

SELECTION AND PLACEMENT OF PERSONNEL AT LOCAL GOVERNMENT LEVEL
WITH SPECIAL REFERENCE TO THE MUNICIPALITY OF NEWCASTLE

by

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DISSERTATION

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Supervisor: Professor Dr. W.A.J. Coetzee

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"Let there be men and the government will flourish; but without the men, government decays and ceases. With the right men the growth of government is rapid; therefore the administration of government lies in the finding of proper men."

How far true is this?

(Confucius)

5th Lou for Sa and N. H. K. ...
To my wife Saras and my children
Reshenthie, Pensilla and Pashleen

My wife Susan and my children

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SUMMARY

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Department: Public Administration

Degree : Master of Public Administration

University: University of Durban-Westville

examined the sample

This dissertation investigates current models in application in the important area of personnel selection and placement at local government level, with particular reference to the Municipality of Newcastle with a view to rendering a more efficient and effective personnel service. The importance of personnel in general and the functions of selection and placement in particular needs hardly be over-emphasised. The quality of services provided or the very survival of any local authority is dependent upon personnel. Moreover, a sound system of municipal personnel administration is regarded as being essential because of the pending changes that are likely to occur in the field of municipal government and administration following the passing by Parliament of the new Republic of South Africa Constitution Act, 1983 (Act 110 of 1983).

Talk about the RDP
↓
Local Gov

According to the Town Clerk of Newcastle the study would be of much value to the local government and administration generally and particularly to his municipality.

To this end, traditional devices such as eligible lists and certification could be adapted to provide new requirements to test the validity, eligibility and the application of the merit principle in the selection of personnel. At the same time elements of career planning such as probationary periods and performance evaluation could lead to the development of more suitable personnel placement models.

To Mrs. ...
The image and standing of any municipality can be attributed largely to the careful selection and placement of its personnel. Every employer, whether it is the municipality or a private entrepreneur, would like to keep his customers satisfied by rendering the highest possible quality of service at the lowest possible cost. This is, however, only possible if the available personnel, who are carefully selected and placed to do the work, are utilised to the fullest. This, in turn, is only possible if a proper well-defined system of personnel administration exists which allows for the accommodation of a dynamic atmosphere of personnel utilization.

The current economic conditions in South Africa have given rise to many questions on the proper utilization of public personnel. The criticism goes hand-in-hand with wide-spread dissatisfaction with the quality of service rendered by public servants. This by no means is not just limited to servants in the employ of central government, but includes everybody in the employ of a State-related institution.

In order to reach the objectives of maximum satisfaction of needs with the most advantageous employment of the resources available and the promotion of the general well-being of the citizenry, a system of personnel administration should be so devised so as to utilize personnel to the optimum levels of efficiency. The resources available to meet the needs of man are limited, and it is of the utmost importance that they are used in such a manner that needs are satisfied to the greatest possible extent, i.e., resources should be used effectively and efficiently. Public money is used to meet the requirements and needs of the electorate, who undoubtedly watch expenditure with an eagle-eye.

Consequently, an analysis of the role of ~~municipal~~ personnel administration within the context of ^{Public} ~~municipal~~ administration is essential to understand the processes of provisioning, utilisation and most important of all the functional activities of selection and placement of personnel. Together with this follows a study of the requirements for effective personnel selection and placement.

From a study of resource material and personal interviews, an evaluation of models in operation for the purpose of selection and placement in the municipality of Newcastle is made. Based upon this investigation flows a set of proposals that would help to enhance the effectiveness of the activities.

In the final analysis recommendations are offered that may prove to be of inestimable academic value to both public administration theorists and the practitioners of public administration.

SELECTION AND PLACEMENT OF PERSONNEL AT LOCAL GOVERNMENT LEVEL
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CHAPTER I

INTRODUCTION

Local authorities have been established from the earliest times of the settlement at the Cape. As communities developed throughout South Africa some form of local authority was established. However, local authorities as they are known today were established only in 1836,¹⁾ although the basis for decentralised government had been established in the seventeenth century. They have come to be accepted as an important component²⁾ of modern government. A remark by a recent Pope in this regard is quite appropriate, viz.,

"For the vast majority, the idea of country derives its deepest roots from the local community, because it is there that the benefits of a social order, with its indispensable requirements, and often indeed its damaging errors and shortcomings to be avoided, are experienced in practice. Moreover, in the matter of civic education, the municipalities have performed in the past and still perform a role of first importance." 3)

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- 1) Thornhill, C.: "Devolution of Power to Local Authorities: Implications for the Municipal Councillor" in Coetzee, W.A.J. (ed.): Orientation of Municipal Councillors and Leading Municipal Officials in a new dispensation for Local Authorities (Durban: University of Durban-Westville Press, April 1985), p. 67.
- 2) Ibid.
- 3) Council of Europe, Principles of Local Self-government, Strasbourg, The Council, 1979, p.11.

Local authorities render a variety of services to a particular community within a prescribed area. The services rendered are determined by the needs and expectations of the community as well as by the ability of the local authority to meet the demands. The most important variable in the execution of this function to the community is personnel. The success of any institution depends mainly on the quality of its personnel. Consequently, the personnel activities of selection and placement play a significant role in the effective and efficient utilization of personnel. In this regard focus is directed at the Municipality of Newcastle.

1. STUDY PLAN

Personnel administration is the key element in the efforts of institutions, with particular reference to local authorities, to achieve determined objectives or goals. Local authorities in South Africa are subordinate bodies, corporates formed by Statute. The overall perspective of personnel administration as presented in Chapter II is viewed against this backdrop. In addition, the increased responsibilities delegated to local authorities in view of the introduction of regional services councils make personnel administration a *sine qua non* for their success. A brief exposition of regional services councils as an extension of local authorities is provided.

Chapter III comprises a study of staffing functions in areas such as provisioning, maintenance, training and development and utilisation. These activities form an integral part of the smooth and coherent operation of staffing as a generic administrative process.

The personnel function is afforded the attention and direction that are required. The idea that personnel administration is just another of the many staff activities of the municipality, such as engineering, health and traffic is clearly distinguished. It is different from other staff specializations, since it permeates the entire institution in a manner unsurpassed by other fields of activity. The personnel department monitors the behaviour, thought processes, wishes and needs of every employee in the institution. No other section of the institution has such an impact on the very existence of an employee, as the personnel section. Not only does the personnel section keep a record of one's personal profile, but also administers, *inter alia*, one's pension contribution, medical aid contributions and tax payments.

The various techniques that have been researched and applied in making personnel selection and placement more effective are investigated in depth in Chapter IV. The requirements are examined with a view to facilitating the judicious exploitation of human resources for the purpose of efficient personnel administration of local government. Of all the resources required to make an institution operate effectively, people are the most important resource, since they make the decisions concerning all other organisational resources. The function of personnel in the main is to fulfil the following objectives:-

- (i) provide the institution with well-trained and well-motivated employees;
- (ii) use the work force efficiently and effectively; and
- (iii) develop and maintain a quality of work life that makes employment in the institution a desirable personal and social situation.

Consequently, the various criteria that are employed in making the activities of selection and placement of personnel essentially objective and scientific are intended to provide a supportive role to the main functions of personnel administration.

Chapter V presents a close study of models that are currently in practice for the purpose of personnel selection and placement in the Municipality of Newcastle. Attention is mainly focused on the generic administrative function, viz., policy-making, and the procedure adopted in the execution of the activities of selection and placement.

The proposed models for the selection and placement of personnel in the Municipality of Newcastle are viewed against the background of devices that reduce the degree of subjectivity. The techniques are looked at carefully in Chapter VI. In addition to the suggested incorporation of new modes that are valid, objective and merit orientated, refinement of existing models is also regarded as a part of the proposal.

In Chapter VII, observations made in respect of general conclusions and recommendations could be of value to both academics and practitioners in the field of public personnel administration with a particular bias towards selection and placement at the level of local government. In this context special reference is made to the Municipality of Newcastle.

2. METHOD OF STUDY

The study entailed an analysis of current models for the selection and placement of local government personnel with special emphasis on the Municipality of Newcastle. The approach to the completion of this exercise was both theoretical and practical. The investigation in respect of the Municipality of Newcastle was based largely on resource material obtained from the Personnel Department of the municipality, and the various interviews conducted with personnel occupying different levels of position in the hierarchy of personnel administration in the Municipality of Newcastle. In addition, a wide range of books, journals, dissertations, theses, reports, Acts of Parliament, Provincial Ordinances, Municipal bylaws, official documents, newspapers and other publications that have a bearing on the subject under consideration were consulted.

3. DEFINITIONS AND TERMINOLOGY

Terms used in this dissertation necessitate some clarification owing to a multiplicity of connotations and definitions.

Personnel

The term 'personnel' refers to a body of persons employed by or active in an institution, business or service, for example, military personnel.⁴⁾

4) Reader's Digest Great Illustrated Dictionary, vol. 11, L-Z (Versailles, Kentucky: Rand McNally & Co., 1984), p. 1272.

Moreover, it implies the administrative division of an institution concerned with the recruitment and well-being of its personnel. Hence the reference to personnel administration which is defined by Stahl as "the totality of concern with the human resources of organisation."⁵⁾ At the same time Stahl clearly states, "personnel administration is something of a state of mind."⁶⁾

Government

The word 'government', *inter alia*, means:

- (i) "The act of governing, or the state of being governed; control, direction, or restraint exercised over men in communities; as just and efficient government.
- (ii) The form or system of administration by which a community is managed.
- (iii) Any territory over which the right of sovereignty is extended.
- (iv) The right of governing or administering the laws; the position and authority of one officially in control.
- (v) The executive and legislative bodies of a state, nation, or the like; the administration."⁷⁾

5) Stahl, O.G.: Public personnel administration, seventh edition (New York: Harper & Row, 1974), p. 16.

6) Ibid., p. 307.

7) Funk and Wagnalls' New Practical Standard Dictionary of the English Language (New York: Funk and Wagnalls Company, 1945), p. 574.

Local government

Local government is the action of governing the affairs of a town or city, that is, the affairs of people, business and industry. Government derives from an ancient Greek word meaning 'to steer'. To govern a city then, means to direct and control, or to regulate the things that need to be done.⁸⁾

Municipality

Municipality refers to a specific demarcated area of jurisdiction. The term is derived from the Latin word municipium meaning a borough, free town or municipal town, whilst municipal stems from the Latin municipalis meaning belonging to a municipium.⁹⁾

The Encyclopaedia Britannica defines a municipality as "a political subdivision of a state within which a municipal corporation has been established to provide general local government for a specific population concentration in a defined area."¹⁰⁾

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- 8) Tooke, H.W.: An Introduction to Local Government (Johannesburg: Wits University Press, 1977), p. 12.
- 9) Simpson, D.P. (ed.): Cassell's new compact Latin-English/English-Latin dictionary, third edition (London: Cassell, 1966), p. 144.
- 10) Encyclopaedia Britannica, Macropaedia, fifteenth edition, vol. 7 (Chicago: Encyclopaedia Britannica, Inc., 1979), p. 101.

The Penguin English Dictionary describes municipality as a "town, city or district possessing local self-government; governing body of such a place."¹¹⁾

Following from this, municipality can therefore be viewed as a governing body of one specific geographical area, generally urbanised, with its own name and character. Its physical size or level of development will vary from area to area. Hence the difference, quite obviously, between the Municipality of Durban and that of Newcastle.

Selection

Selection is the process of gathering information for the purposes of evaluating and deciding who should be appointed, under legal guidelines, for the short- and long-term interests of the individual and the institution.¹²⁾

In practice this means that the attributes of each candidate have to be compared to the requirements of the post to see if they match. A number of selection methods and techniques are used, for example, interviews, written or oral examinations and performance tests.¹³⁾

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- 11) Garmonsway, G.S. (ed.): The Penguin English Dictionary, third edition (Middlesex: Penguin Books, 1979), p. 488.
- 12) Schuler, R.S.: Personnel and Human Resource Management (New York: West Publishing Co., 1981), p. 142.
- 13) Cloete, J.J.N.: Introduction to public administration, second edition (Pretoria: J.L. van Schaik, 1984), p. 151.

Placement

Placement is concerned with ensuring that job demands are filled and that individual needs and preferences are met. Besides matching employee skills and abilities with the demands of the job, there is an additional emphasis on matching employee needs and preferences with job rewards.¹⁴⁾

According to Dunnette the broad aim of personnel decision making is to "estimate or measure as accurately as possible each person's individuality and to place him in an assignment for which his pattern of predicted job behaviour is appropriate both to his own long-term goals and to the goals of his employer"¹⁵⁾

Consequently personnel selection and job placement seek the optimal matching of men and jobs within the constraints dictated by available manpower and available jobs.¹⁶⁾

14) Schuler, R.S.: op. cit., p. 142.

15) Dunnette, M.D.: Personnel Selection and Placement (Belmont, California: Wadsworth Publishing Co., 1966), p. 183.

16) Ibid.

CHAPTER II

THE PLACE OF PERSONNEL ADMINISTRATION IN MUNICIPAL ADMINISTRATION

1. INTRODUCTION

The governmental structures in South Africa for many years provided for three levels of legislation and governmental institutions, viz.,

- (i) the central level with Parliament at the top;
- (ii) the regional level consisting of four provinces;
- (iii) the local level consisting of local and municipal councils.

From the 30th of June 1986, however, the provincial government has been phased out as a separate level of government and is now an executive arm of the central government. Currently, there are only two legislative levels, viz., central government and local government.

Parliament occupies the highest position in the hierarchy of legislatures. Municipal councils are subject to acts of Parliament. Each legislature makes its own arrangements to implement its legislation and has its own executive institution.

As a level of government, a municipal council is entrusted with the responsibility of rendering services for the well-being of the community it serves. Consequently this has a direct bearing on the

place of personnel administration in municipal administration since the quality of services provided by a municipality is dependent on the quality of its personnel.

The quality of the personnel is determined to an appreciable degree by the manner in which the processes for the provisioning and utilization of personnel are effected. Legislation and directives of the central government and regional services councils provide the parameters within which municipal personnel administration should be executed.

2. MUNICIPAL GOVERNMENT : A CONSTITUTIONAL PERSPECTIVE

Municipal authorities are at the lowest rung of the hierarchy of governmental institutions and carry out their duties within a framework of prescriptions and restrictions which are set by higher authorities.¹⁾ As such they have always been regarded as a subservient government and the so-called "autonomy"²⁾ of local government was granted on the basis that it could be withdrawn at any stage.

In the preamble to the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983), it is stated that the public institutions

1) Hanekom, S.X., R.W. Rowland & E.G. Bain: Key aspects of public administration (Johannesburg: Macmillan, S.A. (Pty.) Ltd., 1986), p. 118.

2) This is a reference to a community that is self-governing.

provided for by the Act are created for pursuing among others the following goals:³⁾

- (i) to further the contentment and the spiritual and material welfare of all,
- (ii) to respect, to further and to protect the self-determination of population groups and peoples.

From this it can be said that local authorities are created specifically to provide for elected and responsible forms of government such that services could be rendered for the good of the public.

According to Stanyer, local government belongs

"...to that sector of the machinery of government that is normally called 'decentralization area administration'... and... means simply that there is a governmental body with a jurisdiction limited to only a part of the total territory of a country." 4)

The term municipal refers to "a town or city having self-government".⁵⁾
The word town or city defines a geographical area that is inhabited relatively by a dense population and is characterized by meaningful

3) Republic of South Africa: Republic of South Africa Constitution Act, 1983 (Act 110 of 1983).

4) Stanyer, J.: Understanding local government (Oxford: Martin Robertson, 1980), p. 29.

5) Hornby, A.S.: Oxford advanced learner's dictionary of current English, new edition (Oxford: Oxford University Press, 1979), p. 565.

interactions.⁶⁾ An interaction between municipal government and central government exists so that the former may enjoy a large degree of administrative self-regulation, and at the same time provide central government with essential data on community values with regard to, inter alia, politics, cultural and social growth, industrial and commercial development.⁷⁾

To make administration at municipal government level more effective, regional services councils have been created to provide services on a joint basis particularly in metropolitan areas where co-operation between adjoining local authorities are a prerequisite to reduce the cost of services and to promote efficiency. Regional Services Councils do not constitute a new level of government - it is a horizontal extension of local government.⁸⁾

"The Regional Services Councils will be subservient to the Administrator-in-Executive Committee and they are no more than additional third tier government agencies, they are a local authority in a different form. They are charged with the responsibility of providing services, generally in bulk, but sometimes also retail to the local authorities in their area of jurisdiction, primarily bulk supply of services." 9)

-
- 6) Botes, J.: "Challenges to local authorities in the modern community", SAIPA, Journal of Public Administration, vol. 11, No. 3, September 1976, p. 90.
- 7) Rabie, A.: Training and Development of Municipal Personnel in South Africa, D.Admin. - thesis (Durban: University of Durban-Westville, 1985), p. 24.
- 8) Republic of South Africa, House of Assembly : House of Assembly Debates (Hansard), Col. 11406 and 11408, July 1984.
- 9) Hindle, R.: "Regional Services Councils", Speech by the Provincial Secretary to the Southern Africa Road Federation, 30 April 1986.

Minister A.A. Venter describes these councils as "instruments in the hands of local authorities".¹⁰⁾

With the advent of the Regional Services Councils Act, 1985 (Act 109 of 1985), the concept of municipal government has taken on a new dimension. In the investigation which preceded the introduction of this act, the Browne Committee¹¹⁾ came to the conclusion that the productivity of the larger municipal authorities in general was higher than that of smaller local authorities because they could make better use of the advantages of providing services on a large scale. The larger local authorities availed of a larger pool of expertise. Larger local authorities enjoyed the benefit of more competitive purchases and lower costs because of larger volumes involved. The Committee concluded that joint services in the highly developed areas offered considerable opportunities particularly with the development of self governing local authorities.

When considering the primary function of local government, which is to render services to a community so that the highest standard of living possible can be attained within the financial ability of a community, the question of the quality of personnel in its employ assumes significant proportions. In all matters concerning administration, local governments are subject to the higher

10) Venter, A.A., Minister of Local Government, Housing and Works of the House of Assembly: Opening address of the Conference of the Institute of Town Clerks, Cape Town, 3 June 1987.

11) Republic of South Africa: Report of the Committee of Investigation into the Finances of Local Government in South Africa, vol. 1, (Pretoria: Government Printer, 1980), p. 68.

legislative organs of government. Hence policy affecting personnel utilisation, execution and administration must take into account the objectives and intents implicit in the various legislations. Despite the constitutional constraints, municipalities in formulating their personnel policy, are required to meet the aspirations of the citizens of the town since the task of municipal authorities is to render services for the well-being of its citizens. Municipalities in essence provide public services on a minute-to-minute, hour-to-hour, day-to-day and year-to-year basis, often for 24 hours per day, including Sundays and public holidays.¹²⁾

Sometimes the influence of the political milieu in which a municipality functions adds to the difficulties in which it has to formulate, *inter alia*, personnel policy to serve its particular needs.

Viewing the backdrop in which municipalities operate, it becomes necessary to consider their position in relation to the central level of government, especially in the light of recent constitutional changes. The following (Pages 16 and 17) serve to illustrate this:-

12) Cloete, J.J.N.: Provincial and municipal government and administration: Selected readings (Pretoria: Van Schaik, 1978), p. 159.

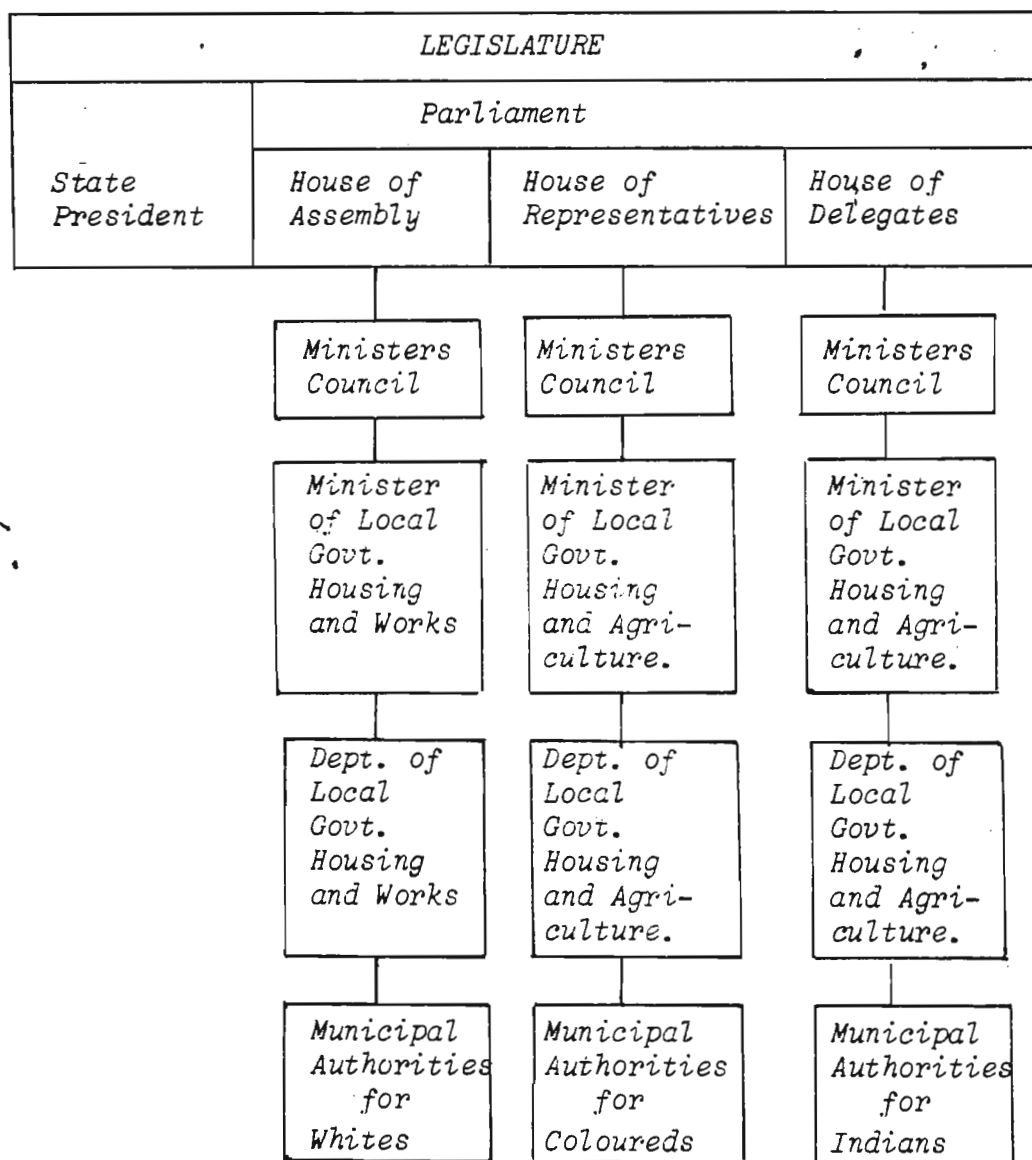


Fig. 2.1 : Municipal level of government relative to central level of government. ¹³⁾

13) Cloete, J.J.N.: Introduction to public administration, third edition (Pretoria: J.L. Van Schaik, 1986), p. 111.

STRUCTURES FOR LOCAL GOVERNMENT

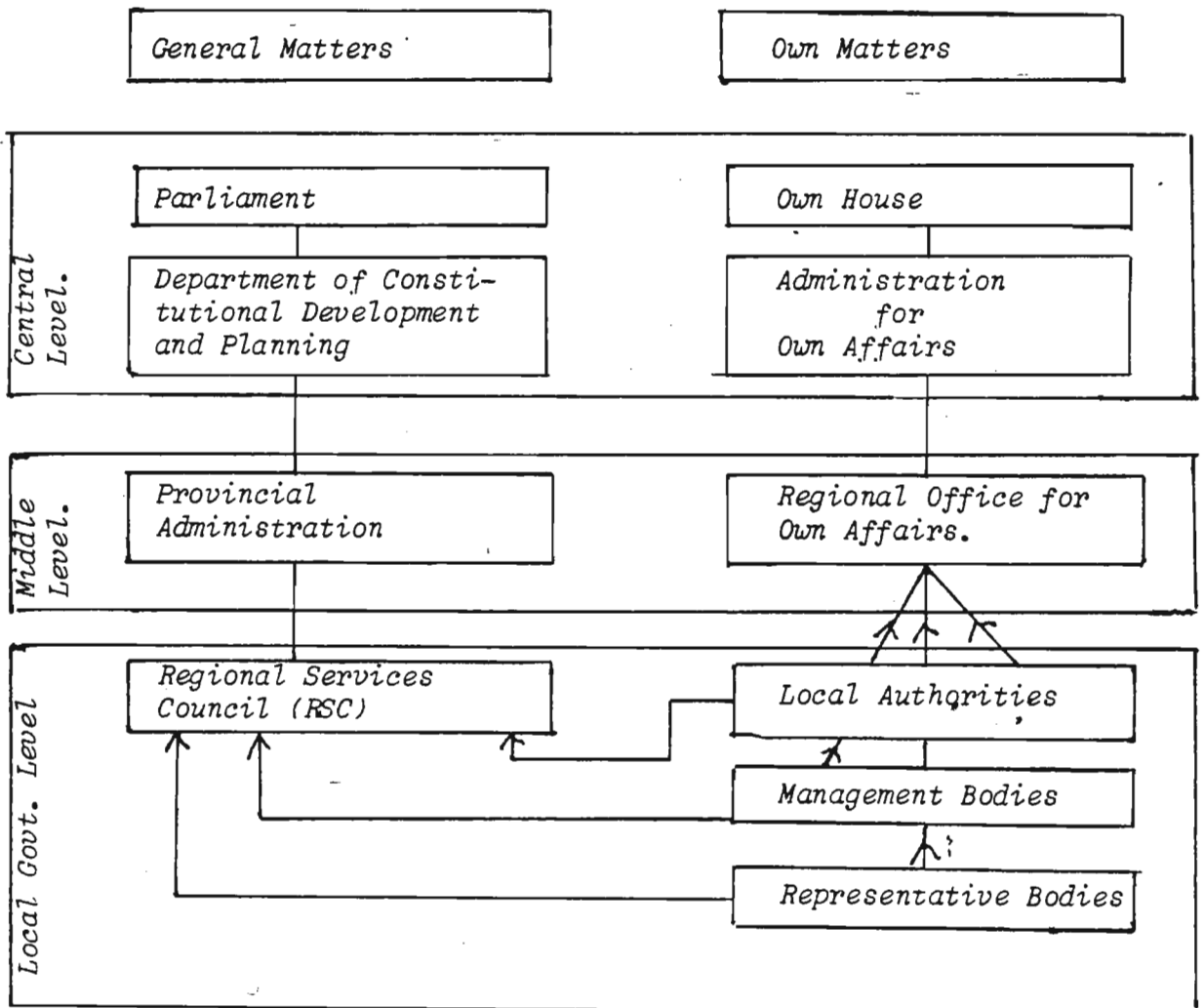


Fig. 2.2 : The position of Regional Services Councils
relative to existing governmental structures. ¹⁴⁾

14) Republic of South Africa: Department of Constitutional Development and Planning: Regional Services Councils, occasional paper, no date.

3. THE TERM ADMINISTRATION

According to Cloete, "administration is to be found wherever two or more people take joint action to achieve an objective."¹⁵⁾ The word administration is derived from Latin, administer, which as a noun means servant or attendant. When used as a verb, two distinct connotations can be attributed to it, viz:-

- (i) to help, assist or serve; and
- (ii) to manage, direct or govern.

Administration can be seen in many different ways depending upon the field of activity in which a particular practitioner is engaged. Dunsire,¹⁶⁾ for example, refers to at least fifteen different shades of meaning to the term administration. The following in particular having a direct bearing on the subject under consideration:

- (i) government and direction in the implementation of a given purpose or end: meaning execution
- (ii) direction or execution in the interests of someone else: government acts in the interest of all citizens.

The perspective provided by White¹⁷⁾ that the "art of administration

15) Cloete, J.J.N.: Introduction to public..., op. cit., p. 1.

16) Dunsire, A.: Administration: The word and the science (London: Martin Robertson, 1973), pp. 228-229.

17) White, L.D.: Introduction to the study of public administration, fourth edition (New York: The Macmillan Co., 1955), p. 2.

is the direction, co-ordination and control of many persons to achieve some purpose or objective" underscores the role of personnel in administration. Working together in the realization of a common goal reinforces the concept of human co-operative action as being basic to the operation of administration. Waldo¹⁸⁾ defines administration as the means by which formal goals are achieved through co-operative human effort and a high degree of rationality.

In academic circles the generic view of administration is expressed. According to the generic view a wide range of processes have to be passed through to reach an objective. These processes can be grouped into six generic administrative activities, viz., policy-making, organizing, financing, staffing, work procedures and controlling.¹⁹⁾ The generic administrative activities are carried out in public institutions and public administration can, therefore, be seen as "the application of organization, decision-making and staffing theory and procedures to public problems."²⁰⁾ Cutchin²¹⁾ defines administration as the execution of public affairs by persons jointly engaged in working towards common goals.

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- 18) Waldo, D.: The study of public administration (New York: Random House, 1955), p. 6.
- 19) Cloete, J.J.N.: Personnel administration (Pretoria: J.L. van Schaik, 1985), p. 1.
- 20) Vocino, T. and J. Rabin: Contemporary public administration (New York: Harcourt Brace Jovanovich, Inc., 1981), p. 4.
- 21) Cutchin, D.A.: Guide to public administration (Itasca, Illinois: F.E. Peacock Publishers, Inc., 1981), pp. 6-7.

The practitioners of administration in public institutions are engaged in administrative processes that can be termed public administration whilst administration in the private sector is business management. In business management the objective is usually profit whilst in public administration the objective is to promote the general welfare of society. Perhaps a further important difference is that in public administration those who are involved are required to observe specific guidelines which govern their conduct. These guidelines according to Cloete²²⁾ are the foundations of public administration, viz.,

- political supremacy;
- public accountability;
- reasonableness and fairness;
- effectiveness and efficiency; and
- rule of law.

Finally, despite the many varied definitions ascribed to administration, the following, however, appear to be the mutually accepted characteristics of the term:

- it deals with rationality;
- deals with specific processes and functional activities; and
- through co-operative action an effort is made to reach a predetermined objective whether in the public or private sector.²³⁾

22) Cloete, J.J.N.: Introduction to public..., op. cit., p. 9.

23) Thornhill, C. & S.X. Hanekom: Taak van die leidinggewende beampte (Pretoria: Butterworth, 1979), p. 9.

4. ACTS OF PARLIAMENT

Municipal government and administration are obliged to perform the functions prescribed for them by acts of Parliament, which is a sovereign legislature in and over the Republic.²⁴⁾ The establishment and control of municipalities are subject to legislation enacted by the Central Government. Parliament has from time to time passed a number of laws pertaining to the administration of local authorities. In recent times as a result of constitutional changes, local government are expected to play a more significant role in satisfying the political aspirations of the peoples of the country. The introduction of the Local Government Affairs Act, 1983 (Act 91 of 1983) in particular provides for three specific matters, viz.;

- (i) The establishment of a Council for the Co-ordination of the Affairs of Local Authorities.
- (ii) The establishment of a Municipal Development Board.
- (iii) The authorisation to the Minister to make regulations concerning interim measures to improve communication between the different local institutions.

In any administration, personnel refers to human beings employed to perform necessary functions. Whilst the Public Service Act, 1984 (Act III of 1984) makes special provision for personnel in the first tier of government, no such consideration is made to officials serving local authorities.²⁵⁾ Notwithstanding this, Parliamentary

24) Republic of South Africa: Republic of South Africa Constitution Act, 1983 (Act 110 of 1983).

25) Rabie, A.: op. cit., p. 42.

Acts have a direct influence on the administration of personnel matters of local authorities. Some of these Acts are, *inter alia*, the Unemployment Insurance Act, 1966 (Act 30 of 1966),²⁶⁾ and the Workmen's Compensation Act, 1941 (Act 30 of 1941).²⁷⁾

In addition, aspects relating to conditions of service of municipal personnel are subordinate to Acts of Parliament, viz., *inter alia*, office hours, overtime payments, rest periods, the provisions of rest rooms, work areas, safety at work and training. In this regard reference is had to the Machinery and Occupational Safety Act, 1983 (Act 6 of 1983),²⁸⁾ the Manpower Training Act, 1981 (Act 56 of 1981) and the Basic Conditions of Employment Act, 1983 (Act 3 of 1983).²⁹⁾

As a result of the recent amendments to the Labour Relations Act, 1956 (Act 28 of 1956),³⁰⁾ the central government concerns itself

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- 26) Republic of South Africa: Unemployment Insurance Act, 1966 (Act 30 of 1966), preamble. This Act provides for the creation of an unemployment fund.
- 27) Republic of South Africa: Workmen's Compensation Act, 1941 (Act 30 of 1941), preamble. Provision is made for the remuneration of employees injured on duty.
- 28) Republic of South Africa: Machinery and Occupational Safety Act, 1983 (Act 6 of 1983), preamble. This Act makes provision for the safety of employees performing work anywhere.
- 29) Republic of South Africa: Basic Conditions of Employment Act, 1983 (Act 3 of 1983), preamble. This Act relates to conditions of employment on a broad front. It applies to all persons in employment in both the public and private sectors.
- 30) This Act is now the Labour Relations Amendment Act, 1984 (Act 81 of 1984).

to a far greater extent with labour relations in local government than before. With the passing of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984) the control exercised by Parliament in respect of remuneration and allowances paid to town clerks, places a greater responsibility on local authorities for which they have to prepare themselves timeously.

The Honourable Minister of Constitutional Development and Planning in introducing the Second Reading of the Bill on 5 July 1984 said:³¹⁾

"Mr Speaker, it is a real pleasure for me today to deal with this Bill relating to one of the most interesting and one of the most important and most challenging occupations in our country - that of town clerk of a local authority.... Town clerks will be in charge of municipal personnel who will implement the new constitutional dispensation on a local government level. They will therefore play an extremely important role, and as greater recognition is given to the devolution of authority, the importance of the town clerk's task will increase.

I trust that the implementation of the provisions of this Bill will help to strengthen local authorities and prepare them for a key role in the future of our country."

The legislation of this Act is something unique in the history of local government in South Africa. It removes from local authorities autonomous decision-making in respect of their chief employee.³²⁾

31) Coetzee, W.A.J. (Ed.): Orientation of Municipal Councillors and Leading Municipal Officials in a new dispensation for local authorities, University of Durban-Westville Press, April 1985, p. 247.

32) Ibid., p. 253.

In the debate in Parliament, the Honourable Minister averred that

"the town clerk is the most important link, on the level of officials, between the government and the citizens. At no level of government is there a more personal, intimate and sensitive liaison than in this very office." 33)

In view of the importance attached to the role of personnel in local government in fulfilling the needs of the community, the Act came into being mainly to determine guidelines within which the personnel arrangements affecting the chief official could be worked out. By acknowledging the role of the chief administrative official a framework is also established for the administration of the subordinate personnel.

5. DEVELOPMENT OF MUNICIPAL PERSONNEL ADMINISTRATIVE SYSTEMS

Before discussing the responsibilities of municipal authorities in personnel administration, a brief overview of the evolution and development of municipalities/local authorities in South Africa would help to illustrate the importance of personnel administration at local level in the constitutional development of South Africa.

Because of the historical background, the imprints of both British and Dutch influence³⁴⁾ on the development of South Africa, local authorities to a very large degree, depend upon its geographical

33) Ibid., p. 254.

34) Adlem, W.L.J.: Konstitusionele verandering : Die munisipale raadslid en amptenaar, Politeia, vol. 3, No. 1, 1984, p. 45.

locality in South Africa, and have been greatly subjected to the influence of either the British system of personnel administration or the Dutch System or sometimes, a combination of both - a truly South African character emerging.

Upto 1910, the systems of local government and administration which applied in the Natal Colony (Natal Municipal Ordinance, 1847), the Transvaal (Transvaal Municipal Ordinance, 1853) and the Orange Free State (Orange Free State Municipal Ordinance, 1856) were primarily based on the Cape model, which again was based on the following three principles:³⁵⁾

- (i) local government and administration was vested in the hands of an elected council;
- (ii) local authorities were controlled by higher authorities; and
- (iii) all goods and services rendered by the local authorities were paid for by the citizens.

Over the years, however, the nature and extent of municipal administration have changed. Approaches relating to personnel administration have also changed with time.³⁶⁾ Whereas officials were initially appointed as the lieutenants (right hand) of the colonial governors it, nowadays, is accepted that the success of local representative

35) Cloete, J.J.N.: Central, provincial and municipal administration of South Africa (Pretoria: van Schaik, 1982), p. 242.

36) Rabie, op. cit., p. 49.

government is attributed to the effective combination of the different qualities which are contributed by both elected representatives and non-elected employees.³⁷⁾

It is essentially the increased awareness of the contribution of and the reliance on the officials in the efficient functioning of municipal government and administration that led to the awareness of proper staffing of municipalities.³⁸⁾ In addition the realization that municipal staffing cannot be done on an *ad hoc* basis, led to the formulation of essentially three major types of municipal personnel systems,³⁹⁾ viz.,

- (i) the separate system;
- (ii) the unified system and
- (iii) the single municipal service.

5.1 SEPARATE SYSTEM

This system grants municipalities the prerogative to deal individually with all aspects of personnel administration. As the lowest level of government, municipalities are, however, subject to the legislative

37) Humes, S. and E. Martin: The structure of local government (The Hague: International Union of Local Authorities, 1969), p. 149.

38) Rabie, op. cit., p. 50.

39. Ibid.

force of the higher authorities, viz., the provincial and central government.⁴⁰⁾ The restrictions are mainly directed at the conditions of service of the chief executive and administrative official and heads of department.⁴¹⁾

Subsequently, it could be inferred that the municipality is a closed unit dealing with its personnel affairs in a manner considered fit by its own elected council.⁴²⁾ This system, termed separate or individual, is, amongst others applied in South Africa, Brazil, United Kingdom and France.⁴³⁾

5.1.1 ADVANTAGES

The separate system would help the municipality to attract local inhabitants to join the municipal service in terms of its own personnel policy affairs.⁴⁴⁾ Consequently this facilitates recruiting the right people for the right job, people who are knowledgeable of local conditions, attitudes, needs and feelings. These being a prime prerequisite for the rendering of service for the betterment and general well-being of the citizens of the municipality.

40) Natal Local Authorities Ordinance, 1974 (Ordinance 25 of 1974).

41) Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

42) Cloete, J.J.N.: Munisipale regering en administrasie, third edition (Pretoria: van Schaik, 1983), p. 136.

43) Humes and Martin, op. cit., p. 151.

44) Rabie, op. cit., p. 51.

In addition, personnel are not subject to transfers from one place to another. Transfers, generally, besides causing a social and emotional disturbance, do affect the degree of dedication of personnel, hence indirectly having an influence on the quality of performance of the municipality.⁴⁵⁾

5.1.2 DISADVANTAGES

This system could result in smaller municipalities because of their inability to pay competitive wages, lose competent personnel to the larger municipalities. Thus, smaller municipalities would then have to cope with whatever calibre of personnel they can attract locally.⁴⁶⁾ Consequently, this could have a grave bearing on the standards of personnel practices in so far as maintenance, morale and productivity are concerned. It could, moreover, lead to nepotism and victimisation in the appointment and promotion of personnel.⁴⁷⁾

5.2 UNIFIED SYSTEM

The unified system of personnel refers to the custom whereby all government officials, irrespective of their rank and duty, are appointed by the central government. In this way a single government work force is created. This system is practised in countries like Morocco and Taiwan.⁴⁸⁾

45) Ibid., p. 52.

46) Ibid.

47) Ibid.

48) Hume and Martin, op. cit., p. 150.

5.2.1 ADVANTAGES

In a unified system under a central government, personnel practices such as recruitment, training, and most important of all selection and placement are centralised and standardised. The system allows for the transfer and promotion of officials from one level of authority to the next for the purposes of maximum personnel utilization.⁴⁹⁾

Moreover, the system ensures that even the smallest local town board or health committee could benefit from the services of competent and trained officials. In this way the technical and administrative expertise of personnel could be shared by every exponent of governmental activities.⁵⁰⁾

5.2.2 DISADVANTAGES

Without a concomitant government service commission to control selection, transfers and placement, such a system could lead to a situation where the more competent officials would be retained for central or higher levels of government. Consequently, municipal governments and smaller local authorities like town boards would have to contend with less qualified and less competent officials. Local authorities, moreover, could only serve as training ground

49) Rabie, op. cit., p. 53.

50) Cloete, J.J.N.: Munisipale regering..., op. cit., p. 138.

or stepping stones for trainees who would be attracted to the wide scope of activities of the central authority.⁵¹⁾ Thus leading to the detriment of a municipality that would be deprived of trained personnel.⁵²⁾

5.3 SINGLE MUNICIPAL SERVICE

This system was introduced in Ireland whereby all officials in municipal employment are grouped together in a single municipal service. Countries of the British Commonwealth like Sri Lanka and Nigeria gave the system an additional dimension by establishing a local public service commission. Based upon the principles of a central personnel authority, the local commission carries the responsibility for all personnel activities.⁵³⁾

5.3.1 ADVANTAGES

A single municipal service would benefit in the creation of a country-wide municipal staff complement. Such a staff body with, inter alia, the necessary knowledge, leadership skills, enthusiasm and concern for municipal affairs could be created. This arrangement would eliminate competition for staff as officials could be transferred to wherever a need for their services exists.⁵⁴⁾

51) Rabie, op. cit., p. 53.

52) Humes and Martin, op. cit., pp. 150-151.

53) Rabie, op. cit., p. 54.

54) Ibid.

5.3.2 DISADVANTAGES

This system could only be viable to the extent that a central control body, such as a local public service commission, could guide and lead the municipalities. In the absence of such a body, bribery and nepotism may lead officials to prefer working for a municipality of specific size or in a particular locality, i.e., a province or town. Another disadvantage comes to the fore, when, having to control these activities, viz., infringement of the local autonomy of municipalities and the creation of a feeling that the wishes of central government override the needs of individual local authorities.⁵⁵⁾

Despite the system of municipal personnel administration in operation, a number of activities, nevertheless, need to be performed. As Stahl indicated, personnel administration is "the totality of concern with the human resources of organization".⁵⁶⁾

6. THE RESPONSIBILITIES OF THE MUNICIPAL AUTHORITIES IN PERSONNEL ADMINISTRATION

Municipal authorities as a tier of government that function within the legislative parameters of the higher authorities are enabled by the

55) Cloete, J.J.N.: Munisipale regering..., op. cit., p. 138.

56) Supra, p. 6.

legislative parameters to undertake their own personnel administration. For the purpose of achieving their goals, i.e., rendering services for the betterment of the citizens, the six categories of generic administrative functions, viz., policy-making, organizing, financing, staffing, determining work methods and procedures, and controlling must be undertaken by municipal personnel administration.⁵⁷⁾ For example, before the functional activities constituting personnel administration such as recruitment, selection, placement and training can be undertaken, policy-making and the other five groups of generic administrative functions have to be performed.

6.1 POLICY-MAKING

Since municipal personnel play a very important role in the life and growth of a community, explicit policy directions must indicate the manner in which the functions constituting personnel administration should be performed. The executive policy will usually indicate to what extent a specific matter should be dealt with and, towards this end, budgetary provision must be made. For example, when money provided for the construction of roads, buildings and sewer-works, money must at the same time also be provided for personnel to do the work.⁵⁸⁾

Once approval is granted by the adoption of an executive policy, an administrative policy must be made to set-out how the project will

57) Cloete, J.J.N.: Personnel Administration (Pretoria: van Schaik, 1985), p. 25.

58) Ibid., p. 30.

be proceeded with. The administrative policy will state which organizational unit must do the work or what other organizational arrangements must be made, which personnel will be charged with which work, which procedure will be followed, how the necessary funds will be made available to pay for the work performed or to buy equipment and stores, and how control will be exercised to ensure that public accountability will be possible.⁵⁹⁾

Primarily policy concerning the provision and utilization of personnel should be treated as a dynamic matter so as to provide for good effective personnel administration at municipal level.

6.2 ORGANISING

Organizational arrangements for municipal administrative functions form an important part of effective personnel administration.⁶⁰⁾

One of the significant aspects of organizational arrangements is personnel record keeping. Every municipality will have to develop a record system to suit its particular circumstances and needs. A good system of personnel record keeping will enable the personnel officer to know the personnel assets so as to utilize each particular individual to achieve the best labour results. In this way the utilization of personnel will contribute to efficiency and effectiveness, thus leading to optimum benefit from the personnel corps.⁶¹⁾

59) Ibid.

60) Ibid., p. 34.

61) Ibid., p. 77.

6.3 FINANCING

Money must be provided for the performance of record-keeping, job analysis and description for the creation of posts, recruiting, selection of candidates for appointment, training and other staffing functions. For cost to be kept at the lowest possible level without affecting the efficiency and smooth operation of the activities of the administration, functional activities should be continuously reviewed in the light of financial resources.⁶²⁾

Moreover personnel offices will need considerable amounts of money for, inter alia, office accommodation, stores, office equipment and for the performance of control functions such as reporting, inspecting and auditing.

Since the payment of salaries and fringe benefits has a direct influence on the quality of personnel and service rendered, it becomes very important that the financial aspects of personnel administration be borne in mind as a matter of priority⁶³⁾ by municipal authorities.

62) Ibid., p.35.

63) Ibid., p.36.

6.4 PERSONNEL PROVISIONING AND UTILIZATION

Municipal administrations should approach staffing functions with care and insight. The provisioning and utilization of personnel will largely determine the efficiency with which goods and services are being provided to the citizens.⁶⁴⁾ Personnel provisioning involves the establishment of a posts structure, the provision of directives (regulations and codes), governing appointment, placement, training, merit assessment, promotion, discipline and retirement.

Personnel utilization involves on-the-spot training, the evaluation of personnel for the purpose of training and promotion, the counselling of personnel members to solve personal problems or to enable them to develop themselves, the creation of an esprit de corps and the elimination of friction between individuals and groups.

Since a large percentage of the municipal budget is spent on salaries and wages,⁶⁵⁾ it is therefore necessary to ensure that personnel officers have at least a sound knowledge of the numerous functions which constitute personnel administration.⁶⁶⁾

64) Coetzee, W.A.J.: "Personnel Provisioning and Utilisation at Local Government Level in Natal : White, Indian, Coloured and Black towns and cities" in Coetzee, W.A.J. (ed.) Pertinent Issues of Local Government and Administration in Natal, University of Durban-Westville Press, Durban, November 1983, p.89.

65) Ibid., p. 90.

66) Cloete, J.J.N.: Personnel..., op. cit., p. 38.

6.5 PROCEDURE

The procedure for the performance of staffing functions should be rationalised and continuously kept under observation. All functions should be carried out systematically in order to ensure public accountability. Personnel officers should continuously subject the procedure for the performance of the personnel functions to critical evaluation. The reason for such evaluation is to improve and adapt the procedure where possible and where necessary.⁶⁷⁾

6.6 CONTROL

To ensure that all the pre-determined objectives are reached, it is necessary that all work be closely monitored and controlled. Some of the measures by which control can be exercised are by legislature and bylaws of municipal councils,⁶⁸⁾ e.g.,

- (i) the value norms according to which personnel administration must be performed.
- (ii) staffing functions are allocated to specific office bearers.
- (iii) reporting to be done on officers.

7. SUMMARY

The development of municipal authorities as a tier of government has been both historical as well as constitutional. Prior to the coming of Union in 1910, the colonizers of the land introduced a kind of

67) Ibid., p. 40.

68) Ibid., p. 41.

local government to satisfy their immediate needs and services. Since 1910, however, the growth and development of local government have been rapid and widespread.

With the needs of the local community becoming more sophisticated with time, the services rendered by municipal administrations consequently have to be reviewed and improved upon from time to time. In this regard special attention has to be given to personnel administration which underpins the standing of any municipality and determines the quality of goods rendered.

Moreover, it is important to note that the enabling administrative functions must be performed in respect of each of the staffing functions, e.g., personnel provision functions, support functions, training and development functions, and utilization functions.

In the utilization of personnel it should be borne in mind that:

- (i) for the individual it is as necessary to rest as it is to work; and
- (ii) the measures devised for the utilization of officials must respect their basic needs and values, e.g., their physical, psychological and moral needs and values.

This is a particularly relevant aspect in a multi-racial country with a number of peoples with their own values and cultural histories.

CHAPTER III

THE STAFFING FUNCTION : A BRIEF THEORETICAL PERSPECTIVE

1. INTRODUCTION

Staffing is an administrative process¹⁾ of providing the necessary personnel for the execution of municipal functions. Technically, and comprehensively, staffing involves, *inter alia*, the processes of recruiting, selecting, placing, orientating, training, developing and appraising of personnel. It is not uncommon, however, to find that the concept staffing is used to refer basically to the two important processes of selecting and placing.²⁾ Generally, all units of the staffing process reflect the idea that the events are dynamic, viable, ongoing and continuous. This is an important criterion, because in personnel administration it is human-beings only who form the machinery of staffing. Non-human materials and resources are not considered as inputs or variables within the staffing concept.³⁾

In municipal administrations for services rendered to be effective and efficient, personnel have to be provided, utilised, maintained and trained. At times, over and above the basic functions of providing water and electricity, some municipalities are expected

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- 1) Sikula, A.F.: Management and Administration (Ohio: Charles E. Merrill Publishing Co., 1973), p. 171.
 - 2) Ibid.
 - 3) Loc. cit.

to meet the sophisticated expectations of the inhabitants. In such circumstances the quality of personnel and administration has to be *par excellence*.

Consequently, municipalities, in order to satisfy the needs of the citizens, have to carry out a number of activities referred to as personnel administration.

2. WHY STAFFING IS IMPORTANT

People are the most important asset in any administration.⁴⁾

By design, each job in an institution fulfills a specific role in helping to achieve the objectives. Thus, the staffing process which includes the necessary sequence of events is to ensure that the right person is placed into a job.

Ever since the Hawthorne Works Experiment, the importance of human resources has come into prominence and recognition.⁵⁾ This experiment was conducted by Elton Mayo, Fritz Roethlisberger and William J. Dickson at the Hawthorne Works Plant of the Western Electric Company in Chicago. The main contribution of this experiment was that it made administrative academics and practitioners acutely aware of the vital importance of the human factor, both as an individual and a group

4) Warrick, D.D. and R.A. Zawacki: Supervisory Management: Understanding Behaviour and Managing for Results (New York: Harper & Row, 1984), p. 243.

5) Sikula, op. cit., p. 173.

phenomenon, as a variable which had a great effect on administrative effectiveness and productivity.⁶⁾

The performance of local authorities likewise is dependent basically upon the competency of the internal human resources. Their job of service which is of paramount⁷⁾ importance is thus a question of fitting and matching the best human personnel to various positions in the administration.

The importance of staffing can be illustrated by imagining a work situation with the total absence of all manpower (personnel). A multi-million Rand municipal plant may exist, but it is useless and totally inoperative without human personnel. If manpower is available, it is just as easy to envision hypothetical or practical examples of how the experience, calibre or competency of individual manpower units may affect total productivity and efficiency of the administration. This serves to underline the vital importance of personnel administration as an integral part of the total organisational effort of a municipality.⁸⁾ In addition, the quality of personnel employed and trained to execute tasks relevant to sound municipal administration is of special significance. According to Stahl, special attention should be given to public employment:

6) Ibid., p. 5.

7) Dessler, G.: Personnel Management: Modern Concepts and Techniques, second edition (Virginia: Prentice-Hall, 1981), p. 100.

8) Sikula, op. cit., p. 174.

"Clearly, the nation cannot afford either mediocrity or severe shortages in public service. Government must have access to substantial proportions of its talented, highly educated and trained, and creative men and women." 9)

Since traditionally Americans looked upon government as incidental to the main business of life, many top-quality young people failed even to consider the desirability of entering upon a public service career. Educational institutions and vocational counsellors were slow to interest their students in employment with public institutions.¹⁰⁾ In recent years, however, the realization of the impact of personnel administration on society has given rise to a new attitude towards the public service. The according of recognition to public employees for achievements in the service of society has helped considerably to underscore the importance of staffing.

3. STAFFING PROCESS

Staffing as a process comprises of a number of components which are necessary for the rendering of services required by the inhabitants of a municipality. This means that personnel have to be provided, utilised, trained and maintained.¹¹⁾

The sub-component parts of personnel administration, *inter alia*, recruiting, selecting, placing, orientating, training and developing

9) Stahl, op. cit., p. 112.

10) Ibid., p. 38.

11) Rabie, op. cit., p. 55.

are events that are dynamic, viable, ongoing and continuous in nature.¹²⁾

The functional activities constituting personnel administration are discussed hereunder.

✓ 3.1 PROVISIONING OF PERSONNEL

For the rendering of basic municipal services, people are a prerequisite to keep the institutions viable and provide the services. *required as a condition*

The demands upon municipalities are forever increasing and therefore the careful provisioning of personnel requires planning and anticipation. This important activity determines the quality of employees engaged in providing services to the inhabitants of a municipality. In short, it is the personnel that makes up the flesh, blood and heart of municipal institutions. *anti-expect*

3.1.1 CREATION AND CLASSIFICATION OF POSTS

Posts or jobs must be created before appointment of people could take place. For each post to be established sufficient information about the work to be performed must be collected and analysed. In the creation of jobs it is essential for an orderly means of identifying work in such a way that it can be assigned a classification and that the kinds of education, training, and experience needed to perform it can be established.¹³⁾

12) Sikula, op. cit., p. 174.

13) Stahl, op. cit., p. 116.

It is also necessary, from time to time, to review the post structure in order to keep pace with changes and demands. Work is generally divided into bigger units, e.g., departments, branches or divisions by grouping related functions together. These bigger units can then be separated into smaller units. In this way the number of work units which will be required for each small unit can be determined.¹⁴⁾

These small units of work are collectively referred to as posts or jobs. By means of a process, called job analysis, activities that are related to each other and which require more or less the same mental and physical exertion are grouped. Thereafter, on the basis of the information obtained, a job description could be undertaken.

Upon completion of the various processes, the post is appraised so that a salary scale as well as other conditions of service to which the incumbent will be entitled can be allocated to it.¹⁵⁾

The number of departments will vary from municipality to municipality and is a matter of the particular classification policy. Most municipalities, however, have, for example, the following divisions or departments, viz., administrative, financial, electrical and civil engineering, health and protection services. Some, depending upon the strength of their income, also provide for additional departments of personnel, work study and parks and recreation.¹⁶⁾

14) Cloete, J.J.N.: Local Government..., op. cit., p. 38.

15) Ibid.

16) Rabie, op. cit., p. 58.

A typical hierarchical structure of a South African municipality of medium size,¹⁷⁾ indicating the relationships between the municipal council, its committees, town clerk and the municipal departments is shown in Figure 3.1.¹⁸⁾

3.1.2 RECRUITMENT

After the necessary posts have been created and the relevant criteria in respect of the posts are established, the finding of suitable candidates to fill these posts becomes the next step in the total staffing process. This is the stage of recruitment. Recruitment is the process of obtaining, inducing and enlisting qualified personnel to enter a particular job in an institution. It is a positive activity performed by an institution for the purpose of attracting a pool of qualified applicants.¹⁹⁾ In addition, to filling job needs, the recruitment activity should be concerned with filling the needs of job candidates.²⁰⁾

17) A municipality refers to a specific demarcated area of jurisdiction. The size of each varies, *inter alia*, according to its physical extent, population and financial resources. The term includes cities, towns, boroughs, villages and other organised communities. In this instance it refers to a town or borough.

18) Rabie, op. cit., p. 59.

19) Lorch, R.S.: Public Administration (New York: West Publishing Co., 1978), p. 129.

20) Schuler, R.S.: Personnel and Human Resource Management (New York: West Publishing Co., 1981), p. 122.

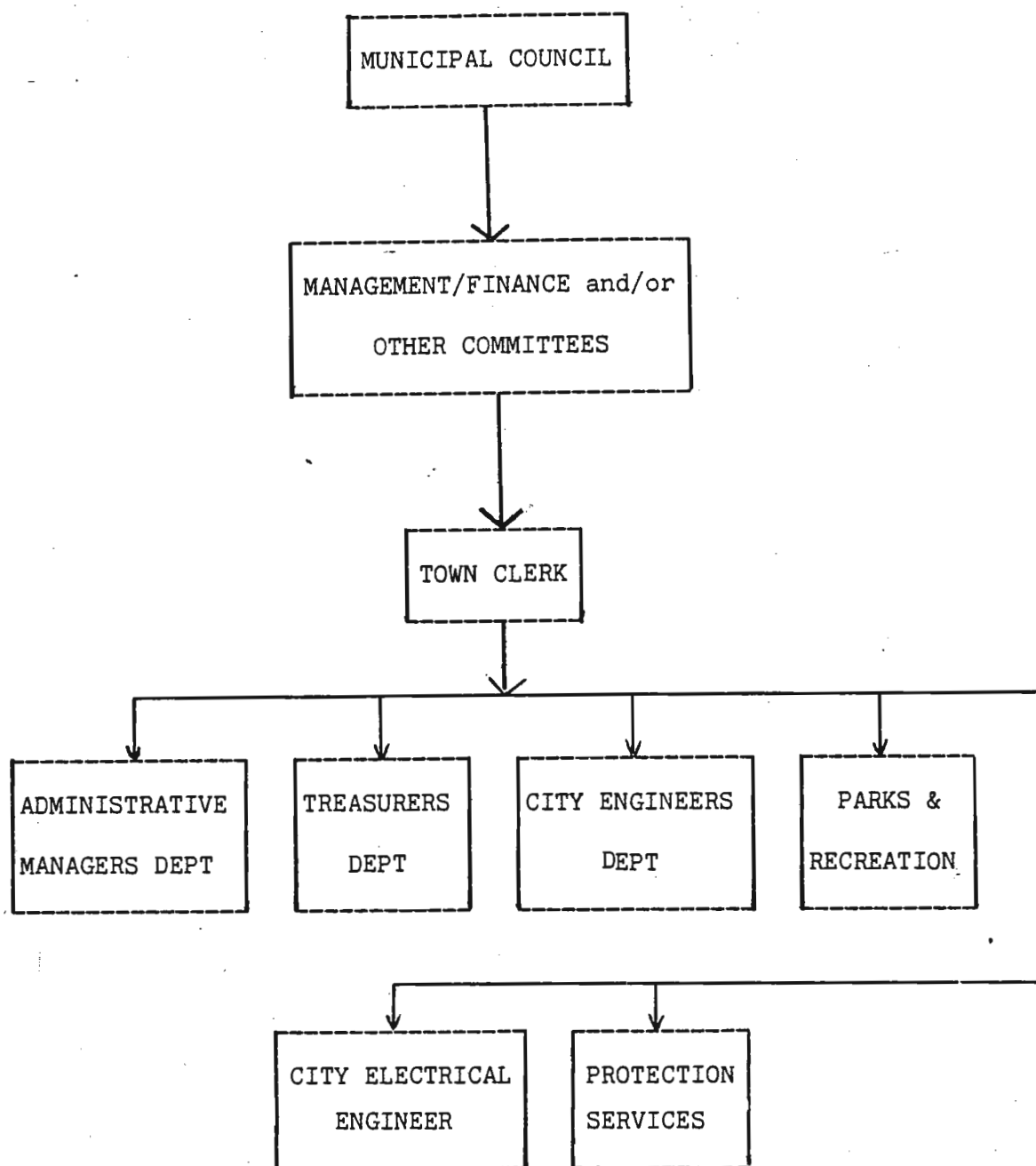


Fig. 3.1 : A typical hierarchical structure of a South African municipality of medium size, indicating the relationships between the municipal council, its committees, town clerk and the municipal departments.

Thus, recruitment not only attracts individuals to the institution, but also increases the possibility of retaining the individuals once they are employed. Consequently, recruitment can best be defined as a system of activities and processes used to legally obtain a sufficient number of the right people at the right place and time so that the people and the institution can select each other in their own best short-term and long-term interests.²¹⁾

The purposes of recruitment can be summed up as follows, viz., to:

- (i) determine the present and future recruitment needs of the institution in conjunction with the human resource planning and programming activity and the job analysis activity;
- (ii) increase the pool of job applicants with minimum cost to a municipality;
- (iii) help increase the success rate of the selection process by reducing the number of underqualified or overqualified job applicants;
- (iv) help reduce the probability that job applicants, once recruited and selected, will leave the organization after only a short period of time;
- (v) meet the municipality's responsibility for affirmative action programmes and other legal and social obligations regarding the composition of its work force;

21) Ibid.

- (vi) start identifying and preparing potential job applicants who will be appropriate candidates;
- (vii) increase municipal and individual effectiveness in the short and long term; and to
- (viii) evaluate the effectiveness of various techniques and locations of recruiting for all types of job applicants.²²⁾

It is generally assumed that all persons possessing specified qualifications are prospective recruits for the public service. In actuality, however, various circumstances contrive to place limitations on the area open to municipal government recruitment.²³⁾ Attention has already been given, to some measure, to, *inter alia*, two most powerful conditions:

- (i) the attitudes of the general population toward public employment, that is, the prestige such work has in the popular mind; and
- (ii) the salaries and emoluments offered by municipal governments.

The only off-setting forces thus far have been: (i) the sheer attraction of municipal work, based on its challenge or fascination; and (ii) periodic conditions of unemployment in the general economy.²⁴⁾

22) Ibid.

23) Stahl, op. cit., p. 119.

24) Ibid.

Moreover, the character of the education system and other various self-imposed restrictions, such as residence, age limits, sex, race and veteran preference have likewise their effects on the recruitment field. In some cases it is a laid down employment policy or practice that the vacant posts could be filled only by promotion.²⁵⁾

An analysis of some of these restrictions provides a clearer perspective of their influence on the field of recruitment.

The State as employer is always influenced by the State as educator, and the character of the education system to a considerable extent determines that of the public service, more specifically the municipal service. According to Stahl, for a long time the emphasis in educational institutions was on the acquisition of specialized techniques to the neglect of conceptual understanding, a natural concomitant of minute division of labour, had led public services in the United States of America to minimize educational achievement as an index to capacity and to build much of the recruiting and selection process around fitting personnel already trained into more or less rigidly specified job-slots.²⁶⁾

Two features, however, have been emphasised for consideration with regard to personnel administration:

25) Cloete, J.J.N.: Introduction to Public Administration, second edition (Pretoria: J.L. van Schaik, 1984), p. 149.

26) Stahl, op. cit., p. 119.

- (i) the recruitment of young people educated in a variety of disciplines to enter training internships, with a view to their ultimately being used in a variety of administrative posts; and
- (ii) in-service training to enlarge the perspectives of specialists who necessarily got their start in the institution in relatively narrow fields of work.

Age limits are another restrictive feature. For example, although minimum age requirements are still common in the United States of America these have become sufficiently realistic for the most part that they certainly do not interfere with direct recruitment from school. At the other end of the scale, maximum age limits, the United States Public Service has usually had a more enlightened policy than much of private business.²⁷⁾ In this regard, depending upon the type of post that is to be filled, a similar position prevails in South Africa as well.

Chronological age is no measure of competence or even of good health. The only circumstances under which age restrictions may continue are: for the minimum - to protect against the exploitation of children; and for the maximum - to apply to jobs calling for extraordinary physical stamina or agility, such as electric linemen, or heavy-duty truck driver, and to trainee jobs in which the investment in training must be recoupled by some prospect of continued employment for a number of years.²⁸⁾

27) Ibid., p. 122.

28) Ibid., p. 123.

Stahl states that sex has also been a barrier to recruitment in the United States of America. Although there are few formal prohibitions against the employment of women, sex discrimination does continue in the latitude left to appointing officials who in some instances may still specify "male only" when requesting lists of eligible candidates without having to prove that women would be unsuitable for the work.²⁹⁾ Society is still very much male oriented in South Africa. Bias is quite evident in the selection process, where an equally competent male would be preferred to a female.

From this development it follows then that sources for recruitment have essentially a twofold task to fulfil:

- (i) to eliminate or modify those restrictions of the recruitment field that are not contributory to an effective public service; and
- (ii) to enlist into competition as many promising candidates as possible so that real meaning is given to the objective of selecting the best.³⁰⁾

With the introduction of the merit system as a basis³¹⁾ in personnel administration in municipal service, recruitment should be directed

29) Ibid.

30) Ibid.

31) Fougère, L.: Civil service systems: Texts and essays (Unesco, 1967), p. 261.

at attracting young people of high quality³²⁾ who wish to make a career in municipal administration. The success in obtaining this depends not only on the attractiveness of the remuneration, but the various other criteria of appeal associated with recruitment. The following, inter alia, could be seen as a checklist.³³⁾

1. Financial
 - 1.1 Immediate salary
 - 1.2 Policy on salary increases
 - 1.3 Fringe benefits
 - 1.4 Bonuses
 - 1.5 Stock option
 - 1.6 Commission
 - 1.7 Tuition payment or refund for advanced training
2. Job tenure
3. Quality of Supervision
4. Promotion policies and opportunities
5. Job duties and responsibilities
6. Working conditions and hours; equipment; parking; transportation
7. Importance of the job in the institution
8. Opportunities for recognition
9. Opportunity for initiative
10. Institutional policies on fair treatment of employees
11. Training provided

32) Rabie, op. cit., p. 62.

33) Mandell, M.M.: The Selection Process: Choosing the Right man for the Job (New York: American Management Association, Inc., 1964), p. 120.

For good working co-ordination and efficiency in services provided by municipal administrations, line-staff³⁴⁾ co-operation in the area of recruitment is essential. From a practical point of view the specialist who recruits (and screens) for the vacant job is seldom the one responsible for supervising its performance.³⁵⁾ Subsequently, the personnel specialist should have as clear a picture as possible of what the job entails, and this almost always demands interviewing the supervisor involved. For example, the personnel specialist might want to know something about the behavioural style³⁶⁾ of the supervisor and the members of the work group - whether it is a difficult group to get along with. The personnel specialist might also want to visit the work site and review the job description with the supervisor to ensure that the job has not changed since the last description supplied. Furthermore, the supervisor may be able to supply additional insights into the skills and talents the new worker will need.³⁷⁾ Thus, it can be seen for reasons such as these, that municipal personnel planning in general and recruitment in particular require close and ongoing co-operation between line and staff personnel.

34) Line function is the "doing" side of the operation in an institution. It is directly concerned with achieving the substantive goal of the institution, e.g., nursing in the Department of Health, and teaching in the Department of Education. Staff function is the advisory service and support provided to the institution in fulfilling its original functions, e.g., personnel administration, financial control and supply services.

35) Dessler, op. cit., p. 105.

36) Ibid.

37) Ibid., p. 106.

Various techniques in the field of recruitment could be used not only to attract applicants for a specific need of the moment, but also to develop a general awareness and sympathetic understanding by a segment of the public regarding municipal administration or some of its functions. Typical methods, *inter alia*, that could be used very purposefully are as follows:³⁸⁾

1. advertising in newspapers, radio, television, journals and cinemas;
2. distribution of booklets on careers, fringe benefits, conditions of service to students and scholars;
3. inviting job-seekers to specify their vocational interests for future reference;
4. developing long-term institutional relationships with influential professional and labour leaders;
5. periodic visits, displays, and programmes directed to college campuses to interest students in municipal work;
6. holding informative exhibitions of careers in municipal government at conventions, State fairs and other gatherings where large numbers of persons are in attendance;
7. sending personal letters to students and scholars in relevant institutions; and
8. personal examples, attitudes and behaviour of municipal officials could be utilised to persuade high-quality candidates to enter municipal service.³⁹⁾

38) Stahl, op. cit., p. 124.

39) Rabie, op. cit., p. 63.

The importance of a systematically developed recruitment policy is invaluable to a municipality that serves a large geographic area with a dense population. The very character and type of service provided will in the long run depend on the quality and character of the recruits who are brought in from time to time.⁴⁰⁾ The methods in recruitment that have been devised and tried out, should be adapted to meet local conditions. Resourcefulness and ingenuity are important since the employment market is ever changing.

In addition, another important feature of the activity of recruitment is the application procedure. The two most fundamental requisites of sound application procedure are:

- (i) to facilitate determining whether the applicant is basically qualified to compete and
- (ii) to ensure that unnecessary barriers to admission to competition are eliminated.⁴¹⁾

The design of the application form for the eliciting of essential information relevant to the vacancy advertised must be taken into account. As an information tool, the form must not only yield data for immediate selection purposes, such as, *inter alia*, identification, education and experience, but should fit in necessarily as a part of the permanent personnel records if the applicant is eventually

40) Stahl, op. cit., p. 125.

41) Ibid.

employed, lending itself to ready supplementation in future years to cover added education, professional honours and other significant details.⁴²⁾

3.1.3 SELECTION AND PLACEMENT

As selection and placement of municipal personnel administration forms the central point of this dissertation, it will be discussed in detail in Chapter Four.

3.1.4 PROBATION

The probationary period is an important stage of the selection process. It is during this period that the appointee must demonstrate his capacity to perform the work before his employment becomes final.⁴³⁾ This period affords personnel administration an opportunity to gauge those hidden talents and qualities of the appointee that are not normally evidenced by tests or other examining techniques. It is, in short, a check on the whole selection procedure and a means for remedying awkward or inappropriate placements.⁴⁴⁾

According to Barton and Chappel, probation is "a sort of on-the-job testing".⁴⁵⁾ Consequently the supervisor should realise the importance

42) Ibid., p. 126.

43) Ibid., p. 161.

44) Ibid.

45) Barton, R. & W.L. Chappel: Public administration: The work of the government (Illinois: Scott, Foresman & Co., 1985), p. 104.

of the need for proper guidance, assistance and objectivity⁴⁶⁾ to ensure the continued survival of the appointee to the institution. Following upon this, should any major inadequacies in the make-up of the appointee be detected in this period, the necessary correcting steps should be taken either to place the official in a more suitable position, or to discuss him so as to avoid any false hope of competency being created, since the policy of probationary period generally fosters unrealistic assumptions of permanency once probation is successfully completed.⁴⁷⁾ In fact, meeting work requirements should be an ongoing continuous process in all jobs.

3.1.5 PROMOTION

It is an accepted practice in most institutions to fill higher echelon posts by promotion. This is one of the service benefits which employees have come to accept in almost every occupation.

By promoting from within rather than from without the institution creates the potential for career ladders in municipal service, and that potential may increase the motivation of the employees.⁴⁸⁾ In any job situation it is the opportunity for advancement and the chance to make the best possible use of one's capacities form one of the well springs of human motivation.

46) Cloete, J.J.N.: Introduction to Public Administration..., op. cit., p. 152.

47) Stahl, op. cit., p. 161.

48) Hays, S.W. and R.C. Kearney: Public Personnel Administration, Problems and prospects (New Jersey: Prentice-Hall, Inc., 1983), p. 95.

The important aspect of promotion is that it should be effected on merit instead of merely on seniority in the particular institution. Seniority in service is not by itself a virtue unless it has been accompanied by progress and growth.⁴⁹⁾

Specially designed evaluation systems to serve as instruments for the purpose of promotion are essential. Individual employees are in no position to see themselves in perspective in relation to other competitors for promotion. It is necessary to take note that municipal administrations providing services to the public is not the private property of those who work there. They are there for reasons other than for the ambitions of employees to achieve higher posts or pay.⁵⁰⁾ Progressive advancement, at the same time, based on nepotism and favouritism must be avoided at all cost as this could lead to stagnation and mediocrity of service.

In recent years an aspect of promotion policy that is receiving emphasis is the affirmative action that is being taken to make certain that various ethnic groups and women, while having initial access to public jobs do not lose out in the promotion process.⁵¹⁾ Without in any way impinging upon the merit principle it is necessary for the education of selection officers to ensure that in the final steps of selection for promotion no one is ruled out because of his or her sex, race, religion⁵²⁾ or other criteria unrelated to the work.

49) Stahl, op. cit., p. 164.

50) Ibid., p. 165.

51) Ibid., p. 166.

52) Ibid.

Another pertinent consideration in the implementation of a promotion policy is that officials should not be promoted solely on the basis of their achievements in their present posts.⁵³⁾ They should also be assessed against the requirements and duties of the posts to which they are to be promoted. This is important because higher-graded posts will require officials to possess qualities other than those needed in the lower rank. Consequently, the absence of such qualities in even an excellent worker who is promoted to a higher-graded post, can cause great harm to himself, to his subordinates and to the institution of which he is a part.⁵⁴⁾

It would be of benefit to institutions if in the course of their training services, officials are prepared for promotion to higher-graded posts.

3.1.6 TRANSFER

Personnel mobility, where the career system is applied, is not always upward; movement of employees could be lateral as well.⁵⁵⁾

Sometimes people accept transfers to new assignments just to broaden their experience or to get around some blockage in their career ladder.⁵⁶⁾ Transfers laterally, that is without change in pay or rank, could take place owing to organizational demands such as

53) Cloete, J.J.N.: Introduction to Public Administration..., op. cit., p. 152.

54) Cloete, J.J.N.: Local Government..., op. cit., p. 41.

55) Strauss, G. and L.R. Sayles: Personnel: The Human Problems of Management, fourth edition (New Jersey: Prentice-Hall, Inc., 1980), p. 355.

56) Loc. cit.

expansion, contraction, shifting policies or methods and seasonal loads. It can be caused by the need for development of the individual or for making better use of his skills.⁵⁷⁾

Transfers are also used as a device when employees have trouble with their work or develop personal friction with their superiors. Such remedial transfers are merely used to gloss over serious problems.⁵⁸⁾ However, it is usually better to resolve the problem directly rather than to postpone it through transfer. It sometimes happens that the replacement for the person being transferred may face the same problems again.

In recent times technological and structural changes within an institution or economic and financial factors within the external environment⁵⁹⁾ have made lateral movements necessary. Less difficulty in introducing change is experienced by following a flexible transfer policy.

Transfers could also be used very effectively by institutions to extend an employee's horizons and broaden his exposure to the work of the enterprise. It has been found that nothing has better training

57) Stahl, op. cit., p. 178.

58) Strauss and Sayles, op. cit., p. 355.

59) Sikula, A.F.: Personnel Administration and Human Resources Management (New York: John Wiley & Sons, 1976), p. 197.

value than the job, so subsequently it should be used constructively and judiciously for training and development purposes.⁶⁰⁾

At the same time care should be taken in the effecting of transfers. An inconsiderate and haphazard implementation could give rise to a number of problems, especially of a geographic, domestic, social or economic nature. Financial costs in particular, for example, transport expenses and other incidental expenditure, can severely disrupt officials and their families.⁶¹⁾

3.1.7 TERMINATION OF SERVICES

Municipal services in the main afford career opportunities for the young who spend the whole of their working lives in that service. Therefore, it becomes necessary for formal arrangements to be made for the termination of services of employees who are no longer able to work. The main reason for terminating the services of employees is that they have reached the compulsory pensionable age.⁶²⁾

Provision for the terminating of services also becomes necessary for those employees who have become mentally or physically incapacitated or those who have been found guilty of misconduct.⁶³⁾

60) Stahl, op. cit., p. 179.

61) Cloete, J.J.N.: Personnel..., op. cit., p. 123.

62) Cloete, J.J.N.: Local Government..., op. cit., p. 42.

63) Loc. cit.

In a career personnel system⁶⁴⁾ employees who wish to terminate their services by voluntary resignation should be able to do so freely, subject to specific conditions of service that were laid down at the point of entry into the service. Formal rules which regulate conditions of service protect the interests of not only the employers but also the employees.

Termination through retrenchment could be a very traumatic experience, especially when employees consider their job their own "property" and have no desire to leave it.⁶⁵⁾ In such circumstances, for the older employees, early retirement could be regarded as an alternative to dismissal.

Institutions should plan their man-power needs and strategies well in advance to cushion any unfavourable conditions that might arise in the future, because of financial and economic recessions and political instability.

64) Personnel systems develop under different political milieus. In a career personnel system, the merit system is accepted where it is laid down in legislation that everyone who has the prescribed qualifications may apply for appointment in vacant public service posts. Moreover, those appointed are retained in the service, remunerated and promoted on merit.

65) Strauss and Sayles, op. cit., p. 359.

4. UTILISATION OF PERSONNEL

Personnel utilisation is an integral part of the staffing process in municipal administration. In order to render the highest possible quality of service at the lowest possible cost without detracting from the value of the product or service it becomes absolutely imperative to utilise personnel to the fullest levels of efficiency. The way in which employees are treated and dealt with in pursuit of diversified institutional goals is influenced and guided primarily by the administration's system of beliefs regarding the nature of man and about the determinants of co-operation in an organised endeavour.⁶⁶⁾

For harmonious teamwork and a loyal spirit of camaraderie, administrative officials, by way of positive activities, should have the ability to enhance the quality of productivity of subordinates. In their efforts to achieve the determined objectives of the municipal institutions, special attention must be directed to each of the following activities.

4.1 PROVIDING WORK PROGRAMMES

Work is an activity that produces something of value for other people. It can, moreover, be termed as the lifeblood⁶⁷⁾ of man's existence on

66) Beach, D.S.: Personnel: The management of people at work, fourth edition (New York: MacMillan, 1980), p. 49.

67) Stahl, op. cit., p. 183.

earth. As an activity it fulfils many purposes, the chief of which is the economic purpose of producing goods and services. The reward for work is wages which enables the worker to buy his basic needs such as food, clothing and shelter.

In municipal administration, when a post is created, it has to be defined specifically so that its duties are made clear. Hence, when a person is appointed to that post he receives a list of duties to be performed which as a part of the work programme tells him what he should do. For the appointee to be utilized to his optimum abilities, the work programme should tell him how, where and when he has to fulfil his duties.⁶⁸⁾ The programme can be prepared on a daily, weekly or monthly basis. A programme can stipulate specific tasks which have to be executed at specific times, example, every week on Friday at 10h00 departmental supervisors are to submit reports to the Town Clerk informing him of progress in their departments. Moreover, work programmes tell the employee what literature he should use to equip himself properly for his present post, as well as the training facilities available to him to improve his performance or for any other specific post which he might hold in future in the same environment.

The work programme provides an invaluable aid. By means of this check list it could be determined whether a particular worker with particular abilities and experience would meet the requirements of a given position.

68) Cloete, J.J.N.: Personnel..., op. cit., p. 20.

Moreover, officials responsible for work programmes play an important part in setting fixed standards which are a significant attribute of an effective and efficient system of personnel utilisation.

4.2 MOTIVATING FORCE

According to Dimock and Dimock, motivating force is the releasing of stimuli which create drive, and which in turn is reinforced by the offer of rewards of one kind or another.⁶⁹⁾

The appointment of an official who meets all the physical and educational qualifications of a post cannot in itself ensure that he will operate at an optimum level at all times. It is the conditions under which he is expected to work that influence his qualitative and quantitative levels of production and performance.⁷⁰⁾

"The concept of motivation is difficult to define."⁷¹⁾

Both laymen and experts in the field of behavioural science⁷²⁾ are unable to reach a common definition of this term.⁷³⁾ One dictionary

69) Dimock, M.E. and G.O. Dimock: Public Administration, fourth edition (New York: Holt, Rinehart & Winston, 1969), p. 370.

70) Ghiselli, E.E. and C.W. Brown: Personnel and industrial psychology, second edition (New York: McGraw-Hill, 1955), p. 271.

71) Sikula, op. cit., p. 76.

72) A science, such as sociology or psychology that seeks to discover general truths about human social behaviour.

73) Loc. cit.

defines motivate as '... to provide with a motive', whilst motive is defined as 'something within a person (a need, idea, organic state or emotion) that incites him to action'.⁷⁴⁾

Basically, motivation is a person's drive to take an action because that person wants to do so. On the other hand, if people are pushed, they are merely reacting to pressure. They act because they feel that they have to do so. However, if they are motivated, they make the positive choice to do something, because they see this act as meaningful to them.⁷⁵⁾

Municipal administrations functioning within limited financial resources should see motivation as one of the key criteria in the exploitation of maximum productivity and performance of their workforce. The human element is the focus⁷⁶⁾ of municipal administration, because that is what brings the institution's image, repute and status to the fore. In order to get things done with the people in its service, a municipality should make the work situation and the conditions under which they serve as attractive as possible. Unlike private enterprises, municipalities cannot motivate employees by offering substantial fringe benefits, individual treatment or by

74) Webster's third new international dictionary, unabridged vol. 11, L-Z (Massachusetts: G. & C. Merriam Co., 1971).

75) Werther, W.B. and K. Davis: Personnel Management and Human Resources (New York: McGraw-Hill, 1981), p. 261.

76) Sikula, op. cit., p. 206.

changing working conditions at every whim of dissatisfaction.⁷⁷⁾

Cognisance should, however, be taken of motivational factors to keep employees, in terms of Maslow's⁷⁸⁾ hierarchy of needs,⁷⁹⁾ motivated. Together with job-satisfaction, municipalities should create opportunities for off-the-job satisfaction for officials in their employ. This would contribute positively in creating drives for better work performance.

Although much emphasis is placed on off-the-job motivation in the modern day, officials have come to realise the necessity to work for a living and if the objective of the institution also serves as their objective, little else remains for extra motivation. This, however, should not be misconstrued by municipal administrators to the importance of on-the-job satisfaction. Moreover, motivation would be a little or no benefit should the job be boring.⁸⁰⁾

77) Stahl, O.G.: The personnel job of government managers (Chicago: International Personnel Management Association, 1971), p. 31.

78) According to Abraham H. Maslow, a well-known psychologist, human-beings are believed to possess certain "needs", such as psychological needs, safety and security needs, love and social needs, self-esteem needs and self-actualization needs. These needs are believed to exist in a hierarchy. Werther, and Davis, op. cit., p. 261.

79) Ibid.

80) Stahl, Public Personnel..., op. cit., p. 184.

A useful method of creating motivating force could be by encouraging personnel to forward suggestions to higher ranking officials on improved ways of getting the job done. Through realising a need to show initiative and creativeness, officials could be motivated to suggest new and better methods of doing a job. The innovative spirit in man⁸¹⁾ thus makes work interesting and self-gratifying. Working conditions automatically become more conducive, morale considerably enhanced, and the desire of officials to work together as a team with pride, enthusiasm and loyalty contributes much towards the attainment of institutional objectives.⁸²⁾ Motivating force, therefore, plays a significant role in personnel utilisation.

4.3 COMMUNICATION

Communication is the process of transmitting information, meaning and understanding from one person, place, or thing to another person, place, or thing.⁸³⁾ As a two-way information process, communication plays a key role in the smooth and successful operation of any institution. A sound system of communication, especially in municipal administration, would form an important accessory to the process of motivation. Better co-ordination and understanding would contribute to the total realization of the objectives of the institution. As expressed by Heaviside, communication is a learning situation concerned with the interchange of attitudes and information

81) Dimock, and Dimock, op. cit., p. 381.

82) Ibid., p. 371.

83) Sikula, op. cit., p. 94.

to influence behaviour.⁸⁴⁾

Lines of communication could be described as either oral or written. They may be formal or informal; downward, upward or lateral.⁸⁵⁾ The most effective manner of communicating messages will depend on situational factors such as speed, accuracy, cost and time limitations. When information is transmitted in the form of an order or directive from a higher hierarchy to an incumbent of a post at a lower level in the hierarchy, the communication is deemed to be formal. Communication is a vital area in the whole process of enhancing morale. It is most conspicuous by its absence, and consequently it tends to be a major source of dissatisfaction.⁸⁶⁾

Far more communication in an institution takes place informally than formally, and this could be utilised effectively in the pursuit of institutional objectives. Public opinion, as well, on the quality of service rendered by the municipality do tend to influence policy formulation and execution. The public should, therefore, be kept well informed on municipal activities and instructions. External communication, whether formal or informal, is facilitated through, *inter alia*, news media, information programmes, television and meetings with interest groups.

84) Heaviside, G.C.: The Principles of Communication (New York: Prentice-Hall, 1963), p. 2.

85) Sikula, op. cit., p. 99.

86) Schultz, D.P. (Ed.): Psychology and Industry (London: Macmillan, 1970), p. 266.

Through internal communication, officials are kept informed of what they are expected to do, how, when, with what and why.⁸⁷⁾ It is a prerequisite for the continued survival of the institution.

At administrative level too, a communication channel is absolutely vital for the smooth and efficient running of the town. On pertinent issues it is essential for the chief executive officer to hold frequent open and frank discussions with the various heads of departments.

The value of communication can be summed up in the words of Rabie as follows:

"Despite the existence of various, diversified definitions of the term 'communication', authors agree that communication is a dynamic and ongoing process, influenced by various factors. Communication is regarded as the basis of man's existence, by the lack of which man's total knowledge and experience would be limited to the information that he could gather for himself during his life." 88)

4.4 LEADERSHIP

Leadership is an administrative process which involves directing the affairs and actions of others.⁸⁹⁾ In addition, Dimock and Dimock describe leadership as the supplying of energy, the signals and

87) Lorch, op. cit., p. 181.

88) Rabie, A.: Steps for the Improvement of Manpower Utilisation in the Transkeian Government Service, unpublished M.A. dissertation (Port Elizabeth: University of Port Elizabeth, 1981), p. 151.

89) Sikula, op. cit., p. 143.

examples needed to sustain co-operative activity.⁹⁰⁾ In municipal institutions, officials are employed to attain specific policy objectives. They work under the guidance of supervisors whose main task is to lead a group of workers towards achieving that policy objective. Leadership skills are required to fully exploit the potential of workers, because this cannot be realised by threatening them or by giving them dictatorial orders. They cannot be driven but should be inspired⁹¹⁾ to co-operate, identify and excel in the pursuit of institutional goals.

Styles of leadership are a cognitive factor in the successful utilization of personnel. The styles are the authoritarian and democratic dimensions. Authoritarian leadership or supervision of personnel is characterized by a high degree of power wielded by the supervisor over the work group. Both power and all decision-making functions are absolutely concentrated in the person of the authoritarian. Democratic supervision, on the other hand, is characterized by a sharing of power and by participative decision-making. Under democratic supervision, the work group becomes in some ways co-equal with the supervisor; responsibility is spread rather than concentrated. It is generally felt that, with other conditions held constant, employees will produce more under democratic supervision than they would have produced under autocratic supervision.⁹²⁾

90) Dimock, & Dimock, op. cit., p. 296.

91) Cloete, J.J.N.: Introduction to Public Administration..., op. cit., p. 161.

92) Schultz, op. cit., pp. 236-237.

Successful leadership demands certain specific requirements with which the leader should comply. A leader is expected to be physically and mentally healthy. He must be emotionally mature and must realize his own shortcomings. He must display enthusiasm and diligence for the task in hand. In this way he can convince others of the importance of the task. With insight and competence he should be able to mould a group of individuals into a team, that is, a group of individuals which co-operates in the realization of institutional goals without conforming for personal gain.⁹³⁾

In an administrative leader qualities such as initiative, judgement, imagination, open-mindedness and tact are desired. Although he must be learned in law, experienced in the political consequences of administrative action, skilled in public finance, and able to understand the purely technical considerations involved in a problem, he is neither a lawyer, a politician, a financier, nor a technician. He is a specialist, but not in the limited field of a profession or a science. His speciality is method rather than subject matters. He is a co-ordinator of knowledge rather than a researcher into the minor recesses of one of his branches.⁹⁴⁾

93) Conklin, P.J. (ed.): Ethics, leadership and interdependence: Three Addresses to federal executives (United States Civil Service Commission: Federal Executive Institute, June 1975), p. 31.

94) Wilmerding, L.: Government by merit (London, 1935), p. 33.

Consequently, a display of leadership in the domain of personnel utilization will depend on the degree of diligence and enthusiasm that the leader himself shows in his approach to the fulfilment of set objectives. He must be the generator of zest and industriousness among his subordinates.

The leader must take care that satisfactory conditions of service, work procedures and working conditions exist and must consider conduct which is not demoralizing for the employee in the work situation, but which makes the work an agreeable challenge for the latter. Taking into account that workers have basic emotional and material needs which they may wish to satisfy through their work,⁹⁵⁾ he is expected to create opportunities for them to satisfy their creative impulses, or to reveal their capabilities. At the same time every individual subordinate must be convinced of the value of his contribution and of the particular role he has to play in influencing the success of the conduct of the group. Leaders are also expected to reward subordinates for exemplary conduct and satisfactory job performance.⁹⁶⁾

Skilful application of leadership abilities is an invaluable aid in the efficient and effective utilization of personnel resources in municipal institutions.

95) Cloete, J.J.N.: Introduction to Public Administration..., op. cit., p. 161.

96) Schoeman, H.: Leierskap: sleutel tot sukses (Johannesburg: Voortrekkerspers, 1968), p. 58.

4.5 APPRAISING

Employee appraising is the systematic evaluation of a worker's job performance and potential for development.⁹⁷⁾ Appraising is a structured method of measuring and evaluating qualities, ability, knowledge and excellence of an employee in a job situation. Performance evaluation is fundamental to effective personnel utilisation. It is an inevitable consequence of the way institutions are structured and jobs are designed. The assignment of responsibility to particular individuals for the performance of certain tasks makes the assessment of how an individual performs both possible and necessary. It makes it possible because it identifies the results for which the person is responsible. It makes it necessary because in order to operate effectively, institutions need information on how well jobs are being performed.⁹⁸⁾

Performance appraisal is commonly referred to as merit rating, behavioural assessment, personnel review, progress report, service rating or fitness report. It is a component of the staffing sub-processes of recruitment, selection, placement and indoctrination.⁹⁹⁾

Evaluations of employees are made by their immediate supervisors or superiors. Besides providing information about how well jobs

97) Sikula, op. cit., p. 205.

98) Porter, L.W., E.E. Lawler III, and J.R. Hackman: Behaviour in Organisations (New York: McGraw-Hill, 1975), p. 315.

99) Sikula, op. cit., p. 205.

are being performed and identifying who is responsible for doing those jobs, performance appraisal serves many useful purposes as well. The following are some frequent uses, viz.,¹⁰⁰⁾ it -

1. provides a framework for future employee development by identifying and preparing individuals for increased responsibilities;
2. establishes the relative value of an individual's contribution to the institution and helps evaluate individual accomplishments;
3. encourages continued successful performance and strengthens individual weaknesses to make employees more effective and productive;
4. helps determine appropriate pay for performance and equitable salary and bonus incentives based on merit or results;
5. identifies candidates for promotion;
6. outlines what is expected from employees against actual performance level;
7. audits administrative talent to evaluate present supply of human resources for replacement planning;
8. provides a format for dialogue between supervisor and subordinate and improves understanding of personnel goals and concerns; and
9. assists in demotions, terminations, internal recruitment, and research.

100) Schuler, op. cit., pp. 222-223.

Once employee weaknesses or deficiencies have been identified, training and development programmes can be designed and implemented to remedy these deficiencies. They can also be designed to give employees the skills, and abilities they will need to perform effectively in future jobs.¹⁰¹⁾

Feedback is an integral part of any learning experience. In the appraisal-performance process feedback means telling subordinates how to improve performance through an objective assessment of their present position. This is most effective when given immediately after the performance findings itself. The supervisor or evaluator can provide this feedback through several approaches: tell and sell, tell and listen, and problem solving.¹⁰²⁾

The tell-and-sell approach reviews the employee's performance and tries to convince the employee to perform better. It is best used on new employees. The tell-and-listen method allows the employee to explain reasons, excuses and defensive feelings about performance. It attempts to overcome these reactions by counselling the employee on how to perform better. The problem-solving approach identifies problems that are interfering with employee performance. Then through training, coaching or counselling, efforts are made to remove these shortcomings, often by setting goals for future performance.¹⁰³⁾

101) Ibid., p. 224.

102) Werther, W.B. and K. Davis: Personnel Management..., op. cit., p. 249.

103) Ibid.

The following guidelines, irrespective of the approach used, can help make the performance review session more effective,¹⁰⁴⁾

namely -

1. emphasise positive aspects of employee performance;
2. tell each employee that the evaluation session is to improve performance, not to condemn;
3. conduct the performance review session in private with minimum interruptions;
4. review performance formally at least annually and more frequently for new employees or those who are performing poorly;
5. make criticisms specific, not general and vague;
6. focus criticisms on performance, not personality characteristics;
7. stay calm and do not argue with the person being evaluated;
8. identify specific actions the employee can take to improve performance;
9. emphasise the evaluator's willingness to assist the employee's efforts and to improve performance; and
10. end the evaluation sessions by stressing the positive aspects of the employee's performance.

Performance appraisal affords municipalities an insight into the effectiveness of the personnel utilization function. It serves

104) Miner, J.B.: "Management Appraisal: A Review of Procedures and Practices," in Hamner, W.C. and F.L. Schmidt (eds): Contemporary Problems in Personnel (Chicago: St. Clair Press, 1977), p. 249.

as a "quality control check."¹⁰⁵⁾ If the appraisal indicates that poor performance is widespread, then it could be an error in the personnel deployment function, or the job analysis information may be wrong, or personnel may be failing to respond to the challenges of the job design. The appraisal system itself may be faulty because of incorrect performance standards or measures, or a lack of constructive feedback.¹⁰⁶⁾

Following upon this, it becomes imperative that personnel administration monitors carefully the results of the institution's performance appraisal process. With this being the barometer of the entire personnel function, human resources could be utilized purposefully in the attainment of institutional objectives.

4.6 DISCIPLINE

Discipline is action taken by an administration to enforce standards necessary for the attainment of institutional goals. It involves the conditioning and moulding of behaviour by applying rewards and punishment.¹⁰⁷⁾ Praise, participation and incentive pay are

105) Werther, W.B. and K. Davis: Personnel Management..., op. cit., p. 250.

106) Teel, K.S.: "Performance Appraisal: Current Trends, Persistent Progress", Personnel Journal, April 1980, pp. 296-301, 316. See also "Appraising the Performance Appraisal", Business Week, May 19, 1980, pp. 153-154.

107) Sikula, A.F.: Personnel..., op. cit., p. 402.

examples of positive motivational activities of disciplinary action whilst reprimand, lay-off, and fines are negative techniques.

Discipline is of two types, preventive and corrective.¹⁰⁸⁾ Preventive discipline is action taken to encourage employees to follow standards and rules so that infractions are prevented. The basic objective of this type of discipline is to encourage self-discipline among employees. In this way they will be able to maintain their own discipline, rather than having it imposed by the administration.¹⁰⁹⁾

Personnel administration departments have the responsibility for building a climate of preventive discipline. The standards of discipline required are made known and understood. Employees will give more support to standards stated positively rather than negatively, such as "Safety first!" rather than "Don't be careless!"¹¹⁰⁾

Programmes to control absenteeism and grievances must be developed to communicate standards and employees must be encouraged to follow them. Relevant training programmes should be formulated to explain the reasons behind standards and to build a positive spirit of self-discipline. Effective discipline is a system relationship, and consequently the personnel department needs to be concerned with all parts of the system.¹¹¹⁾

108) Werther, W.B. and K. Davis: Personnel Management..., op. cit., p. 372.

109) Ibid.

110) Loc. cit.

111) Belohlav, J.A. and P.O. Popp: "Making Employee Discipline Work", The Personnel Administrator, March 1978, pp. 22-24.

Corrective discipline, on the other hand, is an action that follows a rule infraction and seeks to discourage further infractions so that future acts are in compliance with standards. It is a penalty of some kind and is referred to as disciplinary action. The objectives¹¹²⁾ of the action are to -

- (i) reform the offender;
- (ii) deter others from similar actions; and
- (iii) to maintain consistent, effective group standards.

The actions are positive, being educational and corrective. The goal is to improve the future rather than punish for the past. A negative, punishing approach has too many undesirable side-effects, such as emotional relations, apathy, absence, and fear of the supervisor.¹¹³⁾ A useful guide for corrective discipline is as follows:¹¹⁴⁾

1. provide ample and clear warning. For example, the first offence should elicit an oral warning, the second a written warning, the third a disciplinary suspension, and the fourth a discharge;
2. administer the discipline as quickly as possible. If a long time elapses between the ineffective behaviour and the discipline, the employee may not know what the discipline is for;

112) Werther, W.B. and K. Davis: Personnel Management..., op. cit., p. 373.

113) Sims, H.P. (Jr.): "Tips and Troubles with Employee Reprimand", The Personnel Administrator, January 1979, pp. 57-61; and Sims, H.P. (Jr.): "Further Thoughts on Punishment in Organizations", Academy of Management Review, January 1980, pp. 133-138.

114) Schuler, R.S.: Personnel and Human Resource..., op. cit., pp. 246-247.

3. administer the same discipline for the same behaviour for everyone, every time. Discipline has to be administered fairly and consistently; and
4. administer the discipline impersonally. Discipline should be based on a specific behaviour, a specific person.¹¹⁵⁾

Counselling is used by most institutions as a positive disciplinary measure. The philosophy is that violations are employee malfunctions that can be constructively corrected without penalty.¹¹⁶⁾

The focus of the approach is fact-finding and guidance toward improved employee behaviour. In this way the employee's self-image and dignity are retained, and the supervisor-employee relationship remains co-operative and constructive.

Counselling has come to be seen as being necessary for employees because of job and personal problems, many of which are associated with stress. Work overload, time pressures, financial difficulties and family problems are regarded to be major causes of stress. Thus, counselling serves a useful role in the way of advice, reassurance, communication, release of emotional tension, clarified thinking and reorientation.¹¹⁷⁾

115) Strauss, G. and L.R. Sayles: Managing Human Resources (New Jersey: Prentice-Hall, 1977), pp. 311-321.

116) Huberman, J.: "'Discipline without Punishment' Lives", Harvard Business Review, July-August 1975, pp. 6-8.

117) Werther, W.B. and K. Davis: Personnel Management..., op. cit., pp. 375-376.

The ultimate disciplinary action is discharge where the offence is of a serious nature. This would require a formal enquiry as set out in the Public Service Act, 1984 (Act 111 of 1984).¹¹⁸⁾ Officials found guilty of such a misconduct whose influence is detrimental to the effective functioning of the institution will be dismissed.

Basically, discipline is a form of training. It helps employees learn the requirements of their job, hence good adaptation and sound production.

5. TRAINING AND DEVELOPMENT

Even after a comprehensive orientation, new employees seldom perform satisfactorily. They need to be trained in the duties they are expected to perform. Experienced employees, on the other hand, may need training to reduce poor work habits or to learn new skills that would improve their performance. Although training seeks to help employees do their present job, the benefits of training normally extend throughout a person's entire career and help develop that person for future responsibilities.¹¹⁹⁾ What initially starts out as training commonly develops personnel into better workers or administrators. The term training can be defined as,

118) Cloete, J.J.N.: Introduction to Public Administration..., op. cit., p. 162.

119) Newell, G.E.: "How to Plan a Training Programme", Personnel Journal, May 1976, pp. 220-224.

"...the teaching, drill or discipline by which powers of mind or body are developed; and to train... may suggest methodical, thorough instruction and guidance with a specific end in mind until rapid and successful execution of duties and tasks are assured." 120)

Development which is concerned with the vocational growth of an employee is more mind-orientated than training. It becomes evident in the levels of maturity and growth reached by the employee. According to Sikula it is the label given to educational procedures designed to teach conceptual instead of technical skills.¹²¹⁾

Since the distinction between the terms training and development can often be blurred,¹²²⁾ it would suffice to say that training is the steps taken by an institution to provide employees with the knowledge and skills required for daily task performance, whilst development is essentially the responsibility of the employee to exploit the training offered to obtain a supreme level of competency in his area of specialisation.

Education comprises the third aspect of the training and development triad. It provides the base for the successful effect of training and development. The extent to which employees, through education were made aware of their environment and its importance to man's

120) Webster's third new international dictionary, unabridged, vol. II, L-Z (Massachusetts: G. & C. Merriam Co., 1971).

121) Sikula, A.F.: Personnel..., op. cit., p. 228.

122) Werther, W.B. and K. Davis: Personnel Management..., op. cit., p. 177.

existence, will become evident in the course of their service and dedication to improve the surroundings and the lot of their fellow-beings in the areas in which they reside.

With the prime purpose of education being the intellectual and cultural development of an individual a firm foundation could be laid, and upon which further improvements could be made in the way of training and development to both the individual and the institution. Training and development consequently make a great input in the overall efficiency and effectiveness of services rendered by municipal governments.

The importance of training and development can be summed as follows:¹²³⁾

- (i) deficiencies in work performance will be removed;
- (ii) improving employee ability will result in enhanced feelings of self-esteem;
- (iii) absenteeism will be reduced and the quality and quantity of work will be improved;
- (iv) it helps employees identify with institutional goals;¹²⁴⁾
- (v) a better image for the institution will be created;
- (vi) it improves the relationship between subordinates and superiors;
- (vii) provides information for future needs in all areas of the institution;

123) Schuler, R.S.: Personnel and Human Resource..., op. cit., p. 331 (points i-iii).

124) Tessin, M.J.: "Once Again, Why Training?", Training, February 1978, p. 7. (points iv-xvi).

- (viii) problem solving and decision making become more effective;
- (ix) assists in development for promotion from within;
- (x) develops leadership skill, motivation, loyalty and better attitudes;
- (xi) creates a good climate for growth and communication;
- (xii) helps employees to adjust to change;
- (xiii) increases job satisfaction and recognition;
- (xiv) eliminates fear in attempting new tasks;
- (xv) builds cohesiveness in groups; and
- (xvi) makes the institution a better place to work and live.

Training and development becomes essential when it is realised that untrained human resources (officials) can make a limited contribution only toward the achievement of municipal goals.¹²⁵⁾ The overall effectiveness of any public administration system essentially depends on the quality of the public employees, especially those in the higher echelons. Consequently, two basic tasks for the efficient administration of a municipal institution are:¹²⁶⁾

- (i) to establish and maintain a personnel system which will attract, retain, reward and motivate competent, dedicated, and responsive public employees and,
- (ii) to train, develop and up-date them through training and career development.

125) Yoder, D.: Personnel management and industrial relations, sixth edition (New Jersey: Prentice-Hall, 1970), p.329.

126) Chi-Yuen Wu: "Training in Public Administration for Development: Some Lessons of International Experience", Journal of Administration Overseas, vol. X, no. 1, January 1971.

These tasks will become increasingly important because of the growth in size and in complexity of municipal administration. New functions, new techniques and new processes will require new types of skills. More scientific and technical personnel¹²⁷⁾ will have to be inducted and trained in public services.

The personnel function, however, should be not only in relation to the overall efficiency of the administrative system, but also in the light of the government's responsibility for making effective use of national manpower resources, especially of high-level skills. The government should exert a constructive influence on the national labour market, to encourage the production of skills through a carefully devised programme of training and development. This is highly essential to meet the changing needs of the country.¹²⁸⁾

In particular, the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) section 14 and schedule 1(6) affords municipal authorities the responsibility of preparing ethnic communities for taking over and administering their own local affairs. As this is a new development, training should be regarded as the cornerstone for the eventual successful establishment, administration and continued existence of own local authorities for own affairs.¹²⁹⁾

127) Ibid.

128) Ibid.

129) It is the intended policy of the Government that each population group will govern and administer its own affairs, but would deal with common or general matters jointly. The authority for co-operation with regard to local affairs of a general nature has been delegated to the Department of Constitutional Development and Planning and it received further impetus with the promulgation of the Promotion of Local Government Affairs Act, 1983 (Act 91 of 1983), and the Local Government Affairs Amendment Act, 1985 (Act 110 of 1985).

Moreover, the Local Government Training Act, 1985 (Act 41 of 1985) specifically provides for the promotion of the training of personnel for local government bodies and for matters connected therewith.

The need for training in municipalities becomes necessary because the tendency of these institutions is generally to appoint "freshers" or new comers to the entry ranks, whilst senior positions are in the ~~main~~ filled through promotion. In addition, the following reasons, amongst others, highlight the needs for training:

- (i) newcomers have to adapt to the required behaviour pattern set by the job situation;
- (ii) no primary, secondary or tertiary educational institution can provide all the skills and knowledge required for a particular job in a particular environment;
- (iii) due to the constant change of scope, nature and extent of municipal activities, training affords officials the ability to make the required adaptations;
- (iv) the theory and practice of nearly all positions, such as, for example, accountants and technicians are continually changing.¹³⁰⁾ Thus, systematised training sessions are imperative;
- (v) high morale and loyalty could be maintained through purposeful training, whereby the correct methods could be taught and the necessary information be distributed; and
- (vi) changes in strategy and new procedures could be made more easily acceptable.¹³¹⁾

130) Cloete, J.J.N.: Personnel Administration..., op. cit., pp. 157-159.

131) Werther, W.B. and K. Davis: Personnel Management..., op. cit., p. 179.

Whilst consideration is given to each person's needs in determining training and development needs, the ultimate concern of the effort, however, is the objectives of the institution being served and realized to the optimum.

Changing circumstances in every sphere of municipal government compel leading offices to be sensitive and abreast. It becomes incumbent upon them to note the changes critically and adapt accordingly. In recent times remarkable changes have been evidenced in the following environments: ¹³²⁾

- (i) changes in the field of science and technology that influence the strategies, structures, styles and practices of the municipality and its leadership;
- (ii) changes in the availability of essential resources force leading officials to become less consumer or marketing oriented and more procurement oriented;
- (iii) changes in public attitudes and demands - creating a more public oriented administration; and
- (iv) changes in officials' values, life styles and education levels necessitate different ways of leading and motivating officials.

In response to the impact that is being made, "Manpower 2000" has initiated a campaign to create a general awareness of the chronic

132) Watson, C.E.: Management development through training (Massachusetts: Addison-Wesley, 1979), p. 5.

skills shortage. In its appeal it focuses attention on the role that everyone had to play in overcoming it.¹³³⁾

All institutions have a dire need to increase productivity. Hence, a programme of training and developing employees, saves the institution from hiring new employees. If employees are developed properly through effective training, an increase in human performance would result directly in an increase in operational productivity¹³⁴⁾ and benefit the institution. Training helps to prepare candidates for promotions and transfers which makes them realize that they can develop a career, not just having a job. The institution benefits by increased continuity in operations and the employees feel a greater commitment to the institution. Human resource development is an effective way to meet several challenges, amongst others, such as employee obsolescence and employee turnover.¹³⁵⁾

Obsolescence results when an employee no longer possesses the knowledge or abilities to perform successfully. In fast-changing and highly technical fields, such as engineering and medicine, obsolescence can occur quickly. The more rapidly the environment changes, the more likely employees will become obsolete.¹³⁶⁾

133) Barth, A.D.: "Manpower 2000: A Review", Human Resources, A Leadership Publication 1985/86, pp. 70-71.

134) Sikula, A.F.: Personnel..., op. cit., p. 237.

135) Mandt, J.M.: "A Basic Model of Manager Development", Personnel Journal, June 1979, pp. 395-400.

136) Burack, E. and G. Pati: "Technology and Managerial Obsolescence", MSU Business Topics, Spring 1970, pp. 49-56.

Therefore, training and development is the only way of keeping leading personnel alive and abreast in a world of change and knowledge explosion. Obsolescence is succinctly defined by Mahler as "the failure of a once capable manager to achieve results that are currently expected of him".¹³⁷⁾

It can therefore be said that the need for training and development is made necessary not only by the advances in the fields of science and technology, but because it could serve as a shield against mental and skill obsolescence.

The three major phases of any training and development programme are the assessment phase, which determines the training and development needs of an institution; the implementation phase, which is the actual training and development where certain programmes and learning methods are used to impart new attitudes, skills and abilities; and the evaluation phase.¹³⁸⁾ The relationships among these three phases are shown in the following model (Page 90).

The assessment phase consists of the analysis of the institution's needs, the job's needs, and the person's needs.¹³⁹⁾

137) Watson, C.E.: Management development..., op. cit., p. 9.

138) Schuler, R.S.: Personnel and Human Resource..., op. cit., p. 334.

139) Moore, M.L. and P. Dutton: "Training needs Analysis: Review and Critique", The Academy of Management Review, July 1978, pp. 532-545.

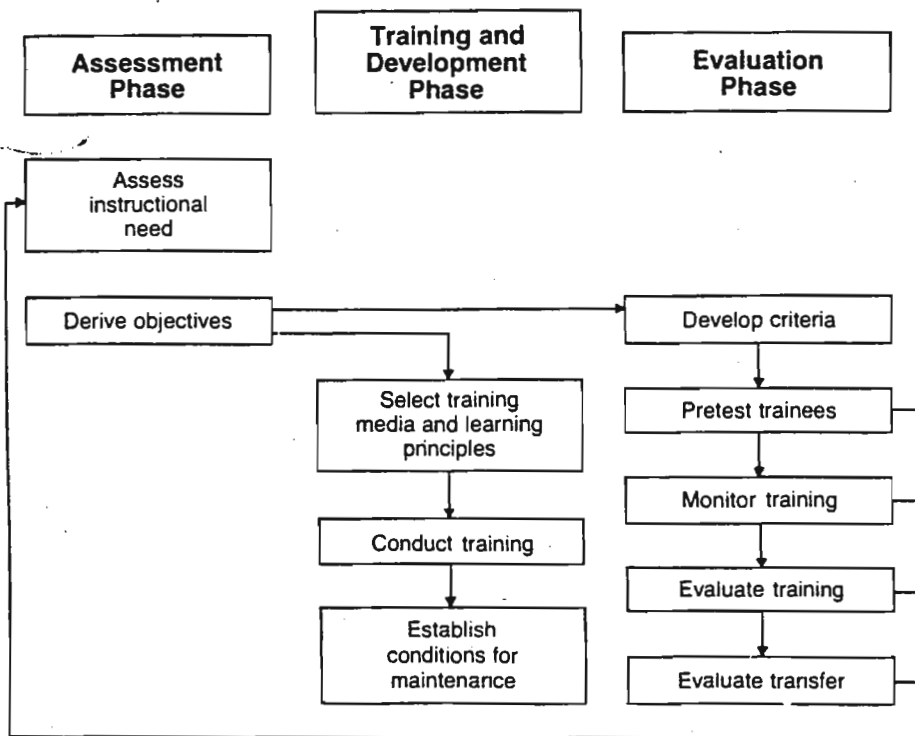


Fig. 3.2 : Model for an Instructional System.¹⁴⁰⁾

140) Schuler, R.S.: Personnel and Human Resource..., op. cit., p. 335.

Institutional needs analysis commences with an examination of the short-term and long-term objectives of the institution and the trends that are likely to affect these objectives. Analysis of efficiency indexes provides information on the current efficiency of work groups and the institution. Efficiency indexes that can be used are costs of labour, quantity of output, waste, equipment use, and repairs.¹⁴¹⁾ The institution then determines standards for these indexes and analyses them to evaluate the general effectiveness of training programmes and to locate training and development needs in the group or institution. The analysis of institutional climate helps to identify where training and development programmes may be needed and provide criteria against which to evaluate the effectiveness of the programmes that are implemented. Measures of the quality of this analysis include absenteeism, turnover, grievances, productivity, suggestions, attitude surveys, and accidents.¹⁴²⁾ Aspects of the needs analysis are extremely important in isolating where the training and development programmes should be focused.

A job needs analysis is conducted to obtain information on the tasks to be performed on each job (job descriptions), the skills necessary to perform those tasks (job specifications) and the minimum acceptable standards¹⁴³⁾ (job analysis). This information is gathered independently from current employees for the purpose of formulating training programmes.

141) Ibid.

142) Schuler, R.S.: Personnel and Human Resource..., op. cit., p. 336

143) Berger, L.A.: "A DEW Line for Training and Development: The Needs Analysis Survey", Personnel Administrator, November 1976, pp. 51-55.

Particular attention must be focused on performance standards required of employees, the tasks in which they will be engaged, the methods they will use on the job, and, most importantly, the way they have learned these methods.¹⁴⁴⁾

The person needs analysis focuses on the individual in a given job, rather than on the job itself. Three basic issues are involved in this analysis for training purposes:¹⁴⁵⁾

- (i) through appropriate observation, supervisory evaluation, and diagnostic testing it should be determined whether performance is substandard and whether training is needed;
- (ii) there is need to know whether current employees are capable of training, and know the specific areas in which they may require training, in order to minimize training time; and
- (iii) finally there is need to ask whether current employees with substandard performances can improve their work through appropriate training or should be transferred to make room for those who can already do the job.

At the same time it must be considered whether engineering modifications in the job may bring employee performance up to standard; whether,

144) McGehee, W. and P.W. Thayer: Training in business and industry (New York: McGraw-Hill, 1961), p. 88.

145) Schneier, C.E. and R.W. Beatty: Personnel administration today: Readings and Commentary (Massachusetts: Addison-Wesley, 1978), p. 312.

instead, new equipment or processes may be the solution, or whether training is the wisest course of action.¹⁴⁶⁾

The level at which training must be targeted, thus, combines with the information obtained from needs analysis of the person, job and institution to determine what training and development programme should be offered, to whom they should be provided, and on what criteria they should be evaluated.

The next stage is to decide how the programmes should be implemented successfully, since a great deal depends on selecting the right programme for the right functionaries at the right time. An effective programme should be developed by using the principles of learning to tailor the content, design, and methods of the programme to the needs of the employees.

Training and development programmes improve current or future performance by increasing employee ability through learning. Learning is a human process by which skills, knowledge, habits and attitudes are acquired and utilized in such a way that behaviour is modified.¹⁴⁷⁾

In the opinion of Folley, learning forms the crux of the training process and training exists to bring about learning.¹⁴⁸⁾ Learning may also be thought of as a process by which an individual's pattern

146) Ibid.

147) Beach, D.S.: Personnel: The management of people at work, fourth edition (New York: MacMillan, 1980), p. 362.

148) Craig, R.L. and L.R. Bittel (ed.): Training and development handbook (New York: McGraw-Hill, 1967), p. 34.

of behaviour is changed by experience, that is exposure to the training activity.¹⁴⁹⁾ Although the term behaviour can imply any aspect of human activity, thoughts or feelings, only behavioural changes that result in increased employee ability to perform are generally considered important in training and development programmes. A behaviour becomes learned when one experiences a new way of acting, thinking, or feeling and finds the new pattern gratifying and useful. Consequently, training and development programmes should aim at changing behaviours to benefit both the institution and the individual.

Having determined the nature of the tasks, that is the terminal behaviours, the next concern should be to determine which techniques to use in the training programme in order to optimize¹⁵⁰⁾ learning (achieve the greatest amount of learning with minimum expenditure of time and money).

There are a number of training methods, but the particular one to be used depends on considerations of time, cost, effort, availability, instructor preferences, number of persons to be trained, depth of knowledge required and background of the trainees among the various other factors. Some of the methods classified are as follows:¹⁵¹⁾

149) Hinrichs, J.R.: "Personnel Training", in M.D. Dunnette (ed.): Handbook of Industrial and Organizational Psychology (Chicago: Rand McNally, 1976), p. 832.

150) Schneier, C.E. and R.W. Beatty: Personnel administration today..., op. cit., p. 315.

151) Beach, D.S.: Personnel: The management of people..., op. cit., p. 266.

1. on-the-job;
2. vestibule;
3. classroom methods;
 - 3.1 lecture;
 - 3.2 conference;
 - 3.3 case-study;
 - 3.4 role-playing;
 - 3.5 programmed instruction;
 - 3.6 computer-assisted instruction;
4. other methods;
 - 4.1 demonstration; and
 - 4.2 simulation.

Selection of the appropriate programme or method does not necessarily in itself ensure the success of the training and development effort. Success also depends on the effective use of the principles of learning (such as participation, repetition, relevance, transference and feedback), well-trained trainers, and systematic and supportive institutional policies for the training and development of employees. Essentially, the key to a successful personnel training and development system is its continuity and its relevance to today as well as the future. It must not be looked upon as a one-shot effort to stimulate morale but rather a well-planned, well-implemented, action-oriented, practical programme headed up by a professional who believes in his charter. ¹⁵²⁾

152) Schuler, R.S.: Personnel and Human Resources..., op. cit., p. 346.

Sometimes, however, the lack of success of training and development efforts could be attributed to the following reasons:¹⁵³⁾

- (i) performing hasty and shallow needs analyses and thus failing to define what the real training needs are and who should be receiving the training;
- (ii) substituting training for selection and relying too heavily on the "magic" of training to increase the ability of individuals who lack the capability;
- (iii) limiting the training and development effort to only formal courses and ignoring all other methods;
- (iv) lumping together all training and development needs and thus failing to implement programmes appropriate for different needs;
- (v) failing to give consistent attention to the entire training and development effort; and
- (vi) failing to provide for practical application and institutional support systems for the newly learned behaviours.

To provide support, the institution may need to change its philosophy regarding the development of human resources, to encourage officials to have positive attitudes towards training and to adapt to employees with newly learned behaviours, and even to change the compensation system to reward those newly learned behaviours.¹⁵⁴⁾

153) Ibid., pp. 347-348.

154) House, R.J.: Management Development: Design, Evaluation and Implementation (Ann Arbor, Michigan: Bureau of Industrial Relations, Graduate School of Business, The University of Michigan, 1967), pp. 1-19.

Evaluation is the final and important stage in the programme of training and development. To verify whether the programme achieved the objectives established for it the activities must be evaluated systematically.

"If we cannot judge whether an action has led forward or backward, if we have no criteria for evaluating the relation between effort and achievement, there is nothing to prevent us from making wrong work habits. Realistic fact-finding and evaluation is a pre-requisite for any learning." 155)

From this it can be safely argued that evaluation is a necessary aspect of any employee training and development programme. Its effectiveness can be enhanced if it is regarded as an integral part of the effort.

It should be remembered that although training and development programmes are introduced with the intention of improving competency levels of employees, it cannot be regarded as the panacea in preparing them to give of their best. The real success, however, as already been discussed, will be determined by the evaluation process. Since the importance of training and development hardly needs emphasis, municipalities should ensure that the activities are carried out effectively to serve both the short- and long-term objectives. Consequently, the funds and facilities required should be made available.

155) Lewin, K.: "Feedback Problems in Social Diagnosis and Action", in W. Buckley (ed.): Modern Systems Research for the Behavioural Scientist (Chicago: Aldine, 1968), pp. 441-444.

6. MAINTENANCE

In every sector, be it public or private, the basic aspiration is to keep clientele satisfied by rendering the best possible quality service at the lowest possible cost. This is, however, only possible if the personnel in its employ is judiciously utilised and well maintained. With regard to maintenance, care should be taken to see that employees are treated fairly and reasonably. Their conditions of service such as, amongst others, tenure of office, leave, facilities and hours of duty should give them confidence and satisfaction. Since quality of service is related to their quality of work life, it becomes important that due attention is given to the two important functions that secure the maintenance of a well-motivated work force, viz., the remuneration that they will receive in return for the services that they render on behalf of the municipal institution and the records that are kept on their performance and development.

6.1 REMUNERATION

Since expenditure on personnel take up the greatest part of the operating budget of public institutions, it is essential that the determination of remuneration and other service benefits be done with skill and insight. Factors that should be taken into account are as follows:¹⁵⁶⁾

156) Cloete, J.J.N.: Introduction to Public..., op. cit., p. 153.

- (i) prevailing economic conditions;
- (ii) state of the labour-market;
- (iii) levels of remuneration in the private sector; and
- (iv) social and ethical considerations.

However, all posts that have been created and classified must be ranked according to their relative worth so that appropriate pay-levels could be established. This would help in formulating a system of salary scales for the institution.

Remuneration is basic to the key needs of an institution, viz., to attract potential employees; to motivate employees to perform; and to retain the good employees. The importance that money has to an individual is related to the needs it serves. Because money has the potential to serve several needs and because individuals differ in the importance of their needs, money can take on varying degrees of importance. If it is to influence employee performance it must do so by influencing the employee's motivation to perform. To direct behaviour toward high performance the employee must believe that high performance will be rewarded by more money.¹⁵⁷⁾

When monetary rewards are the attraction in the optimum utilisation of personnel, municipal institutions find themselves in an invidious position of having to operate within a budget where cognisance has to

157) Schuler, R.S.: Personnel and Human Resource..., op. cit., p. 262.

be taken of the need for economy and reducing expenditure on the government's side.¹⁵⁸⁾ In some instances jobs must be paid more than is indicated by their relative worth because of market forces. Scarcity of computer specialists, for example, forces institutions to pay a premium for acquiring such talents. Consequently, remuneration structures cannot always be made to correspond with the prevailing economic circumstances. It should rather be related to the general level of income of the people.

In the case of certain specific services that have to be rendered by municipalities; for example, removal of waste and provisioning of water and electricity, precaution should be taken to work out a fixed remuneration package to ensure sufficient personnel in those services.

Institutions use merit-rating as part of their remuneration structure to determine which employees should receive merit increases that lift their wages or salaries above the minimum set by job evaluation. This helps to reward outstanding performance and motivate all employees to higher productivity.¹⁵⁹⁾

As a result of the inflationary period, employees generally, both blue-collar¹⁶⁰⁾ and officials, have come to expect regular pay increases. These increases normally take the form of across-the-board pay hikes

158) White, L.D.: Trends in public administration (New York: McGraw-Hill, 1933), p. 39.

159) Strauss, G. and L.R. Sayles: Personnel..., op. cit., p. 581.

160) This is a reference to wage earners who perform jobs in clothing such as overalls, and are involved in manual labour that categorises them as a social class.

given simultaneously to all employees. An important issue at stake here is the question of merit pay versus cost-of-living increases. Whilst merit pay recognises individual performance in the execution of the job, cost-of-living increases recognise personal contributions at staying with the institution and performance contributions. In addition, cost-of-living raises are often determined on the basis of the national economic index, such as the consumer price index.

In recent times officials have been granted fringe benefits, such as housing subsidy, retirement and pension benefits, contribution to medical aid funds and subsidised canteens. These incentives to fixed income play a vital part in the motivation and utilisation of personnel.

6.2 PERSONNEL RECORDS

An integral part of the support function is the keeping of proper records of every member of the personnel. Collecting, filing and up-dating information of employees serve many purposes,¹⁶¹⁾ such as the following, namely to:

- (i) aid in development of a human resource plan by providing such information as the rates of employee turnover, absenteeism, and productivity;
- (ii) help in validation of selection procedures, through comparing test scores and performance evaluations, often using statistical techniques;

161) Schuler, R.S.: Personnel and Human Resource..., op. cit., p. 484.

- (iii) help in validation of any device used in making personnel decisions related to initial appointment, promotion, demotion, appraisal, compensation and training;
- (iv) identify potential or current areas of employee dissatisfaction;
- (v) indicate employee's perceptions of the quality of work life and levels of stress;
- (vi) determine relative worth of jobs and price them accordingly;
- (vii) measure physical work environment; and
- (viii) serve as standards for developing, implementing, and evaluating personnel activities and programmes.

A good system of record keeping will be very helpful in quick retrieval of information on any member of the personnel. Records are the immediate means of authentic communication in respect of personal details such as educational qualifications, leave forms, health certificate, salary scale and merit assessment. Filing of information must be sequential and relevant. Normal practice in most institutions is to arrange files alphabetically in steel cabinets for easy reference.

Records which are no longer of any value should be discontinued. Only information that will be of value in personnel administration should be recorded.

Presently in some larger institutions there is a tendency to computerise all the personal details of personnel. It is necessary to ensure, however, that the computer service is efficient and that records are up-dated timeously.

7. SUMMARY

Municipal personnel administration relates to staffing functions and activities performed in the course of rendering services and attempting to meet with the aspirations of the citizens it serves. It is an all embracing term that refers to all personnel matters such as provisioning, utilisation, maintenance, training and development. In an effort to attract the kind of work force that would suit its needs and provide the necessary opportunities for career development for its staff, a municipality needs to establish broad guidelines or parameters so as to fulfil other staffing processes, viz., recruitment, selection, placement, compensation, motivation and training. The manner in which these activities are executed will greatly influence the response, co-operation and positive participation of the work force in enabling the institution to achieve its main objectives, the rendering of efficient and effective service and raising the quality of life of its citizens. Personnel administration, thus, forms the pivot of a public institution.

The following chapter will highlight, in detail, the role of selection and placement as staffing processes in the chain of personnel administration functions.

CHAPTER IV

REQUIREMENTS FOR EFFECTIVE PERSONNEL SELECTION AND PLACEMENT

1. INTRODUCTION

From the time of the ancient civilizations the concepts selection and placement as staffing processes in personnel administration have been recognised as being vital in the rendering of efficient and effective service.

"When you make an appointment be careful to allot it to the man adapted to it and not one lacking for needful capacity.... Not every duty can be assigned to every man.... Give the work, therefore, to one who is expert in it and thus avoid annoyance." 1)

Since jobs in the public sphere require such a wide range of abilities and traits, administrations assume considerable risk on every occasion where appointments have to be made. Application of scientific techniques for the purpose of selection and placement have, therefore, become highly necessary. Institutions will never be able to survive if decisions were to be made on the basis of intuition, hope and prayer.

1) Kai-Ka'us-ibn-Iskander: Qabus Nama (Letters of a Persian Chieftain in A.D. 1082), translated in Levy, R.: A Mirror for Princes (New York: Dutton, 1951), pp. 225-226.

In the words of Gardner,

"We need men and women who can bring to government the highest order of intellect, social motivations sturdy enough to pursue good purposes despite setbacks, and a resilience of spirit equal to the frustrations of public life." 2)

Municipalities are essentially human institutions, made or broken by the people who are in their employ. It is thus the selection and placement activities that provide the very fibre of institutions, i.e., their human resources.

2. SELECTION AND PLACEMENT

Before delving into a discussion on the requirements for effective personnel selection and placement, it is appropriate to clarify the terms selection and placement.

2.1 SELECTION

The Oxford English Dictionary defines the term selection as,

"the action of selecting or choosing out, ... a particular choice, choice of a particular individual...." 3)

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- 2) Gardner, J.W.: No Easy Victories (New York: Harper & Row, 1968), p. 6.
 - 3) The Oxford English Dictionary, unabridged, vol. IX, S-Soldo (Oxford: Clarendon Press, 1961).

Sikula, on the one hand, regards selection as a process that involves picking out by preference specifically for the purpose to hire a limited number of workers from a group of potential employees. Employment selection is thus the sorting out or elimination of those judged unqualified to meet job and institutional requirements.⁴⁾

Schuler, on the other hand, views selection as the process of gathering information for the purposes of evaluating and deciding who should be hired, under legal guidelines, for the interests of the individual and the institution.⁵⁾

From the foregoing then it follows that selection is one of the most important of all functions in the administration of personnel. Wide differences in capacities, effectiveness, and potential abilities of people make the task of selecting complex. Factors relating to the institution and the job have to be taken into consideration.

Employee selection at the same time is a two-way process. It must be remembered that those engaged in designing and implementing a selection programme have to take into account that job candidates are making judgements to enable themselves to select the institution and the job just as personnel administrators are making judgements to select individuals.⁶⁾

4) Sikula, A.F.: Personnel..., op. cit., p. 185.

5) Schuler, R.S.: Personnel..., op. cit., p. 142.

6) Beach, D.S.: Personnel: The Management of People at Work, fourth edition (New York: MacMillan, 1980), p. 215.

2.2 PLACEMENT

Webster's third new international dictionary⁷⁾ defines placement as "...the assignment of a worker to a suitable job...." The Reader's Digest Great Illustrated Dictionary⁸⁾ explains that the term is "...the act or business of finding jobs,... or positions for applicants...."

According to Crane, placement is the stage when applicants who successfully complete all the steps of the selection process are finally matched with a job and placed in a department where their talents will be utilised⁹⁾ to the optimum.

Proper placement is another important function in the staffing process. It can be as complex as the process of selection, especially when two or more different positions are available to the successful applicant who appears, in general, to meet the requirements of the institution for employment.

To determine which of the positions will be most suited to his competence makes the task of placement more an art than a science.¹⁰⁾

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- 7) Webster's third new international dictionary, unabridged, vol. 11, L-Z (Massachusetts: G. and C. Merriam Co., 1971).
- 8) Reader's Digest Great Illustrated Dictionary, vol. 11, L-Z (New York: Reader's Digest Association Ltd., 1984).
- 9) Crane, D.P.: Personnel: The Management of Human Resources, second edition (Belmont, California: Wadsworth, 1979), p. 136.
- 10) Mandell, M.M.: The Selection Process: Choosing the right man for the job (New York: American Management Ass., 1964), p. 12.

Placement is based on much more than intrinsic job duties. It takes into account the characteristics of supervisors and of co-workers in the departments where the vacancies exist; the tempo requirements; the opportunities for promotion; factors such as the quality, quantity, and variety of work called for, the amount of physical activity, the degree of responsibility, and the need for adjustment to crises and to change.¹¹⁾ In addition, there are work-related conditions that must be considered. For example, is the work outdoors or indoors? Or is there any element of danger present? And how much strength is required?¹²⁾

Since selection and placement are best thought of as partially interrelated and overlapping employment activities, instead of as totally distinct or completely synonymous employment entities,¹³⁾ these terms for the purpose of this dissertation will be seen as inter-dependent activities for the purpose of effective staffing. Fundamentally, in selection, the applicant has to be measured both against general job requirements and against other applicants; in placement, he has to be measured against the different requirements of several positions.¹⁴⁾

11) Ibid.

12) Loc. cit.

13) Sikula, A.F.: Personnel..., op. cit., p. 196.

14) Mandell, M.M.: The Selection Process..., op. cit., p. 12.

Consequently, personnel administration has to recognise the overwhelming importance in the careful selection and placement of employees to make sure that they are physically, mentally, and temperamentally fitted to the jobs they are expected to do; to make sure that new employees can reasonably be expected to develop into desirable employees, and so that there will be a minimum number of square pegs in round holes.¹⁵⁾

3. PURPOSES OF SELECTION AND PLACEMENT

In any institution unsatisfactory and dissatisfied employees are the cause of much inefficiency. The way an unsatisfactory worker perceives his own performance and his defensive feelings about it often have an adverse effect on his morale and motivation. In many areas misjudgements in selection and placement result in serious and far-reaching personnel problems,¹⁶⁾ often extremely costly to the institution.

Administrations, at the same time, especially today, must exercise greater care because of the increasing amount of social stigma attached to discharge or job failure, and the increasing difficulty in making a discharge. The days of "running people off" as a common occurrence are past. Unions defend employees, and administrations

15) Ibid.

16) Calhoun, R.P.: Personnel Management and Supervision (New York: Appleton-Century-Crofts, 1967), p. 74.

themselves are coming to feel increased obligation for the success¹⁷⁾ and retention of personnel.

Considering these circumstances, the activities of selection and placement must be carried out as effectively as possible as borne out by the following,¹⁸⁾ viz., to:

- (i) evaluate and hire the most appropriate job applicants in a fair, legal and nondiscriminatory manner;
- (ii) place the applicants in the best interests of the institution and the individual;
- (iii) engage in selection and placement programmes that are useful for initial hiring as well as future selection and placement decisions for the individual (for example, in promotions or transfers);
- (iv) gather information about the individual, the institution, the job, and the environment in an efficient, legal and effective manner; and
- (v) to make selection and placement decisions with considerations for the uniqueness of the individual, the job, the institution and the environment, even to the extent of adapting the job or institution to the individual or the environment.

Finally, it is necessary to bear in mind that the process of selection and placement is not an end in itself, rather it is the means through

17) Ibid., p. 75.

18) Schuler, R.S.: Personnel..., op. cit., p. 143.

which the institution achieves its objectives. It will not be an exaggeration to say that this process is central to the success of personnel administration and even the success¹⁹⁾ of the institution.

The following model indicates the process as being central to personnel administration:

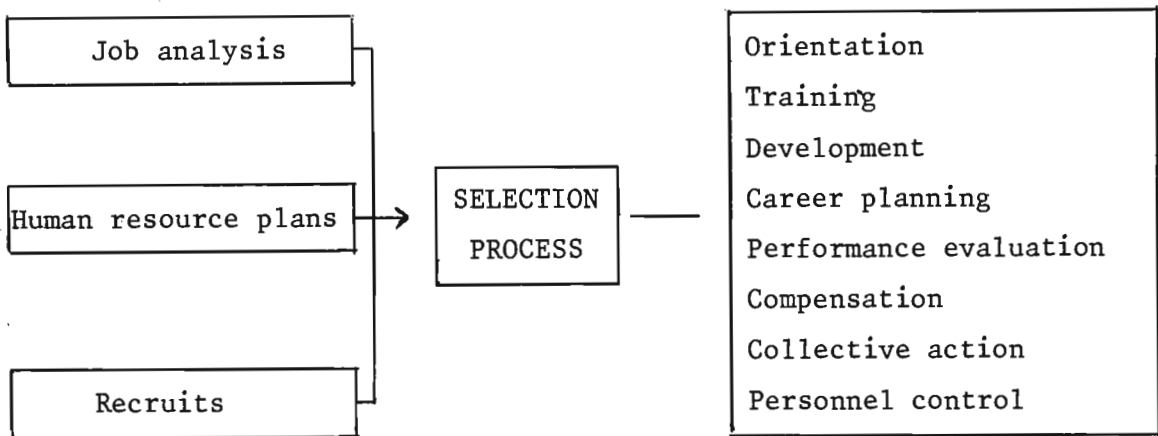


Fig. 4.1 : Dependency of Personnel Administration Activities on the Selection Process. 20)

4. SELECTION AND PLACEMENT INFORMATION

Job vacancies that arise in institutions must first be identified before determining who to select and place. All descriptions and identifications necessary can be initiated through the human resource planning and programming division of the institution or through

19) Werther, W.B. and K. Davis: Personnel Management..., op. cit., p. 150.

20) Ibid., p. 151.

direct requisitions from supervisors.²¹⁾ In most instances, however, because many institutions do not effectively plan human resource needs, supervisor requisitions often become the major source of information about job openings.

Without effective human resource planning, job availability is often not determined until there are job vacancies. As a result of this recruitment, selection, and placement may be undertaken without awareness of the jobs that are open or be done so quickly that a thorough recruitment and selection process is not possible.²²⁾

Selection and placement being a two-way process, the applicant may be able to determine only in part the job performance through characteristics of the municipal institutions, such as compensation policies, philosophy of the officials and the quality of supervision. In fact, there are many job situations in which employee performance is really determined by the pace of the machines more than any qualities of the employee.²³⁾

For the rest of the information to complete the vacancy-applicant match, the selector will have to cull the information from the various stages of the selection activity.

21) Schuler, R.S.: Personnel..., op. cit., p. 149.

22) Ibid.

23) Ibid.

5. RESPONSIBILITY PLACED ON THE SELECTOR

The task of careful selection and placement is one of the most exacting of all occupations. Many of its demands are verbal: it requires the ability to read with full comprehension and insight job descriptions, application blanks and reference material; the ability to listen to, and fully comprehend, the applicant, former employers, and others who supply reference material; the ability to ask questions so as to avoid "fuzzy" answers: and the ability to record accurately what is said.²⁴⁾

It calls for effective communication as well with applicants and other agencies.²⁵⁾ The transaction more often than not involves a wide range of people who may be younger or older than the personnel specialist, more or less intelligent and more or less highly educated.

Misunderstandings can occur in selection work, either in interviewing or analysing reference, suggested qualifications, and statements on an application blank. In general, they arise out of the sheer ambiguity of language.²⁶⁾ Two different supervisors often mean quite different things when they talk about "initiative" or "ability to get along with people"; in reference checking what is "good" to one employer can be "excellent" to another.

24) Mandell, M.M.: The Selection Process..., op. cit., p. 27-30.

25) This is a reference to a business or service that is authorised to act for others, e.g., an employment agency.

26) Ibid., p. 30.

Personnel selectors are under constant pressure to be objective toward institutions, methods, and people alike.²⁷⁾ Today's greatest demands on the selector's objectivity involve dealings with people who are "different" in race, colour or creed. Evidence of prejudice in the selection specialist will be viewed either as an expression of his lack of understanding of himself or as the misuse of power to achieve personal goals. Ideally, the selection task should be entrusted only to men and women of the highest integrity. In addition, the range of knowledge needed is broad and diverse - knowledge of administration, psychology, job analysis, qualifications analysis, recruiting methods, and selection techniques are all needed. This makes selection professional work because it requires mastery of an organised body of knowledge, partly derived from research, and the skill to apply that knowledge.

6. SELECTION AND PLACEMENT PROCEDURE

Personnel classification and job placement seek the optimal matching of men and jobs within the constraints dictated by available manpower and available jobs. Consequently, the procedure applied to estimate or measure as accurately as possible each person's individuality and ability and to place him in an assignment for which his pattern of predicted job behaviour is appropriate both to his own long-term goals and that of the institution²⁸⁾ needs to be tailor-made to meet

27) Ibid., p. 31.

28) Dunnette, M.D.: Personnel Selection and Placement (Belmont, California: Wadsworth Publishing Co., 1966), p. 183.

the particular requirements of the institution. The thoroughness of the procedure should be carefully monitored in view of the following factors,²⁹⁾ i.e., the

- (i) consequences of faulty selection must be weighed in the light of cost incurred and damage caused to the institution and the individual;
- (ii) policy practised by the institution and the attitude of the senior officials; and
- (iii) the initial length of the probationary period, especially when the learning period on the job becomes longer than the probationary period.

The steps in the selection and placement procedure should be varied to meet the circumstances relevant to an institution. The following is a model programme,³⁰⁾ which, however, can be adapted to suit individual needs;

- (i) reception in employment office;
- (ii) preliminary interview;
- (iii) application blank;
- (iv) selection tests;
- (v) main employment office interview;
- (vi) investigation of the applicant's background;
- (vii) final selection interview by supervisor;
- (viii) medical examination; and
- (ix) induction.

29) Beach, D.S.: Personnel: The Management of People..., op. cit. p. 217.

30) Ibid., pp. 217-218.

Whilst accuracy, completeness, validity, and predictive values are the objectives of the screening procedure, they can only be achieved to relative degrees based on costs and the importance of the positions being filled.³¹⁾ It is uneconomic really to collect data not actually needed for valid predictions.

In the engaging of data collection the procedures that are adopted are not so rigorous or "scientific" that subjective factors are entirely eliminated. It would be difficult to argue that they should be. But it is important that systematic, planned procedures are set up and followed in obtaining and analysing both objective and subjective data.³²⁾

Not all institutions make provision for a preliminary interview that is generally conducted in the employment office where the applicants would be informed of the nature of the current job openings. Simultaneously data pertaining to the applicant's level of education, experience, skills, job interests and availability for accepting employment could be obtained. If the requirements of the institution and the interests and qualifications of the job seeker seem to match in this rough initial screening, then the individual would be invited for a more detailed and comprehensive³³⁾ test.

31) McFarland, D.E.: Personnel Management: Theory and Practice (New York: MacMillan, 1968), p. 261.

32) Ibid., pp. 260-261.

33) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 218.

The steps in the selection process are indicated hereunder. Each of the devices used in selection will be examined in some detail.

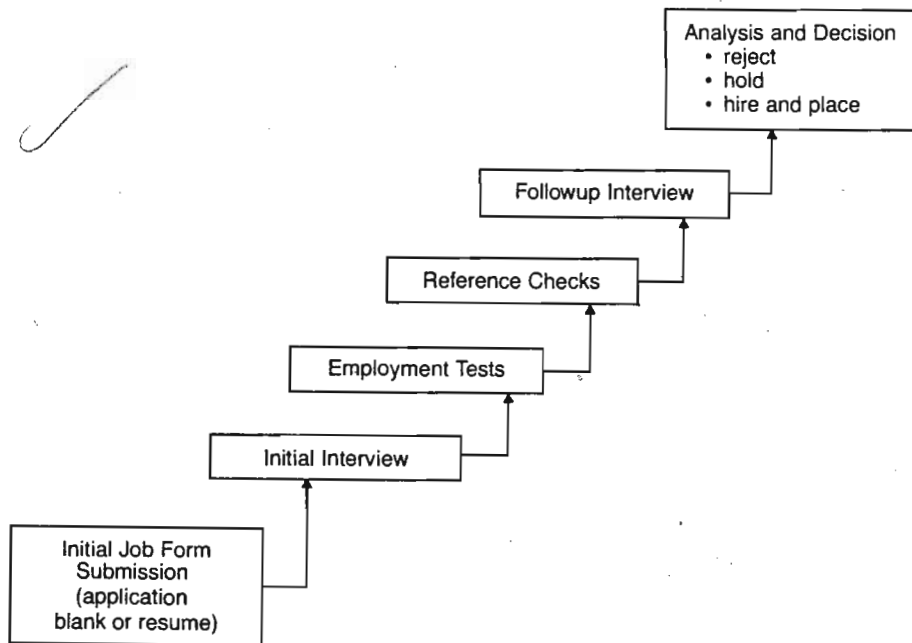


Fig. 4.2 : Steps in Selection.³⁴⁾

34) Schuler, op. cit., p. 152.

7. SELECTION DEVICES

Finding the right fit between people and jobs has two components: selection, which deals with finding the best people for a given job; and placement, which seeks the best job for a given individual.³⁵⁾ Consequently, the acquiring of relevant data becomes critical for reaching sound decisions so that the effort to satisfy the demands of these activities could be regarded as being effective.

The techniques employed in the obtaining of data are mainly through the application, by interviewing, by administering tests and physical examination, and by making reference checks on the applicant's background. No one method can be used to the exclusion of the rest, because each of the devices can yield additional data.³⁶⁾ Each can help with the prediction and decision-making. The major task lies in integrating the total information³⁷⁾ supplied by all the devices that are used. Since none of the measures will make prediction nothing close to 100 per cent, it is necessary to guard against the practice of relying too exclusively on a single device. Moreover, no formal device should be viewed as a substitute for judgement, but only as an aid to judgement. The reason for seeking objectivity, validity, and reliability especially in the examination technique

35) Strauss, G. and L.R. Sayles: Personnel: the human problems of management, fourth edition (Englewood Cliffs, New Jersey: Prentice-Hall, 1980), p. 370.

36) Calhoun, R.P.: Personnel Management..., op. cit., p. 91.

37) Lipsett, L., Rogers, F. and H. Kenther: Personnel Selection and Recruitment (Boston: Allyn and Bacon, 1964), p. 308.

is not to circumvent judgement but to analyse it, direct it, and reinforce it.³⁸⁾ Carefully validated and standardised techniques go far to reduce the elements of chance and caprice in the selection process. The person who can judge ability intuitively is non-existent.³⁹⁾

The devices are discussed hereunder.

7.1 APPLICATION BLANK

An application blank is usually the initial source of information an employer has about a particular employee. All institutions use some form of an application report or questionnaire to get a quick look⁴⁰⁾ at a job seeker's general background and qualifications. The choice of questions on the blank should be such that they are valid predictors of employment success or failure. Questions should not by their wording or nature encourage dishonest answers. Whilst it may not be possible to advocate a universal application form⁴¹⁾ to suit all the recruiting needs of institutions, a form, however, should make provision for the following basic details:

38) Stahl, O.G.: Public Personnel Administration, seventh edition (New York: Harper and Row, 1976), p. 134.

39) Ibid., p. 135.

40) Sikula, A.F.: Personnel..., op. cit., p. 186.

41) Finnigan, J.: The Right People In The Right Jobs, second edition (Aldershot, Hants: Gower Publishing Co. Ltd, 1983), p. 47.

- (i) personal particulars;
- (ii) education and training;
- (iii) record of employment;
- (iv) names for personal or business reference; and
- (v) signature and date.

There are two methods of evaluating a filled-in application form: one is the clinical method, and the other is the weighted or statistical method.⁴²⁾

7.1.1 CLINICAL EVALUATION

Answers to questions are studied carefully to find meaningful patterns that can reveal important information regarding the applicant's personality and make-up. A form that is well designed can provide sufficient insight into his leadership ability, human relations, industriousness, emotional stability, assertiveness, speaking ability and attitude towards superiors.⁴³⁾ This overall impression gained, on the one hand, is purely tentative, subject to further verification tests. The interviewer, on the other hand, must be well trained and experienced to formulate such impressions, otherwise serious errors can result. For this kind of evaluation a sound knowledge of psychology and personnel administration is important.

42) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 219.

43) Ibid.

7.1.2 WEIGHTED EVALUATION

Another way of appraising applicants is to assign numerical weights to items on the application blank and the answers given to those items.⁴⁴⁾ By adding up the responses each application is evaluated in terms of a score. Cut-off scores, based on information that has been validated, can improve the accuracy of prediction and save time in selection proceedings.

In developing a weighted blank, it is necessary to identify those items of personal history of present employees that differentiate between groups of successful and unsuccessful employees.⁴⁵⁾

Enough research has been undertaken in a variety of jobs and by disassociated persons to show that this instrument has value. Hinrich's⁴⁶⁾ research conducted over a five-year period found that high-performance men differed significantly on a number of items from others. When items were rated and employees scored, high-performing employees obtained considerably higher scores than the others.

44) Calhoon, R.P.: Personnel Management..., op. cit., p. 92.

45) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 220.

46) Hinrichs, J.R.: "Technical Selection: How to improve your Batting Average", Personnel, vol. 37, March, 1960, pp. 56-60.

Schneider⁴⁷⁾ discovered that weighted application blanks have shown greater predictive power (i.e., higher validity coefficients) than both intelligence and personality tests. They have been consistently superior to those obtained with other selection techniques when all techniques are developed with equal care. Biographical questionnaires, he maintains, work well because people's behaviour over time is consistent and because people are more likely to succeed in environments where they have a previously established compatible response pattern.

According Dunnette and Maetzold,⁴⁸⁾ in the analysis of weighted application forms, they found that the device proved to be an effective predictor.

Biographical items in the main have greater precision in prediction simply because there is no *a priori* package of items as in the case of a test where the items cannot be rearranged or disrupted once standardization has been finalised.⁴⁹⁾

47) Schneider, B.: Staffing Organizations (Pacific Palisades, California: Goodyear Publishing Co., Inc., 1976), p. 203.

48) Dunnette, M.D. and J. Maetzold: "Use of a Weighted Application Blank in Hiring Seasonal Employees", Journal of Applied Psychology, vol. 39, no. 5, October, 1955, pp. 308-310.

49) Glueck, W.F.: Personnel: A book of readings (Dallas, Texas: Business Publications; Inc., 1979), pp. 136-137.

The following figures serve as an illustration to contrast the proportion of validity coefficients:

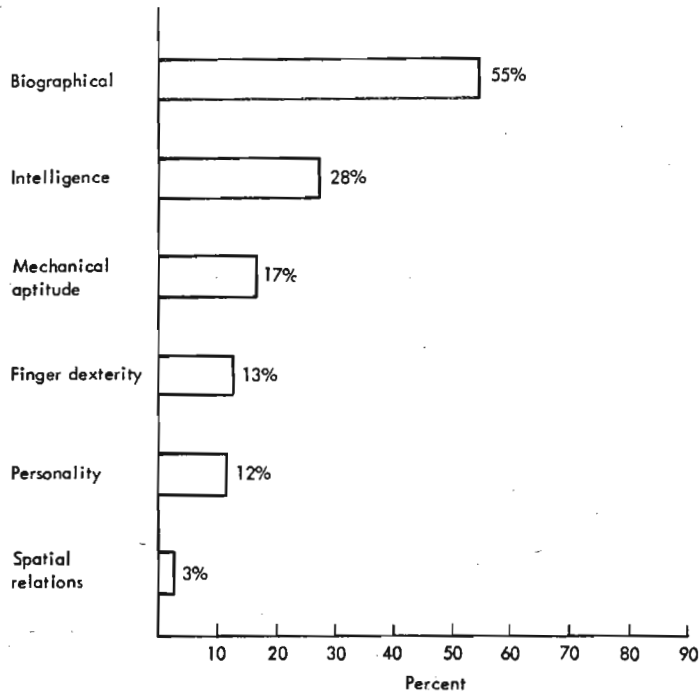


Fig. 4.3 : Proportion of Validity Coefficients .50 or Higher with Job Proficiency as the Criterion. 50)

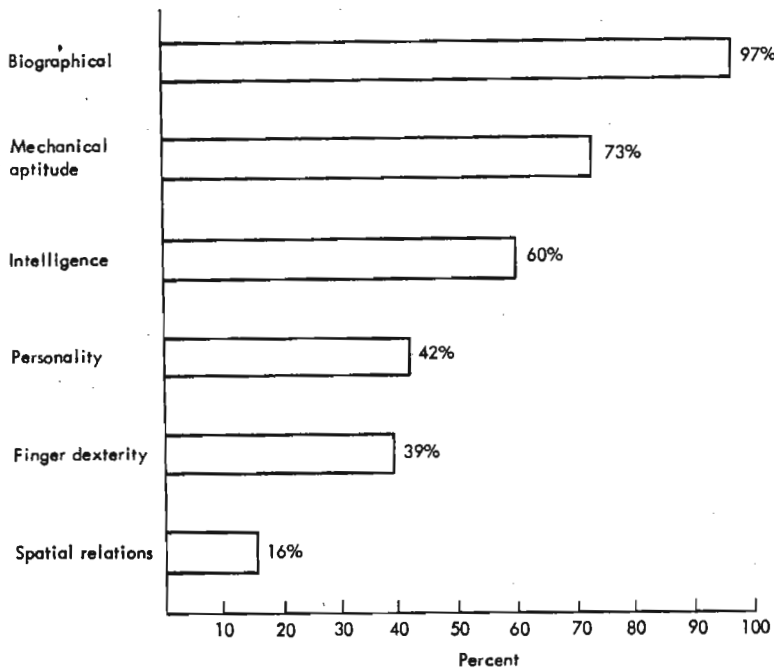


Fig. 4.4 : Proportion of Validity Coefficients .30 or Higher with Job Proficiency as the Criterion. 51)

50) Ibid., p. 127.

51) Ibid., p. 129.

Caution should, however, be exercised in the use of the weighted application blank. It can be quite effective as a selection technique when many employees perform the same work and when adequate records are available. But it needs to be emphasised that success criteria vary from job to job, and institutions must validate the factors they use as predictors. The scoring key must also be revalidated periodically since it may not remain accurate indefinitely. Most importantly, institutions should not hire or reject applicants solely⁵²⁾ on the basis of one or two answers on an application questionnaire but, rather, should base their decision on an overall evaluation of their abilities.

7.1.3 CONCLUSION

Sound application procedure establishes two fundamental requisites of this instrument:

- (i) to determine whether the applicant is basically qualified to compete; and
- (ii) to ensure that unnecessary barriers to admission to competition are eliminated.

Thus, a sound application procedure should form part of the permanent personnel record if the applicant is eventually employed, and it should make provision for supplementation in future years to, *inter alia*, cover added education, training and professional honours.

52) Crane, D.P.: Personnel: The Management..., op. cit., p. 125.

Besides providing data that should help predict success on the job, the application blank distinctly identifies three types of candidates,⁵³⁾ i.e.,

- (i) those clearly outside the specification for straightforward reasons such as age, inadequate examination performance, inappropriate experience and unrealistic salary ambitions;
- (ii) those clearly meeting the specification from whom further particulars will have to be sought by administering screening techniques; and
- (iii) borderline cases which could be drawn upon if and when needed.

Samples of some types of application blanks used by institutions are as follows (Pages 126, 127, and 128).

7.2 TESTING

In recent years testing programmes have achieved increasing significance in employee selection. They serve as an aid, not only for the selection of new employees, but they are used effectively

53) Finnigan, J.: The Right People..., op. cit., pp. 48-49.

Fig. 4.5 : Application Blank 54)

FIGURE 11.1a.

JN-638-2

APPLICATION FOR EMPLOYMENT

Date _____

Print Name in Full: _____ Position Wanted: _____
Last First Middle

Address: _____ Phone No.: _____ Soc. Sec. No.: _____
No. & Street City State

Date of Birth: _____ Age: _____ Sex: _____ Height: _____ Weight: _____ Color Eyes: _____ Color Hair: _____

Married Single Widowed Divorced Separated Citizen of U.S.A. (yes or no) _____ List Any Physical Defects _____

Own Home _____ Rent _____ Board _____ Draft Classification _____ Reserve Status _____

Have You Ever Worked Here Before? _____ Have You Ever Applied for Employment Here Before? _____ List Friends & Relatives Employed by This Co. Who Know You: _____

EDUCATION							
	Name of School	City and State	No. of Years	Did You Graduate?	Year	Degree	Major Subjects
Grade School							
High School							
Corr. Course or Business School							
Technical School or College							
Army, Navy, Marine Serv. School							
Other							

EMPLOYMENT HISTORY - Give Accurate and Complete Information... Include Experience in Military Service... List Present or Last Job First.

Employed by	Address	How Long?		Kind of Work	Rate of Pay	Reason for Leaving
		From	To			

(Over)

APPLICATION FOR EMPLOYMENT LOOART PRESS, INC. <i>An Equal Opportunity Employer M/F</i>					
PLEASE PRINT					
DATE	DATE OF AVAILABILITY	POSITION DESIRED:			
SALARY REQUIREMENTS \$ PER		HOW WAS YOUR CONTACT WITH LOOART INITIATED?			
IDENTIFICATION					
NAME	FIRST	MIDDLE	LAST	SOCIAL SECURITY NO.	
PRESENT ADDRESS				ZIP CODE	PHONE
PREVIOUS ADDRESS IF LESS THAN 12 MONTHS AT PRESENT ADDRESS				ZIP CODE	
DO YOU HAVE RELATIVES CURRENTLY WORKING AT LOOART?		IF YES, GIVE NAME AND DEPARTMENT			
		<input type="checkbox"/> YES <input type="checkbox"/> NO			
ARE YOU OVER THE AGE OF 21?		IF NO, YOU ARE SUBJECT TO PROOF OF MINIMUM LEGAL AGE UNDER STATE LAW			
		<input type="checkbox"/> YES <input type="checkbox"/> NO			
DO YOU HAVE ANY PHYSICAL CONDITIONS WHICH PRECLUDE YOU FROM PERFORMING CERTAIN KINDS OF WORK?		IF YES—EXPLAIN			
		<input type="checkbox"/> YES <input type="checkbox"/> NO			
HAVE YOU HAD ANY SERIOUS ILLNESS IN THE LAST FIVE YEARS?		IF YES—EXPLAIN			
		<input type="checkbox"/> YES <input type="checkbox"/> NO			
HAVE YOU EVER RECEIVED COMPENSATION FOR INJURIES?		IF YES—EXPLAIN			
		<input type="checkbox"/> YES <input type="checkbox"/> NO			
HAVE YOU EVER BEEN CONVICTED OF A CRIME EXCLUDING MINOR TRAFFIC VIOLATIONS?		IF YES—EXPLAIN			
		<input type="checkbox"/> YES <input type="checkbox"/> NO			
ARE YOU IN THIS COUNTRY ON A TEMPORARY VISA?					
		<input type="checkbox"/> YES <input type="checkbox"/> NO			
WERE YOU EVER EMPLOYED BY THIS COMPANY UNDER ANOTHER NAME?		IF YES—EXPLAIN AND GIVE OTHER NAME			
		<input type="checkbox"/> YES <input type="checkbox"/> NO			
NAME OF PERSON TO CONTACT IN CASE OF EMERGENCY		ADDRESS	PHONE		
(U.S. ARMED FORCES ONLY)	BRANCH	DATE OF ENTRY	HIGHEST RANK		
DESCRIBE MILITARY OCCUPATION AND ANY SPECIAL TRAINING RECEIVED					
PERSONAL INTERESTS AND HOBBIES					
EDUCATION					
YEARS ATTENDED	NAME AND LOCATION OF INSTITUTION	COURSE TAKEN OR MAJOR	GRADUATION DATE	DEGREE	
HIGH SCHOOL 19 TO 19					
COLLEGE 19 TO 19					
OTHER COURSES 19 TO 19					
DID YOU USE ANY OTHER NAME WHILE ATTENDING SCHOOL?					
<input type="checkbox"/> YES <input type="checkbox"/> NO IF YES, GIVE NAME					
SPECIAL SKILLS					
OFFICE		SHOP	OTHER		
TYPING? _____ SPEED _____	LIST TOOLS AND MACHINES WHICH YOU FEEL QUALIFIED TO USE WITHOUT FURTHER TRAINING—		WHAT SPECIAL SKILLS OR ABILITIES DO YOU HAVE?		
SHORTHAND? _____ SPEED _____	_____		_____		
PBX SWITCHBOARD? _____	_____		_____		
OFFICE MACHINES? _____	_____		_____		

Fig. 4.6 : Application Blank⁵⁵⁾55) Warrick, and Zawacki, op. cit., p. 245.

for differential placement⁵⁶⁾ or assignment of employees to the most suitable job.

Sikula⁵⁷⁾ defines a test as "a systematic procedure for sampling human behaviour".

Blum⁵⁸⁾ states that a test is a sample of an aspect of an individual's behaviour, performance, or attitude. A broader definition is that a test is a systematic procedure for observing a person's behaviour and describing it with the aid of a numerical scale or a category-system.⁵⁹⁾

In the main, most tests are objective. The score earned by the person taking the test cannot be influenced by the opinions of those evaluating the test results. The test results can count significantly in the accuracy of prediction of job success for applicants.

7.2.1 REQUIREMENTS IN THE USE OF TESTS

The following guidelines⁶⁰⁾ are to be observed in the use of tests for selection and placement purposes:

-
- 56) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 229.
- 57) Sikula, A.F.: Personnel..., op. cit., p. 187.
- 58) Blum, M.L.: Industrial Psychology and its Social Foundations, revised edition (New York: Harper and Row, 1956), p. 267.
- 59) Cronback, L.J.: Essentials of Psychological Testing, third edition (New York: Harper and Row, 1970), p. 26.
- 60) Beach, D.S.: Personnel: The Management of People..., op. cit., pp. 230-231.

- (i) tests should be used only as a supplement to other selection devices, not as a substitute for them.
Even a full battery of tests will provide only a small sample of a person's total pattern of behaviour;
- (ii) tests are more accurate at predicting failures than success;
- (iii) tests are most useful in picking a select group of people who are most likely to succeed on the job from among a much larger group;
- (iv) a test must be validated in one's own institution to be of any value. It is always necessary to test the test itself before any degree of confidence can be placed in its ability to predict successful performance on the job;
- (v) tests can make their greatest contribution in those situations where it has been difficult to obtain satisfactory employees by using other selection methods;
- (vi) the decision whether to hire or reject an applicant on the basis of the numerical test score should be viewed with circumspection. Tests are not so accurate that one can say that an applicant with a score of 92 is emphatically better qualified than another with a score of 90; and
- (vii) if several applicants pass a selection test, those with the very highest test scores are not necessarily a better choice than those scoring lower.

7.2.2 CRITERIA FOR THE EFFECTIVENESS OF TESTS

For tests to be useful and effective in a practical situation the following criteria need special consideration:

(i) Reliability:

The reliability of a test is the consistency with which it yields the same score throughout a series of measurements⁶¹⁾ that is, the person being tested should receive the same score when the same test is applied on different occasions. There are four distinct types of test reliability:⁶²⁾

- (a) equivalent-form;
- (b) test-retest;
- (c) split-half; and
- (d) odd-even item split.

Reliability is expressed by a coefficient of correlation, which should generally exceed 0,85.

(ii) Validity:

A test is said to be valid if it will actually measure the thing which it is supposed to measure. It should predict⁶³⁾ which applicants will become the "best" workers. Perfect validity is practically impossible

61) Ibid., p. 231.

62) Loc. cit., p. 232.

63) Schultz, D.P.: Psychology and Industry (London: MacMillan, 1970), p. 55.

to achieve; but reasonable validity is not only possible but indispensable.⁶⁴⁾

There are two procedures by which the validity of a test is determined, each supplementary to the other. In the first method, the test may be administered to employees of known ability already on the job. If those employees who are known to be most efficient score highest on the test, while the least efficient employees score lowest, the test has validity. The second procedure in checking on the validity of a test, and one that should be employed to supplement the first, consists in follow-up studies of the performance of those employees who have been selected through it. No test can be said to be truly valid until both these procedures have been employed.⁶⁵⁾

It should be noted, however, that highly valid tests can be offset by weaknesses in other areas of the selection process.⁶⁶⁾

(iii) Coefficient of Correlation:

Correlation is a statistical concept that indicates the degree of closeness of relationships between two series of numbers. In selection testing it is applied to both reliability and to validity. A high degree of correlation between one factor and another does not

64) Stahl, O.G.: Public Personnel Administration, Seventh edition (New York: Harper and Row Publishers Inc., 1976), p. 131.

65) Ibid., p. 132.

66) Beach, D.S.: Managing People at Work: Readings in Personnel, second edition (New York: Macmillan Publishing Co., Inc., 1975), p. 114.

necessarily mean that the first causes the second. All it means is that the first measure relates closely to the second.⁶⁷⁾ The correlation coefficient as a measure of relationship can be directly converted into a measure of predictive accuracy,⁶⁸⁾ which is essentially the purpose of the whole selection mechanism.

Instead of resorting to correlation, it has also been found that better results could be obtained, and with far less labour, by using "critical cutting scores".⁶⁹⁾ A critical score is one which separates the best operators from the poorest ones.

7.2.3 STEPS IN THE FORMATION OF A TESTING PROGRAMME

A great measure of planning, analysis and experimenting is required to develop a useful battery of tests for a particular selection situation. Since a great deal of technical knowledge is necessary to establish a new testing programme, the services of a qualified person should be required to guide the effort.⁷⁰⁾ The individual in charge could either be a fully qualified industrial psychologist or a specialist personnel officer who has a sound knowledge of psychology, psychometrics, and statistics.

67) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 234.

68) Schneier, C.E. and R.W. Beatty: Personnel Administration Today: Readings and Commentary (Reading, Massachusetts: Addison-Wesley Publishing Co., 1978), p. 204.

69) Schultz, D.P.: Psychology and Industry..., op. cit., p. 62.

70) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 235.

The following steps⁷¹⁾ must be taken into account when a test is being programmed:

1. The objective that the institution wishes to achieve must be firmly decided. If it is to be used for the hiring of new employees, or for the purpose of upgrading and promoting present employees, then the programme must be so designed to attain the intended objective.
2. A critical job analysis must be undertaken to identify those characteristics that appear necessary for job success. Job analysis must be specific and detailed. The analyst will have to look closely at items such as motor habits, eye-hand coordination, finger and arm dexterity, perceptual and sensory abilities, and specific personality characteristics. One useful frame of reference for making this job analysis is to seek those attributes that differentiate efficient from inefficient.
3. A tentative choice of tests for a try-out should be made. Once attributes considered essential for job success are established, the tests to measure those characteristics must be chosen. The programme designer, in looking at available tests, must give attention to such factors as reliability, validity, proper level of difficulty, ease of administration and cost.

71) Ibid., pp. 235-236.

4. Tests should be administered to an experimental group as a try-out. It would be advisable to administer the test battery to those presently on the job as well.

5. The criteria of job success should be established, such as,
inter alia:
 - (a) quantity of output;
 - (b) quality of output;
 - (c) grades in training courses;
 - (d) accident frequency;
 - (e) attendance;
 - (f) rate of promotion in the institution;
 - (g) professional achievements, such as patents, published writings, and formal awards; and
 - (h) performance ratings made by the supervisor.

6. Results should be analysed and decisions made with regard to test application. The decision of where to place the cutting score is determined by the level of acceptable performance expected, the supply of labour to the institution in relation to its needs for labour, the cost involved in screening many applicants just to employ a few, and the seriousness of hiring a failure in respect of training cost and damage to the institution.

Since no single test can be expected to measure all the capacities and abilities necessary to perform a job satisfactorily, it becomes necessary to use a number of tests developed for that particular purpose, called a battery.⁷²⁾

72) Ibid., p. 238.

7.2.4 TYPES OF TESTS

With the objective being to reduce errors in the selection and placement of personnel so that the more qualified functionaries will be put in responsible positions, and the less qualified will be placed in jobs they can handle,⁷³⁾ the contribution that each type of test can make in the prediction of accuracy has increased the effectiveness of testing as a technique. One of the major advantages is that they may uncover qualifications and talents that would not be detected by interviews or by listings of education and job experience.⁷⁴⁾

In addition, tests help to eliminate the possibility that the prejudice of the interviewer, instead of potential ability will determine selection decisions. According to the type of information to be elicited and the purpose⁷⁵⁾ to be served, tests are correspondingly classified as follows:

- (i) aptitude;
- (ii) achievement;
- (iii) vocational interest;
- (iv) situation; and
- (v) personality.

The application of each to measure the type of human behaviour requires closer analysis.

73) Schultz, D.P.: Psychology and Industry..., op. cit., p. 41.

74) Strauss, G. and L.R. Sayles: Personnel..., op. cit., p. 374.

75) McFarland, D.E.: Personnel Management..., op. cit., p. 274.

7.2.4.1 APTITUDE TESTS

The term aptitude refers to any test that is useful in predicting job success. It measures latent or potential ability to do something.⁷⁶⁾

Intelligence tests measuring overall intellectual capacity plays a prominent role in selection and can be used as a continuing guide⁷⁷⁾ during an employee's entire career in an institution. They are used more extensively than any other type of test. Frequently they have been found to give better results in predicting success in specialised positions than do specialized knowledge tests.⁷⁸⁾ In content, general intelligence tests usually consist of measurement of such capacities as verbal ability, abstract reasoning, quantitative (arithmetical) reasoning and spatial visualization - obvious ingredients for success in many walks of life.⁷⁹⁾

Other extremely useful types of aptitude tests are used for a wide variety of jobs to test areas of capacity like mechanical, number facility, memory, word fluency and finger dexterity.

76) Sikula, A.F.: Personnel..., op. cit., p. 188.

77) Calhoon, R.P.: Personnel Management..., op. cit., p. 105.

78) Stahl, O.G.: Public Personnel..., op. cit., p. 141.

79) Ibid.

7.2.4.2 ACHIEVEMENT TESTS

Achievement tests predict an applicant's performance on the basis of what he knows.⁸⁰⁾ These tests may be classified as education, trade and demonstration tests. When a test is administered to discover the extent to which the applicant has mastered specific subject matter, usually of an academic type, that is referred to as an education test. It may be a test of sociology, economics, or government.⁸¹⁾ In engineering, it may be a test of surveying methods.

The trade test is designed to measure the degree to which a person possesses a given occupational knowledge. This type of test can be administered in the selection of accountants, architects, city planners⁸²⁾ and clerical workers.

Another variety of achievement tests is the practical or demonstration test where, for example, the applicant is asked to pave a section of a street or an architect to design a structure.

Achievement tests, however, do have their limitations, in that they seldom reveal much about a candidate's ultimate potential.⁸³⁾

80) Schuler, R.S.: Personnel..., op. cit., p. 158.

81) Stahl, O.G.: Public Personnel..., op. cit., p. 143.

82) Ibid.

83) Loc. cit., p. 144.

7.2.4.3 VOCATIONAL INTEREST TESTS

Vocational interest tests are inventories of the likes and dislikes of people in relation to occupations, hobbies, and recreational activities. The basic idea and assumption behind these tests is that a definite pattern of interests exists for those who are successful in any occupation.⁸⁴⁾ They are generally not predictive of performance on the job, but they can predict which occupation will be more in tune with an individual's interests. Interest areas can be grouped into ten vocational categories - outdoor, musical, computational, scientific, persuasive, artistic, literary, social service and clerical. Specific jobs can be identified within each of the ten groupings.⁸⁵⁾

It is important to be aware that since it is possible for a job-seeking person to fake or slant his responses in a certain direction in order to be employed, interest tests are much more useful for individual vocational guidance than they are for employee selection.⁸⁶⁾

7.2.4.4 SITUATIONAL TESTS

A situational test evaluates individuals in a real life-like situation by asking them to cope with or solve critical elements of a real job.

84) Sikula, A.F.: Personnel..., op. cit., p. 189.

85) Schuler, R.S.: Personnel..., op. cit., p. 160.

86) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 244.

To be of value the situational tests must have the following characteristics,⁸⁷⁾ viz.,

- (i) they must truly stimulate the work situation;
- (ii) the tasks to be performed must enable the testee to exhibit relevant behaviour and personal qualities; and
- (iii) instructions must be sufficiently clear that the applicant knows what is expected of him.

A thorough knowledge of the job is required to select tasks that are relevant and to determine the behaviour that should be observed and rated.⁸⁸⁾

Another type of situational test is the "in-basket"⁸⁹⁾ test. This simulates key aspects of the job of an administrator. It consists of realistic letters, telephone messages, memoranda, and reports that have supposedly collected in the "in-basket" on the desk of an officer. Each person taking this test is provided with adequate background information about the particular institution and its line of function. He is told that he is a new incumbent in his position and must take action on the various items in his in-basket. The candidate is asked to handle these materials in the most appropriate way.⁹⁰⁾ Based upon the observation made by a group of raters, the performance is rated where both content and style of responses are considered.

87) Mandell, M.M.: The Selection Process..., op. cit., pp. 318-319.

88) Ibid., p. 319.

89) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 245.

90) Ibid.

7.2.4.5 PERSONALITY TESTS

Personality tests are of two kinds, viz.,

- (i) the objective, pencil and paper, tests; and
- (ii) projective tests.

The fact that many personal traits of a temperamental or emotional sort are closely related to vocational success has long been recognised. But their identification and measurement have proved very difficult,⁹¹⁾ consequently reducing their level of reliability and validity. Hence the tests need to be used with caution and circumspection.

Emotional stability is critical, particularly for success in executive positions. Personality inventories have had rather limited success in predicting performance on the job.⁹²⁾ They could serve a useful purpose for counselling.

A projective personality test is one in which the subject is asked to project his own interpretation into certain standard stimulus situations. The meaning he attaches to the stimulus depends upon his own values, motives, and personality.⁹³⁾

91) Stahl, O.G.: Public Personnel..., op. cit., p. 145.

92) Cronbach, L.J.: Essentials of Psychological Testing, second edition (New York: Harper and Row, 1960), p. 485.

93) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 246.

According to Campbell et al,⁹⁴⁾ projective techniques can yield useful predictions when effort is made to interpret responses to them according to motivations relevant to the institution.

The administration of these tests requires a high degree of skill and perceptiveness on the part of the examiner. These tests explore thought content and relationships by carefully evaluating all aspects of the subject's responses, including content, orderliness, patterns and relationships, emotions and attitudes, quality of expression, hesitation, reaction to displays, fantasies and behavioural cues.⁹⁵⁾ Their administration demands judicious probing without leading questions, recognition and follow-up of significant points, and subtlety in securing the widest possible range of behaviour.⁹⁶⁾

Dr Guilford⁹⁷⁾ has summarized such tests as follows: in spite of the widespread popularity, the reliabilities of scores tend to be relatively low and validities are generally near zero. Results are rather sensitive to temporary conditions, including test-taking attitudes, and have shown little or no validity for predicting academic or vocational success. Dependence upon the techniques has gone well beyond what has been justified by rigorous validation studies.

94) Campbell, J.P., Dunnette, M.D., Lawler, E.E. III, and K.E. Weick: Managerial Behaviour: Performance and Effectiveness (New York: McGraw-Hill, 1970), p. 136.

95) Mandell, M.M.: The Selection Process..., op. cit., p. 301.

96) Ibid.

97) Guilford, J.P.: Personality (New York: McGraw-Hill Book Company, 1959), pp. 313-314.

Some of the basic deficiencies of projective techniques have been identified as being the effect on results obtained which stems from the interpersonal relations of the examiner and the subject; the difficulty of controlling the examiner's bias, which may cause him to project his own personality as easily⁹⁸⁾ as the subject has projected his.

Thus, the tests can be regarded as being highly subjective and impressionistic.

7.2.5 CONCLUSION

Tests reduce the cost of selection and placement, because large groups of applicants can be evaluated with them less expensively than with other devices. Any saving in cost should, however, be related to the accuracy of the tests. Although tests measure only a part of the total amount of information needed to make an accurate selection they are invaluable because they help to uncover talent that might otherwise be overlooked. To differentiate between the abilities required by the present job and those required by the new one, they can be used very effectively. Through testing people with outstanding abilities who may not meet formal educational or experiential requirements will be able to demonstrate by their scores that they have equivalent knowledge and skills.

Furthermore, tests provide a uniform basis for comparing applicants from diverse backgrounds. They not only compensate for weaknesses in inter-

98) Bell, J.E.: Projective Techniques (New York: Longmans, Green and Company, 1948), pp. 496-498.

viewers and supervisors, but have the effect of increasing the quality of employees of an institution over a period of time. Research has indicated that the mere announcement that an institution uses tests attracts a higher level of applicants.

Finally, it can be said that it is true, tests are far from perfect; but it should be remembered that application forms, interviews, and reference checks also have their limitations.

7.3 THE SELECTION AND PLACEMENT INTERVIEW

Of all the devices used in the process of selection and placement, the interview is the most popular and universal. The figure hereunder indicates this.

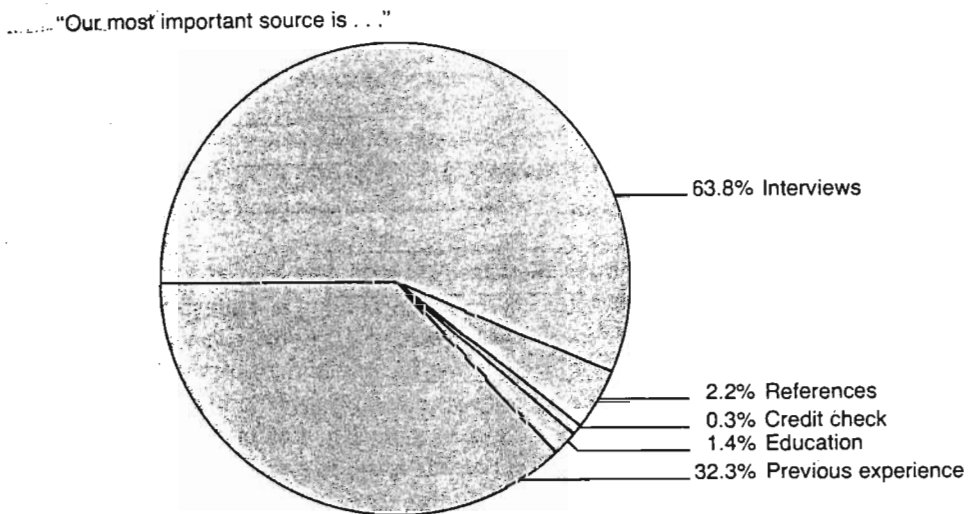


Fig. 4.7 : Sources of Information about Job Applicants.⁹⁹⁾

99) Schuler, op. cit., p. 151.

It can take the form of an initial preliminary interview, the main employment office interview, and the final decision-making interview by the prospective supervisor. Sometimes for high-level positions,¹⁰⁰⁾ several superiors interview the candidate and compare impressions before arriving at a definite decision.

In an interview situation, the interviewer is in a unique position of being able to integrate all the information and impressions obtained about the applicant from all sources: application form, preliminary interviews, test scores and background checks.¹⁰¹⁾

The interviewer can assess the applicant on such attributes as personal appearance, mannerisms, emotional stability, maturity, attitudes, motivation, and interests. The interview caters for deep probing into the person's home and family background, education, previous work experience,¹⁰²⁾ and other relevant details.

An interview can be defined as a conversation or verbal interaction, normally between two people, for a particular purpose.¹⁰³⁾ It is conducted to evaluate the applicant's acceptability, whether he can do the job, and how he compares with the others who have applied.

Being a very complex technique, many reasons can be advanced for the need for humility among interviewers. Mandell's contention that just

100) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 248.

101) Ibid.

102) Ibid., p. 249.

103) Ibid.

one should be sufficient sums it up most poignantly:

"The interviewer is trying to obtain in 20 to 60 minutes an accurate understanding of a lifetime of thousands of experiences producing attitudes, motivations, and behaviour which, in many cases, are unknown to the applicant himself and which are modified at different times and in different places. Humility motivates the interviewer to avoid hasty judgments, to obtain the evaluations of others in order to check his own conclusions, to improve his skill and knowledge as much as possible, to use other selection devices to contribute to the accuracy of selection, to limit the interview to those factors which can be appraised adequately, and to omit from it those factors which should be measured by other methods." 104)

At the same time the interviewer needs a thorough knowledge of the jobs for which he is interviewing, a knowledge that is derived from experience in performing or supervising the work or, alternatively, from analysing the job.¹⁰⁵⁾ He must be objective, and has to think critically, systematically and analytically. Generally, those who associate with and have experience with people who have a variety of backgrounds and characteristics are likely to be good interviewers.

7.3.1 TYPES OF INTERVIEWS

Depending upon the techniques and structure to be used, interviews can accordingly be classified into the following categories:¹⁰⁶⁾

104) Mandell, M.M.: The Selection Process..., op. cit., p. 187.

105) Ibid., p. 189.

106) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 252.

- (i) planned;
- (ii) patterned;
- (iii) stress; and
- (iv) panel.

The planned interview is the systematic, depth interview which offers the greatest possibilities¹⁰⁷⁾ for most institutions. The interviewer has a plan of areas he wishes to cover. The interview requires some structuring so as to get the applicant to talk freely and expansively on the areas being probed, such as among others, home life, education, previous work experience, present domestic situation, recreational interests, attitudes, and social adjustment.¹⁰⁸⁾

The interviewer probes in depth for clues that would indicate potential success or failure on the job. The rationale¹⁰⁹⁾ behind this type of interview is that certain characteristics in any person have close bearing on that person's future as an employee. Among the particular characteristics are his motivation, maturity and stability. This interview also provides information to the applicant about the institution, the nature of the work, pay and advancement opportunities so that he can decide whether conditions suit his needs and interests.¹¹⁰⁾

107) Calhoon, R.P.: Personnel Management..., op. cit., p. 96.

108) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 252.

109) Calhoon, R.P.: Personnel Management..., op. cit., p. 97.

110) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 252.

The patterned interview is a highly structured interview that is based on an extremely comprehensive questionnaire.¹¹¹⁾ It, being so detailed, leaves no stone unturned in exploring the background of the applicant. Subsequent results have revealed a high degree of validity.

The advantages¹¹²⁾ of the patterned interview are that it helps to standardize the approach among different interviews. It is shorter than the other types, but provides a wealth of data. It encourages a highly analytical approach to information obtained.

In the stress interview technique the applicant is deliberately placed in a position of stress,¹¹³⁾ and the interviewer assumes a role of hostility towards the subject. A number of methods are used to induce stress. For example, interrupting the applicant in the course of the interview, criticizing his opinions with the intention to embarrass, and to frustrate him by keeping silent for an extended period after he has finished speaking.¹¹⁴⁾ Sometimes the candidate is assigned a problem of unusual difficulty and with considerable annoyances thrown into the situation. The object of the stress interview is to find those persons who are able to maintain control over their behaviour when they are aroused and under great pressure. They must be resourceful and have their wits¹¹⁵⁾ about them in such situations.

111) Ibid., p. 253.

112) McFarland, D.E.: Personnel Management..., op. cit., p. 283.

113) Mandell, M.M.: The Selection Process..., op. cit., p. 195.

114) Ibid.

115) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 253.

This type of interview must be handled with extreme care. It could be highly dangerous when applied without skill. It should be observed that ability to withstand verbal stress during an interview need not necessarily be related to ability to withstand the types of stress found in vocations such as engineering and accounting work.

Sikula¹¹⁶⁾ maintains that stress interviews are inappropriate as selection techniques, except when interviewing candidates for work where action under stress is an essential ingredient of the job, such as police work.

In the panel interview, a group of interviewers, sometimes three or more, screen an applicant. This technique is often used in governmental departments to select employees in professional and administrative classifications.¹¹⁷⁾ It encompasses a more comprehensive investigation of the applicant, because there are several questioners, and the panel members can discuss their individual interpretations of his performance, thus selection being based on a kind of group consensus.

There are some notable shortcomings in this device. The format, for one, is too formal, making rapport with the applicant very much more difficult. Response as well will lack natural spontaneity because the person being interviewed will feel the stress of group observation and probing. There will also be the tendency of questions being

116) Sikula, A.F.: Personnel..., op. cit., p. 191.

117) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 253.

repeated by the selection panel, with members sometimes appearing more intent on impressing¹¹⁸⁾ each other than considering the candidate.

7.3.2 THE INTERVIEW PROCESS

There can be no one blueprint of the steps to be followed in the conducting of an interview. Much depends upon the institution, its organisational structure and its needs. For the interview, however, to fulfil intended purposes it should consist of the following phases:¹¹⁹⁾

1. preparation;
2. establishing rapport;
3. seeking information;
4. giving information;
5. controlling the interview;
6. closing; and
7. evaluating the interviewee.

Planning is an essential part of the preparation for a good interview. After the information has been collated from the job description and the application blank the interviewer can work out a planning strategy to be pursued, the type of information still to be sought and the questions to be asked. In the main, it is the answers to the questions that will be used to decide the applicant's suitability.¹²⁰⁾

118) Cuming, M.W.: The Theory and Practice of Personnel Management (London: Heinemann, 1972), p. 75.

119) Calhoun, R.P.: Personnel Management..., op. cit., p. 94.

120) Werther, W.B. and K. Davis: Personnel Management..., op. cit., p. 160.

An intricate step in the art of interviewing is the establishing of a friendly relationship,¹²¹⁾ referred to as rapport. The objective is to create a feeling of confidence and trust in the applicant so that the conversation becomes easy and comfortable. Since the job-seeker is almost always under tension and apprehension, the interviewer must make him feel relaxed. Much depends on this if he were to come up with a reliable assessment of the applicant.

The seeking of information is the real essence of an interview.

This is the area, however, where interviewers are most likely to flounder because of poor planning and uncertainty of objectives.¹²²⁾

The exchanging of information, that is the seeking and the giving, is vital for a successful interview. Supplying a realistic concept of the job makes for better survival or retention of employees so selected than occurs when information about job expectancy is fuzzy or minimal.¹²³⁾

An important responsibility of an interviewer is control. He should not merely determine the start and finish of an interview, but should govern¹²⁴⁾ its course, in which manner adequate coverage of each phase of an applicant's background could be ensured. Time must be used economically for results to be fruitful.

121) Calhoun, R.P.: Personnel Management..., op. cit., p. 95.

122) Ibid.

123) Weitz, J.: "Job Expectancy and Survival", Journal of Applied Psychology, vol. 40, no. 4, August 1956, pp. 245-247.

124) Calhoun, R.P.: Personnel Management..., op. cit., p. 96.

The closing of the interview is as critical to success as its opening. This is the time for the interviewer to take stock and to be sure he has not overlooked anything important; a time to encourage the applicant to add anything that the previous discussion has not permitted him to say, and a time when the interviewer must watch to see whether the applicant may not drop his guard.¹²⁵⁾

Because the interview is a trying situation, it should end with the same kind of pleasantries with which it began. The interviewer should notify the applicant of the next step in the interview process, which may be to wait for a call or letter.¹²⁶⁾

Immediately after the interview is completed and the candidate has left the room, the interviewer must record his general impressions and the specific answers. Recording is very important, since the ultimate purpose of the interview is to collect factual and attitudinal information that will enable the interviewer to make accurate and valid job behaviour predictions for the interviewee.¹²⁷⁾

7.3.3 SOME COMMON INTERVIEW PROBLEMS

In the gathering and assessing of information, interviewers often encounter several problems.¹²⁸⁾ The following is a list of such

125) Mandell, M.M.: The Selection Process..., op. cit., p. 219.

126) Werther, W.B. and K. Davis: Personnel Management..., op. cit., p. 161.

127) Glueck, W.F.: Personnel: a book of readings (Dallas, Texas: Business Publications, Inc., 1979), p. 144.

128) Schuler, R.S.: Personnel..., op. cit., p. 152.

problems:

- (i) Interviewers sometimes do not seek all the relevant information from the applicant on all the important dimensions needed for successful job performance.
- (ii) Not having a complete description of the job being filled, or an accurate appraisal of its critical requirements, can severely affect the quality of an interview.
- (iii) It often happens that one trait or job-related attribute tends to influence the interviewer in his evaluation of the remaining qualities of an applicant. This process, called the halo effect, occurs when the applicant's entire potential for job performance is judged on the basis of one characteristic, such as how well the applicant talks or dresses.
- (iv) Lack of a system or a consistent approach in the application of the technique can affect its reliability and validity.
- (v) Bias as a factor in the interview process must be kept in check. Man is not entirely a rational being; emotion, bias and subjectivity cannot be totally eliminated. However, it is important that the interviewer is fully aware of his own attitudes and prejudices so that he can try to discount them.

- (vi) Failure to listen is a common weakness.¹²⁹⁾ Interviewers might tend to do too much talking and too little listening, thus learning little about the client.

7.3.4 CONCLUSION

The personnel interview continues to be the most widely used method for selecting employees, despite the fact that it is a costly, inefficient, and usually invalid procedure. It is often used to the exclusion of far more thoroughly researched and validated procedures. Even when the interview is used in conjunction with other procedures, it is almost always treated as the final hurdle in the selection process. In fact, other selection techniques, for example, psychological tests are often regarded simply as supplements to the interview.

In a recent study it was discovered that in more than 40 per cent of the institutions that participated their interviewers were biased. Their judgements were influenced by the applicant's age, sex, race, religion, education, attitudes and physical characteristics; and that they showed favouritism toward friends and relatives.

The interview as a selection device has been subjected to a great deal of criticism over the last few years because of the general lack of evidence concerning its reliability and validity.

129) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 257.

In an attempt to remedy the flaws, research has suggested that the selection interview should be made an integral part of an overall selection procedure. Provision must be made for standardised evaluation and prediction forms that would aid the interviewer in summarizing information from all steps in the selection process. In addition, an intensive training programme for interviewers is necessary if they are to initially learn enough in common to increase the probability of obtaining general validity from the selection interview.

In short, despite the popularity of the interview as a selection device, it needs to be made more scientific to validate its appeal.

7.4 BACKGROUND INVESTIGATION AND REFERENCE CHECKS

Background and reference checks are other devices for screening job candidates, and almost all institutions carry out some sort of reference check on their candidates. The problem, however, is that most people prefer not to give bad references and the ones received are often unrevealing at best.¹³⁰⁾

Background investigations rely on the principle that the best guide to what a person will do in the future is what he has done in the past.¹³¹⁾ Sources of such information include schools, university or college, previous employers and other referees indicated by the

130) Dessler, G.: Personnel Management: Modern Concepts and Techniques, second edition (Reston, Virginia: Prentice-Hall Co., 1981), p. 173.

131) Sikula, A.F.: Personnel..., op. cit., p. 193.

applicant on the application blank. The reference check with former employers has two purposes. It is used to check the validity of information given by the job applicant on the application blank, and it is used to predict success on the new job. The second purpose seems to be more important since research studies have indicated that job applicants rarely lie when filling out an application blank.¹³²⁾

Despite this widespread acceptance of references by employers, reference checks, however, do not provide enough valid information to be of practical value. They are only marginally¹³³⁾ useful. Research based on the effectiveness or validity of the reference check in predicting job performance has revealed that information obtained through reference checks showed no consistent or sizeable relationship with present job success.¹³⁴⁾

Yoder,¹³⁵⁾ however, suggests that the reference is most useful if the job being sought is similar to jobs previously held.

132) Schneier, C.E. and R.W. Beatty: Personnel Administration Today: Readings and Commentary (Reading, Massachusetts: Addison-Wesley Publishing Co., 1978), p. 255.

133) Calhoon, R.P.: Personnel Management..., op. cit., p. 107.

134) Schneier, C.E. and R.W. Beatty: Personnel..., op. cit., p. 256.

135) Yoder, D.: Personnel Management and Industrial Relations, fifth edition (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1962), p. 346.

In addition, the characteristics of the reference given must be considered in deciding how reliable their references are. References will probably be more accurate if received from immediate supervisors who supervised the applicant for a considerable length of time in a job similar to that for which the applicant is being considered.¹³⁶⁾

References can be obtained from former employers by letter, telephone, and the use of specially structured objective type questionnaires. The telephone check is regarded to be better than written reference considering cost, accuracy, and time. The reference giver would feel more secure in making negative statements informally¹³⁷⁾ than he would in making them formally in a written reference check.

The written reference questionnaire is subject to the problems of poor response and low validity because of the leniency factor. Moreover, employers are hesitant to say too much or be too negative because of the possibility of legal action.¹³⁸⁾

In conclusion, it can be said that although reference checks seldom yield the valid information required, institutions cannot afford to ignore references. A failure to check can prove disastrous to the institution. As a complement to the other selection methods it can be very useful in contributing to the construction of a complete picture required of a job-candidate.

136) Schneier, C.E. and R.W. Beatty: Personnel..., op. cit., p. 259.

137) Ibid.

138) Warrick, D.D. and R.A. Zawacki: Supervisory Management: Understanding Behaviour and Managing for Results (New York: Harper and Row, 1984), p. 249.

7.5 HEALTH AND PHYSIQUE TESTS

Once the applicant meets all the hiring requirements he is subjected to a health and physical examination. The purpose of this is to ensure that the applicant is physically fit, so far as can be ascertained, for the proposed work, and to safeguard the health of the other workers by ensuring that there is no question of some transmissible disease,¹³⁹⁾ such as tuberculosis. The tests also serve to protect the institution from invalid future workers' compensation claims, and screen out applicants who may become excessive financial burdens to the institution.¹⁴⁰⁾

Many positions require special physical attainment, such as among others, strength, endurance, agility, and co-ordination. Minimum height and weight qualifications are important requisites as well. In addition, vocational success is closely related to personal traits of a temperamental or emotional sort. Emotional stability in particular is critical for success in executive positions. Failure is often attributable to emotional maladjustment rather than lack of occupational skill.¹⁴¹⁾ In this regard mention should be made of the general neglect of psychiatric tests by institutions. They have been slow to avail themselves of the knowledge and instruments of

139) Banks, A.L. and J.A. Hislop: The Art of Administration, second edition (London: University Tutorial Press Ltd., 1968), p. 12.

140) Warrick, D.D. and R.A. Zawacki: Supervisory Management..., op. cit., p. 249.

141) Stahl, O.G.: Public Personnel..., op. cit., p. 145.

psychologists and psychiatrists in predicting the emotional maturity and adjustability of employees.¹⁴²⁾

In some instances these tests are carried out to place properly those who are employable, but whose physically handicapped condition requires assignment to specified jobs only. Hence, the tests are to be used as a positive aid to selective placement and not as a device to eliminate all but the perfect physical specimen.¹⁴³⁾ Those with physical handicaps must be able to seek gainful employment to support themselves if at all possible. There is no need for their plight to be intensified by an arbitrary denial of employment opportunities. Fundamentally, physical standards should be geared to job requirements.¹⁴⁴⁾

Large institutions employ a full-time staff physician, whilst the smaller ones use the services of a private medical practitioner. In some cases the physical and health examination selection procedure is a farce, and merely a rubber stamping aftermath often approved within a few minutes and without a candidate ever having really been examined by a qualified physician.¹⁴⁵⁾

142) Ibid., p. 176.

143) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 221.

144) Ibid.

145) Sikula, A.F.: Personnel..., op. cit., p. 194.

7.6 ASSESSMENT CENTRES

In recent years assessment centres have become very widely used as a selection and placement instrument, especially in larger institutions. An assessment centre is a place where a series of individual and group exercises are administered to a group of candidates¹⁴⁶⁾ who are seeking a category of job, particularly in the upper echelon. It consists of a standardized evaluation of behaviour based on multiple inputs. Multiple trained observers and techniques are used, where judgements about behaviour are made, to an extent, from specially developed assessment simulations. Thereafter, the judgements are pooled by the assessors at an evaluation meeting during which all relevant assessment data are reported and discussed¹⁴⁷⁾ for the purpose of making an overall evaluation based on observation and consensus. Consequently, it has become one of the most powerful techniques available for the identification¹⁴⁸⁾ of administrative potential.

Some of the multiple measurement methods used are among others, simulation exercises, tests, biographical questionnaires, interviews, and observation of assessee behaviour by trained assessors. The particular array of exercises or tests is always designed to be carefully related to the needs of the positions being filled.¹⁴⁹⁾

146) Beach, D.S.: Personnel: The Management of People..., op. cit., p. 337.

147) Glueck, W.F.: Personnel: a book of..., op. cit., p. 161.

148) Schneier, C.E. and R.W. Beatty: Personnel..., op. cit., p. 290.

149) Stahl, O. G.: Public Personnel..., op. cit., p. 176.

The substantial dependence on job analysis, the participation of top administrative officials in setting job requirements, the large amount of information accumulated on each person being evaluated, the formal methods of recording that information, and the use of trained observers are reasons in the main for the outstanding¹⁵⁰⁾ validity and utility of assessment centres. In contrast to the traditional selection devices, recent research results have been quite impressive in demonstrating both the external and internal validities of multiple assessment procedures.¹⁵¹⁾ The probability of selecting an above-average performer is over twice the probability using only traditional techniques.¹⁵²⁾

Since the assessment centre method is costly it is used chiefly by the larger institutions. It should, however, be remembered that costs are relative to the value of the information obtained and the use to which such information is put. They must be weighed against the consequences of a poor decision. The information from an assessment centre will be more valuable when the performance of the person in a particular job really makes a big difference¹⁵³⁾ to an institution, and when an ample number of high calibre candidates apply for such a job.

150) Ibid.

151) Huck, J.R.: "Assessment Centres: A Review of the External and Internal Validities", Personnel Psychology, vol. 26, no. 2, 1973, p. 209.

152) Schneier, C.E. and R.W. Beatty: Personnel..., op. cit., p. 294.

153) Ibid.

The assessment centre technique has a number of advantages over other forms of evaluation. If it is combined with other ongoing programmes in the selection and placement process, it will serve as an invaluable aid in the identifying and selecting of applicants with high potential for top administrative posts.

7.7 PROBATIONARY PERIOD

The probationary period is part of the selection and placement process at initial entry. It is a period following appointment during which the appointee must demonstrate his capacity to perform the work before his employment becomes final.¹⁵⁴⁾ It is a sort of on-the-job testing¹⁵⁵⁾ where administrators and personnel officials are afforded an opportunity to gauge those intangible and personal qualities of a new employee that are not assayed by tests or other examining techniques. It is a check on the whole selection procedure and also provides a means for remedying awkward or inappropriate placements. The proper use of this device is extremely important because it is designed to protect an institution from being saddled permanently¹⁵⁶⁾ with undesirable employees.

It should, however be noted that the probationary period should in no way be viewed as a device used to compensate for the sloppy methods implemented in the selection and placement process.

154) Stahl, O.G.: Public Personnel..., op. cit., p. 161.

155) Barton, R. and W.L. Chappell: Public administration: The work of government (Illinois: Scott, Foresman & Co., 1985), p. 104.

156) Graves, W.B.: Public Administration in a Democratic Society (Boston: D.C. Heath and Co., 1950), p. 118.

A positive approach would be for the supervisor, near the end of the trial period, to evaluate the employee and recommend retention, transfer or termination.¹⁵⁷⁾ Making appraisal obligatory, the supervisor would thus be able to carry out the prime objective of a probationary appointment, that is to ensure that the work standards are being met.

This technique should have the highest possible validity and reliability since it measures actual performance on the job.¹⁵⁸⁾ At the same time it also carries the highest cost and greatest risk to an institution for a potentially unqualified applicant may occupy a critical position until he makes enough serious mistakes to be considered unfit for that position.

8. EVALUATION

Evaluation has to take place at all stages of the selection process since the purpose of data gathering is to reach a decision as to an applicant's suitability. It is an important factor in the formulation and changing of impressions about an applicant. The selector has to determine how the various factors that he has learnt about an applicant relate in terms of job requirements and employment standards. His task is the developing, rearranging, and assessing the picture of an applicant's assets and liabilities.¹⁵⁹⁾

157) Mandell, M.M.: The Selection Process..., op. cit., p. 35.

158) Klingner, D.E.: Public Personnel Management: Contexts and Strategies (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1980), p. 167.

159) Calhoon, R.P.: Personnel Management..., op. cit., p. 110.

The job evaluation can be made more objective when there are more than one applicant for a post. This would facilitate a man-to-man comparison, and would be particularly helpful when one is not sure of an applicant especially when the position is a responsible one.

The meaning and significance of patterns noted in an applicant's record or behaviour should be applied to a projected work situation as to gauge the quality of the applicant. Conclusions drawn must be documented from factual information.

As soon as the information is obtained on an applicant, it should be summarized and evaluated. Systematic evaluation is important so as to ensure that the institution will finally benefit from having a productive employee who is satisfied, who attends work regularly and who stays with the institution.¹⁶⁰⁾

9. CONCLUSION

From the foregoing it can be concluded that much has been emphasised to focus attention on the activities of selection and placement in municipal personnel administration. The various devices in particular were examined in some detail to assess their scientific validity so that the element of chance may be minimised. The techniques in the main depend on a kind of "points" system whereby certain criteria with regard to education, reliability, integrity, and "matchability" could be rated.

160) Schuler, R.S.: Personnel..., op. cit., p. 190.

For municipal institutions to operate effectively, it is not merely money, materials, supplies and equipment that determine the value of services to be rendered. In fact, it is the people in their employ who are the most important resource because they operate the machines, come up with ideas, make decisions and provide the type of service that gives the institutions their purpose and standing. Hence this underscores the ranking of selection and placement in the hierarchy of the processes of municipal personnel administration.

It becomes incumbent upon personnel administrators of municipal institutions, especially, that careful consideration and weighting be given to all devices that would enable them to make merit the focal point of their selection and placement efforts. In addition, it is necessary to keep pace with the changing environment in personnel relations so that the job of selection and placement can be viewed in the perspective that it is ultimately an activity of building up a team or series of teams of people who will work together harmoniously and in a keen spirit of co-operation.

CHAPTER V

CURRENT MODELS FOR PERSONNEL SELECTION AND
PLACEMENT IN THE NEWCASTLE MUNICIPALITY

1. INTRODUCTION

Newcastle is the principal town of Northern Natal. Geographically the town lies midway between Johannesburg and Durban, which are important industrial centres in South Africa. Its situation has contributed much to its rapid development as an industrial town.¹⁾ From its early beginnings of a humble settlement of two homes and a wattle and daub hut, Newcastle has grown into a sizeable town of recognition and prosperity. The population increased from 9 798 in 1970 to 38 529 in 1982,²⁾ which excludes approximately 173 000 Blacks who live in KwaZulu, 12 km from the town. According to projections, the population of the Whites, Indians and Coloureds will increase to a total of 55 000 by the year 1990.³⁾

The municipal area of Newcastle comprises 8 100 hectares with a total land value amounting to R130 million. The area is divided into 3 wards,

1) See Appendix 2.

2) Municipality of Newcastle: General Information Newcastle, p.1, no date.

3) Ibid.

each of which is represented by three councillors. In the hierarchy of local authorities, Newcastle enjoys a Grade 10⁴⁾ status as determined by the Honourable Minister of Constitutional Development and Planning, Mr J.C. Heunis.

As a growing municipality, Newcastle employs a staff of 1 076, of which 348 make up the salaried staff, and 728 wage staff.⁵⁾ In view of this particular note has to be taken of personnel administration so as to execute the necessary services in a most efficient and effective manner.

Consequently the function of selection and placement of personnel in the Municipality of Newcastle assumes primary importance.

2. POLICY-MAKING

Newcastle, mindful of its development as a municipality of some status, lays much store on the quality of personnel administration.⁶⁾ The main activity of the chief personnel officer is the selection of

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- 4) The Remuneration of Town Clerks Act, 1984 (Act 115 of 1984) was passed in Parliament classifying towns into certain categories and coupling such categories to the remuneration of town clerks.
 - 5) Borough of Newcastle: The Mayor's Minute for the Corporate Year 1985/6, p.50.
 - 6) Information presented in this chapter is based on discussions held with the Chief Personnel Officer during visits made to the Borough of Newcastle in September 1986, and material made available by him.

personnel. In the main, the municipality endeavours to choose people for particular senior posts from within its own ranks. It maintains a healthy selection and placement practice in that the necessary scope is afforded for the personnel officer to acquire specific skills to carry out his duty with much intuition and foresight. Due cognisance is taken of his capabilities and willingness to make a sacrifice of personal time and energy to gain the most efficient personnel member to fill a particular vacancy so as to ensure continuous progress. In addition, another important consideration is the selection of an applicant who will adapt quickly and positively to the requirements of a special department.

To attract prospective white salaried personnel for senior positions, the Municipal Council makes effort to foster a policy of national recruitment. The best from the available market is obtained, without any particular bias for local talent. Vacancies such as clerks, typists and secretaries, and other low grade posts are easily filled because of the abundant female labour supply that the municipality enjoys. In addition, the quality of personnel employed in such posts is high since the number of responses to a single advertisement, for example, for a receptionist could be approximately in the region of 100 to 200 applications. Posts requiring specialisation have to be reviewed carefully because of the proximity of Newcastle to

the Pretoria -Witwatersrand-Vereeniging ⁷⁾ area, and the industries in the town itself which pose a very stiff competition to the municipality in its efforts to attract personnel of high acumen for its own purposes. In the main, however, the municipality draws its key supply of manpower from the PWV area so that the goal of matching, as closely as possible, the job requirements with the worker's aptitudes, abilities and interests could be given a greater perspective.

In accordance with the decision of the Municipal Council of Newcastle, the Personnel Officer must obtain prior approval before any vacancy can be filled. This approval is provided on the recommendation of the Organisation and Methods and the Workstudy Department which examines, in conjunction with the relevant Head of Department, ⁸⁾ whether the particular vacancy should be filled or not. An investigation is conducted to ascertain the need for such a vacancy to be filled and the job specifications to be defined. This information becomes essential because the selection and placement of an applicant are dependent upon this description. Sometimes a job specification can be drawn up out of mere guess work by a relevant department, in which case abilities of applicants must be tested as a part of the selection and placement process.

7) Pretoria-Witwatersrand-Vereeniging area is considered to be the industrial heart of the Republic of South Africa. As such it places the Municipality of Newcastle under great pressure in the competition it offers in attracting the best personnel for high ranking jobs.

8) Head of Department is a reference to an employee who is by resolution of the Town Council directly responsible to it for the administration of a department.

In its policy of selection the municipality adopts a flexible standpoint, that is to say where a specific applicant for example may compensate for a particular shortcoming that relates to one aspect of the post by being exceptionally good or excelling in another area of the job.

The municipality takes the necessary precaution with regard to the selecting and placement activity by ensuring that post-descriptions of every post available are completed. A serious deficiency, however, exists in the fact that proper job specifications are not compiled before vacancies are advertised. The task of selection can become difficult especially when Personnel Officers have to page through voluminous post descriptions to acquire enough information to formulate an advertisement. This practice is not sound and does not serve the best interests of personnel selection and placement. The Personnel Officer must work in close conjunction with the relevant line-manager so as to draw up a proper specification before the vacancy could be announced. In respect of an existing vacancy of Deputy Town Treasurer, a start has been made where specifications have been formulated.

Essentially, specifications not only serve as important guidelines in the process of selection and placement, but play a very useful role in the following activities related to the former process:

- (i) orientation of new employees;
- (ii) induction and other training;
- (iii) transfers, regrading and promotions;
- (iv) labour transposition and mobility;

- (v) remuneration; and
- (vi) determine safety and health risks for personnel.

In keeping with the policy agreement between the municipality and the South African Union of Municipal Employees, all vacancies that exist have to be advertised. Thus recruitment, an important prerequisite for sound selection and placement becomes a cardinal activity since the more applicants there are, the more selective the line manager can be in his eventual decision-making process. Recruitment of candidates is done through the medium of advertisements.⁹⁾ This being a normal practice of the municipality of Newcastle, the recruitment advertisement shall be looked at critically in so far as it affects the process of selection and placement. In order to be effective the advertisement must be at least able to do the following:

- (i) grip the attention of a potential applicant;
- (ii) keep the interest of the applicant sustained;
- (iii) make the applicant wish that he can get the vacancy; and
- (iv) stimulate positive action.

In addition, it is necessary that the advertisement possesses the following to be successful:

- (i) layout;
- (ii) uniqueness;
- (iii) credibility; and
- (iv) legibility.

9) See Appendix 3

It is significant that the municipality exercises care in its effort to recruit the best candidates. Consequently the media that are used and the construction of the advertisement are looked at closely to obviate any negative responses. The type of post to be advertised should be concomitant with the type of media used for the purposes of advertising.

As a basis of its personnel policy, the municipality of Newcastle adopts a critical standpoint in engaging recruitment consultants who can match up to its expectations. In this regard Admark¹⁰⁾ have replaced XYZ Advertisements. The change became necessary because the responses received were very disappointing since the advertisements did not meet up with the expectations of the municipality. The marketing of the institution was in many respects wanting. The costs involved in the exercise was in no way commensurate with the results. Consequently, the engaging of Admark not only helped to reduce costs, but the municipality secured a favourable public image through the advertisements. The approach to advertising is more professional and thus succeeds to bring out the essential purpose of attractive advertisements for recruitments. With the aid of the job specifications, advertisements become more specific and therefore more successful. In addition, it is the type of post to be filled that determines the media that are to be used for advertising. Research undertaken by the municipality has revealed that lower graded posts such as "apprentices" and "artisans" have a greater

10) See Appendix 3.

recruiting pull when advertised in the "Rapport"; whereas for the more senior posts it appears that the "Sunday Times" makes a better investment. Since the municipality depends heavily on the Rand area as a lucrative source for its supply of personnel, it was found that "Beeld" and "Die Transvaler" give better results when it comes to the recruiting of officials for middle level posts.

2.1 SELECTION AND PLACEMENT PROCEDURES AS APPLIED BY THE MUNICIPALITY OF NEWCASTLE

Since the municipality makes use of application forms¹¹⁾ as a basic requirement in its selection and placement procedure, the actual screening process takes place after all the applications have been received right until the closing date as advertised. It is the first step of the selection and placement activity, and it is a very effective technique to quickly gather verifiable and accurate historical information about an applicant. The application form in the main is intended to ascertain the following information:

- (i) does the applicant have the necessary qualifications and experience required for the post?
- (ii) what is the degree of progress and growth?
- (iii) stability with regard to working record; and
- (iv) predictions can be made with regard to the potential success the applicant may reach in the post.

The application form makes the selection process easier, in that certain candidates that have applied are easily eliminated, and only

11) See Appendix 4.

certain candidates that fulfil the requirements need to be concentrated upon. It serves as a good indicator in predicting the intelligence and personality tests. Although the application form is an invaluable instrument for initial selection, it is important that the information given in these forms is correlated one way or the other.

2.1.1 THE REFERENCE FORM

The telephonic reference form¹²⁾ is used by the municipality as an additional choosing instrument to the application form. This practice applied by the municipality of Newcastle appears to be exceptionally effective. Problems identified in this way should be borne in mind when references are done. In practice it has been experienced that more than one reference about a specific applicant gives a more reliable picture upon which later success can be based.

The telephonic reference serves as a positive information source where available data can be easily verified. Reliability can become doubtful when information of a very subjective nature is attempted to be acquired.

Consequently the details gathered from the application form, the telephonic reference form, personal enquiries and the job specification form the basis on which the decision rests whether to invite a

12) See Appendix 5

particular applicant¹³⁾ for an interview that would serve as a final judgement to establish whether the applicant is successful or not.

2.1.2 THE INTERVIEW : PRELIMINARY STAGE

As a preliminary stage in the formal interview procedure, the municipality takes certain precautions since personnel from the PWV¹⁴⁾ area in the main are recruited. In the case of applicants from this area as well as from other provinces, including South West Africa (Namibia), the distance to Newcastle is taken into account. Hence the policy of the municipality is that these applicants who come by car, or travel by plane to Newcastle, should reach their homes the same day they are called for the interview. Moreover, it endeavours to reduce further costs by having all the interviews on the same day.

Where applicants require to undergo some kind of test, depending on the type of post to be filled, for example, swimming pool officials that have to pass certain medical and fitness tests; fire fighting personnel that have to undergo tests in connection with fear for heights; typing tests for typists and secretaries, attempts are made for these tests to be taken on the same day so as to avoid undue delays because of the distance factor.

13) See Appendix 6.

14) Supra, p. 169.

Generally, all interviews and tests are conducted by the Chief Personnel Officer¹⁵⁾ in conjunction with the line personnel. In the course of these interviews all the perks, housing, medical fund, pension fund and other details, are spelled out, and any enquiries that the applicant wishes to make are also discussed simultaneously. Where circumstances demand, relevant tests are administered and the results are prepared for the Interviewing Committee. Since the municipality makes provision for housing, the applicant is shown which unit he will be allotted if he is successful. During this phase, where applicable, travelling costs are compensated for, and the applicant is provided with sufficient information so as to familiarise himself with his working environment.

2.1.2.1 THE INTERVIEW : SECOND STAGE

Based upon the guidance provided by the line manager the municipality finally takes the decision as to which of the applicants gets the job. This decision is made in consultation with the Personnel Manager. In the case of posts in the upper echelons of the administrative hierarchy, the Personnel Manager works in consultation with the Town Clerk, who is the chief official of the municipality. A panel of three members works on the basis of consensus before a final decision is made in respect of selection and placement of a candidate in such high posts. The criteria mainly taken into consideration are the applicant's expert skill and knowledge, ability to relate and apply that skill and knowledge, and attitude with regard to personnel and the institution.

15) See Appendix 7.

As a part of the preparatory stage of the interview, the municipality lays much stress on the importance of prior planning. The following are subjected to critical scrutiny:

- (i) post descriptions;
- (ii) job specification;
- (iii) reasons for the vacancy;
- (iv) type of salary to be paid; and
- (v) educational qualifications and experience.

Once the aforementioned aspects have been taken into account, the applicant's forms, test results and other related issues are studied. At the same time adequate provision is made for members of the panel to be briefed on possible technical questions so as to guide them in the process of making judgements. Much care is exercised to see to it that there are no interruptions or disturbances once an interview session commences with an applicant.

2.1.2.2 THE INTERVIEW : THIRD STAGE

The policy of the municipality in this regard is that a job interview should be conducted in a manner and atmosphere that are conducive to relaxation and open discussion. The interviews are conducted by the chief personnel officer; but at times, depending upon the type of vacancy to be filled, where information required is largely of a technical nature, the relevant Head of that Department is present. The interview, therefore, takes the form of a panel interview, with the emphasis being on a many to one type of questioning, observing and evaluation. In essence such a system does have much merit.

The interview takes a semi-structured pattern, the objective being to gain a global or all round image of the applicant. In this respect the following assume prime importance:

- (i) motivation of interviewers and applicants;
- (ii) inter-personal relation of applicant;
- ✓ (iii) health of mind; and
- (iv) leadership.

Of supreme importance to the interviewer is the need to listen attentively, so as to provide the necessary information that is requested by the applicant, and also be able to make notes accurately where necessary. Finally, in any interview situation, the interviewer must ensure that an interview is concluded in a proper and amicable manner.

The municipality, in addition to the normal interview, follows a methodical system where the applicant has to be evaluated in the course of the interview. Specially designed evaluation forms are used, which help the line manager considerably in weighing information objectively¹⁶⁾ before making a final decision. This decision, it must be emphasized, as practised by the municipality, is taken in conjunction with a close scrutiny of all other previous instruments, thus aiming to make the final judgement impartial and scientific.

16) See Appendix 8.

3. SERVICE PROCEDURE AS PRACTISED BY THE MUNICIPALITY

Upon being selected, the applicant is given a written offer. This serves as an appointment letter as well.¹⁷⁾ In maintaining a courteous and pleasant rapport with the unsuccessful applicants, it is the policy of the municipality, to write and inform them that their applications for the vacancy were unsuccessful. As part of the selection and placement procedure, the successful applicant who has accepted the offer is expected to provide the Personnel Officer with all personal details in the way of documents, and to complete further certain relevant questionnaires. The paper formalities having been fulfilled, the selected applicant is introduced to his work-environment, so that placement becomes a policy of quick adaptation. He is received by his immediate superior and is assisted in the orientation to a new physical and personal situation.

The municipality makes careful arrangements in order to facilitate induction¹⁸⁾ which is an essential prerequisite to a sound placement procedure. The first day at work generally takes this form, and with further guidance and assistance the applicant soon adjusts himself to his work situation.¹⁹⁾ Placement, thus, complements the selection process.

17) See Appendix 9.

18) See Appendix 10.

19) Discussions in this regard were held with the Senior Administrative Officer and the Electrical Engineer of the Borough of Newcastle during visits in September 1986. A discussion was also held with the Secretary, Indian Local Affairs Committee of the Borough of Newcastle in September 1986.

Finally the confirmation of appointment is made after a period of probation. This is based upon a confidential report submitted by the supervisor to the Chief Personnel Officer.²⁰⁾ Upon being confirmed the employee is informed of his permanent appointment.²¹⁾

4. CONCLUSION

It has been generally observed that whilst the line managers have the responsibility to select personnel that they need in order to render the type of service required of them, their role, however, is relegated in that they do not have real influence in determining the final outcome of the selection and placement process. The general view expressed is that because of their minimised roles, applicants, sometimes, who fall far short of the expectations in terms of the job specifications are taken in to fill advertised vacancies. Consequently, competency becomes suspect because the level of operation and efficiency will be very much mediocre and limited. This can have adverse implications since the quality of services rendered will naturally be less effective and less efficient, thus proving financially burdensome to the ratepayers who have to pay for the upkeep of the town.

In addition, whilst being very unfair to the institution, the individual applicant himself finds the job beyond the scope of his ability. Coping with the demands and stress of the job situation

20) See Appendix 11.

21) See Appendix 12.

can be very harmful to such an applicant who is not geared fully to rise to the occasion.

A positive feature of the techniques employed by the municipality in the selection and placement of personnel is the follow-up interview. This exercise is of benefit to both the new appointee as well as the municipality. Information gathered with regard to personal family details of the appointee, his new work environment and his views of the job helps to create a frank and intimate rapport between the employee and the institution. Any shortcomings on the part of the municipality in its selection and placement process that have surfaced could be easily identified and rectified through a programme of counselling, adjusting, supervision and training. The employee is afforded an opportunity of taking stock of himself and the work situation so that adaptation could be made smooth and easy.

Hence the follow-up interview serves as an important barometer to gauge the accuracy of the measures applied to choose the right person for the job. In this way selection and placement of personnel could be made more effective.

CHAPTER VI

PROPOSED MODELS FOR THE SELECTION AND PLACEMENT
OF PERSONNEL IN THE MUNICIPALITY OF NEWCASTLE

1. INTRODUCTION

The Municipality of Newcastle, a rapidly developing industrial town in Northern Natal, functions as a highly organised and sophisticated local authority. Inter-departmental communication and co-ordination contribute much to the process of smooth personnel administration. The Chief Personnel Officer is the kingpin in maintaining such a system of administration so that the town reflects an image of stability, development and progress. In this way the municipality could attract both financial investments from the private sector, and a high calibre corps of personnel staff and councillors. The quality of the services rendered by the municipality is dependent upon the quality of the personnel engaged in implementing such services. Hence the important process of selection and placement of personnel comes into focus. In considering the current models in practice with regard to selection and placement of personnel in the municipality of Newcastle, it can be stated quite positively that the models basically aim to find the right person for the right job. The recommended models, however, attempt to refine the existing models, and look at other essential requirements to make the staffing function of the provisioning and utilisation of personnel more effective and more efficient. The selection and placement technique forms the crux of the matter.

2. POLICY-MAKING

In terms of section 199(6) of the Natal Local Authorities Ordinance, 1974 (Ordinance No. 25 of 1974),¹⁾ the Town Council of Newcastle is empowered to make all staff appointments. The Director of Management Services shall make all necessary arrangements for interviews, the keeping of records of the proceedings, the presentation of documents and staff records. He shall advise the employee concerned of the decision taken by official letter and no appointment shall be effective unless and until this has been done pursuant to a valid resolution of the Council, by whom the appointments have been made.

In addition, the aforementioned Ordinance stipulates that no person shall be appointed unless such person produces evidence that he is of good character and free from any mental or physical defect, disease or infirmity which would be likely to interfere with the proper performance of his duty or to render necessary his retirement therefrom earlier than the age of retirement so prescribed.

Thus calling for and/or in considering the applications for appointment, regard shall be had to the following:

- (i) character;
- (ii) particular aptitudes

1) Natal: Municipal Ordinance, 1974 (Ordinance 25 of 1974).

- (iii) experience
- (iv) general education
- (v) special education
- (vi) bilingualism

No person shall be appointed who lacks any essential requirement for effective discharge of the duties involved; provided further that the Council may, in its discretion, waive the requirements regarding bilingualism of an applicant where bilingualism is not considered essential for the satisfactory discharge of the duties to be performed by him.

In meeting with the laid down formalities with regard to the selection and appointment of applicants, the onus falls upon the Chief Personnel Officer to ensure that the requirements are complied with before the Town Council makes the final approval, which should essentially be no more than a formality unless the appointment to be made is of a controversial nature. In order to facilitate the work of the Personnel officer, the Council should request that the municipality gives careful consideration to the need for proper job specifications, prior to posts being advertised.

Job specifications are very important in that they describe the skills, abilities, traits, or attributes an individual should have to perform the tasks, duties and activities in order to attain a satisfactory level of results desired by an institution. Correctly specifying the necessary skills to do a job helps in the fair and effective use of human resources; an essential barometer in the personnel

processes of selection and placement. The more extensive the list of qualities required, the more job information can be conveyed to the potential job applicant. The more information the applicant has, the more informed his choice of job can be. Hence the more information the municipality has, the better it can determine its selection and placement tasks.

Job specifications can be determined by a job analyst or at the least by asking job incumbents to provide job specifications. The more systematically jobs are specified, the better the chances of acquiring the right person for the job.

For the purpose of selecting employees fairly, an institution can only use measures on those qualities that are related to job performance. To select potential employees by any other method is not only illegal but also may result in selection of an unqualified person. Establishing valid job specifications becomes particularly important to an institution when it has to defend its selection policies against charges of bias or discrimination.

In addition, the point at which employees and the municipality meet is the job. Problems such as absenteeism, turnover (productivity), low performance and dissatisfaction are related in varying degrees to the nature of the jobs. The activities of the Personnel Department, such as attracting, motivating, recruiting, selecting and placing are also closely related to the nature of the jobs. In view of this to deal with personnel problems and to perform other personnel activities, all information pertaining to the jobs, particularly job specifications should be obtained.

Further proposals to the policy-making machinery with regard to the models in practice can be considered in the light of research carried out to improve the techniques applied in the important personnel areas of selection and placement.

3. APPLICATION BLANK

As intended the questionnaire provides the initial source of information in respect of an applicant. Whilst the application for employment blank used by the municipality is fairly comprehensive in the way of eliciting biographical information and other relevant job data concerning training and experience, a modification to the criterion "Languages" could be reviewed. For improved human relations and overall productivity, fluent ability in communication can hardly be over-emphasized, considering especially the changing circumstances in labour relations. Provision made in the form in connection with the official languages and any other can be dispensed with in a very mechanical fashion by stating "Yes" or "No" with reference to the aspects under "Languages": speak; write; read. Research in communication within institutions led to the following findings:

- (i) communication - oral and written - is the lifeblood of an enterprise. It is the means by which human beings work together.
- (ii) communication is a two-way process. Employees should know the goals of the institution, why personnel administration is proceeding the way it is, what

changes are in the works. Administration should know what employees are thinking and feeling, what ideas they have to get the job done.

- (iii) communication involves receiving and understanding as well as telling. Words, ideas, or proposals do not always mean the same thing to the receiver and the transmitter. A breakdown in understanding can occur because the communicator does not put himself in the other person's shoes. A supervisor may not proceed carefully in making his instruction, or an employee may not properly prepare a supervisor for a new idea that he springs.
- (iv) generally, the more freedom and encouragement given to self-expression and the more care taken to provide people with the reasons for action, the less communication difficulty there will be.
- (v) effective communication is an essential concomitant of delegation of authority and reliance on the good sense and good intentions of the staff. Along with participation, it is the core of the policy-making process.

Consequently, bearing in mind the locality of Newcastle and the language influence of the region, the following recommendation would have much merit:

Fig. 6.1 : Language Proficiency

Cross with an X in the appropriate columns:

	ENGLISH			AFRIKAANS			ZULU			OTHER: SPECIFY		
	GOOD	FAIR	WEAK	GOOD	FAIR	WEAK	GOOD	FAIR	WEAK	GOOD	FAIR	WEAK
SPEAK												
READ												
WRITE												

Another aspect of the application blank that could be worth consideration is the idea of assigning numerical values to items on the application blank and the answers given to those items. Consequently each application could be appraised in terms of a score by finding the sum of the responses. Cut-off scores, based on information that has been validated, can improve the degree of accuracy of prediction and save time in the carrying out of systematic selection techniques.

4. EXAMINATION

The cornerstone of efficient and effective administration is built upon competitive examinations. In addition to the discriminating selection procedures, examinations can spell the difference between a top-notch applicant and a mediocre one. They provide the basic standards for selection, that is, specifying the skills and knowledge that are necessary to fulfil the objectives of the advertised vacancy.

Unlike in the past where emphasis in personnel appointments was based on practical testing to fill a specific job, nowadays, increasing complexities in job analysis and description, require more attention to be given to selection of persons who possess a capacity for growth and development. This does not imply that all candidates chosen can anticipate advancement to the upper rungs of the job-ladder, or that all selection must be focused on long-range placement. It essentially underscores that the processes of recruiting and selecting must be designed to ensure at least an adequate intake of the highest-calibre personnel at all the levels of the municipality so that there will be no dearth of talent when movement upward or outward in the service takes place.

Specific requirements, that is qualification standards, for entry should be established, whether for individual positions or a broad field of work. The standards must be expressed in terms of the particular knowledge and skills required to perform the work involved.

Generally, knowledge and skills are translated into specific or general education or experience that are deemed to demonstrate the possession of such knowledge and skills. In fact, this is a weak link in many selection systems for job analysis does not produce a qualification standard expressed in terms of a number of years of education, training, or experience. It can only provide information on how much or what kind of knowledge, capacity, or skill is needed. What can actually demonstrate the possession of these requisites is the examination process itself.

Examinations help significantly to reduce the elements of chance and caprice in the selection process. No personnel officer can judge ability intuitively. The use of effective research techniques to find the 'best' applicant for the job often pays the greatest dividends.

Examinations, being objective, can take any form; but they are chiefly used in various combinations. A common method that can be used in almost any employment context, is the systematic evaluation of education and experience method. This is relied upon for filling professional and administrative posts. The other methods could be oral tests; written tests; or performance tests.

The evaluation of education and experience is a kind of examination method which can differentiate among candidates as to their degree of competence for a position. Despite the difficulties that could be experienced because of problems such as providing in the rating guide for many permutations and combinations of education and experience, and recognising variability and qualitative factors in experience, the processes can be adequately standardised and quantified so that different reviewers can come to close conclusions on the same case. Human error can, moreover, be easily reduced by the simple device of having two examiners independently rate each case.

Written examinations are potentially the most useful of the selection techniques available, since they can be objective, valid and often relatively inexpensive. The use of pencil-and-paper tests in

particular have contributed much to the development of an efficient system of personnel administration. It is easier to evaluate objectively, and in its administration it is also simpler and cheaper, and it can be given to a large number of applicants at the same time. Examinations such as this are most appropriate at times to measure the only qualification that might be necessary for a post.

Performance tests cater for actual demonstrations on the job, that is involving use of tools or equipment, various specialized tests of alertness and agility, and job-miniature tests involving the use of apparatus similar to that to be used on the job. They involve motor reactions which are ideal for gauging proficiency in skilled trades. Thus an applicant's potential in respect of an advertised vacancy can be evaluated. The policy of selection and placement is therefore made more meaningful.

Oral testing is also an aspect of examination where an opportunity is provided to appraise candidates on the basis of what they say orally. They embrace a variety of carefully designed measures to get at each candidate's knowledge or behaviour through his facility in speech. They may range from a systematic probing for what information, views, or skills a person possesses that he can state orally, to observation of his personality and general behaviour as evidenced by his conversation with one or more examiners. Attributes of behaviour such as poise, leadership, alertness, social awareness, speaking ability, and general responsiveness to social stimuli that are not readily ascertained through other means, could be observed and assessed.

Oral examinations serve their most useful purpose when employed to eliminate marginal candidates who pass other elements of the full examination, or to discover exceptional candidates who have potential for special or advanced assignment upon employment.

Examinations as a selection instrument enhance validity and reliability. There are few aspects of personnel administration in so far as selection and placement are concerned where more is to be gained in the way of efficiency than in the measurement and prediction of the performance of candidates for jobs based on examinations.

The introduction of examinations as one of the techniques in the selection and placement process could contribute substantially in finding the right person for the right job. In view of the projected growth and development of the town of Newcastle in the year 2000, and the anticipated role it would play as a regional base, it is expected that the most objective methods would be used in the selection of the most competent personnel. Examinations as one such device would prove very effective and useful.

5. INTERVIEW

The selection interview technique remains one of the most important and most commonly used of all the selection techniques. Personnel officials are normally taught how to conduct selection interviews, but the final decision in selection could in all probability rest with the line manager who often lacks the skills necessary to conduct an effective selection interview. Hence the result is that a highly intuitive and risky decision is taken. It therefore,

becomes necessary that particular guidelines be followed to ensure that the wrong candidate is not picked for the job.

- (i) Preparation of a "man profile" could serve as a good guide to the age, background, experience and qualifications that are being envisaged.

- (ii) Questions should be prepared with a view to finding the answers during the interview. These should normally be differentiated into two categories:
 - (a) Job-centred questions: questions prompted by the special requirements of the job. There should be questions to ask all the candidates; and
 - (b) Man-centred questions: questions prompted by the application form, for example, at points where the interviewer suspects the man may not be right for the job. These questions will vary from candidate to candidate.

- (iii) The interview should be structured. This is to make sure that nothing of consequence is missed out. It must be borne in mind that the interviewer and the candidate are only together for a limited time, and that it is difficult, wasteful and inefficient to recall the candidate because something that ought to have been asked was overlooked.

The interviewer must feel satisfied that when the candidate takes leave, that he has discovered all that is necessary

about the candidate to make up his mind. A planned pattern of questioning will help to achieve this. Darting to and fro will cause more important areas to be missed.

The following structure could be a useful guide:

- (a) physical make-up;
 - (b) attainments;
 - (c) general intelligence;
 - (d) special aptitudes;
 - (e) interests;
 - (f) disposition; and
 - (g) personal circumstances.
- (iv) Efforts should be made to direct the candidate to the following three areas to engage him in open discussion:
- (a) The past: he should be made to talk about, *inter alia*, his previous job and early life.
 - (b) The present: his current views, attitudes, opinions, and judgements should be elicited.
 - (c) The future: his aims, ambitions, long term career objectives, the sort of life he wants to lead should be made known.

If the job has special technical requirements, his ability and experience must be thoroughly explored to test their breadth and depth. If the interviewer himself is not

capable of doing this, then he should ask a technical expert to provide him with a professional assessment after a talk with the candidate.

- (v) It is important to remember that at least 60 percent of the words exchanged should be the interviewee's, not the interviewer's. Much skill is required in revealing the 'best' man when he is quiet, unassuming and reserved. Creating an atmosphere and a situation in which he will talk in his most open manner depends largely upon the interviewer's sense of acuteness and insight. A final point to bear in mind is that there are two aspects to an interview: One irrational and one rational. The irrational part is the feeling that one has about a candidate. If he is going to work with the interviewer, and the instinct tells that he is not likely to get on with him, then almost certainly the instinct will be followed. Most people do this, and because they are unlikely to be wrong, it forms the delusion that they knew how to pick him. But in fact there is no such clear feeling, and it is then that the rational element prevails. It is purely a question of determining which of the candidates has the necessary background, qualifications, experience, attitudes and temperament to do the job that has to be done.

- (vi) As soon as the candidate leaves the room it is essential to write notes and a summary of the conclusions. Moreover, it

should be made clear at this stage when the interview is over, what the next stage will be, for example, short-list, letter within two weeks and second interview.

If it is likely that the candidate will be unsuccessful he should be given some hints of this, for example, "I've got a feeling this isn't the job for you."

It is important to note that the selection interview is much more than only a selection aid for prospective employees, because it also serves as a very important device for marketing the institution to prospective employees. Not only does the interviewer decide on the basis of the information received during the interview whether the applicant is acceptable or not, but the applicant himself forms an opinion of the institution which largely determines his decision whether to accept or refuse an offer for employment.

Consequently the applicant should leave, feeling that he has had a civilized and stimulating conversation which gave him every opportunity to put his case and provided his interviewer with all the data he would wish him to have in order to make a fair decision.

6. EVALUATION OF PERSONNEL

In the process of selection and placement, the evaluation of personnel takes the form of an appraisal interview, especially during the probationary period. It is not uncommon to discover that the following questions run through the mind of a conscientious employee when being observed for reporting and confirmation:

- (i) What is expected of me?
- (ii) How am I coping?
- (iii) Where am I going?
- (iv) What can I do to improve?

The purpose of this interview is to appraise performance in the job, and this appraisal is conducted against the background of the job description, standards of performance and short-term priority tasks. The benefits of such an interview are mutual, both to the employee and the institution. In the case of the employee he likes and needs to know how he is getting on and to have an opportunity to discuss his work in detail so as to improve his effectiveness. He also needs to discuss his future with the institution and how he sees his career developing.

To the line manager the interview will give him a closer and detailed contact with the individual, his views on his work, his ideas on what he does well or could do better, his views on his future and what extra help he thinks he needs to be more effective.

An appraisal interview conducted properly will create closer working relationships, highlight priorities, identify people with potential and throw up future training needs to meet either short-term or long-term priorities. It also helps to harness people's energies to the institution.

A method that could be used to achieve a discussion in this kind of interview is the asking of open-ended questions, which avoid "yes" or "no" answers, thus helping to promote a conversation. A freer exchange of views will help the line manager to obtain facts and opinion from the employee on how he sees his job, and his performance in the job over the last few months. Questions framed such as the following would serve to provide very effective leads in starting a profitable conversation:

- (i) What areas of your work would you say require more attention?
- (ii) What do you think you need to learn now to develop the job further?
- (iii) What would you say are the priorities for the next twelve months?

At the end of this interview the main points should be summarized.

An action plan should be worked out with a view to the following:

- (i) How to use the employee's strengths in the future.
- (ii) How to achieve any improvements required.
- (iii) How the employee sees his progress and development.

An action plan is vital if the interview is not to end on a negative or inconclusive note. The purpose of the meeting is not just to discuss the past, but to show a way ahead and plan to provide support for the subordinate to regain the required standard. At the same time for the employee who is doing well, ways should be found of stretching and loading him over the next twelve months so that boredom could be averted.

It is important to remember that the person under review normally shines in certain parts of the work, and needs some polishing in others. The follow-up interview provides a window to personnel evaluation. It would therefore be useful to get the person to volunteer what he thinks he needs to do and then get joint agreement on those points. In that way the plans will be made more realistic and are likely to be carried out willingly as the person is committed.

7. CONCLUSION

The models proposed in respect of the selection and placement of personnel could prove very useful if applied in conjunction with the other models that are currently in practice. The proposals have been intended to make the process of selection and placement as objective and as accurate as possible. The element of doubt, which usually stems from a subjective field of operation, could be eliminated. Merit could consequently be made the chief criterion in the exercise of selecting and placing personnel in all the areas of public administration.

Whilst cost-effectiveness may be advanced as an argument when considering the size of a municipality like Newcastle, it should be borne in mind that the additional responsibility placed upon local authorities in caring for the needs of the community and uplifting its socio-economic conditions of living, make the quality of personnel in implementing the welfare programme the thrust of the whole enterprise. Personnel administration as a result could be seen as the pivot of local authorities. Upon them depend the success or failure of all the policy initiatives filtering down from higher authorities. In view of the new perspective within which local authorities are expected to function, the personnel tasks of selection and placement correspondingly assume primary importance in public personnel administration.

It is anticipated that the municipality of Newcastle would respond positively to the proposals suggested, since much is required in preparing and planning for the development of the town to meet the demands, say of the year 2000.

CHAPTER VII

GENERAL CONCLUSIONS AND RECOMMENDATIONS

1. GENERAL CONCLUSIONS

In the light of recent constitutional developments and government ministerial announcements, local authorities have come to be identified as the most important tier of government in fulfilling basic community needs. The political, economic and social aspirations of the communities, it is anticipated in the near future, will be satisfied by local governments. Consequently, the overall role expected of public institutions primarily at local level in the rendering of goods and the providing of services will be greatly enhanced. Public administration, especially the generic process of personnel administration at municipal government level will be charged with a heavy responsibility. Personnel administration as a result becomes the kingpin of the whole process of community development which is the promotion of human welfare and interests.

Together with the various sub-processes involved in the totality of personnel administration, the activities of selection and placement need to be highlighted since they underpin the whole concept of community development and quality of service. From a general field of study with regard to selection and placement, the dissertation looks closely at the application of these processes with special reference to the Municipality of Newcastle. It

should be remembered that the guide-lines emanating from community values such as, *inter alia*, fairness and reasonableness, balanced decisions, thoroughness, probity, and effectiveness and efficiency, demand that the selection and placement of personnel be conducted along scientific and unbiased lines. The very well-being of the community, be it spiritual or material, is determined by an attitude of openness and fairplay.

The placing of greater stress in recent times on community development, be it on a broad general plane or prescriptively within the judicial confines of the Municipality of Newcastle means that personnel administration will have to operate at a highly specialised level. Experience and expertise will become essential prerequisites for personnel to be able to face up to the challenges of the time. The importance attached to the role of selection and placement of personnel in such instances can hardly be over-emphasised. The assigning of the right job to the right functionary becomes a matter of supreme importance.

In Chapter II the place of personnel administration in municipal administration is correspondingly viewed in the backdrop of pending changes with regards to local authorities. With local authorities becoming a focal point in the area of constitutional development their legal standing should be raised in the eyes of the community they serve. Despite the introduction of regional services councils, the elimination of provincial legislative authorities has created a vacuum in the constitutional hierarchy between local and central government. Devolution of power to local authorities becomes a

natural sequence of changing events. It could mean a transfer of authority from the central level of government, with Parliament still retaining its sovereignty and supremacy regarding overall authority in the state.

For personnel administration to be effective in the implementation of municipal services, smooth co-ordination of the other generic processes that are required for the propelling of public administration is imperative. The functioning of a municipal administration could be regarded as the nucleus of central government administration, with selection and placement of personnel being the pivot of an efficient system.

In a discussion of the staffing mechanism in Chapter III, due attention is given to the functional operation of the activities that constitute personnel administration. The role played by each could either promote or lower the performance of municipal administration. The viability of a local authority is subject to the provisions that are made to cater for the needs of personnel. Specific attention was devoted to the methods that are used to recruit personnel that would be able to meet the criteria that are considered necessary for an advertised post. In such instances both the mental and physical capacities of the applicants are weighted critically. To highlight the consequences of a haphazard approach in the process of staffing, the risk of municipalities degenerating to mediocre seats of local government was clearly asserted.

The researching of techniques for the purpose of effective personnel selection and placement reinforces the cardinal role played by both selection and placement in sound personnel administration at local government level. A variety of methods illustrating the steps adopted to make each both scientific and valid is discussed at length in Chapter IV. This enables municipalities to formulate policies and procedures in respect of selection and placement, thus helping to eliminate any trace of malpractice in the selection and placement of candidates to posts on a first come first serve basis. Failure to screen applicants in terms of stipulated municipal policy and procedure defeats the whole process of scientific personnel administration. With the advancement of time, experience and investigation, selection devices have tended to become more meaningful, valid and objective. Tests subjected in the determination of their validity and application, have helped to make these devices universal as well as popular. Municipalities, on the strength of their financial resources, could devise a system to suit their peculiar needs. This, however, must be free of any device that lends itself to predetermined subjectivity.

In an evaluation of current models for personnel selection and placement in the Municipality of Newcastle, a close scrutiny of these models is made against the range of prevailing techniques. Chapter V examines the policy, methods and stages that are in practice in the Municipality of Newcastle with regard to selection and placement. For a municipality of its size, it takes adequate precautions in effecting a clearly enunciated personnel policy, with due emphasis on selection and

placement. Interviews, however, appear to be a key instrument in the evaluation of applicants, whilst reference is made to other methods. The chief personnel officer exercises his responsibility in a judicious manner in attempting to serve the best interests of his municipality.

After taking adequate cognisance of the models that are being applied presently in the municipality of Newcastle, certain proposals as discussed in Chapter VI become essential with a view to making selection and placement more effective and objective. With the inclusion of examination and evaluation as necessary procedures in identifying the most suitable applicant for a vacancy, the degree of subjectivity is considerably reduced, if not eliminated. The proposed models attempt to keep within the bounds of reasonable practicality, without impinging on theoretical formulae. They would certainly help to improve the standard of personnel administration as far as selection and placement are concerned.

2. RECOMMENDATIONS

Since this study relates to the selection and placement of personnel at local government level with special reference to the Municipality of Newcastle, much is anticipated in the careful identification and exploitation of human resources. Efficient government at the most fundamental level is dependent upon the harnessing of human resources to meet the expectations of its citizens and provide the vision and hope for a more promising and a brighter future. Much development in every sector of community life is likely to take place in the

very near future. The broadening of the democratic base at local government level in particular implies a greater delegation of responsibilities. Hence municipal personnel administration will come to be looked upon not merely as an agency for the rendering of goods and services, but to perform a very important task in bridging gaps that exist between communities. Therefore, the following recommendations are advocated:

Recommendation one

Greater awareness should be inculcated among the general public with regard to the role of local governments. They should be seen as the hub of community life, not just as a responsible liaison between the central government and the citizens. Their image as the providers of basic amenities and services should be reviewed on account of their raised status resulting from current constitutional changes and development. Soon they will be expected to function as a sophisticated tier of government with very much more power to exercise. Their administration will obviously have a greater bearing and influence on the citizens. In preparation for this stage a channel of communication should be opened to reach out to the grass roots level. An ideal medium would be the introduction of an elementary course in public administration at secondary schools, with special emphasis on municipal personnel administration. Interaction between the community and the local authority as the basis for understanding and progress should be spelt out distinctly. With the study of personnel administration forming an important part of public administration, relevant recognition should be accorded

to the overall significance of personnel selection and placement in their contribution to the efficient functioning of local authorities.

Recommendation two

Public relations
Local authorities should make the effort to project themselves as vital institutions for the welfare and benefit of the community. Their presence and influence should permeate every facet of community life. It is generally believed that a lack of thrust on their part is responsible for the apathy and attitude of indifference that prevail among the citizens. An exercise in public relations should be pursued with vim and vigour. The department of personnel administration could do much in promoting the interests of the institution. A set criteria in respect of human relations and personal image should form an integral part of the techniques applied in the selection and placement of personnel. Whilst this may be seen as a recommendation in the case of screening applicants for posts of a technical nature, it should, however, be borne in mind that the categories of public relations and personal image be given additional weight for posts where the relationship with the public is more direct and intimate. The image presented by personnel at this level is very important in the promotion of the institution. The standing of an institution in the eyes of the public has a direct effect on the morale of the employees, that is, the department of personnel administration. The maintaining of careful standards in the practice of selection and placement should be given top priority.

Recommendation three

With regard to the Municipality of Newcastle it becomes necessary that due cognisance should be taken of the fact that administrative personnel, especially line managers, be entrusted with the responsibility of preparing in advance details of the abilities and aspirations of their personnel. It is of much importance that every person be selected, not for the sake of filling a vacancy immediately, but mainly for progressive experience in preparation for such a job obligation. This measure would help considerably in increasing the morale of the personnel and would contribute greatly in the projection of a positive image.

Line managers should be given greater recognition, and should enjoy a certain status in the hierarchy of personnel administration.

In this way greater expertise could be pooled and shared with the view to being finally objective in the selection and placement technique, thus enabling a greater degree of accuracy in choosing the right person for the job. With the adoption of a more systematised procedure, the municipality could derive great mileage since the dubious elements of subjectivity and nepotism would be eradicated completely.

Recommendation four

It should be noted by the municipality that analysis is the key to getting the right person for the job. The problem of square pegs in round holes is an international management problem and costs institutions a great deal financially. In selecting the right person, personality assessments should make up 30% of all interview considerations. With the help of modern aids in selection and placement, attention should be given to a Personal Profile Analysis (PPA), together with a Human Job Analysis (HJA), to bring management objectives and management candidates together and help break down inefficiency and low productivity.

Management should be able to change the management task to fit the people in the position. It is also important that people change their behaviour to suit their position.

A system of analysis shows whether people are able to modify their behaviour to meet the needs of the job; whether the person is able to work under pressure; and whether this can be maintained at all times.

It also helps to establish whether the candidate has a logical attitude and whether he needs a challenge to win.

It shows whether he might be unpopular, but that if he has the right people under him he can succeed. The analysis could also be an indicator of staff contentment.

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APPENDIX 1

BOROUGH OF NEWCASTLE

COAT-OF-ARMS



Adjunk- Stadstesourier

Die minimum kwalifikasies vir hierdie betrekking is 'n B.Com. en/of I.M.T.R. plus 8 jaar rekenkundige ondervinding, 5 jaar hiervan in 'n senior hoedanigheid. Dit sal u prakties bekwaam vir die veelvoudige dog interessante verantwoordelikhede betrokke by die koördinerig van die talle rekenkundige werksaamhede van ons Tesourie-departement.

Die pos verg ook besondere waaksaamheid om afwykings vroegetydig op te spoor en reg te stel en die vermoë om te alle tye in personeel- en rekenaarbehoefes te voorsien. Plegtigheid, invoeling en effektiewe kommunikasievernu (verbaal asook skriftelik) op alle vlakke is dus baie belangrike persoonlike eienskappe.

U sal nou saamwerk met die Assistent Stadstesourier en Hoofrekenmeesters wat betref die instel van 'n rekenkundige beleid en doen verslag aan die Stadstesourier. Beoogde ouderdom is tussen 35 en 40 jaar.

As vergoeding bied ons 'n mededingende salaris aangevul deur 30 werksdae verlof per jaar, langdiens- en lewensverzekeringsvoordele asook behuising teen nominale huur. 'n Behuising- en 'n motorleningskema is beskikbaar, onderworpe aan sekere voorwaardes.

Aansoeke op die amptelike aansoekvorms, verkrygbaar van mev. Boshoff, tel. (03431) 27211, moet gerig word aan die Personeelbeampte, Privatsak 6621, Newcastle 2940.



RAAD VAN

NEWCASTLE

AD. MARK DIE BESTE MENSE VIR DIE TAAN N3306

Town Clerk

The Town Council of Newcastle invites applications from persons with advanced management experience to fill the position of Town Clerk.

Candidates must:

- be citizens of the Republic of South Africa and under the age of 65 years
- have an appropriate Bachelor's degree or equivalent qualification
- have suitable municipal experience at Senior Management level.

Membership of the Institute of Town Clerks will be a recommendation.

Service benefits:

Remuneration applicable to a Group 9 local authority, locomotion allowance, generous leave, a leave bonus, pension fund, medical aid scheme, group life insurance and long service recognition. A housing loan scheme is available subject to certain conditions.

Applications should be submitted together with such other information as you may wish to furnish in regard to your qualifications and experience to the Chief Personnel Officer, Private Bag X6621, Newcastle 2940, by not later than Tuesday, 25th August 1987.

Personal canvassing will disqualify an applicant.



BOROUGH OF

NEWCASTLE

AD. MARK THE BEST PEOPLE FOR THE JOB N17766



**NEWCASTLE
NATAL**

**BOROUGH
MUNICIPALITEIT**

PRIVATE BAG X6621 TELEPHONE 27211 • PRIVAATSAK X6621 TELEFOON 27211

**AANSOEK OM BETREKKING
APPLICATION FOR EMPLOYMENT**

VERTROULIK/CONFIDENTIAL

.....
Van Surname

.....
Betrekking Waarvoor Aansoek Gedoen Word
Position Applied For

.....
Datum Date

A. PERSOONLIKE BESONDERHEDE/ PERSONAL DETAILS

- 1 Van (Nooiensvan)
Surname (Nee)
- 2 Voorname
Christian Names
- 3 Adres (Huis)
Address (Home)
- (Pos)
(Postal)
- 4 Telefoonnommer: Huis Werk
Telephone Number Home Work
- 5 Geboortedatum 6 Nasionaliteit 7 Ras
Date of Birth Nationality Race
- 8 Huwelikstaat 9 Afhanklikes
Marital Status Dependants
- 10 Geslag 11 Huistaal
Sex Home Language
- 12 Is u in besit van 'n Bestuurslisensie?
Are you in possession of a Driver's Licence?
- Welke tipe Nummer
What type Number
- 13 Eggenote se Beroep
Spouse's Occupation
- 14 Persoonsnommer
Identity Card Number
- 15 Tale (meld Ja of Nee)
Languages (state Yes or No)

Praat
Speak
Skryf
Write
Lees
Read

Afrikaans	English	Ander/Other

B. HUIDIGE INKOMSTE/ PRESENT INCOME

- 1 Basiese Salaris R
Basic Salary
- 2 Bonusse R
Bonuses
- 3 Toelaes R
Allowances
- 4 Byvoordele R
Fringe Benefits
- 5 Kommissie R
Commission
- 6 Ander Verdienste (Spesifiseer) R
Other Earnings (Specify)
- 7 Watter Aanvangsalaris Verlang u? R
What Commencing Salary do you Require?

C. OPLEIDING/TRAINING

Naam van Skool en Kollege of Universiteit Name of School and College or University	Jare/Years		Kwalifikasies Behaal Qualifications Obtained	Hoofvakke Major Subjects
	Vanaf From	Tot To		
Tikskrif/Typing Snelskrif/Shorthand	Dui aan woorde per minuut Indicate words per minute		Snelskrif/Shorthand	Tikskrif/Typing

Gee besonderhede in die volgende tabel van enige ander na skoolse opleiding of deeltydse studies wat u onderneem het
bv. Professionele Opleiding, Vakleerlingskappe, ens.

Give particulars in the following table of any other post-school training or part-time studies undertaken by yourself e.g.
Professional Training, Apprenticeships, etc.

Naam van Opleidingsorganisasie Kursus, Eksaminerende Liggaam, ens. Name of Training Organisation, Course, Examining body, etc.	Jare/Years		Vakke Subjects	Sertifikate Kwalifikasie ens. Certificates Qualifications etc.
	Vanaf From	Tot To		

Ambag Trade	Firma waar Voltooi Firm where Completed	Datum/Date		Uitslag van Vakoets Results of Trade Test		Erken as Vakman Vanaf Recognised as Artisan from
		Vanaf From	Tot To	Teorie Theory	Prakties Practical	

D. ONDERVINDING/EXPERIENCE

Dui in die volgende tabel, in kronologiese volgorde, behalwe vir u huidige betrekking wat eerste genoem moet word, al die betrekkinge wat u tot dusver beklee het. Vakansie- en deeltydse betrekkinge moet nie aangedui word nie.

Indicate all the positions you have held in chronological order, except for your present position, which should be tabled first. Vacation or part-time positions must be omitted.

Name en Adresse van vorige Werkgewers Names and Addresses of previous Employers	Posisies Beklee Positions Held	Tydperk van Diens Length of Service		Rede vir Verandering Reason for Change	Pligte Duties
		Van/ From Maand/ Jaar	Tot/ To Month/ Year		
1.					
2.					
3.					
4.					
5.					

E. PERSOONLIKE VERWYSINGS/PERSONAL REFERENCES

Naam/Name	Adres/Address	Tel. Nr./No.	Beroep/Occupation
1
2

F. MILITÊRE OPLEIDING/MILITARY TRAINING

- 1 Opleiding reeds ondergaan
Previous training
- 2 Rang
Rank
- 3 Toekomstige opleiding
Future training

G. ALGEMEEN/GENERAL

- 1 Ly u aan 'n liggaams of geestesgebrek of siekte? Indien ja, gee besonderhede
Do you suffer from any physical or mental defects or disease? If so, furnish particulars
- 2 Is u al skuldig bevind aan 'n kriminele oortreding of ontslaan uit enige diens? Indien wel, gee besonderhede
Have you ever been sentenced for a criminal offence or dismissed from any employment. If so, give particulars
- 3 Is enige van u familie in diens van die Stadsraad van Newcastle
Are any of your relations employed by the Borough of Newcastle
- 4 Indien ja, meld name
If so, furnish names
- 5 Enige verdere inligting wat u onder die Stadsraad se aandag wil bring kan hieronder verstrek word.
Any further information that you wish to bring to the notice of the Town Council can be furnished hereunder
- 6 Indien u 'n pos aangebied word, hoe lank is die kennistydperk aan u huidige werkgewer?
If you are offered a position, what period of notice must you give to your present employer?
- 7 Advertensie gesien in
Advertisement seen in

Persoonlike gunswerwing vir aanstelling word streng verbied. Bewys daarvan sal 'n kandidaat diskwalifiseer.
Personal canvassing for appointment is strictly prohibited. Proof thereof will disqualify a candidate.

Ek verstaan en aanvaar dat indien ek in die Diens van die Stadsraad van Newcastle aangestel word, sodanige aanstelling
I understand and accept that if appointed to the Service of the Borough of Newcastle such appointment will be

onderworpe sal wees aan die bepalings van Ordonnansie Nommer 25 van 1974; die Munisipale Diensvoorwaardes en
subject to the provisions of Ordinance Number 25 of 1974, the Municipal Conditions of Service and the Standing

die Staande Besluite van die Raad, soos gewysig van tyd tot tyd.
Orders of the Council, as amended from time to time.

Ek verklaar dat die voorafgaande besonderhede na die beste van my wete waar en juis is.
I declare that the above particulars are, to the best of my knowledge, true and correct.

Datum
Date

Handtekening van Applikant
Signature of Applicant

Slegs vir Kantoorgebruik/For Office use only

Onderhoudsbeoordeling Departement van die Hoofpersoneelbeampte
Interview Judgement Department of the Chief Personnel Officer

.....
.....
.....

Toetsprestasies
Test results

.....
.....
.....

Onderhoudvoerder
Interviewer

Aangestel as
Appointed as

Vanaf
From

Departement/Department

Kerf
Notch

Salarisskaal
Salary Scale

Verhogingsdatum/Incremental date

Opmerkings
Remarks

.....

Aanstelling goedgekeur(a) Stadsklerk
Appointment approved Town Clerk

Datum
Date

(b) Departementshoof
Head of Department

Datum
Date

(c) Hoofpersoneelbeampte
Chief Personnel Officer

Datum
Date

TELEPHONE REFERENCE CHECK

NAAM VAN APPLIKANT:
NAME OF APPLICANT :

VORIGE TOESIGHOUER:
FORMER SUPERVISOR :

AMPSBENAMING:
TITEL :

NAAM VAN ORGANISASIE:
NAME OF COMPANY :

TELEFOONNOMMER :
TELEPHONE NUMBER:

Dit is Newcastle Munisipaliteit wat skakel.

MNR./MEV./MEJ.
MR./MRS./MISS

wat tans by u werksaam is / gewerk het, het by ons aansoek gedoen om 'n betrekking. Ek sal graag sommige van die inligting wat verstrekk is, met u verifieer.

who works / did work for you, has applied for employment with us. I would like to verify some of the information given to us.

1. Wanneer het hy / sy vir u organisasie gewerk?
When did he / she work for your organisation?

VANAF TOT
FROM TO

2. Watter betrekking het hy / sy beklee toe hy / sy by u organisasie diens aanvaar het?
What was his / her job when he / she started?

.....

3. Watter betrekking het hy / sy beklee toe hy / sy u organisasie verlaat het?
What was his / her job when he / she left?

.....

4. Hy / sy toon sy / haar laaste salaris by u aan as R per
He / she stated that his / her earnings were

Korrek?
Correct?

5. GESONDHEID:
HEALTH :

6. BYWONING :
ATTENDANCE:

7. VLYTIGHEID :
INDUSTRIOUSNESS:

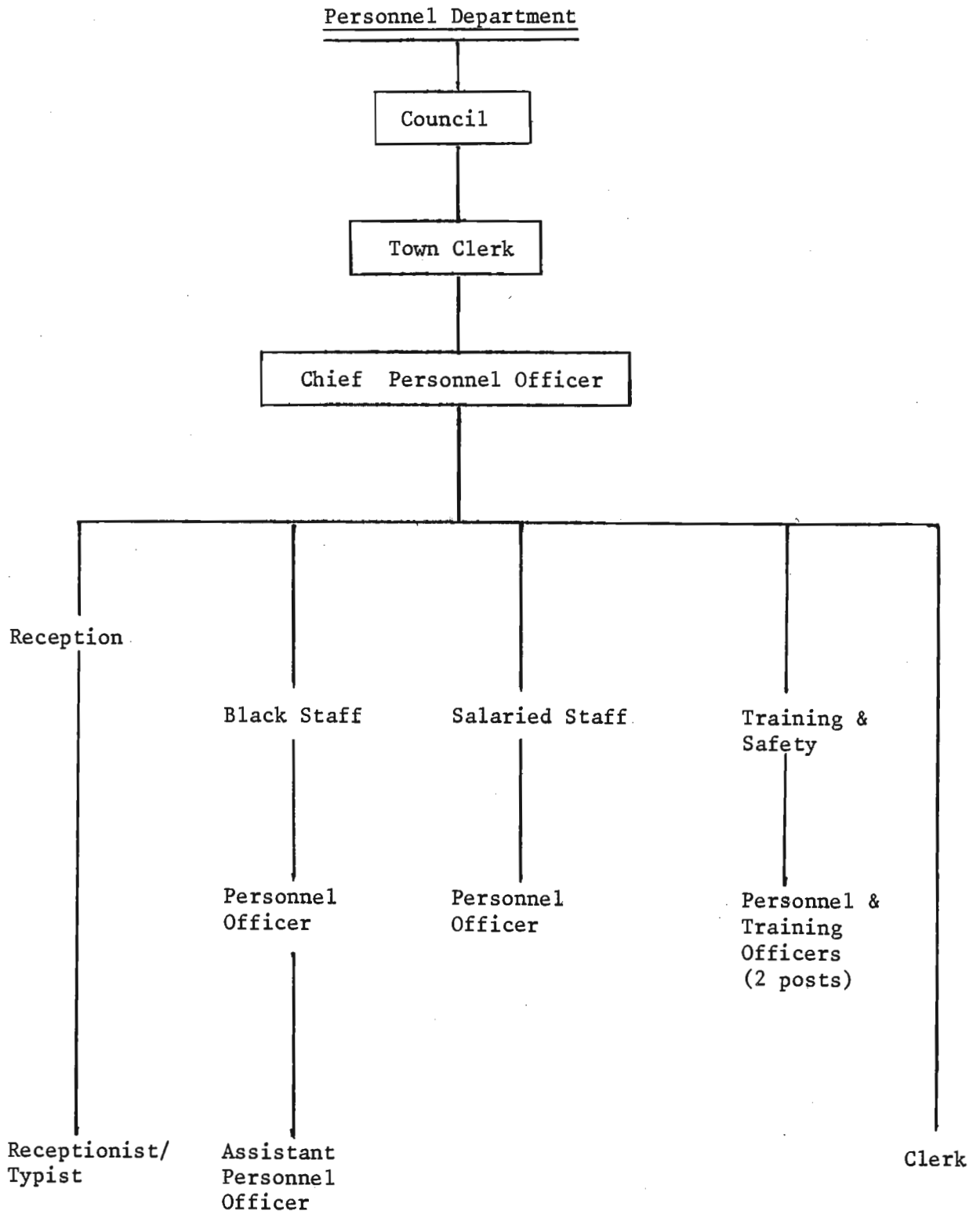
8. TOEGEWYDHEID

9. KWALITEIT EN KWANTITEIT VAN WERK:
QUALITY AND QUANTITY OF WORK :
10. ENERGIËKHEID:
ENERGY LEVEL:
11. GRAAD VAN VINDINGRYKHEID (SKEPPINGSVERMOË):
DEGREE OF CREATIVITY :
12. BEPLANNINGSVERMOË:
PLANNING ABILITY :
13. DOELTREFFENDE MONDELINGE EN SKRIFTELIKE UITDRUKKINGSVERMOË:
ADEQUACY OF ORAL AND WRITTEN EXPRESSION :
-
14. REAKSIE OP KRITIEK :
REACTION TO CRITICISM:
15. INDRIK WAT PERSOON OP ANDER MAAK:
IMPRESSION MADE ON OTHERS :
16. AANPASBAARHEID:
ADAPTABILITY :
17. STERK PUNTE :
STRONG POINTS:
18. SWAK PUNTE :
WEAK POINTS:
19. Hoekom het hy / sy u organisasie verlaat?
Why did he / she leave your organisation?
-
20. Sal u hom / haar weer in diens neem? Indien nie, hoekom nie?
Would you re-employ him / her? If not, why?
.....
21. ENIGE BYKOMSTIGE KOMMENTAAR:
ADDITIONAL COMMENTS :
-
-

NAVRAAG GEDOEN DEUR:
CHECK MADE BY :

DATUM:
DATE :

APPENDIX 7 : BOROUGH OF NEWCASTLE
ORGONOGRAM : PERSONNEL DEPARTMENT



SHORTLIST

VACANCY :

POST APPROVED ON : PREVIOUS INCUMBENT :

QUALIFICATION REQUIREMENTS:

SALARY SCALE :

SALARY NOTCHES P.A.											
PER MONTH											

NAME	PRESENT INCUMBENTS OF SIMILAR POSTS		
	QUALIFICATIONS	EXPERIENCE	SALARY NOTCH



NEWCASTLE NATAL

My Verw: SF.....
My Ref:

Navrae:
Enquiries:

Tel.: 27211 x

Date

Mr./Mrs./Miss
.....
.....

Sir/Madam

APPOINTMENT AS

I have pleasure in confirming that you have been appointed as in the Department of the on the R..... notch of the salary scale R..... per annum, with effect from 19..... Your future incremental date will be 1 July 19....., and thereafter 1 July of each year.

Your appointment is subject to the Council's Conditions of Service, a copy of which is attached and a probationary period of six months. Apart from the leave benefits depicted in the attached Conditions of Service, you will qualify for eight additional days annual leave to compensate for work performed on public holidays. This additional leave will be noted quarterly.

In addition to the aforesaid salary, a leave bonus of 8.3% of the annual basic salary is payable subject to various conditions. The Council also pays a long-service allowance payable monthly based on 3% of the basic salary after 3 years service, increasing to 4% after 5 years service and thereafter to 6%, 7%, 9% and 11% after the completion of 10, 15, 20 and 25 years respectively.

The Council is also prepared to pay the furniture removal expenses to a maximum of R1 000,00 based on the lowest of three quotations, as well as travelling and subsistence expenses incurred at the time of the interview, will be repaid to you upon your assuming duty.

Munisipaliteit: Privaatsak X6621
Borough: Private Bag X6621
NEWCASTLE
2940.

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FOLLOW-UP INTERVIEW

SF

PERONEEL : VERTROULIK
PERSONNEL : CONFIDENTIAL

DATUM :
DATE :

A. ALGEMEEN
GENERAL

NAAM :
NAME :

POS BENAMING :
DESIGNATION :

DEPARTEMENT :
DEPARTMENT :

DATUM VAN DIENSAANVAARDING :
DATE OF APPOINTMENT :

NAAM VAN TOESIGHOUER :
NAME OF SUPERVISOR :

POS BENAMING :
DESIGNATION :

B. INLEIDING
INTRODUCTION

1. HET JY VAN BUIE NEWCASTLE HIER DIENS AANVAAR? :
DID YOU ASSUME DUTIES HERE FROM OUTSIDE NEWCASTLE?

2. HOE PAS JY AAN IN NEWCASTLE? :
HOW HAVE YOU ADJUSTED TO NEWCASTLE?

3. HOE VIND JOU GESIN NEWCASTLE? :
HOW DOES YOUR FAMILY FIND NEWCASTLE?

4. HOE VIND JY JOU WOONEENHEID? :
HOW DO YOU FIND YOUR LIVING UNIT?

5. HET JY KINDERS OP SKOOL?
HAVE YOU CHILDREN AT SCHOOL? :

WATTER SKOOL?
WHICH SCHOOL? :

HOE PAS HULLE IN DIE SKOOL AAN?
HOW HAVE THEY ADJUSTED TO THE SCHOOL? :

.....

**C. WERKSITUASIE
WORK SITUATION**

1. HOE VIND JY DIE MUNISIPALITEIT NEWCASTLE?
HOW DO YOU FIND THE MUNICIPALITY OF NEWCASTLE? :

2. IS JY GELUKKIG?
ARE YOU HAPPY? :

INDIEN NIE, HOEKOM NIE?
IF NOT, WHY NOT? :

.....

3. HOE VIND JY JOU WERKOMGEWING (BV. KANTOOR, TOERUSTING, GEREEDSKAP, ENS.)?
HOW DO YOU FIND YOUR WORKING CIRCUMSTANCES (EG. OFFICE, EQUIPMENT, TOOLS, ETC.)? :

.....

4. HOE VIND JY JOU MEDEPERSONEEL?
HOW DO YOU FIND YOUR FELLOW WORKERS? :

5. HOE VIND JY JOU TOESIGHOUER?
HOW DO YOU FIND YOUR SUPERVISOR? :

KOM JULLE GOED KLAAR?
DO YOU GET ALONG WELL? :

6. WAS DIT VIR JOU BEVORDERING OM DIE POS TE AANVAAR?
WAS IT PROMOTION FOR YOU TO ACCEPT THIS POST? :

INDIEN WEL, IN WATTER OPSIG?
IF SO, IN WHICH WAY? :

INDIEN NIE, WAAROM HET JY VIR DIE POS AANSOEK GEDOEN?
IF NOT, WHY DID YOU APPLY FOR THE POST? :

.....

7. HOE VIND JY DIE WERK?
HOW DO YOU FIND THE WORK? :

8. SIEN JY VIR JOU 'n UITDAGING IN JOU WERK? :
DO YOU SEE A CHALLENGE IN YOUR WORK? :

WAAROM? :
WHY? :

9. VOEL JY DAT JOU KWALIFIKASIES EN ONDERVINDING VOLDOENDE IS OM DIE PLIGTE TE VERVUL WAT VAN JOU
VERWAG WORD?
DO YOU FEEL THAT YOU QUALIFICATIONS AND EXPERIENCE ARE SUFFICIENT TO PERFORM THE DUTIES REQUIRED
OF YOU?

.....

INDIEN NIE, WAAROM NIE? :
IF NOT, WHY NOT? :

10. HET U ENIGE VOORSTELLE TER VERBETERING VAN WERK/METODE? :
HAVE YOU ANY SUGGESTIONS FOR IMPROVING WORK/METHODS? :

.....

.....

D. OPMERKINGS
REMARKS

.....

.....

.....

.....

.....

.....
ONDERHOUDVOERDER
INTERVIEWER

Verw.:
Ref.:

PERSONEEL : VERTROULIK
PERSONNEL : CONFIDENTIAL

Die
The

DATUM:
DATE :

M E M O R A N D U M

TOESIGHOUERSVERSLAG : SUPERVISOR'S REPORT

Aangeheg vind toesighouersverslag Nr. ten opsigte van
Attached find supervisor's report No. in respect of

..... vir voltooiing deur die betrokke
..... for completion by the supervisor

toesighouer. Na ondertekening moet u dit asseblief terugstuur aan die onder-
concerned. After you have signed the report, please return it to the under-

getekende. Die voltooide verslag moet my asseblief voor of op
signed. The completed report should be returned on or before

..... bereik.

L.W. : Op die tweede verslag moet u aantoon of die amptenaar kwalifiseer
A.B. : On the second report you should indicate whether the official

vir permanente aanstelling.
qualifies for permanent appointment.

E. HAUPTFLEISCH
HOOFPERSONEELBEAMPTTE
CHIEF PERSONNEL OFFICER

DEPARTEMENT VAN DIE HOOFPERSONEELBEAMPTTE

DEPARTMENT OF THE CHIEF PERSONNEL OFFICER

PERSONEEL : VERTROULIK
PERSONNEL : CONFIDENTIAL

VERSLAG NR.
REPORT NO.

.....

TOESIGHOUERSVERSLAG-- : SUPERVISOR'S REPORT

A. PERSOONLIKE BESONDERHEDE : PERSONAL DETAILS

(a)	Van Surname
(b)	Voorname Christian Names
(c)	Departement Department
(d)	Afdeling Division
(e)	Posbenaming Designation

B. TAALBEDREWENDHEID : LANGUAGE PROFICIENCY

(a) AMPTELIKE TALE : OFFICIAL LANGUAGES		(b) ANDER : OTHER			
		GOED GOOD	REDELIK FAIR	SWAK WEAK	DUI AAN BEDREWENDHEID INDICATE PROFICIENCY
AFRIKAANS	SKRIFTELIK WRITTEN				
	MONDELING ORAL				
ENGELS ENGLISH	SKRIFTELIK WRITTEN				
	MONDELING ORAL				

C. ALGEMEEN : GENERAL

(a)	Is die Amptenaar reg geplaas in sy huidige pos/werkringting? Is the Official correctly placed in his present post/field of work?
-----	--

(b) Indien nie, waar meen u kan sy dienste tot die grootste voordeel aangewend word?
 If not, where, in your opinion, can his service be utilised to the greatest advantage?

.....

(c) Is daar enige tekortkominge/swakhede wat sy permanente aanstelling kan beïnvloed? (Bv. ten opsigte van drankgebruik, stiptheid, klere- drag, persoonlike optrede, persoonlikheid, ens.)

Are there any shortcomings/weaknesses which may influence his permanent appointment? (Eg. in regard to the use of liquor, punctuality, dress, personal conduct, personality, etc.)

.....

D. OPMERKINGS (TOESIGHOUER) : REMARKS (SUPERVISOR)

.....

HANDTEKENING : SIGNATURE DATUM : DATE

E. OPMERKINGS (DEPARTEMENTSHOOF) : REMARKS (HEAD OF DEPARTMENT)

.....

HANDTEKENING : SIGNATURE DATUM : DATE



NEWCASTLE NATAL

My Verw: SF
My Ref:

Navrae:
Enquiries:

Tel.: 27211 x

Date

Mr/Mrs/Miss
Department of the
NEWCASTLE
2940

Sir/Madam

CONFIRMATION OF APPOINTMENT AS

I have pleasure in confirming that the Finance and General Purposes Committee at a meeting held on resolved that you be appointed in a permanent capacity with effect from , as you have completed your probationary period satisfactorily.

Yours faithfully

E. HAUPTFLEISCH
CHIEF PERSONNEL OFFICER

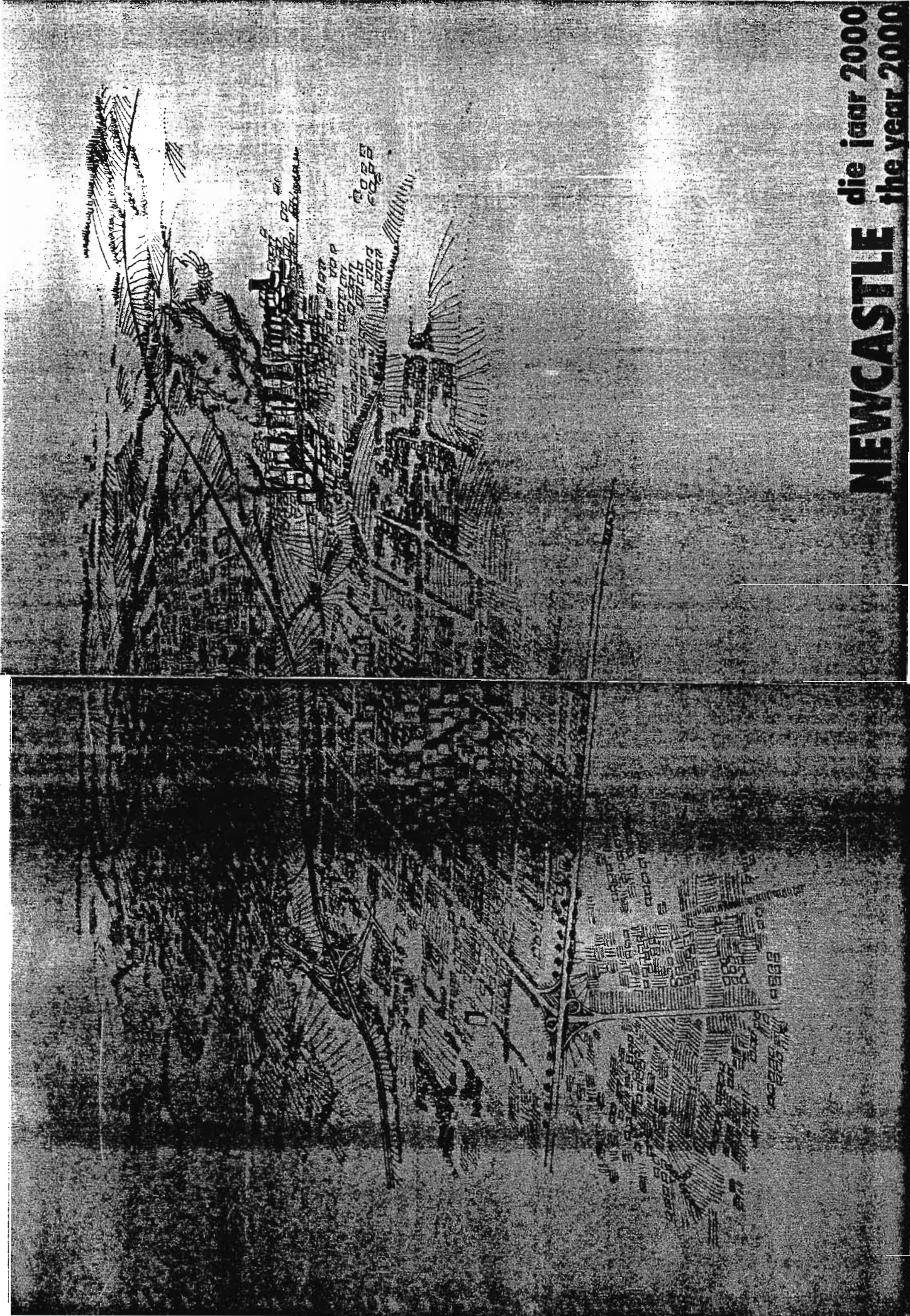
...../lh

Munisipaliteit: Priveatsak X6621
Borough: Private Bag X6621
NEWCASTLE
2940.

COPIES:

Town Treasurer (Salaries)

Head of department



NEWCASTLE
die jaar 2000
the year 2000