the task very well. As far as the international standard competence for the personnel management profession is concerned, this section of the paper tries to point out the main features.

Moreover, the development of personnel management and the profession capability development are examined. Finally, the standards for personnel management capabilities and the measures are discussed.

3.2 THE CONCEPT OF INTERNATIONAL STANDARDS

Davis (2005:300) points out that a standard can be *de jure* or *de facto*. A *de jure* standard is formally accepted as a standard because it has been authorized by a recognized standard-making body, such as the International Standards Organization (ISO). A *de facto* standard is informally recognized as a standard because it is widely recognized and accepted even though it has not been through the standardization process of a formally recognized standard making body.

As Chandan (1999:507) notes, the standards as prescribed by the International Standards Organization (ISO) are dynamic in nature and are continuously evolving towards higher quality standards. As far as the international standards

for labor are concerned, there is an international agency - International Labor Organization (ILO) - which develops labor standards. According to Shefritz (1985:208), the purpose of the ILO is to improve labor conditions, raise living standards and promote economic and social stability as the foundation for lasting peace throughout the world. The standards developed by the annual ILO conference, are guides for countries to follow and form an international labor code that covers such questions as employment, freedom of association, hours of work, migration for employment, protection of women and young workers, prevention of industrial accidents, workers compensation, other labor problems, conditions of seamen and social security.

As far as the human resource management capability is concerned, there are many standards which can be used as yardsticks. For instance, as Shefritz (1985:127) points out, there could be an employment standard. For example, if assessment is based on tests, the standard might be a specific cutting score. If evaluation is assessed, the standard might be a specific class standing or grade of B or better in certain courses/ studies. Hence, the standard for the personnel management capability could be related directly to the professional competence requirements, which is highlighted in this section of the study.

3.3 CONCEPT OF PERSONNEL/HUMAN RESOURCE MANAGEMENT

Before we discuss the two terms namely personnel management and human resource management, let us look at the meaning of management. As Giller (2002:42) argues, the word "management" comes from Latin and means "hand" and is typified by the word "control". Moreover, management is defined by many management writers. Some of these definitions are:

- Management is a set of activities directed at efficient and effective utilization of resources in pursuit of one or more goals (Van Fleet, 1991:8).
- Management is the process of efficiently achieving organizational objectives with and through people (Decenzo & Robbins, 2005:35).

- Management is a problem-solving process of effectively achieving organizational objectives through the effective use of resources in a changing environment (Chandan, 1999:6).

On the other hand, personnel management is defined as that part of management concerned with management of people at work (Attwood & Dimmock, 1996:1). According to Cole (1996:34), personnel management is defined as being “a specialist function of management which has the prime responsibility for the following:

- Formulating, proposing and giving advice for personnel policies and strategies
- Providing personnel services for the organization
- Advising the managers of the organization about the human consequences of change”.

According to Armstrong (1995:67), personnel management is concerned with:

- Obtaining, developing and motivating human resources required by the organization
- Developing organizational structure and climate and evolving a management style, which will promote cooperation and commitment throughout the organization.
- Making the best use of skills and capacities of all those employed in the organization
- Ensuring the organization meets its social and legal responsibilities towards its employees.

Human resources management involves the management functions through which managers recruit, select, train and develop an organization’s members (Chandan, 1999:272). Moreover, human resource managers are individuals who are determining future human resource needs, recruiting and hiring the right kind of people to fill those needs, designing effective composition and performance

appraisal systems and ensuring that legal guidelines and regulations are followed (Fleet, 1991:13).

Regarding the difference and similarity of personnel management and human resource management, Attwood and Dimmock (1996:3) state that from the 1980s, the use of human resource management in preference to personnel management can be seen as an indication of this shift in focus. On the other hand, Attwood and Dimmock (1996:35) contend that the introduction of Human Resource Management (HRM) means that the actual work of personnel practitioners has undergone significant change. Moreover, the definition given by Torrington, Hall and Taylor (2005:13) for the two terms mentioned hereunder implies that the two terms can be used interchangeably:

- Personnel management is most realistically seen as a series of activities enabling working man and his employer organization to reach agreement about the nature and objectives of the employment relationship between them and then to fulfill those agreements (Torrington, Hall & Taylor, 2005:13).
- Human resource management is a series of activities which first enables working people and the organization which uses their skills, to agree about the objectives and nature of their working relationship and secondly, to ensure that the agreement is fulfilled (Torrington & Hall 2005:14).

From the above definitions, personnel managers and human resource managers or human resource professionals are the same because the definitions of the two terms concentrate in managing the relationship and meeting the agreed working conditions between the worker and the employer organization. Hence, in this research paper, the term personnel management and human resource management are used interchangeably. In addition, the people who are in charge of these activities and who are called personnel officers/managers or human resource managers /HR professionals in this paper have the same meaning.

3.4 PERSONNEL MANAGEMENT DEVELOPMENT: AN OVERVIEW

Personnel management as a separate professional duty and responsibility began in the course of the industrial revolution, which occurred in the UK and USA at the end of the nineteenth century (Warner, 1996:4034). Regarding the developmental stages of the profession, there are almost similar ways of presenting the stages by different writers'. For instance, according to Armstrong (1995:28), personnel management passed through the following six broadly classified stages of development:

1. Welfare: Providing employees with canteens and looking after their personal interests
2. Personnel Administration: Providing, in addition to welfare, personnel administration support to management in the form of recruitment, basic training and record keeping
3. Personnel management: The developing stage in which the whole range of personnel services was provided including salary administration, craft, supervised training and advice on individual relations.
4. Personnel management: The mature phase which extended through the 1960's and the 1970's and the service provided in the previous phase into organizations and management development systematic training, performance appraisal and manpower planning.
5. Personnel management: The entrepreneurial phase. The 1980's saw the personnel function adjusting the enterprise culture and the market economy.
6. Personnel management: The post entrepreneurial phase. The 1990's began with a reaction to the more egregious features of the enterprise culture, with its emphasis on greed and individualism.

These stages of development of personnel management revealed that the initial concern was the employee's welfare alone, then it extended its service to support management in stage 2 and in the third stage, it covered the basic personnel

services. The fourth stage was an extension of the third one. In the fifth and sixth stages, the personnel management became dominated by the enterprise culture that is subject to the enterprise situation. In the opinion of the researcher, the development stages of personnel management were functionally expanding but losing professional independence and identity.

On the other hand two scholars, Tyson and York (1992:58), wrote about the personnel management development summarized in five traditions. The summary is indicated hereafter in the following table:

Table: 1- Traditions in personnel management

Traditions	Periods	Description
Welfare	Up to 1920's	Personnel management as a personnel service to the employees who are the clients of the personnel welfare officer. Major concerns were the provision of canteens, sick visiting, and the supervision of moral welfare in anticipation of reciprocal sense of service from the employee.
Employment management	Up to 1930's	Emphasized the control of number and budgets and places stress on economic efficiency plus a high value and performance investigation by O&M type studies. Employees have not shared these beliefs, thus leading to 'theory x' view of work people by managers.
Bureaucratic	1941 to present	The personnel administration typical of many large organizations operates a comprehensive set of rules based on a belief in order and rationality and on the intrinsic merit of the organization internal status system to which employees are expected to subscribe.
Professional personnel management	1945 to present	A belief in specialization is sustained by application of techniques applied for the benefit of the client who is the line manager and is supported by a general social acceptance of experts.
Liberal/Radical	1930 to present	This personnel manager sees his role as that of improving communications and leadership approach is that of a radical, liberal, a belief in individualism and in the need to participate with employees anticipating agreement and enthusiasm from those at work.

Source: Tyson and York (1992:58)

In essence, the two groups of scholars on the stages of personnel management development did not differ much but rather have very similar views. Especially at the first stage of personnel management development and practice, both state that it was a service activity to employees. In the later stages, the scope of personnel management included support to management and became adjusted to the enterprise culture and market economies. In short, the overview demonstrates that there was a role change from time to time.

3.5 ROLE OF PERSONNEL MANAGEMENT

The personnel managers' role takes many forms by inclusion and expansion of activities from time to time. In this respect, many scholars of management write in different ways. For instance, the roles played by personnel managers according to Attwood and Dimmock (1996:5) are:

- Audit role: Ensuring that all members of management carry out those parts of their roles concerned with the effective use of human resources
- Executive role: Doing those parts of personnel functions that need specialist /expert knowledge
- Facilitator role: To see that line managers are equipped with personnel skills and help in carrying out the activities
- Consultancy role: To advise line managers in handling their affairs
- Service role: To provide information to top management and line managers about the employers' status and related activities.

On the other hand, the personnel managers' roles are functionally described as strategic planners, advisors to line managers, performance monitors and enablers or change agents (Pigros & Myers, 1981:54).

Attwood and Dimmock (1996:5) have similar points of view to that of Pigros and Myers (1981:54). In their view, they consider the personnel managers' role as being that of internal advisor or consultant to line managers and evaluators or auditors of effective use of human resources. The difference is that the former puts more emphasis on the control and service roles of personnel management, whereas the later emphasizes the strategic role.

In recent times, the personnel managers' role has been termed "the role of human resource professionals". According to Morton, Newall and Sparkes (2003:68) these include:

- Delivery of support services
- Delivery on promises

- Leadership on key human resource matters
- being at the heart of culture and change
- demonstrating a clear understanding of business
- simultaneously supporting and challenging the line managers
- resolving the gap issues
- getting out of office is a must to understand the external context in relation to the social framework and the competition
- Becoming a true business partner.

In summary, the role of personnel professionals has gone through a significant process of change, partly conceptualized as uneven and incomplete shifts from a traditional personnel role set to an apparently new and more comprehensive human resources role identity (Caldwell, 2003:87). In other words, the functional roles of personnel management are also stated as:

1. Clerk of works to check and record the flow of material and the work force
2. Contract negotiator - troubleshooter with regard to internal and external relationships
3. Architect - creating the vision and grand plan involving long term strategic choices (Taylor, 1992: 46).

Moreover, the personnel managers' roles are not limited by the above -mentioned ones. Torrington and Hall (1995:423) argue that the main areas of expertise in personnel operational roles are:

1. The personnel manager as selector
2. The personnel manager as paymaster
3. The personnel manager as negotiator
4. The personnel manager as performance monitor
5. The personnel manager as welfare worker
6. The personnel manager as human resource planner
7. The personnel manager as trainer
8. The personnel manager as communicator

Other authors such as Hailshead and Leat (1995:187-235) identified personnel manager's functional roles in six countries, as listed hereunder:

Table 2: Personnel manager's roles

Countries	Personnel Managers Functional Roles
France	<ul style="list-style-type: none"> - The function of personnel management has tended to change from independent professional to active managers - There is also a trend towards HR responsibilities being shared with line management
Italy	<ul style="list-style-type: none"> - Many personnel practitioners have legal backgrounds and much time is spent dealing with work councils and interpreting legislations of national constraints
Australia	<ul style="list-style-type: none"> - There is evidence that HRM is gaining ground in Australia - A decentralization of the HR function to business units away from a centralist HRM department - A major strategic orientation for HRM, with most senior HRM executives reporting directly to the CE. - An increasing prominence for HR issues in the foundation business plans
Germany	<ul style="list-style-type: none"> - Much of the personnel practitioners time will be spent interpreting the considerable volume of employment legislation and also comprehensive corporate regulation as well as undertaking succession planning within a structure geared toward internal promotion and identification of training needs and administration of training programs
Sweden	<ul style="list-style-type: none"> - Personnel departments are now accepted across industry, particularly in large companies and in the public sectors - With a trend towards business administration and law graduates entering the profession - There is a trend towards a more strategic role for personnel managers
United kingdom	<ul style="list-style-type: none"> - HRM is gaining ground and involves a devaluation of personnel responsibilities to line management and a more strategic role for personnel specialists which could also involve acting in the capacity of internal consultancy. - The profession is coming to justify its contribution by administrating how it is "adding value" to the organization in its activities.

Source: Hailshead and Leat (1995:187-235)

As the roles described in the six countries show, the personnel manager's function is considered to be important even though its practice varies from country to country.

3.6 FUNCTION OF PERSONNEL MANAGEMENT

The most vital resource of an organization is its employees. Thus, the management of this resource should be given due attention in order to be competitive and successful in achieving organizational goals. In this regard, the central concern of personnel management is the efficient utilization of an organization's employees. In specific terms, personnel management refers to the professional function performed by personnel managers and in a general sense it refers to the management of people at work - a responsibility that most managers have to fulfill (Tyson & York, 1989:1 preface). As far as the specific personnel management functions are concerned, Tyson and York (1989:134) list the specialist personnel management functions as follows:

- | | |
|--------------------------|-----------------------|
| 1. Manpower planning | 6. career development |
| 2. Job analysis | 7. promotion |
| 3. Recruitment | 8. discipline |
| 4. Induction | 9. welfare |
| 5. Performance appraisal | 10. retirement |

In other words, the key human resource activities are human resources planning, selection, placement, development, appraisal, compensations and employee rotations.

The ultimate purpose of the personnel management function is to improve the productive contribution of people to the organization in an ethical and socially responsible manner (Werther & Davis, 1993:10-14). According to Warner (1996:4040) four models are summarized as follows:

1. The integrated model in which personnel issues are handled within the responsibility of the general and line manager and little or no internal segregation is permitted.

2. The delegated service model in which the routine tasks associated with personnel processes are segregated and located to lower status technicians, although the general and line managers and supervisors retain final authority to decide on the issues raised.
3. The advice and support model in which the organization will equip specialized personnel management with expertise at relatively senior managerial level and create a presumption that operational managers retain ultimate authority.
4. The external reference model in which the managers may take decisions and act on personnel issues as best they can, using such resources as are available to them.

In practice, among the above-mentioned personnel management practical models, two or more models could be used at the same time. Whatever type of personnel management practice is exercised, Decenzo and Robbins (2005:36) point out that the personnel management system should balance the interests of both the organization and its employees.

3.7 STRUCTURE OF PERSONNEL MANAGEMENT

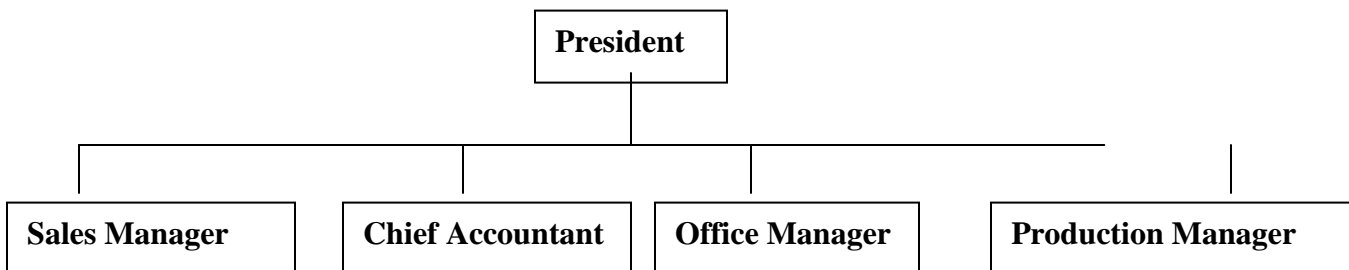
Organizational structure involves the arrangement of activities and assignments of personnel to these activities in order to achieve the organizational goals in an efficient manner (Chandan, 1999:225). Even though there is no uniformly applicable designing of structures, in general terms the personnel management is organized as a non-operational unit (that is, as a support or staff service to the line departments).

According to Decenzo and Robbins (2005: 36-7), "human resources function is a staff or support function in the organization, its role is to provide assistance in human resource management matters to line employees or those directly producing goods/services." Werther and Davis (1993:16) note that when the human resources department first emerged, it was small and was the responsibility of the middle-level manager.

According to Armstrong (1996:107-9), there is no absolute rule for organizing the personnel function. However, the current practice suggests that the head of the personnel function should report directly to the chief executive and it should fit the needs of the business. For instance, typical structures of personnel management departments for small and large organizations, as well as the current personnel management department of the Federal Police, are depicted as shown on the following pages.

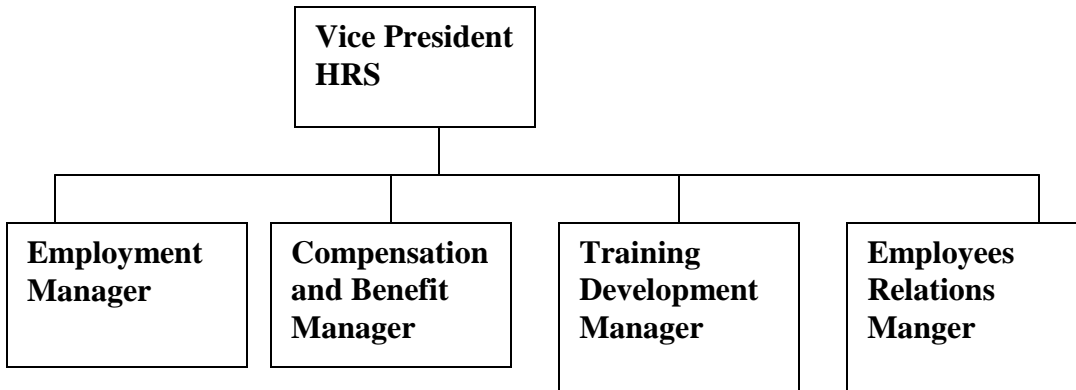
As shown in the first small structure, it was as small as the size of the organization with no specialized units, whereas in the second structure, it became bigger as the organization grew. Likewise, the Federal Police personnel management department is structured with various divisions having different functions indicating that the organization is a large one.

CHART 4: Typical Organization structures of personnel for small organizations



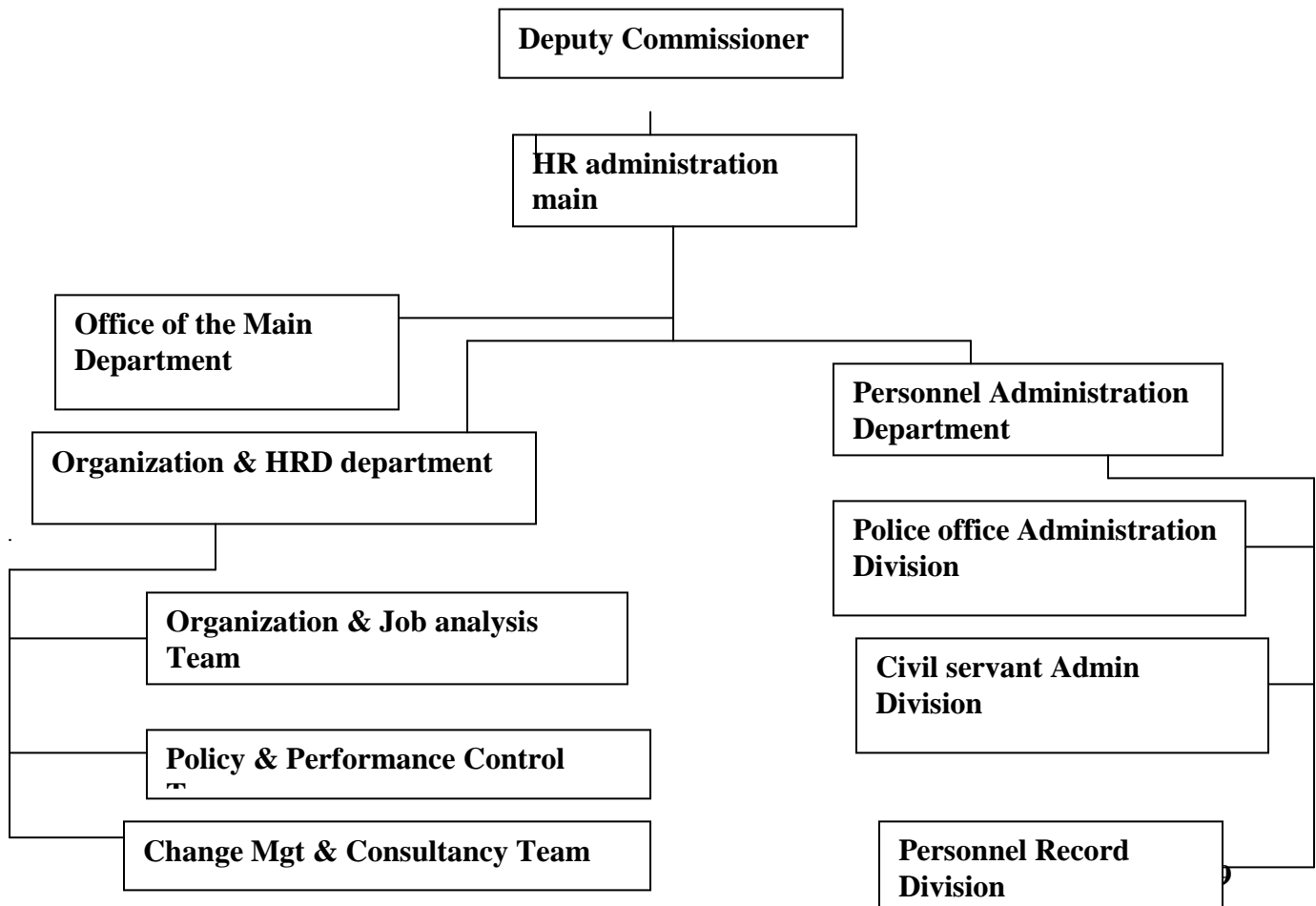
Source: Werther and Davis (1993:16)

CHART 5 Typical Organizational structures of human Resources Management for large organizations



Source: Decenzo and Robbins (2005:45)

Federal police HR Administration main Department Organization chart 5 (Federal organizational Police structure and functional guide 2003:2)



3.8 THE CONCEPT OF CAPABILITY

Capability refers to the knowledge, skills and attitudes of individuals, separately or as a group and their competence to undertake the responsibilities assigned to them (Franks, 1999:61). Capability is also defined as "the ability or qualities necessary to do something" (Oxford Advanced Learner's Dictionary, 2000:183). On the other hand, capability refers to a firm's capacity to deploy resources (Ethiraj, Kale, Krishnan & Singh. 2005:35).

As far as the concept of capability is concerned, there are many facets. Among these are organizational capabilities, individual capability or personal, interpersonal as well as directional capabilities. According to Dainty and Anderson (1996:229-30), organizational capability is concerned with two major aspects:

- i) An understanding of the key components of the organization and the way these can be configured to best respond to external demands.
- ii) An understanding of how to manage change and develop organizational components to create an organization which is able to respond effectively.

Moreover, Harris, Brewster and Sparrow (2004:183) argue that organizational capability focuses on the ability of a firm's internal process, systems and management practices to meet customer needs and to direct both the skills and efforts of employees towards achieving the goals of the organization. In essence, the above writers have the same viewpoints, except that they express their ideas in different ways.

As far as the sources of capabilities are concerned, Ethiraj et al. (2005:28) argues that there are two sources:

1. A firm's knowledge accumulated through learning. By so doing, it is embedded in bundles of routines that are linked to the generic material of the firm.

2. The result of deliberate investment in organizational structures and systems to make constant improvements.

To sum up, capability is needed at individual/personal, group and organizational level.

3.9 NATURE OF PERSONNEL MANAGEMENT CAPABILITIES

The nature of personnel management capability depends on the role played by the personnel managers, as well as the duties and responsibilities given to them. In this respect, personnel managers as part of the management corps must be competent enough to contribute to their organization. According to the Michigan HR competency research conducted in a survey of 5,000 HR professionals in 1997 and 1998 five types of competencies of personnel/ human resources personnel were identified: (1) knowledge of the business (2) professional mastery of HR (3) Change management (4) culture management and (5) personal credibility (Becker, Huselid, Ulrich, 2001:158).

As to the necessity of expertise in the profession, Becker et al. (2001:159) argue that like any staff member, human professionals at the very least must be expert in their specialty. HR professionals must be dedicated enough to continually master the underlining theory of human resources and agile enough to adapt that theory to their unique situation. This implies that human resource professionals/personnel managers should at least master the technical capabilities in their field. In addition, personnel managers should understand that the skill level is changing as the role of personnel mangers changes through time.

Other authors, such as Hunt (1992:211), point out that the skills required for personnel mangers are grouped into three competence sets:

1. Human skills
2. Technical skills
3. Conceptual skills

3.9.1 Personnel management capability development

Development – refers to learning opportunities designed to help employees grow (Bernardin, 2003:164). Furthermore, Bernardin (2003:194) defines career development system as “a formal, organized, planned effort to achieve a balance between individual career needs and organizational work force requirements”.

Development therefore, can be aimed at the improvement of capabilities within the current job or the acquisition of new capabilities to operate in a different arena. Attwood and Dimmock (1996:123) argue that a competency-based approach to management development is found to be helpful in many organizations. In this regard, management development should be geared to the particular organizational circumstances of the managers' job. Thus, personnel management development should focus on the conceptual, human and technical skills that should be developed continuously. According to Megginson and Whitaker (2005:5), a continuing professional development is about becoming thirsty - thirsty for new knowledge, thirsty for new skills, thirsty for new experience. Hence, the personnel manager, as the catalyst for development of all the staff in the organization, must be exemplary in themselves by improving their set of capabilities through continuous professional development schemes.

In the above discussion, we have seen that continuous development is necessary in order to overcome obsolescence and to be in line with current practices in personnel management. The next focus is on the purpose and technique of personnel management capability development.

3.9.2 Purpose of the development

Capability is not permanent. It is an asset of human nature that could be lost unless updated periodically (Odiorine, 1987:109). Thus, the main purpose of capability development is to overcome obsolescence. According to Odiorine (1987:109), obsolescence in any professional skill and knowledge can be attributed to four major causes:

- 1) Technological change is steady and immutable and leaves professionals behind
- 2) Technological change is often accompanied by social and cultural changes
- 3) Economic worth changes and the human asset steadily loses value until action must be taken to eliminate the causes in order to pressure the economic health of the organization
- 4) Sometimes the individual declines in personal abilities, energy or health.

Therefore, the personnel managers capabilities, unless and otherwise updated by continuous training and development schemes, will be a problem to the organization rather than them becoming partners to line managers. To this end, Fitzenz and Davison (2002:19) argue that "we earn partnership by acquiring the necessary skills and demonstrating to the customer-partner that we have something of value."

As far as the responsibility of professional development is concerned, Bernardin (2003:193) suggests that individuals need to commit to lifelong learning to keep their skills relevant, whether by additional schooling or taking on new assignments. Besides, Bernardin (2003:199) recommends that organizations, in order to create an environment for continuous learning, should support and reward employees' development and learning.

In summary, the core purpose of capability development is to renew skills and to contribute better to the organizations goals and objectives.

3.9.3 Techniques of Development

Among the various techniques for management development, which includes personnel management as part of management group, Fee (2001:163:4) describes on- the- job and off - the- job techniques which can be applied to both individual

managers and groups of managers. The types of capability development trainings are presented hereunder in a simple matrix table.

Table 3: Off-the-job and On- the-job management development

	Group	Individual
Off- the- job	Courses games videos outdoor development, open, flexible and distance learning e-learning, development centers	courses external events and visits games videos, psychometric, open, flexible and distance learning, e-learning, assessment techniques, resource- based learning
On- the- job	team building, action learning work base projects, forms of learning records, discovery learning	sitting by Nellie, instruction, secondment, coaching etc work-based projects, performance and development review

Source: Fee (2001:164)

As we have seen from the above discussion, any profession needs capability development. However, personnel management is seen as being peripheral to the core disciplines of an organization. Due to this concept, management development in general and personnel management in particular, is rarely discussed as a central point of an organization’s strategy.

In fact, personnel management development, like all learning cannot stand still. Change, improvement and innovation are taking place all the time and this also applies to personnel management (Fee, 2001:165). According to Fee (2001:163) there are plenty of both on- the-job and off-the-job techniques for both individual development and group development. It is up to the trainer to select the most appropriate technique for his people and circumstances. In least developed countries (LDCS), Taylor (1992:198-99) indicates that training in management skills in general and training in recent development in personnel management in particular, is lacking. Besides, the teaching of personnel management does not always keep pace with the latest developments in personnel practice and many have actually perpetuated the establishment view of personnel.

3.10 STANDARDS FOR PERSONNEL MANAGEMENT CAPABILITIES

3.10.1 Types of Standards

There are two types of standards. Those are *de jure* and *de facto* (Davis, 2005:300). From the two types of standards, the *de jure* standard is formally accepted as standard because it has been authorized by a recognized standard making body Davis (2005:300). Hence, in this study the *de jure* standard is applied for personnel management capabilities because the capabilities will be evaluated against the standards set by authorized bodies.

3.10.2 Comparative assessment of the standards for personnel management capabilities

In order to know the standards for personnel management capabilities, it was necessary to search in literature, whether there are authorized bodies to set standards and certified professionals in the field. Accordingly, the researcher found three bodies which set standards for personnel/human resource management professional capabilities and who certify those who meet those standards.

Those bodies are:

- The Personnel Standards Lead Body (Armstrong, 1996:112).
- Society for Human Resources Management (Werther & Davis, 1993:53), and
- International Public Management Association for Human Resources (IMPA- HR available at internet at: <http://www.ipma-hr.org/11/12/06>)

The criteria set by these three bodies as standard to be met by the personnel/human resources management professionals are presented hereunder in table 4:

Table 4: Personnel management Capability standards set by authorized bodies

Personnel standards lead body (PSLB)	Society for human resources management (SHRM)	International public management association for human resource (IPMA- HR)
<p>Standards and qualifications</p> <ul style="list-style-type: none"> • Proper exercise of business and managerial skills as a primary requirement • Successfully use of a significant body of specialist concepts, theories and principles essential to the full exercise of personnel management. • Awareness of current and impending employment legislations and other changes 	<p>Standards and qualifications Professional in human resources (PHR)</p> <ul style="list-style-type: none"> • Four years of professional HR extent experience or • Two years professional HR exempt experience and a bachelor's degree or • One year professional HR exempt experience and graduate degree and pass comprehensive examination • Senior professional in human resources (SPHR) • Eight years of professional HR exempt experience or • Six years professional HR exempt experience and bachelors degree or • Five years professional HR exempt experience and graduate degree and a comprehensive examination 	<p>Standards and qualification IPMA- certified professionals (IPMA_CP) abilities in areas of:</p> <ul style="list-style-type: none"> • Employee labor relation • Employee selection • Organizational and employment development • Benefits administration • HR research • HR management • Recruitment • HR Diversity /EEU • Classification <p>IPMA- certified specialist (IPMA-CS) - specialized in the areas of:</p> <ul style="list-style-type: none"> • Employee labor relations • Employee selection • Organizational and employee development • Benefits administration/Risk management • HR research • Recruitment • HR Diversity /EEO • Classification

Sources: - Armstrong (1996:112), Werther and Davis (1993: 54) and IPMA for HR. 2006. /One line/ Education and professional development: available on the internet at: <http://www.ipma-hr.org> (11/12/06)

As clearly shown in Table 4 above, the standard set for personnel/HR management capabilities show similarities in the following areas:

- The need for professional expertise in the field of personnel management functions
- The requirement for professional experience in the field of personnel management functions
- The importance of basic training/ education in the field of personnel/HR management
- Continuous professional developments in the field.

In light of the above standards set by authorized bodies, the Federal Police personnel management capabilities are examined in the next chapter.

To sum up this section of the international standards for personnel management capabilities requirements for the personnel/ human resources practitioners, it may be concluded that the technical skills in the field of personnel / human resources management are the basic ones to be fulfilled. In addition, the human and conceptual skills are also very essential to delivering an effective and efficient service.

3.11. MEASURES OF PERSONNEL MANAGEMENT CAPABILITIES

Like other organizational leaders, HR professionals should be assessed on both the results they achieve and the behaviors they exhibit (Becker, Huselid & Ulrich 2001:175). Thus, the type of measures which can be used to evaluate personnel functions, have been stated in different ways by different writers. For instance, Armstrong (1996:118) states that four measures can be used to evaluate personnel functions:

- Money measures: These include maximizing income, minimizing expenditure and improving the rate of return
- Time measures: Express performance against work time tables, amount of backlogs and speed of activity or response
- Measure of effect which includes attainment or standards, changes in behavior, physical completion of the work and the level of service.
- Reaction indicates how others judge the function or its members.

In measuring the performance of personnel management, Ivancevich and Gliueck (1989:896) suggest five basic principles:

1. The productivity and effectiveness of any function can be measured by some combination of cost, time, quantity and /or quality
2. A measurement system promotes productivity by focusing attention on important issues, tasks and objectives
3. Professionals and knowledge of personnel can be assessed as a group

4. Managers can be measured by the efficiency and effectiveness of the units they manage
5. The ultimate measurement is not efficiency but effectiveness.

Furthermore, Ivancevich and Gliueck (1989:897) argue that four classes of variables can be subject to a quantitative measurement system:

1. People - as measured by their roles
2. Things - physical objects in a specific period
3. Process - people doing something (example - teaching recruiting)
4. Results - the outcome of interactions (example - number of trained personnel, hired employees etc.).

On the other hand, Miller (2000:17-18) identifies fifteen human resource skill sets to be measured. The skill sets are listed below:

1. Employment law
2. Health and safety
3. Budgeting from zero base
4. Unit cost calculation
5. Able to produce detailed operating plans
6. Manpower forecasting
7. Trend analysis (sickness, turnover, promotion)
8. Benchmarking against industry competitors
9. Able to effectively analyze corporate culture
10. Able to effectively recruit personnel
11. Able to effectively contribute to the wider strategic decision making
12. Able to construct strategic plans
13. Able to dynamically manage the function
14. Able to understand and utilize new technology
15. Able to produce effective succession plans

In terms of personnel effectiveness, it means determining the extent to which personnel policies, programs, practices and advice provided by the personnel

enables line managers to achieve business objectives and meet operational requirements (Armstrong, 1996:117). On the contrary, Armstrong (1996:126) contends that the preferred approach is that every organization should develop its own approach to evaluate or measure the effectiveness of personnel purpose and its members and no uniform standard measures can be used for all.

3.12 SUMMARY

This chapter highlights how personnel management emerged as the result of the division of labor in the work place. In addition, the concept of international standards and an overview of personnel management developments are dealt with. In the developmental stages of personnel management, it is clearly seen that there is a role change from time to time, which ranges from welfare officer to a strategic partner of the line manger.

Moreover, the role, functions and structure of personnel management are discussed. The concept of capability, the nature, purpose and technique of personnel capability development is also explained. Finally, the international standards for personnel management capabilities and measures are discussed.

CHAPTER 4

PERSONNEL MANAGEMENT CAPABILITIES IN THE FEDERAL POLICE

4.1 INTRODUCTION

The Police service is one of the labor-intensive activities. The nature of the job demands that members work 24 hours a day, 7 days a week and 365 days in a year (Fyfe et al. 1997:311). Thus, police personnel management needs to pay special attention to employee's selection, to get those who are fit for police work. This implies that the way police officers are managed, has an impact on the service delivered by the officers to the public.

Hence, to identify the capability gaps in personnel management of police institutions, it is the opinion of this researcher that research inputs will contribute a lot. That is why this research focused on the personnel management capability and shortcomings in the Federal Police. Accordingly, the personnel management practice in police organizations in general and the Federal Police in particular, are discussed in this section. The personnel management capabilities and shortcomings in the Federal police are also identified and analyzed.

4.2 PERSONNEL MANAGEMENT PRACTICE IN POLICE ORGANIZATIONS: AN OVERVIEW

In every organization, there are internal and external outputs /services. Internal users are inside the organization, whereas the external users are external to the organization.

According to Gaines et al. (1991:196), internal outputs are designed to help maintain the organization. The internal outputs are activities, such as personnel selection, training, career development, promotion and transfer. If the personnel officer fails to manage internal outputs/services properly, the external outputs/services to the community will definitely suffer regardless of efforts made. Thus, to play the expected role, the personnel department should be

staffed with qualified and capable personnel. In this regard, Gaines et al. (1991:297) stress that no matter how well the department is organized (personnel department), it will be effective only to the extent that qualified personnel are working in the structure.

Moreover, Giller (1991:273) points out that the quality of policing depends on the quality of people doing policing and the success of the organization depends on how well these people are selected, trained, evaluated, promoted and supported.

As far as the personnel management functional role is concerned, Swanson and Territo (1983:184-5) list activities that the police personnel unit is generally responsible for. These are set out as follows:

1. Preparing policy statements and standard operating procedures related to all areas of administration of human resources.
2. Advising the chief executive of the department and other line officials on personnel matters.
3. Developing a performance evaluation system.
4. Creating an integrated management information system.
5. Maintaining an energetic and result-producing program to recruit qualified applicants.
6. Administering criteria for promotion to various ranks.
7. Establishing criteria for promotion to various ranks.
8. Conducting a multifaceted staff development plan/program.
9. Developing and administering position classification.
10. Developing a plan of adequate compensation distributed fairly.
11. Representing the agency during negotiations.
12. Conducting exit interviews.
13. Providing advice to managers and supervisors.
14. Conducting on- going research.
15. Representing the police in matters of personnel.

On the other hand, Fyfe et al. (1997:274-5) identify the tasks of personnel management in police organizations that include:

1. Establishment of entrance standards
2. recruitment
3. screening and selection
4. Entry level training
5. In- service and specialized training
6. Position classification and assignment
7. Developing evaluation and monitoring systems
8. Developing a promotion system
9. Career development for personnel at all levels
10. Personnel information system
11. compensation plan
12. Labor relations

Furthermore, personnel management writers such as Bunyard (1978:192), note that police personnel department duties include: recruiting, selection, personnel policies, the allocation of personnel, collecting personnel information, training and manpower planning, giving advice and maintaining established records.

According to Bunyard (1978:196), in setting standards for recruitment and selection as well as maintaining a balanced police force, it should contain a representative of a cross-section of the population of the entire ethnic group within the police area.

The authors mentioned above have the same point of view regarding the nature of police personnel management, except that Swanson and Territo (1983) as well as Fyfe et al 1997 and including Bunyard (1978) did not include manpower planning as a function of police personnel management. On the other hand, Bunyard (1978) did not consider position classification as a function of personnel management. In general, the personnel function, being an internal

service to police organizations, is a support function to the line department. As far as the importance of the personnel profession in managing the human resource of the organization is concerned, Fyfe et al (1997:36) note that regardless of how much experience and training one may have in substance of policing, chiefs who have not been carefully schooled themselves in personnel management, are not qualified for their jobs.

4.3 POLICE PERSONNEL MANAGEMENT PRACTICES IN ETHIOPIA

In this section of the paper, the personnel management practices from the 1940s' to date are discussed. The discussion focuses on the personnel administration systems, rules, procedures and orders issued and practiced in different times.

4.3.1 The personnel management practices during 1941-1974

The modern police personnel administration system was started in 1941 during the reign of Emperor Haile Selassie with an administrative order known as “The Ethiopian Police and Prison Force Order One.” It was the first police order, issued even prior to the police proclamation No.6 /1942 (Beyene, 1972:53). In that police order the main personnel directives included were:

- Employment
- Training
- Salary administration
- Uniform
- Promotion, transfer and placement
- Disciplinary measures

4.3.1.1 Employment

At the beginning there were no detailed rules and guidelines for recruitment and selection of police officers. It was based on physical fitness.

Later on, there were criteria developed to recruit police recruits and cadets. For instance, the criteria cited in police order No 3114/693/10 on 10/3/68) were:

- Age : 18-25 years
- Height : 167cm
- Weight : 55-70 kg
- chest : Not less than 40cm
- education : 6th grade completed
- Nationality : Ethiopian
- Date of birth
- No criminal record
- Others factors : Pass a written and oral examination
 - : Be able to speak Amharic
 - : Not needing to wear spectacles
 - : No physical disabilities

Besides police officers, civilian were employed to fill the gaps in some professional work, such as administrative work. In 1949 there were 522 civil personnel all over the country (Beyene, 1972:220). The power to hire employees was delegated to four main department heads. As stated in police order No (3114/18 dated 10/3/68). These were:

- In the central police bureau, the personnel administration main department head
- In regions, the Regional provincial head
- In Addis Ababa, the Addis Ababa police head and
- Abadina police College head.

The above example shows us that the power to decide on personnel matters was delegated not only to the personnel department but to other line departments too. In the case of manpower planning, how the police personnel demands were met is not clearly shown in the records. There is no document or study material in this area of personnel activity. However, there was manpower staffing tables

prepared in 1973, showing the different departments manpower in summarized form.

For instance, the administration and training main department manpower is indicated in the following table:

Table 5: Manpower of the administration and training main department

Brigadier General	Colonel	Le. Colonel	Major	Captain	Lieutenant	First-Sergeant	Second-Sergeant	Sergeant	Corporal	Constable	Civil	Total
1	3	5	4	9	7	1	9	15	9	22	4	78

Source: Police manpower allocation plan (1973:15)

4.3.1.2 Training

At the beginning of the 1940's (Beyene, 1972:70) the duration of training for recruits was about three months. The training was made up of mainly military as well as police activities. After a year, the duration of the training was extended to six months. Some courses, such as first aid, traffic control, criminal law and police rules and regulations were added. According to history and structure the first police training center was located at Ras Desta compound and then transferred to another site called Kolfe in Addis Ababa. The first police college was established in 1949 which was called "Abadina Police College" under the ministry of interior (Police College of Ethiopia: police history and structure, 1980:7).

The police organization in Ethiopia motivated and initiated people to learn and to set an example. There was a police Order No. 59/1962, which stated that "those who have obtained their bachelor and masters degrees either locally or abroad, should be paid the starting salary of what the Ministry of Education is paying for the same civilian graduates."

4.3.1.3 Salary Administration

In the 1940s, the salary for non-commissioned police officers ranged from 10 to 35 Martreza Birr and for police officers it was from 55 to 110 Martreza Birr. The so called professional allowances ranged from 2 to 7 Marterza Birr. There was also a living allowance of eight Martereza Birr per month for each non-commissioned officer (Beyene, 1972: 59-60). According to police order No. 1/1942 crime investigators were paid eight Martrezar Birr each month in lieu of police uniforms.

Any police officer, if he died while on duty for whatever reason, his heirs were entitled to his three months full salary *vide* the following order (Police order No 26, 1953):

- a) his wife but if he had none
- b) his first child but if he was childless
- c) his mother but if she was not living
- d) his father.

On the other hand, whatever the case may be (except by penalty) when any police officer left the police organization, his transportation cost to his home village where he came from for employment, was covered by the organization.

4.3.1.4 Uniform

At the beginning of the modern police system in the 1940's, every police officer was given two sets of uniform twice a year. The clothing/uniform consisted of two pairs of khaki trousers and coats as well as one badge. Later on it was improved by adding items such as shoes and blankets (Beyene, 1972:143).

4.3.1.5 Police officers club

The police organization also encouraged the cooperation and welfare of the police members at that time. For instance, a police officer's club was established by police order No.7/1968. For this association, each police officer starting from

1 November 1968 would contribute one birr each month from his salary as a membership fee.

The purpose of the club was to refresh police officers after duty. In addition, the club gave free dormitory accommodation to those who came from the provinces for vacation.

The benefits of each member were:

1. When the officer died, his heirs were given a once-off total of Birr 1000.00.
2. When the officer's wife/child died he was given the sum of Birr 250.00 and 100 respectively.
3. When the officer was fired he received a once-off amount of Birr 200.00
4. When the officer was pensioned off he was given a 20 gram gold-ring as a gift
5. When the officer left the organization on his own volition, he was entitled to get a once-off award of Birr 250.00.

4.3.1.6 Medical service and Pension

During the 1940's, as mentioned in police order No 7/1944, a member of the police force received free medical services in the Menelik II Hospital. However, the unsatisfactory service that police officers were getting from the Menelik II Hospital necessitated a medical unit for the police organization. Hence, a police hospital was established in October 1960 in Addis Ababa. The hospital started to function in July 1963.

Before 1962, there was no pension allowance in the country. However, when the pension proclamation was issued in 1962, all police officers were entitled to this benefit when they reached pensionable age. The first group of pensioned police officers totaled 2280 and they received more than half of their basic salary as pension (Beyene, 1972:424-5).

4.3.1.7 Promotion, transfer and placement

Promotion of police officers' to the next rank up to the early 1960's was mainly based on seniority of service (i.e. the number of years in service). Due to the defect of this system, a police order was issued to regulate such acts. The police order No. 1335/693/18 dated 17/11/68 stated that this system of promotion was not encouraging to those who are better performers than others. Hence, it was decided that police personnel promotions would be based on the following criteria:

- Capability at work
- Initiative shown and courageousness
- Keeping personal dignity
- Conduct
- Confidentiality
- Being honest
- Updating skills and knowledge

As far as transfer and placement of police personnel from one place to another was concerned, there were not many written police orders between 1940-1974 and which can be cited as references.

4.3.1.8 Disciplinary Measures and Follow-up

The disciplinary measures taken against police officers were done hierarchically. Each head from section head to the top executive of the police organization was given penalties stipulated in police orders. For instance, according to police order No. 5/1946, the chief of police could decide on disciplinary measures such as firing a member (from constable to Lieutenant). Above the rank of lieutenant, only the government could fire those who were found guilty, provided that the offence was serious to such an extent, that it warranted such a drastic step.

On the other hand, the personnel follow-up system on staff whether they were on duty or not, was better organized than what it is today. To cite an example there

was a daily manpower status report system that went from section heads to the top executive of the organization. The format is indicated hereunder:

Table 6 A daily manpower Report format of Ethiopian Police

Personnel status	Ranks and Files										
	Let colonel	Major	Captain	First sergeant	Sub lieutenant	Second sergeant	Sergeant	Corporal	Sub-corporal	Constable	Civil
On Duty											
On Leave											
On other duty											
Sick of absence											
Sick leave											
Sick in hospital											
On local training											
on Training abroad											
Total											

Source: police order No. 28/1960

The above table, completed by each main department, was sent at 09:30 each morning to the chief of the police organization. This was one of the basic follow-up systems of police officers' in the organization, which is not done at present. This shows us that the personnel management system at that time was more concerned with the vital utilization of human resources.

4.3.2 The Personnel Management practice during 1974-1991

In the period of the Dergue (1974-1991) the police force of Ethiopia maintained more or less the same set up and was centrally commanded from Addis Ababa. In the early part of the period of the revolution, the importance of the police was to some extent played down. For instance, in 1981/82 the number of positions for which the police force had the necessary funds was 26, 451 but those actually on the payroll were only 8,039 (Tesfaye, 1986:70).

In 1982 the Dergue seemed to have realized that it could not do without a strong police force and thus started recruiting and training additional police members at Kolfe and Legadadi near Addis Ababa (Tesfaye, 1986:72). During the Dergue regime, the police service was tied to the communist ideology. The vision of the Ethiopian police was stated as “police has to intensify the class struggle.” Hence, the police personnel policy and procedures were designed to promote this ideology. For instance, according to police order No. 6/1986, among the criteria for every recruit and cadet joining the police organization as police officers, it was required from each candidate that she/he should:

- Participate in social organizations organized by the governing party and present a supporting letter given by them
- Accept the objectives of the Ethiopian workers party - the governing party at the time.

Even though the personnel management was led by the party’s ideology, the personnel management practice was more organized and systematic than the previous times. For example, the police orders were gathered and grouped into three categories. These were:

Part One:

- recruitment and training
- Policing activities
- Weapons control and registration
- Prisons and contraband control
- Cash and Exhibit handling

Part two:

- Transfer and property receipt
- Police discipline and penalties

Part three:

- Promotions and prizes
- Medical service and burial ceremony

Despite improvements in personnel administration seen during the Dergue reign as opposed to the Imperial period, most personnel management decisions were largely based on past data. For example, in the personnel management practice done during the Dergue period, the manpower requirements were estimated as indicated in police order Number 7/1986 and based on:

- previous budget allocated to manpower
- Previous number of police personnel
- The regional/provincial geographical location
- Number of fixed patrol stations and
- Volume of trade in that area.

Based on the above criterion for manpower requirements, the provinces were grouped into three levels. The towns in the country were also grouped into three levels of manpower requirement based on the number of the population in each town/city. Thus, the first level towns were with a population of 55,000 or above, the second level towns were with a population between 30,000 -55,000 and the third level towns were with a population of 20,000. The basis of grouping the manpower to be assigned in each of the towns is indicated in the table as follows:

Table 7 - Manpower for three-level police stations

No	Job Title	staff for each level		
		1 st level	2 nd level	3 rd level
1	Station commander	1	1	1
2	Deputy police station (Crime preventing)	1	1	1
3	Shift leaders (patrol)	3	3	3
4	Patrol (in shifts)	57	27	18
5	Crime investigating section head	1	1	1
6	Crime investigators (in shifts)	12	7	5
7	Crime research keeper	3	3	3
8	Exhibit store celeriac	2	1	1
9	Office services head	1	1	1
10	Police discipline control	2	1	1
11	Clerics	2	1	1
12	Typists	1	1	1
13	Archive workers	2	1	1
14	Weapon store/ keeper	1	1	1
15	Cleaner /Janitor	1	1	1
16	Guard's chief	1	1	1
17	Guard's shift leaders	3	3	3

18	Guards	17	6	6
	Total	111	59	47

Source: Police order (No. 07/1986:87)

However, the Addis Ababa City was exceptional due to its specific feature as a capital city and location. Therefore, the manpower for each police station in Addis Ababa was estimated as shown in the following table:

Table 8 Addis Ababa city police station manpower requirement

S. No	Job Title	Number
1	Head of the police station	1
2	Deputy head of Police station	1
3	Crime investigation shift head	3
4	Crime Investigators (in shifts)	21
5	Crime record clerk	3
6	Daily reporters	1
7	Exhibit store keeper	1
8	crime Achieves clerk	2
9	crime prevention head	2
10	Foot patrol policeman	120
11	Shift head of guards	3
12	Guards (in shift)	12
13	Office service head	1
14	Typist	1
15	store keeper for Weapon	3
16	Drivers /in shift	10
17	Health attendants	1
18	Cleaner/ Janitor	2
	Total	188

Source: Police order No. 07 (1986:87)

4.3.2.1 Recruitment and Training

Although police recruitment is based on physical and mental fitness for the work, during the Dergue region (1974- 1991), the most important criterion for recruiting was to be a participant of the party-led social organizations and to possess a letter of support from those organizations. In addition, be an active supporter of the leading party (Ethiopian workers party) objectives.

Training was given in the police institutions, as well as abroad. The trainees were paid their full salary and other benefits that were given to other police members on the job.

4.3.2.2 Transfers and other Personnel affairs

As far as decision-making on personnel affairs related to transfers and other personnel matters was concerned, it was almost the same as the emperor Haile Selassie period except that the Dergue period was party-led administrative policies, procedures and rules rather than led by police science. As far as the decisions made on personnel employment and transfer is concerned for instance, employment decisions were made by delegated powers as follows (Police order 06/86):

- Cadet employment was delegated to the Ethiopian Police College head
- Ethiopian public police recruit employment was delegated to training and education main department head
- civil personnel employment was delegated to Personnel Administration head

With regard to transfers within the organization, the police administration department decided on the transfers of non-commissioned officers. On the other hand, line department heads such as regional police heads, Ethiopian Police College heads and Central Bureau main department head were given the power to transfer their staff within their units. However, transfers from the police organization to other institutions were decided only by the chief of the police organization. Civil personnel were transferred based on civil service commission rules and regulations.

Disciplinary measures were also decided by each level of police hierarchy. For instance, a section head was delegated to decide penalties of salary return for those days the police officer was absent on duty.

Promotion in rank was on a competitive basis and the criteria were years of service, education, sport activity, special deeds, performance evaluation and revolutionary participation.

4.3.2.4 Salary administration

The salary administration system was as low as the imperial reign, except at the end of the Dergue regime in May 1990, there was an order issued to increase salaries of police officers. The base salary of a constable was raised from Birr 112.00 to Birr 137.00.

4.3.2.5 Medical service

Each police member and civil servant received medical service in the Police hospital. Besides, his/her spouse and children under the age of 18 were given free medical service. The service was extended even after the police member and civil servant was pensioned (police order No 6/1986).

4.3.3 Personnel Management practice from 1991 to date

When the Ethiopian Peoples Revolutionary Democratic Front (EPRDF) took over the control of government power in May 1991, it disbanded the police force for some time. What was referred to as the “peace and stabilization committee within the urban dwellers and peasant’s association” was established by EPRDF to maintain peace and order (Tsfaye, 2004:28).

In January 1992, under the proclamation No 7/92 that established National/Regional self-governments, they were vested with the power to establish their police forces under article 10/92. In the first ten years of the EPRDF led government system, there was no noticeable personnel management practice. The police organization was, in terms of its personnel management system, in a ‘recession period’. There were no new or updated administrative policies and procedures, except the issuance of an order which was entitled ‘Police order No. 01/93’ and salary scale change in 1995 that changed the base salary of a constable from birr 137 to birr 220.

In terms of police personnel administration, starting from 2000, the police organization began to be re-organized. The first move was to issue Police proclamation No.207/2000 by government. The re-organization was based on the following principles:

- 1) The police service has to be decentralized like other public services
- 2) The composition of the police should include all nationalities
- 3) The police have to be changed from a paramilitary to a civilian and professional police service.
- 4) To create a standardized police service throughout the country (Shiffa, 2005: 104).

Later on, under proclamation No 313/2005, in the preamble it was stated that “it has become necessary to have a well-organized and strong civil police institution which is faithful to the constitution of the Federal Democratic Republic of Ethiopia (FDRE) and respect the laws enacted in accordance with the constitution, equipped with adequate training required for its profession and service to the public, respect, ensure the observance of human and democratic rights and maintain the peace and welfare of the public”.

Based on the above proclamation, the Federal police regulation No 86/2003 was issued. In this regulation, most of the articles concerning personnel management policies were similar to the civil servants policies. To cite some examples, the pensionable age of police personnel became the same as civil servants at the age of 60 years. Employment policies for member of less represented nationalities is given priority, In addition, the performance evaluation systems both in police and civil service institutions, are proclaimed to be transparent and participatory (Proclamation 262/2003 art. 28/2 and proclamation 313/2003 article 26/2).

Moreover, various police procedural orders were issued for day to day activities of the personnel administration. Among those procedures and orders issued are:

- Law enforcement ethical code – May, 2004

- Medical services guideline - June, 2004
- Recruitment selection and transfer guideline - March, 2004
- Federal police disciplinary measures - May, 2004
- Promotion guidelines - May, 2004

All the above personnel management procedural guidelines were prepared to make the personnel management practice transparent and uniformly applied in the organization. According to the guidelines of the ethical code of the Federal Police (March 2004), recruitment selection (June 2004) and medical service of (May 2004), the principles are stated as:

1. The basic principles of the ethical code of the Federal police was to make each police officer in his professional service: sincere, honest, transparent, accountable, work for public interest and no abuse of power and be neutral in decisions and also respect the law of the land and finally, respond promptly to public calls (May, 2004).
2. The objective of the medical service guidelines was to serve the active officers in the organization and those who are pensioned. According to the guideline, every police officer in the country has the right to get medical service in the police hospital and other medical institutions where the organization has an agreement to do so (June, 2004).
3. Recruitment, selection and transfer guideline - this guideline was a day to day operational guideline for personnel activities and the main objective was to have a planned manpower management system based on the plan(March, 2004).

The guidelines, especially the recruitment guideline issued, were the same as that of Emperor Haile Selassie, except that the current one included the proviso that the recruit must obey the constitution of the country. According to the guideline of 2004, the decision to employ recruits was made by the Head of the Federal Police. Placement and transfer within the organization is delegated to the Main Department heads. For those who are between the ranks of constable and deputy inspector, the Human Resources Management department is delegated to transfer

members within the organization. However, the decision to transfer a police officer from the police commission to another institution is made only by the Commissioner or Deputy Commissioner.

According to the guideline, every department is responsible for sending candidates to be trained in the Federal Police College, to be trained in different police sciences at different levels (excluding personnel officers) and to undergo refresher courses. Recently, a regular general management degree program was started in the Police College.

The Federal Police cover all costs related to the training and pay his/her salary. However, the trainees had to sign up to serve two training periods. However, the training period should be more than a year. If it is less than a year, one is obliged to serve the same as the duration of the training.

As far as disciplinary measures guidelines are concerned, the objective is to make police personnel learn from their mistakes and prevent any action which may be contrary to police conduct. The decision-making on disciplinary measures is the same as that during the Emperor Haile Selassie and the Dergue periods. It is delegated to each head in the hierarchy of both line and staff heads from the top of the organization to section heads.

The main objective of the promotion guideline was to motivate each police member to show that he could be promoted, based on his active and good service in his professionally assigned duty and responsibility. The criterion for promotion was based on level of education, performance result, the absence of a disciplinary record and length of service. The decision of promotion is made by the Federal police commissioner up to the rank of commander. From the rank of assistant commissioner and above it is decided by government.

In general, the police orders or guidelines in relation to personnel management practices in the three government systems were almost the same, except with

some variation in the recruitment of recruits and cadets in different government systems. For instance, during the Durgue regime, candidates were required to be supporters of the then governing party (police order No. 07/86).

4.4 AN ANALYSIS OF THE CURRENT PERSONNEL MANAGEMENT CAPABILITY IN THE FEDERAL POLICE

In this part of the paper the features of personnel capabilities of personnel management in the Federal Police and the practices are examined.

4.4.1 Concepts of personnel management capability

Capability refers to the knowledge, skills and attitude of individuals separately or as a group and their competence to undertake the responsibilities assigned to them (Franks, 1999:61). As far as the personnel management capabilities are concerned, five types of competencies were pointed out by the Michigan's. They are cited as: Knowledge of the business, professional mastery of HR, management of change, management of culture and personnel credibility (Becker et al., 2001:158-9). In addition, Hunt (1992:211) stresses that personnel management, as a management group, should have three competence sets: Human skills, technical skills and conceptual skills.

To the question: "Do you think the personnel management department is important?" twenty of the respondents said: "Yes, it is very important". Ten of them said it is important.

Armstrong (1996:34) argues that human resources are the most important assets an organization has and their effective management is the key to success. Giller (1991:273) also stresses that people are the most valuable resources of the police departments.

To the question: "Motivate your answer to the above question?" 14 respondents said it is important for employee's rights to be respected and 16 respondents said it is important to keep employees rights as well as to assist the organization.

When their responses are seen in line with the developmental stages of personnel management, in the initial period of personnel management development it was concerned about welfare service: to provide employees with canteens and looking after their personnel interests (Armstrong, 1995:28) and (Tyson & York, 1992:58).

However, as personnel management developed, its service included supporting management in handling personnel matters. Furthermore, it became a strategic partner to line managers in developing a human resources strategic plan for the organization (Pigros & Myers, 1981:54). Hence, the 14 respondents responded in line with the initial phase of management development and the 16 respondents in line with the developed stage of personnel management.

4.4.2. Personnel management practice in the Federal Police

As far as the personnel management training plan is concerned, training is a planned process to modify attributed knowledge or skills behavior through learning experience, to achieve effective performance in an activity or range of activities (Armstrong, 1996:414). It is also argued that training should be for all managers and should be specifically designed for the duties of the position held (Fyfe et al., 1997:321). To the question:” Do you have a planned personnel management training program?” 25 respondents said training for personnel management was not planned in the organization, while five of the respondents answered that it was planned but not sufficient.

As far as employment is concerned, personnel managers are expected to recommend the most effective selection method for each particular job or group of jobs (Torrington et al., 2005:229). It is further argued by Bunyard (1978:198) that in recruitment, a police force should contain a representative cross-section of the population it serves, including a balanced proportion of all the ethnic groups within the police area.

In this regard, to the question: “what are the practices of personnel management as far as employment is concerned?” 19 respondents said it is not clearly organized and seven said it is not participatory. The other four said it is done according to the guidelines. Besides the responses given, the Federal Police proclamation 313/2003 concurred with what Bunyard (1978:198) stated above. This is one of the successes in recruitment and selection of police personnel officers in the country, due to the fact that the law gave the right to all nationalities to be represented equally.

In many police departments, deputy chief positions and other high-ranking officers above the level of a captain are filled through executive appointments rather than through formal civil service procedures (Fyfe et al. 1997:339). In this regard, to the question: ‘What are the practices of personnel management as far as promotion is concerned?’ four respondents said it is done according to the rules and procedures, while 19 of them said it is not clearly done by the rules and seven of them said it is partially done according to the rules and procedures. The difference in their responses is due to variations in their exposure to the practices. When their responses are seen against the different writers’ viewpoints above, their responses concede in some respect that promotion is decided not only on the basis of rules and procedures but is also done by executive decision. Shiffa (2005:123) also confirmed that “according to the experience so far, the whole process of promotion decision is done by the commissions’ management council”.

In personnel administration, the provision of pensions has been viewed as the mark of a “good employer” (Torrington et al., 2005:619). It was seen also as a privilege when the pension system started in the Ethiopian police service. For instance, Beyene (1972:424) stated that the number of police officers who first got pension, in accordance with proclamation issued in 1962, was 2280 police officers and others who were active police officers, longed to get such a benefit. Nowadays, the pension system is a well-known benefit to those who reach the age of 60 after effective service in the government departments in Ethiopia. The

Federal Police being one of the federal organs, the police officers receive their pension allowances in accordance with proclamation No.313/ 2003.

Regarding the importance of qualification, Gaines et al. (1991:297) emphasizes that “no matter how well the department is organized (personnel department), it will be effective only to the extent that qualified personnel are working in the structures (in this case, the Federal Police). To the question: “What are the requirements to be assigned as personnel officer or personnel manager?” 24 said the main criteria should be training in the profession of personnel management and have good experience. Six others said they can fulfill the criterion set by the organization. The differences in viewpoints are due to their knowledge of rules and procedures. When the practice is seen as the observation of this researcher, previously it was not known for the organization to place one who is trained in personnel management but nowadays, in practice, it has started to appoint people who are trained in management, in different personnel management positions.

To the question: “In your opinion, what factors affect the personnel management practices in the organization?” 26 respondents stated that the problem is lack of trained personnel managers, while four said it is a leadership problem. Both of the group answers have elements of truth in the sense that the placement by professional personnel managers is in its initial stage. It is not stated as a rule and the researcher could not get such criteria for the assignment of police personnel officers in the personnel department.

To the question: “Do you have any comment as to how the personnel management capability can be improved?” 25 of the respondents said that continuous training should be given to those who are in the positions and five of them said the department needs due attention by the organization. Both comments compliment each other because attention to the department means placing appropriate people in jobs.

4.5 PERSONNEL MANAGER'S CAPABILITY GAPS IN THE FEDERAL POLICE OF ETHIOPIA

In the preceding section of this paper, the existing levels of personal manager's capabilities were examined using respondents, documents and literature. This part of the paper deals with identification and analysis of the personnel managers' capability gaps that exist in the Federal Police with reference to the key theoretical concepts of the study, formulated in chapter one of this paper. Those capability gaps are analyzed as follows:

4.5.1. *Personnel Management gaps*

Human resource professionals must, at the very least, be expert in their specialist field. HR professionals must be dedicated enough to continually master the underling theory of human resources and agile enough to adopt that theory in their unique situations (Becker et al., 2005:159).

In this respect and to the question: "According to your experience, what are the problems of personnel management departments?" 25 respondents said it is due to a lack of professional and qualified people in the department and five of the respondents said it is a manpower planning problem. To the question: "Do you have any idea as to how to redress the skill or competence gaps in the personnel management in the organization?" 26 respondents said by continuous training and the assignment of qualified people, while four said due attention by the organization is needed to solve the problem. Thus, it implied that personnel management capability gaps in the organization need further study.

4.5.2 *Federal Police Organizational Knowledge Capability Gaps*

Since the 1940s, police officers have been assigned to the personnel administration section. The first personnel officer who was assigned as the head of the personnel section was Captain (later Brigadier-General) Mebrahtu Fisha (Beyene, 1972:155). The sample of 30 personnel managers' interviewed in this research indicated that 29 were police officers. Among those, ten were trained with certificates and 19 with diplomas in Police Science. They had served from 7

to 36 years in the organization. Hence, as Becker et al. (2001:158) noted, HR professionals add value to an organization when they understand how the business operates. The data from the respondents indicated that the assigned people in personnel management departments did not lack the knowledge of the operational function of the organization. However, it is questionable whether they updated their knowledge about the current situation of the organization because to the question: “Do you think that the Federal Police are well organized?” 13 respondents said that they did not know the current structure of the Federal Police. Therefore, updating their organizational knowledge is very important.

4.5.3 Technical skills gaps

Technical skills are defined as: “Skills involving the use of knowledge, methods and expertise to deal with day to day problems and activities” (Chandan, 1999:10). Van Fleet (1991:650) also defined Technical skills as: “The skills a manager needs to perform specialized tasks within a particular type of organization”. In this regard and to the question: “Do you have a planned personnel management-training program?” 24 respondents said no personnel management development was planned. To the question: “what are the practices of personnel management as far as training is concerned?” 26 people responded that since there is no plan, they did not undergo in-service training in personnel management. To the question: “Do you think the personnel managers in the Federal Police are well trained in personnel management?” 24 of the respondents replied that they were not. Consequently, there was a technical skill gap in the personnel managers of the organization.

4.5.4 Human skill gaps

The primary skills needed for effective management are technical, interpersonal, conceptual and diagnostic skills (Van Fleet, 1991:20). As far as the human skills are concerned, it involves understanding, patience, trust and genuine involvement in interpersonal relationship and they are necessary at all levels of

management (Chandan, 1999:11). These skills as a matter of fact, would be acquired first through basic formal management education and then through work experience, as well as on the job training. In this case, to have well-trained personnel managers means those who have passed authorized body professional tests and have at least four years work experience in the field (Armstrong, 1996:196); Werther and Davis (1993:54); and IMPA :availableatinternet<http://www.ipma-hr.org> (11/6/06). To the question: “Do you think the personnel managers in the Federal Police are well trained in personnel management?” 24 respondents said they are not well trained. Hence, the human skills need to be developed in the organization, both in training and experience.

4.5.5 Conceptual skills gaps

Conceptual skills are the ability to view the organization as a whole and as a total entity as well as a system comprised of various parts and sub-system integrated in a single unit (Chandan, 1999:11). Hence, the personnel managers should be equipped with these types of skills in order to have knowledge of the overall system and the general trends of the organization. In this case, to the question: “Do you think the Federal Police is well organized?” 13 respondents said that they did not know. This implies that the personnel managers who are in different levels did not have conceptual knowledge about the overall organization system.

4.5.6 Professional development gaps

Management development is concerned with improving the performance of existing managers. It also gives them opportunities for growth and development and ensures that management succession within the organization is provided for (Armstrong, 1995:455). Thus, personnel management professional development is one of the most important aspects in organizations because it contributes to the success of organizational objectives in the proper utilization of human resources. As far as Federal Police personnel professional development is concerned, it is noted that the Ethiopian Federal Police human resources department has failed to

be on board with current thinking and in devising an appropriate framework for human resources management (Shiffa, 2005:117).

To the question: “Do you think the personnel management department is important?” twenty-two respondents said that management of the organization did not give attention to the department and a budget is not allocated for training and development of personnel managers. Thus, it could be said that personnel management professional development needs immediate attention.

4.5.7 Police service capability gaps

As far as the importance of business knowledge is concerned, Becker et al. (2001:158) note that knowledge of the business allows personnel professionals to adapt HR and organizational activities to changing business conditions. To the question: “Are you a police officer?” 29 respondents replied that they were police officers. In addition and to the question: “What is your rank?” 29 of them answered that their ranks range from constable to assistant commissioner. Moreover, to the question: “Did you undergo police training and if so, at what level?” 29 of the respondent said that they have police training from basic entry level to diploma level. This implies that all police personnel managers in the organization are police officers and they do not lack the knowledge of the nature of police work. However, to the question: “Is the organizational structure well known by all staff?” 26 respondents said that not all members know the structure of the Federal Police.

Shiffa (2005:116) also notes that 75% of the officers did not know the essence of established rules, standards and procedures. Hence, the personnel managers' police service knowledge gaps need further study.

4.5.8 Organizational culture gaps

Understanding the culture of the organization provides the leaders with a deeper understanding of the attachments people have to the organization and to their

own goals (Fyfe et al., 1997: 113). In this regard, Ethiopian Federal Police personnel managers should have to understand the law enforcement code of ethics issued in May 2004 and make use of this code of ethics to improve the police culture and update the code where necessary. However, it is realized that the management of the Federal Police failed to create a harmonized culture of the “paramilitary” culture and the ‘ex-fighter (Gemgema) culture, to enable every one to work according to the organizational strategy (Shiffa, 2005:128-9). This implies that there is a need to create a unified organizational culture.

4.5.9 Expertise Capability Gaps

Capability is the ability or quality necessary to do something (Oxford Advanced Learners Dictionary, 2000:183). It also refers to the knowledge, skills and attitudes of individuals separately or as a group and their competence to undertake the responsibilities assigned to them (Franks, 1999:52):

- Tesfa (1976:81) states that failure in recruiting the right people to the force, failure in offering better professional education, misplacement and lack of recognition of the use of refresher courses, were the causes of inadequacies of the police in carrying out its functions.
- Dawit (1995:66) pointed out that regrettably, the police service does not attract applicants of the right quality for several reasons. The main ones being poor pay and poor working conditions.
- Shiffa (2005:117) further stresses that, as there is no practice of human resource planning, recruitment is not planned and scheduled.

Moreover, The Ethiopia Police College (2006:4-8) highlighted many personnel management defects amongst which are:

- Non-existence of job description from the rank of constable to the top.
- Unsystematic, abrupt and hasty recruitment
- Absence of manpower planning and lack of training based on the plan.
- Lack of trained manpower utilization.

In general, these shortcomings reveal that personnel management capability gaps in the organization need immediate attention.

4.6 AN ANALYSIS OF MAJOR PERSONNEL MANAGEMENT

FUNCTIONAL GAPS IN THE FEDERAL POLICE OF ETHIOPIA

As far as the responsibilities of the personnel management department in the police organization is concerned, Swanson and Territo (1983:184-5) and Fyfe et al. (1997:274-5) claim that among those tasks to be performed, manpower planning is one of the tasks to be done by personnel management. However, in the case of the Federal Police personnel management practice, as Shiffa (2001:117-119), the Police College Report (2006:4) and Kassaye (2006: 58) have indicated, manpower planning is not done and there is a lack of trained manpower utilization in the organization.

Concerning the recruitment and selection of recruits, Bunyard (1978:169) and the Federal Police Establishment Proclamation No. 313/2003 indicate that there should be a balanced police force containing representatives of a cross-section of the population, both in gender and ethnicity. However, in the Federal Police, the human resource statistical data of the 3rd quarter of 2006/2007 shows that from the total 16, 273 police officers, 1525 are male and 1, 023 (6%) are female (HR report, 2007:7). This implies that there is a discrepancy between policy and implementation of the policy of employment in the organization.

As to the formulation of a compensation plan in police organizations, Swanson and Territo (1983:184-5) and Fyfe et al. (1997:274-5) point out that it is the duty of personnel management departments to formulate adequate compensation plans which are distributed fairly. However, as Tesfa (1976:71) Dawit (1995:56) and Shiffa (2005:126) state, the Ethiopian police is one of the least paid government agencies in the country, except for the army which is the same. For instance, the salary structure of constables from as far back as 1942 is indicated hereunder:

Year: From - to	Base salary
1942- 1953- - - - -	Birr 18.00
1954- 1958 - - - - -	-Birr 23.00
1959- 1961 - - - - -	-Birr 25.00
1962- 1965 - - - - -	-Birr 40.00
1966- 1968 - - - - -	-Birr 60.00
1969- 1974 - - - - -	-Birr 75.00
1975-1979 - - - - -	Birr 112.00
1980- 1994 - - - - -	-Birr 137.00
1995- 2004 - - - - -	-Birr 220.00
2005- June 2007 - - -	Birr 575.00
July 2007-todate- - -	Birr 658.00

Source: Tesfa (1976:69), Federal Police salary scales (1981:303); (1995:1); (2005:1) and (2007:2).

As Shiffa (2005: 126) states, the minimum salary for a policeman (constable) in Sudan is 60 dollars, in South Africa 750 dollars and in Kenya 30 dollars. This comparison indicates that the Federal Police personnel management did not formulate an attractive pay scale for jobs found in the organization by evaluating their relative values.

Fourthly, regarding the human resources development practice, Zeray (2000:4) suggests: “Maximum attention from the executives and top police leadership in building police institutions to produce skilled, knowledgeable, ethical and confidential personnel is basic for rescuing the organization.” This suggestion reveals that the Federal Police is in critical need of skilled manpower to fill the gap.

The size of the Federal Police manpower was 16, 273 police officers and 645 social personnel (Federal Police manpower report 2007:6). The police officers and the civil servants are administered by different laws and regulations working in the same organization. The police officers are administered by police

establishment proclamation No. 313/2003 and police regulation No. 86/2003, whereas the civil servants are managed by civil servant administration proclamation 262/2003.

Since the focus of this study is on the police personnel management capability, the analysis will concentrate on the police officers status as follows:

Table 9: Federal Police Manpower status by level of education

Serial No	Level of education	number	Remarks
1	PhD. Degree	24	23 medical
2	Masters degree	33	
3	Bachelors degree	84	
4	Diploma	818	
5	Certificate	838	
6	Secondary education completed	7710	
7	Junior secondary education completed	4245	
8	Elementary education. completed	2751	
9	Literates	192	
	Illiterates	56	
	Total	16, 751	

Source: Federal Police HR Report (2007:4)

As table 9 above clearly reveals, 0.14% is PhD degree holders, 0.197% master degree holders and 0.5% bachelor degree holders. The degree holders (PhD. Masters and Bachelors included) are 0.837% of the total. Besides, the diploma holders and certificate holders are 4.88% and 5% respectively. According to table10, certificate holders and above, make up only 10.717% whereas 89.283% are below certificate level. These figures show that there is a very acute need of skilled manpower. The cause for the low level of educational standards and trained manpower in the organization should be studied.

As to the size and status of personnel management staff in the Federal Police is concerned, it is analyzed as follows:

Table: 10 Federal police personnel management staff by level of education

Serial No	Level of education	number	Remarks
1	Bachelor Degree	11	
2	Diploma	61	
3	Certificate	27	
4	Secondary education. completed	82	
5	Junior secondary education completed	141	
6	Elementary education completed	101	
	Total	423	

Source: Federal Police HR report, (2007:4-6)

As the above table shows, the personnel management staff is 2.58% (16, 751) of the total employees. Their ratio, as compared to the non-personnel management employees, is 2.5:1000. Hence, as Armstrong (1996: 107) points out” Even though there are no standard ratios for the numbers of personnel specialists to the numbers of employees, it can vary from 1 to 80, to 1 to 1000 or more”. However, as the above table clearly shows, there are no specialists; all are either general employees or below. Most of them (97.6%) are below bachelor degree holders. This indicates that in the organization there is an acute shortage of personnel management professionals and specialists required to ensure effective service from the organization.

In addition, the status of personnel managers who participated in the interview of this study is analyzed and the result is presented as follows:

Table 11: Respondents rank, level of education and work experience

Rank	Number	Level of education				Work experience in years		
		Bachelor	Diploma	Certificate	Sec. Education	0-5 years	6-10 years	Above 10 years
Assistant commissioner	1					-	-	1
Commander	2					-	-	1
Deputy Commander	3					-	-	3
Chief Inspector	8					-	2	6
Inspector	5					-	-	5
Deputy Inspector	3					-	1	2
Assistant Inspector	3					-	1	2
Chief Sergeant	1					-	-	1
Sergeant	-					-	-	-
Deputy Sergeant	-					-	-	-
Assistant Sergeant	2					-	1	1
constable	1					-	1	-
Civil	1					-	-	1
Total	30	6	14	10	-	-	6	23

With regard to table 11 above, of the 30 respondents, 13.3% are bachelor degree holders, 46.6% are diploma-holders and 33.3% certificate-holders. This implies that there is a shortage of professionals and specialists in personnel management in the organization. As far as the length of service is concerned, most of them (83.3%) have served more than 10 years. However, long service alone cannot be sufficient because to the question: “According to your experience, what are the problems of the personnel department?” 25 respondents said it is lack of professional and qualified people in the department and five respondents said it is a manpower planning problem.

Shiffa (2005:115-116) also indicates that “the human resources aspect of the commission are characterized by problems of incompetence, inconsistency and disintegration”.

To sum up, the major gaps in the personnel management practice of the Federal Police as revealed by the above three tables (Table 9, 10 and 11) are mainly caused by lack of skilled and qualified human resource personnel in general and professional personnel managers in particular, who are able to discharge their duties and responsibilities effectively and efficiently.

4.7. SUMMARY

This chapter covers the personnel management practices in the Federal Police and in particular, the three government systems: Emperor Haile Selassie era, the Dergue period and the present system.

Moreover, the present police personnel managers’ capability gaps were identified and analyzed using a sample of 30 police personnel managers, documents and literature research. The capability gaps were also analyzed based on the key theoretical concepts of the study formulated. Finally, the major gaps in personnel management practice of the Federal Police were analyzed.

CHAPTER 5

ADDRESSING SHORTCOMINGS OF PERSONNEL MANAGEMENT CAPABILITIES IN THE FEDERAL POLICE

5.1 INTRODUCTION

In the previous chapter the personnel management capabilities and the gaps in the Federal police were identified and analyzed. The responses from respondents and relevant documents researched have revealed that the gaps in personnel managers' capabilities should be addressed. That is why this chapter focuses on external and internal factors of shortcomings. To this end, three approaches were used to examine the shortcomings in the personnel managers' capabilities: Organizational, departmental and individual personnel managers' levels.

5.2 FACTORS OF SHORTCOMINGS IN PERSONNEL MANAGEMENT CAPABILITIES

The two factors leading to the shortcomings in personnel management of the Federal Police are external and internal factors. The external factors are outside of the organization and the internal ones inside the organization. Both are examined briefly hereunder:

5.2.1 External Factors

Organizations are open systems which continuously interact with the outside world (Chandan, 1999:54). Due to this interaction, organizations take inputs such as raw materials, capital, labor, energy and so on from the external environment and transform them into goods or services and send them back as outputs to the external environment (Chandan, 1999:54). In this regard, police organizations, as open systems of organizations, take resources such as people from the environment and after training them in police science, deploy police officers as outputs to serve the community. Thus, police organizations interact with the external environment and they can be affected by external factors. As

Decenzo and Robbins (2005:37-54) have indicated, the external influencing factors on human resources management are categorized into four areas:

- The dynamic environment of HRM
- current management thoughts and practices
- Government legislation
- Labor unions

The influence of the above factors on the personnel management capabilities of the Federal Police are discussed as follows:

5.2.1.1 The HRM environment

It is argued that in order to be successful in the future, the most important change for the HR functions is to achieve the move from its position as mainly process manager to strategic player (Miller, 2000:7). Moreover, it is also important that in order to become a strategic player, knowledge of the HRM strategic environment that includes globalization, technology, work force diversity, changing skill requirements, continuous work improvement process, engineering, decentralized work sites, teams, employee involvement and ethics is essential (Decenzo & Robbins, 2004:38).

In this case, the Federal Police personnel management is affected by the dynamic nature of the HRM environment. For example, the inputs it takes from the environment as recruits and cadets from the labor market, as well as the working environment of the personnel management in organizations, will have an impact on the personnel management of the police organization. For instance, the only requirement for personnel managers to be appointed in the police organization (as stated by the respondents) was experience in the work. However, this was not enough. As Decenzo and Robbins (2005:58) suggest, due to the work process and other working environment changes, the skills requirement should not remain the same in the future.

5.2.1.2 *Government legislation*

The impact of government legislation can be seen in two ways. The first is the legislation which affects the workflow of the organizations. For instance, different types of leave such as paid and unpaid leave has impacted on the work flow of organizations. The second relates to government legislation that affects organizations by issuing employee rights protection laws such as equal pay for equal jobs, employee retirement acts etc. (Decenzo & Robbins, 2004:39).

As to the Federal Police personnel management, government legislation had negative and positive effects on the police personnel management practice. In the Dergue Regime, there was legislation issued for both recruits and cadets to be active supporters of the then leading (governing) party. On the other hand, the present proclamation No 313/2003 gives rights to all Ethiopians who want to fulfill other criteria without any restrictions, to be candidates for both recruits and cadets. It states that: “The recruitment to be conducted shall be based on the equitable representation of gender, nations, nationalities and peoples of Ethiopia”. Hence, the influence of government legislation on police personnel management as an external factor is a determining one.

5.2.1.3 *Management thought and practice*

Capability is not a permanent nature. It is an asset of human nature that could be lost unless updated periodically (Ordiorine, 1987:109). Owing to this fact, previous management knowledge and skills, unless refreshed by the current theories, resulted in professional personnel managers not coping with the external environment. In the case of the current Ethiopian human resources practices, as reflected by Lemma (2007:12) it is stated that: “First make sure that the existence of skilled and educated workers is sufficient in quantity and quality, and then everything else will follow.” This indicates that it is a challenge for the Federal Police to update its personnel management capability

and practices on how to attract and retain skilled human resource in the organization.

5.2.1.4 Labor unions

Labor unions are certified third-party representatives of its members to secure wages, hours and other terms and conditions of employment (Decenzo & Robbins, 2004:38). It is also stated that the nature of the work force is changing and it is creating a challenge for many organizations (Chandan, 1999: 288).

In the case of the Ethiopian situation, even though there are no labor unions for civil servants and police officers, the labor unions of public enterprises and privately owned enterprise workers could have an indirect influence on the personnel management capabilities of the Federal Police. This is particularly the case since those labor unions are the police service users. The training of recruits and cadets in particular, could affect the nature of Ethiopian labor unions and their relation to employer organizations because when their disputes become beyond the control of the employer organization and turn into riots, the involvement of police officers is mandatory. Hence, it has an indirect effort on personnel management of the Federal Police.

5.2.2 Internal Factors

The internal factors are those found inside the police organization, specifically the leadership of the organization, the line managers and the personnel managers. How these factors influence the personnel management capabilities is indicated hereunder.

5.2.2.1 Leadership

The study of leadership as a subject really developed in the 1940s (Hopper & Potter, 2000:53). Leadership is defined by management writers in many ways. Some of them are as follows:

- Leadership – an influencing process directed at shaping the behavior of others (Van Fleet, 1991:326).
- Leadership is defined as the ability to influence people towards the accomplishment of goals (Chandan, 1999:298).
- Leadership is a process of getting people to work towards some common objectives (Fyfe et al., 1997:85).

The three writers' definitions center on influencing others to work towards the common goal.

Moreover, institutional leadership refers to the leader's role in defining the organization and for others, the role of the organization and for bridging relationships between the organization and its wider environment (Fyfe et al., 1997:108). Police executives must be especially concerned with the quality of their departments internal work environments, officer moral, the availability and quality of equipment and the support apparatus for police service delivery. (Fyfe et al. 1997:109). Thus, concerning the leadership influence on the personnel management in organizations, Decenzo and Robbins (2004:47) argue that “before any organization can develop and implement an internal organizational communication program, it must have the backing, support and blessing of the CEO.” As to the discretion of the personnel managers in their decision making, Werther and Davis (1993:55) point out that the individual practitioner has little control over their activities and this limits their professionalism. This implies that human resource experts are dependent upon the direction of the top executive and have few rights.

Regarding the Federal Police personnel management practice, we have seen that the department has little delegated power to exercise. For instance, from the 1940s' to the present day, the employment decision power is mainly in the hands of line departments (operational departments) and the chief executives. Only a small portion of the hiring and transfer decision-making capability was delegated to the personnel administration department (police order No. 3114/18 dated 10/3/68 No. 6, police order 7/1986 and recruitment guide March, 2004). This

was one of the factors for the personnel management capability and practice remaining backward.

5.2.2.2 Line Managers

Line units are those involved in operations that are directly related to the core activities of the organization (Chandan, 1999:390). Van Fleet (1991:227) also defines line position as those in the direct chain of command with specific responsibilities for accomplishing the goals of the organization. As far as the influence of line managers on the personnel managers is concerned, Armstrong (1995:119) states that “there is an increasing pressure to develop personnel responsibility to the line management”. Human resource managers are responsible for creating a productive climate by finding ways to enhance the organizations quality of work life through personnel activities and advice to line managers (Werther & Davis, 1993:20). However, the practice experienced by people on the ground is that the organization will be greatly influenced by the philosophy and practice of the line management team (Mooney, 2003:88).

In brief, the influence of line managers has an impact on the nature of personnel management capability and this can be also seen in the Ethiopian Federal Police personnel management practice of recruitment As Shiffa (2005:117) notes: “In practice, the main department for crime prevention does the recruitment and not the department centrally responsible for human resources.” This indicates the interference of the line department on the selection of recruits. This interference negatively affects the output as Shiffa (2005:118) argues that there is no adequate selection and recruitment practice and that makes training less effective and not up to the standard for recruits training.

5.2.2.3 Personnel managers

There is no excuse for managers to find learning boring in form as well as content (Fee, 2001:163). This implies that all personnel managers should learn to cope with the changing work environment. This is due to the fact that

capability is not permanent. It could be lost unless updated periodically (Odiorine, 1987:109). As Mooney (2003:15) argues, at the individual level, the potential ceiling may be limited by the personal ambition and capacity for professional growth of the current members of the HR team. Thus, the personnel managers' interest to develop their professional skills, as well as to update their practice, will affect the personnel management capability of the department as an individual, as well as a group. In the Federal Police until recent times, personnel managers were not active enough for their own professional development. This was one of the influencing factors at the individual level to the shortcomings in personnel management capabilities.

5.3 APPROACHES TO ADDRESS THE SHORTCOMINGS IN PERSONNEL MANAGEMENT CAPABILITIES

Based on the literature research, the documents and respondents replies, the shortcomings were approached on three levels. Those are at the organizational leadership, personnel department and individual personnel managers levels.

5.3.1 *Organizational level*

The organization and staffing of personnel departments clearly depends on the size of the business, the extent to which operations are decentralized, the type of work carried out, the kind of people employed and the roles assigned to the personnel function (Armstrong, 1996:107). In addition, as far as the functional roles of personnel management is concerned, Attwood and Dimmock (1996:5) argue that the specialist role may take the audit role, the executive role, the facilitator role, the consultancy role and the service role.

In order to carry out these functional roles effectively and efficiently, personnel managers need professional capability. The assignment of capable personnel managers is mainly decided by the head of each organization. To perform such important staffing requires organizational capability which includes, as Dainty and Anderson (1996:229-30) state:

- i. An understanding of the key components of the organization and the way those can be configured to the best response to external demand
- ii. An understanding of how to manage change and develop organizational components to create an organization which is able to respond effectively.

Regarding police organizations, they should have policies and procedures to hire and retain personnel managers in their organizations. As far as the Federal Police is concerned, there is no literature that states the capability requirements of police personnel managers and no document in the Federal Police which describes the criterion to be a personnel manager in the organization. It is clearly stated by Shiffa (2005:124-5) that "there is no clearly defined competency profiles for each job post in the Federal Police and it is still a challenge for the management of the Federal Police".

Regarding the responses obtained from respondents to the question: "What are the deficiencies of personnel management in the organization?" 15 respondents said no attention is given to the department's responsibility and it is not sufficiently empowered, while 15 respondents said it is not equipped with the necessary staff. All 30 respondents' answers are similar in nature namely, that the organization did not give attention to either the quality of manpower or the empowerment of the department. In addition to the question: "What are the causes of the weaknesses of the personnel department?" 26 respondents replied that no effort is made to fill the department with capable people, while four said it did not give due attention to the department's functional role.

To the question: "How can this weakness be improved?" 22 respondents answered that it will be solved by training, five said it needed strong attention while three respondents said discussions must be held. Based on the personnel management writers' viewpoints indicated above, the respondents felt that in order to address the deficiencies of the personnel management capabilities at organizational level, further research should be one of the options. Furthermore, to the question: "What are the problems of the department?" 25 respondents said

the lack of professional and qualified people in the department and five said it is a manpower planning problem. Moreover, two writers from the Federal Police confirmed that the key area of the Ethiopian Federal Police is the absence of a comprehensive human resources strategy and plan (Shiffa, 2005:116) and (Kassaye, 2006:62).

To the question:” How should the problem of the department be solved?” 20 respondents said by training of personnel, eight said by re-organizing the department and two said by discussions about the problem. The various responses could be taken as alternative options addressing the problem. In relation to the personnel development and to the question:” What are the factors that affect personnel management development? “20 respondents said it is lack of attention by management of the organization and four said budget constraints, while six respondents said further study is needed.

On the other hand, the Federal Police College report on Human Resources Development and Administration workshop conducted on January 2006, stressed that “without hesitation saying today or tomorrow, human resources reform work should be conducted in depth.” Thus, it is time to address the personnel capability gaps at organizational level. To the question:” Motivate your answer to the above question?” 24 respondents replied that the assignment of personnel managers should not only be on the basis of experience, it should include qualifications in the field of personnel management. Four said only a few people are qualified and this is insufficient.

As the majority of respondents (24) indicate, personnel managers’ assignment like other professional service assignments, should be based on a merit system with the emphasis on recruitment, appointment, retention and promotion based on ability, education, experience and job performance (Chandler & Plano, 1988:286).

To the question:” What do you suggest to redress the competence gaps existing in personnel management in the organization?” 26 respondents said continuous training and assignment of qualified people and four others replied that due attention by the organization is needed to address the prevailing personnel managements’ shortcomings in the Federal Police.

5.3.2 Personnel Department Level

The overall aim of the personnel management department is to make an effective contribution to the objectives of an organization (Armstrong, 1996:67). As far as the effects of personnel management on the overall objectives of the police organization is concerned, Giller (1991:273) points out that “the quality of policing depends on the quality of people doing policing and the success of police organizations depend on how well these people are selected, trained, evaluated, promoted and supported.” This indicates that capable personnel management can contribute greatly to retaining motivated employees who are committed to the achievement of the organizational goals.

In addition, Gaines, Southerland and Angel (1991:296) state that if personnel officers fail to properly manage internal outputs/ services, the external service to the community will definitely suffer, regardless of efforts made. Therefore, the personnel management department’s capability as a group is very important to the organizational success in providing personnel- related services.

In the case of the Federal police personnel management department’s capability, Kassaye (2006:58-62) and the Police College Report (2006:8) indicate that the personnel management department could not implement the rules and procedures issued such as recruitment, selection and placement procedures uniformly in the organization. Besides, Shiffa (2005:118) points out that “graduate recruits may stay long without having identification documents or personnel files opened in the main human resources department.” Hence, the departments’ weakness

should have to be addressed by the department itself, in order to do its level best regarding such routine tasks and other major ones.

Based on the suggestions made by the majority of the respondents (24 from 30) and the writers in the Federal Police mentioned above, the personnel management department of the Federal Police should be aware of the weaknesses of the department and take timely action.

5.3.3 Individual Personnel Managers' Level

Like any staff member, human resource personnel must at the very least, be experts in their specialized field. HR professionals must be dedicated enough to continually master the underlining theory of human resources and flexible enough to adapt that theory to their unique situation (Becker et al., 2001:156). From this point of view, one can understand that the minimum requirement for personnel managers is to be experts in their field. However, as 22 of the 30 respondents said, personnel managers in the Federal Police are not trained in the profession. The suggestions given by 26 of the 30 respondents are that continuous training and assignment of qualified people in the department is needed. Their suggestions are in line with what the management writers have put forward namely, that personnel managers as a catalyst of development of all the staff in organizations, must be exemplary in themselves by improving their set of capabilities through continuous development schemes (Megginson & Whitaker, 2005:5).

Moreover, Fitzenz and Davison (2002:19) argue that we earn partnership by acquiring the necessary skills and demonstrating to the customer-partner that we have something of value. As to the practical experience of this researcher, having served in the Federal Police for the last nine years, the major weakness noticed in each personnel manager was the absence of improving their capabilities through training. Therefore, each personnel manager should take care of his

personal development in his specialized field and should avoid obsolescence in the profession as far as possible.

5.4 SUMMARY

This chapter covers two factors of shortcomings of personnel management capabilities of the Federal Police. These are external and internal factors. Under the external factors, the dynamic human resource environment, current management thoughts and practices, as well as labor unions are presented. Under the internal factors that influence personnel management capability, the following were identified: Leadership of the organization, line managers and the personnel managers themselves. In the same chapter, the approaches to address the shortcomings in personnel management were categorized into three levels.

The approaches described were organizational, personnel department and individual personnel manager's level. Those approaches were based on relevant literature, respondent's responses and suggestions.

CHAPTER 6

FINDINGS AND RECOMMENDATIONS

6.1 INTRODUCTION

The researcher focused on the personnel management capability problem of the Federal Police because as many studies have revealed, the human resource function is the critical element for organizational effectiveness. Based on relevant literature research and responses given from respondents, personnel management capability and practice in the Federal Police was very low. The organization, in order to be effective in the services it provides to the community, should give priority to solve its personnel management competence problem.

Thus, the process and findings of this research indicates the existing level of personnel management capability and the gaps that exist for further study.

6.2 FINDINGS

In this study, specific questions were developed to be investigated. The research questions are addressed under primary findings. In addition, secondary issues arising from the research are presented under secondary findings.

Based on relevant literature, documents, interviews, as well as the researchers own experience, the following findings were made:

6.2.1 Primary findings

6.2.1.1 Research question one: “How is the Federal Police in Ethiopia structured?”

In this research it was found from literature, respondents and documents that organizational structure is the formal system of relationships of people to accomplish certain organizational objectives. The structure can be organized by function, method, client, time/shift, geography (place) and level of authority. Regarding the Federal Police structure, twenty-one respondents replied that the

Federal Police are basically structured geographically. But nine respondents said that they did not know. This indicates that the structure of the Federal Police is not well known by all staff.

6.2.1.2 Research question two: “What are the international standards for personnel management capabilities?”

In this research, it was established by literature search that there are two types of standards: *de jure* or *de facto*. From the two standards, the *de jure* standard type is applied in the evaluation of personnel managers' capability because this type of standard is set by a recognized standard making body.

Thus, it was found that international standards for personnel management capabilities were set by authorized bodies, such as the Personnel Standards Lead Body (PSLB), Society for Human Resources Management (SHRM), International Public Management Association for Human Resources (IMPAA-HR) and Chartered Institute of Personnel and Development (CIPD).

Based on the research conducted, the following list of standards can be used as checklists for employment and promotion of personnel managers in the organization:

Standards for Professionals in Human Resources (PHR)

- ❖ Four years of professional HR exempt experience or
- ❖ Two years Professional HR exempt experience and bachelor 's degree or
- ❖ One year Professional HR exempt experience and graduate degree and
- ❖ Pass comprehensive examination

Standards for senior professionals in human resources (SPHR)

- ❖ Eight years of professional HR exempt experience or
- ❖ Six years of professional HR exempt experience and bachelor's degree
- ❖ Five years professional HR exempt experience and graduate degree

- ❖ Pass comprehensive examination source.

6.2.3.1. Research question three: “What is the current personnel management capability in the federal police?”

Based on investigations in relevant literature reviews, document analysis, respondent's answers and researcher's experience, it was made clear that personnel management capability should include at the very least, technical skills in the field of personnel management and to be dedicated enough to continually master the underlining theory of human resources and become competent to apply that theory to each unique situation. Regarding the current personnel management capability in the Federal Police, 22 of the 30 respondents replied that the personnel managers in the Federal Police are not trained in personnel management, while 8 respondents said few are trained. Besides, reports on the human resources management, practice has revealed that the human resources management of the Commission is characterized by problems of incompetency, inconsistency and disintegration in implementing rules and regulations related to personnel affairs.

6.2.3.2 Research question four: “How should shortcomings in personnel management capabilities of the Federal Police be addressed?”

After the analysis of relevant literature, documents and the respondents' answers, it was found that shortcomings in personnel management of the Federal Police should be addressed both at organizational and individual personnel levels.

At the organizational level, it was learnt that executive organizational capability, which includes understanding of key components of the organization and how to manage organizational components to create an organization which is able to respond effectively, is very important. Hence, the top management of the Federal Police should know that like other professionals, personnel managers need professional capability to carry out their functional roles effectively and

efficiently. To address this, top management of the organization should design policy and procedure to hire and retain personnel managers. Regarding this issue, 26 of 30 respondents replied that the problem of personnel management in the Federal Police could be solved by continuous training and assignment of qualified personnel in the organization, as well as due attention to the personnel department.

On the other hand, individual personnel managers as a catalyst of development to all staff in the organization must be exemplary in themselves, by improving their set of capabilities through continuous learning and training. In this regard, 22 of the 30 respondents replied that personnel managers in the Federal Police are not trained in the profession and they suggested continuous training and assignment of qualified people in the department. Hence, proper attention by top management and individual managers can address the problem of personnel management capabilities in the Federal Police.

6.3 SECONDARY FINDINGS

A lot of discussions have been presented in each chapter of the study. Based on the significance of the issues to the main problem, the researcher made the following secondary findings:

6.3.1 Personnel management functions

Based on the research made, the specialist personnel management functions are summarized as follows:

- Formulating and proposing personnel policies and procedures
- providing personnel services in areas of
 - Manpower planning
 - Job analysis
 - Recruitment
 - Induction
 - Performance appraisal
 - Promotion

- Discipline
- Promotion
- Welfare
- retirement
- Advising line and top management related to human resources management.

6.3.2 Organization of personnel management

There is no uniformly applicable designing of organizational structure. Regarding the organization of personnel management, it depends on factors such as, size, objectives and decentralization of functions of the organization as well as the technology reached. Based on the relevant literature review and current practice observed, the personnel management function should report directly to the chief executive and be members of the management committee.

6.3.3 Police culture

The police have a unique organizational culture which is based on peer and group solidarity. The police culture is also known by its rigidity, secretiveness and closeness to outsiders. The Federal Police culture at present is said to be at a cross-roads, without a well-defined police culture. It follows neither the former militaristic police culture nor the ex-fighters culture but is somewhere in between the two.

6.3.4 Police Rank structure

Police are known by uniformed service and are organized according to ranks. The authority of police is distributed according to the hierarchy of police rank. In Ethiopia, the old rank structure of police is replaced by a new one as shown below.

Table 12: The old and new rank structures of the Federal Police

The old militaristic rank structure	The current police rank structure
- Constable	-Constable
- Sub- corporal	Assistant Sergeant
- Corporal	Deputy Sergeant
- Sergeant	Sergeant
- Second sergeant	Chief Sergeant
- First- Sergeant	- Assistant inspector
- Sub- lieutenant	- Deputy Inspector
- Lieutenant	- Inspector
- Captain	- Chief Inspector
- Major	- Deputy Commander
- Lieutenant Colonel	- Commander
- Colonel	- Assistant Commissioner
- Brigadier- general	- Deputy Commissioner
- Lieutenant- general	- Commissioner

Source: Tesfa: (1976:53) and Federal police Regulation (86/2003: 2124)

6.3.5 Police Administrative Orders

Administrative orders are directives issued by an organization to ensure its employee and management smooth relationships.

The Ethiopian police have had police administrative orders from the 1940's to date. As this research has revealed, police administrative orders until the 1970's were employee oriented. Police officers were considered as essential agents of peace and order in the country. However, from 1974 - 2000 the police service

was neglected. The police orders were job-oriented but now the police service is given proper attention. Although the administrative rules are better, they need further improvement.

6.3.6 Unique Police features

Based on the research, it is found that the police have the following unique features:

- Police service is universal in society
- Police have both coercive and non-coercive power
- The work demands both physical and mental fitness
- Police work 24 hours a day, 7 days a week and 365 days a year.
- It is a uniformed service
- It is rank structured
- It is the lowest paid profession in the Criminal Justice System
- It is the most accessible service to the community
- It is a labor-intensive task

6.3.7 The difference between profession and professional

In this study, it was discovered that a profession is a specific area of competence that fulfills the following criteria:

- Skills based on theoretical knowledge obtained through training and education
- A test of competence administered by a professional body
- A formal professional organization that regulates entry into the profession
- Has a professional code of conduct.

On the other hand, professional refers to the person/organization that fulfils the above criteria and is accepted as a member of a certain profession by certification.

6.3.8 The difference between line and staff

In this research, it was found that people in the line departments are directly involved in achieving the objectives of the organization, while people in the staff department participate in the objectives of the organization indirectly, by providing functional specialist services. In the case of the police service the crime prevention, investigation and traffic services, as well as the preservation of peace and security are line functions, while the rest of the activities such as personnel management, planning, public relations etc. are a staff service and structured on the basis of their functional roles.

6.3.9 The differences between personnel management and human resource management:

Based on the research, personnel management is identified as a welfare task for personnel in the early 1900's. However, in 1980 human resources management emerged by transforming personnel management to "human resources management."

The main differences are:

1. Personnel management is older in existence than HR management
2. Personnel management is employee-oriented while HRM is business oriented.

6.3.10. The similarities of personnel management and HR management:

In this study, the similarity of personnel management and HR management is found as follows: The personnel management and HR management are both support/staff units organized to render service on personnel related activities:

- Both terms are used interchangeably
- Personnel professionals and HR professional are grouped /categorized as HR professionals.
- Moreover, their tasks in the following table show their similarities.

Table 13: Major personnel/HR management tasks

Major personnel management activities	Major HR management activities
- Manpower planning	- Human resource planning
- Job analysis	- Job analysis/ work analysis
- Recruiting	- Job design
- Induction	- Information system
- Performance appraisal	- Recruitment /hiring
- Career development	- Promotion/ transfer/ separation
- Promotion	- induction/orientation
- Discipline	- Customer focused performance appraisal
- Welfare	- Career planning/ development
- Retirement	- disciplinary procedures
	- Wage/ salary administration

Source: (Tyson and York, (1989: 134) and Bernardin (2003:7)

6.4 RECOMMENDATIONS

In this study, a lot of personnel management capability concepts and practices were discussed based on the research problem, aims and the research questions. As the research shows, the personnel management role and competence requirement is changing as the business situation changes. However, the personnel management capability in the Federal Police, as a result of respondent's answers and documents studied revealed that there were gaps in the personnel management capability and practice. Hence, to address the problem and avoid its negative effect on the police service, it is recommended that the Federal Police should:

- Prepare a manpower plan which should be translated into practice.
- Have policy and procedures for employment and assignment of professional personnel managers in the organization.
- Prepare job specification and description to all police positions.
- Give due attention to the personnel managers professional development

by planning and conducting personnel management training programs

- Provide more challenging delegated power with proper feedback to personnel managers
- Monitor personnel management practices and update them to cope with current situations.

Moreover, to reduce the shortcomings in personnel management of the Federal Police, the personnel management department and the individual personnel managers should be involved in tackling directly, the personnel management capability gaps that exist. To this end, it is recommended that the personnel management department should:

- Take personnel management skill inventory and conduct training programs for all levels of personnel managers in the organization
- Conduct research into the personnel management capabilities in the organization

In addition, the individual personnel managers should prevent obsolescence by introducing life-long learning and training programs.

In general, to address the personnel /HR management professional capability problem in the Federal Police of Ethiopia it is recommended that:

- An authorized personnel /HR management body in the country should set standards that certify each personnel manager's professional capability against the standard.
- The personnel management practice in the Federal Police should be checked/ audited periodically by an independent authorized body.

6.5 CONCLUSION

To contribute to the organizational objectives, it is very important that personnel management capability should be at the required level or standard.

As far as the importance of personnel management to the police service is concerned, it was stated that “the quality of policing depends on the quality of people doing policing and the success of a police organization depends on how well these people are selected, trained evaluated, promoted and supported” (Giller, 1991:273). This implies that the personnel management competence is vital to retain motivated and committed employees.

Thus, the aim of this research was to examine the existing level of personnel management capability in the Federal Police and identify the gaps that exist. In chapter one, the problem statement and the research questions were stated. In addition, an empirical research design and qualitative research methodology were chosen to conduct this research. Chapter two dealt with the discussion of the structure of the Federal Police of Ethiopia. In chapter three the international standards for personnel management were explored and in chapter four, the current personnel management of the Federal Police personnel management was analyzed. In chapter five the shortcomings of personnel management of the Federal Police were addressed.

In order to solve the personnel management capability problems, it was found that at the organizational level, the top leadership should give due attention to the problem. Besides, at the personnel management department level, formulating training programs and further research on the personnel management capability problem was suggested. Furthermore, at individual personnel managers' level, it was suggested that every manager should try to avoid obsolescence through a life- long learning approach.

The personnel manager's capabilities in the Federal Police were found to be very low – too low to undertake their responsibilities and assigned duties. Thus, to solve the problem further research should be conducted.

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NOTE: The 'years' in the in-text reference and reference lists are written in G.C./Gregorian Calendar/.

Annex 1 Interview Schedule

Introduction

The following information was made available to the 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, 2002:131).

- Objective of the research
- Methods of research-procedures to be followed
- How the result will be used and published
- The type of participation expected from respondents
- The identify and qualifications of the researcher
- the protection of harm, right of privacy and honesty were explained
- How anonymity will be safeguarded
- Non-financial implication the respondents.

I hereby give full consent to my participation in this research:

Yes No

(Show your choice by marking 'x' in the space provided in front of yes or No).

Research title

Evaluation of personnel management capabilities of the Federal Police of Ethiopian in Addis Ababa

Research Question

1. How is the Federal Police in Ethiopia structured?
2. What are the international standards for personnel management capabilities?
3. What are the current personnel management capabilities in the federal police?

4. How should shortcomings in the personnel management capabilities of the Federal Police be addressed?

Part one- Background Information

1. Are you a police officer?
2. What is your rank?
3. Did you undergo police training? If so, at what level?
4. Did you get any personnel management training? If any, at what level?
5. Did you receive in- service training in personnel management?
6. What is your post in the personnel administration department?
7. How long did you serve in the personnel department?
8. How many years did you serve in the Federal Police in general?

Part Two: The structure of the Federal Police

1. What is the structure of the Federal Police?
2. Do you think the Federal Police are organized well?
3. Please motivate the answer for question 2?
4. Do you believe that the functional guidelines are well prepared?
5. Motivate your answer to question No 4?
6. Do you think the Federal Police structure is flexible to change?
7. Motivate your answer for question No. 6?
8. Do you feel that the structure helps to discharge each police officer's duties and responsibilities well?
9. Motivate your answer for question No. 8?
10. Is the organizational structure well known by all staff?
11. What is your comment about the structure of the Federal Police in general?
12. What is your comment regarding the structure of personnel management in particular?
13. What improvements do you suggest about the Federal Police structure?

14. Do you think the personnel management department is organized in its proper place?
15. Motivate the answer to question no 14?

Part Three: Personnel Management Capabilities in the Federal Police

1. Do you think the personnel management department is important?
2. Motivate your answer for question No 1?
3. Do you have a planned personnel management training program?
4. What are the practices of personnel management as far as re-employment is concerned?
5. What are the practices of personnel management as far as training is concerned?
6. What are the practices of personnel management as far as promotion is concerned?
7. What are the practices of personnel management as far as retirement is concerned?
8. What are the requirements to be appointed as a personnel officer or to personnel management?
9. In your opinion, what factors affect the personnel management practices in the organization?
10. Do you have any comments as to how the personnel management capability can be improved?

Part Four: Addressing Shortcomings of Personnel Management Capabilities

1. What do you think the personnel management deficiencies in the organization are?
2. In your opinion, what are the factors that contribute to the weakness in the personnel management department?
3. What do you suggest to solve the personnel management weakness?
4. What, according to your experience, are the problems of the personnel management department?
5. What are your suggestions to solve these problems?

6. What do you think the factors are that affect the development of personnel management capabilities?
7. Do you think the personnel managers in the Federal Police are well trained in personnel management?
8. Motivate your answer to question No 7?
9. Do you have any idea how to redress the skills or competence gaps in personnel management in the organization?

Translation

2/E07/66

Reference No.

Date: Nov, 13/2005

- *Crime Prevention main department.*
 - *Crime Investigation main department.*
 - *Federal Police College.*
 - *Federal Police Personnel Administration.*
- Addis Ababa

According to the agreement made between the Federal Police and the University of South Africa (UNISA), Mr. Degu Marew Zegeye is doing his master's degree studies in a distance education program at **UNISA**.

Hence, we request your good office to co-operate with him to collect data through interviews for his research paper on the area of police personnel management capabilities.

With best regards,

Yilma Zeleke
Assistant Commissioner
Head: Human Resources Department

Student number 3704-188-6

I declare that the EVALUATION OF PERSONNEL MANAGEMENT CAPABILITIES OF THE FEDERAL POLICE OF ETHIOPIA IN ADDIS ABABA is my own work and that all the sources that I have used or quoted, have been indicated and acknowledged by means of complete references.

SIGNATURE

(DEGU MAREW ZEGEYE)

DATE