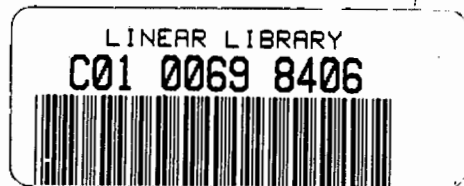


[1982]

EMPLOYMENT OF PERSONNEL FOR LOCAL AUTHORITIES. A
COMPARATIVE ANALYSIS OF THE EXISTING SYSTEM IN
SOUTH AFRICAN CITIES WITH SPECIAL REFERENCE TO
PROFESSIONAL EMPLOYEES



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ABSTRACT

The value judgements of senior officials in the five largest local authorities in South Africa was considered to influence personnel policy. Employment in a municipality was viewed as a special class of employment with specific public personnel management and professional considerations. First round delphi ranking and weighting scenarios were conducted with forty-five senior officials using focussed interviews. Results of the questionnaire were descriptively analysed on a privileged communication base. There was significant agreement, certainty and consistency among senior officials of different professions for attracting and maintaining professional staff in local government. Job satisfaction was ranked the highest factor. Management terminology was preferred to administration. A co-ordinated interdependent personnel function was needed. Greater use should be made of emerging semi-professionals or technicians. More delegation to officials resulted in an increased public scrutiny.

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HISTORICAL OVERVIEW

In the three tier structure of the Republic of South Africa local authorities form the base. There is at this level the greatest interface with John Citizen. As expressed by Steyn (1975 : 123) the committees and the council of a local authority deal with the day to day activities to a greater or lesser extent than the central or provincial governments. Local authorities have developed from communities who demographically become interdependant on essential services and consider themselves to be a unit. By means of an elected representative council the running jointly of a range of community services is possible. The broad spectrum of services that are to be provided are determined by the size of the local authority and the number of its inhabitants.

The development of local government in the Republic of South Africa was influenced by the Dutch and British democratic form of self government. The Dutch introduced the landdrost and heemraden system of rural government and the urban Cape raad dergemeente (Green 1957 : 1). A Committee of High Court consisting of three officials of the Dutch East India Company and three burghers was constituted to fix the price of bread and meat, suggest means of taxation, control public works and act generally as a municipal commission (Green 1957 : 8). When in 1773 the administration and powers of the committee were extended to repair streets, licencing, tax collection, sales of corn, organise night watchmen, valuation of land,

control of food supplies and wardmasters, the first appointments of personnel were made to serve the local community. Wardmasters ~~duly empowered~~ were exempt from the payment of capitation and hearth taxes in respect of one house and a warehouse for their services (Green 1957 : 9). In 1821 a municipal controller and auditor was appointed (Green 1957 : 13). This appointment was by representation as opposed to appointment by the Governor. However, due to irregularities and abuses attached to the collection of taxes, the town treasurer was dismissed with the resultant suspension of the role municipal comptroller and auditor. The central government under the Governor subsequently took full control again. In the earlier development of municipal affairs the roles of officer and official were one.

During 1839 in Cape Town a committee was elected by the public within the framework of the 1836 ordinance (Green 1957 : 19). Commissioners served gratuitously for three years at a time. The committee was required to appoint a rate collector and ensure that all streets, watercourses drains and places were kept free from dirt and rubbish. The application of the 1836 ordinance resulted in the appointment of treasurers, water overseers, market masters, overseers of common pasture lands, town surveyors and watchmen. These appointed officials were required to perform services for the community within the framework of regulations formulated by commissioners (officers). In 1840 the Cape Town Municipal Board appointed Petrus J. Denyssen as secretary and Frederick G Watermeyer

as treasurer and bookkeeper at salaries of £200 per annum each (Green 1957 : 22). The municipal fire brigade was headed by the superintendent assisted by volunteers. In 1854 Mark Foggett was engaged in a part-time capacity at £50 per annum as Town Clerk of Durban (Green 1957 : 36).

Pretoria in 1898 appointed a town engineer with district inspectors to assist the landdrost (Green 1957 : 63). Johannesburg became a municipality in 1897 (Cowden 1969 : 8).

Until the beginning of the twentieth century the functions in local affairs by the central government and local self-government continually vacillated experimentally. The marshall law conditions imposed during the Anglo-Boer War set local self-government back.

At the time of Union local authorities in South Africa were directly controlled by the respective central governments of the four colonies. At Union the three tier system of government was established with the State as the central power and the provincial councils with legislative powers over local authorities. The South Africa Constitution Act, 1961 perpetuated this three tier system with the same control over local authorities.

The participation of the local people in the administration of local affairs has remained a fundamental principle of South African politics. Local government is characterised by the voluntary services of ordinary men and women who have freely given their time and energy to

further the interests of the local communities in which they live; through a partnership between such unpaid laymen and a developing local government service of paid professional people who are "on tap but not on top" (Green 1957 : 96). This partnership was the keystone to this research whereby the judgement of the official was considered to influence personnel policy.

The appointed official should constantly be mindful of the peculiarity of the public sector. Each citizen has the right to the public administrator's attention. The customer is not chosen. The political content determines the operational framework. The public administrator must inform and explain as he tries to execute. The funds used are levied and commandeered rather than paid as a clear quid pro quo (Barrett 1976 : 12 - 16). The equity of local rates on fixed property according to Cowden (1969 : 87) has been justified on the principles that-

- (a) every ratepayer should contribute according to his ability to pay and
- (b) every ratepayer should contribute in proportion to the benefit he receives from local expenditure.

With the local government machine growing more complex the highest qualities in those responsible for its management, whether they be elected representatives of the public or officials, are essential.

LOCAL GOVERNMENT AS A SPECIAL CLASS OF EMPLOYMENT

The ordinances of the four provinces make special provision for employees of a local authority. These provisions give greater protection and security to the employee in the service of a local authority as opposed to an employee in the private sector.

The Cape Provincial Ordinance No. 20 of 1974, Section 66 provides that in the event of the combination of municipalities, with the exception of hourly, daily and employees with less than a year's service, the remaining officials become employees of the combined municipality. The employees are assured of pension and gratuity benefits within a period of two years of the combination of municipalities.

Provision is further made in the ordinances for the appointment of a town clerk, treasurer and other such employees as may be necessary. The town clerk is designated chief executive and administrative officer of the municipality. This has altered the status quo. Previously the town clerk was considered *primus inter pares*. Remunerative distinction between the town clerk and other heads of department is now the practice. Section 62(3) of the Transvaal Local Government (Administration and Elections) Ordinance No. 40 of 1960 stipulates that unless the Administrator directs the salary of the town clerk must be higher than the next highest paid official of a council.

This salary includes monetary allowances. In the Cape this is the practice on the directive of the Administrator. In the Transvaal the town clerk may not be the head of a department unless the Administrator has agreed to such role. The Transvaal Local Government (Administration and Elections) Ordinance No. 40 of 1960 further prescribes details as to the functions of the town clerk.

In making any appointment in local government any candidate is disqualified should he directly or indirectly canvass any of the appointing officials to support his candidature. In the five local authorities considered in the research the practice is to advertise all staff vacancies. The advertising may be done within the service of a particular local authority only. Should wider coverage be required the public press and professional magazines are used with discretion.

As the position of town clerk falls outside the scope of the Industrial Conciliation Act No. 28 of 1956 protection of the town clerk is given in the ordinances whereby any alteration to the remuneration of the town clerk is subject to approval by the administrator. In addition no council may terminate the services of a town clerk without the administrator's sanction. In the Transvaal special provision is made for a selection committee in the appointment of the town clerk. This committee would make a recommendation to council regarding the appointment.

In all four provinces there is provision for the indemnification of employees with regard to legal proceedings, be they civil or criminal, arising from the performance of their duty. Legal representation or assistance is subject to conditions which the council may deem expedient to the case.

In the case of a charge of misconduct against an employee special provision is made for an enquiry into the allegation. The mayor may suspend the employee from duty pending the outcome of such enquiry. An employee may be summarily dismissed if he corruptly solicits or receives any advantage as inducement to perform his duty or if he is gainfully employed in any other undertaking without the necessary authority. The Cape Ordinance prescribes the parameters of penalties for misconduct not justifying dismissal. All employees of a local authority unless duly authorised may not disclose confidential information.

Each local authority is empowered to make by-laws relating to the duties, privileges and conditions of service of servants. The by-laws are promulgated in the respective provincial gazette.

Other than the town clerk the Industrial Conciliation Act No. 28 of 1956 makes special provision for municipal employees. Within the framework of the act employees are permitted to form associations and trade unions. In Cape Town there are two registered unions: The South African

Association of Municipal Employees for members of the white race group and the Cape Town Municipal Workers' Association for non-white members. In the Transvaal the cities of Johannesburg and Pretoria each have an industrial council to negotiate conditions of employment with the employer. Membership at present is restricted to members of the white population group. Durban has three trade unions for white persons only: The Durban Municipal Employees' Society, The Durban Municipal Transport Employees' Union and the Professional Staff Association. Port Elizabeth has a branch of the South African Municipal Employees' Association. At the time of writing this research, implementation or formulation of labour legislation based on the Wiehahn Commission Report into existing labour legislation and the Riekert Commission Report into legislation affecting the utilisation of manpower, is being effected. Liaison committees with the possible view to formal unionisation are the practice for bantu. The central government policy on this area is "grey" (Levy 1980 : 4 - 7) (Blair 1981 : 18) (Coetzee 1981 : 14 - 15).

In essential services, should a dispute arise out of the relationship between employer and employee, the minister must appoint a conciliation board if there is no industrial council having jurisdiction over the subject of dispute. If the whole or part of the essential service is likely to be endangered by the continued dispute the conciliation board is formed after consultation with the parties. Should

the dispute in essential services not be resolved within the specified time or appear not likely to be resolved the matter is referred to compulsory arbitration. The decision of the arbitrator is final with only leave to appeal to the Supreme Court by any person affected by this decision. Arbitration may be by a single arbitrator or arbitrator and an umpire. Should the machinery not be set up within the prescribed time arbitration is done by the Industrial Court. During arbitration the parties to the dispute have representation. The representative may or may not be a party to the dispute.

Special reference in the Industrial Conciliation Act No. 28 of 1956 is made to the heads of department in a local authority. A head of a department is defined as an employee of a local authority -

(i) in the capacity of town clerk, secretary, chief medical officer of health, city or town engineer, city or town electrical engineer, city or town treasurer, manager or director of non-white affairs, manager or director of city or town transport or clerk of the council;

(ii) as head of a division which is not under the control of any of the employees referred to in (i) above and who receives a remuneration equal to or higher than the remuneration of the lowest paid of the said employees in the employ of the same local authority.

The chief executive and administrative officer is not defined as a head of department.

Every council must advise the respective provincial secretary whenever a dispute relating to the remuneration or the change in remuneration of a head of department arises. The Administrator in turn advises the Minister of Manpower Utilisation of the dispute and that in his opinion it is desirable to settle the dispute by arbitration. In this instance compulsory arbitration is done by the Industrial Court.

The only remaining job reservation in local government is Reservation Determination No. 4. This applies to the Traffic, Ambulance and Fire Services of the City of Cape Town.

The Riotous Assemblies Act No. 17 of 1956, Section 14 applies specifically to persons employed in public utility services. An employee of a local authority which supplies light, water, sanitary or transportation services who wilfully breaks the contract of employment with an employer and thereby deprives members of the community of the said services is guilty of an offence.

The Health Act No. 63 of 1977 prescribes the appointment of a medical officer of health in terms of Section 22 subject to the approval of the Secretary.

Preference is given to medical practitioners who possess a degree or diploma in the sphere of community health which is registerable under Section 35 of the Medical, Dental and Supplementary Health Service Professions Act No. 56 of 1974. A medical officer of health may not be removed from his office or have his salary or allowances reduced without the approval of the Minister of Health. The medical officer of health must be afforded the opportunity of making representation to the Minister of Health regarding the removal from office or reduction in salary before the Minister gives a decision. The Health Act further prescribes duties to be performed by the medical officer of health. The appointment of health inspectors in terms of the Health Act is subject to similar conditions as that of the medical officer of health.

PERSONNEL MANAGEMENT IN LOCAL GOVERNMENT

Efficiency and effectiveness are considered the basis of productivity in local government. To improve productivity in a local authority, one of the most basic requirements is a personnel management department (Browne et al. 1980 : 67). The personnel function must not be isolated but permeate all departments. The location of the personnel function in the local authority's organisational structure rests with the chief executive and administrative officer. Traditional personnel systems in local government tend to operate independently rather than interdependently (Gallas & Gallas 1979 : 69). This organisational structure and process is protected with tenacity. Work in local government must be seen as a result of individuals in concert with others as opposed to individual soloists. In participation there is a sharing of power (Gallas & Gallas 1979 : 72). Corporate manpower planning is essential to the growth and development of local government. Employees are generally the most costly and sensitive single item of a local authority. To use personnel effectively and efficiently, planned programme or zero base budgeting should be instituted as alternates to the line or incremental system.

Personnel is approached on an establishment basis involving staffing, number of posts, grading, devising and interpreting numerous agreements covering conditions and

terms of employment. Control by numbers alone is a crude weapon to fight against inflation. A smaller work force may be more effective and better paid (Robinson 1979 : 1226). The accent must be on the quality of staff. The formalised personnel procedures must be seen as a means to an end but not as an end in itself.

The appointment of a director or manager of personnel in local government has become a priority. Care must be taken in employing such a person as he requires the knowledge and skills, not only in handling personnel matters, but also municipal administration (Browne et al. 1980 : 74) (Reynders 1951 : 174) (White Paper on Public Service 1980 : 61).

This position was formerly designated establishment officer/senior staff officer in some local authorities. This official recruited people to fill vacancies, advised on remuneration, applied rules and dealt with ad hoc problems as they arose (Bains et al. 1972 : 66). This is a restrictive concept of personnel as there is the need for improved projected manpower planning, training, career development, remuneration, conditions of service, industrial relations, consultative negotiations between employer and employee and organisational procedures. The personnel officer's task is seen as getting positive personnel policies into operation across the whole of the authority's staff (Bains et al. 1972 : 74). Personnel

officers may be appointed to assist the director of personnel as specialists in these aspects of the art of management. The role of personnel officer entails enormous effort to turn policies into practice in the areas of:

1. improvement of performance in the management of human resources;
2. formulation of a set of personnel policies;
3. development of the skills of management;
4. executive action when matters need to be handled centrally;
5. provision of service to line managers in fulfilling their own personnel management roles;
6. counsellor in industrial relations disputes.

(Musgrave 1975 : 151).

Staffing in terms of people rather than posts and in planning for career development on the basis of individual achievement and merit (Bate 1977 : 50) should become the criterion for local government.

Gallas & Gallas (1979 : 68) further support appointment and promotion on the basis of merit. Morse (1976 : 221) states that the core of the personnel system should be merit selection determined by competition, as opposed to

the collective bargaining model of seniority without regard to relative ability, skill and competence. This merit system is conducive to affirmative action. Gallas & Gallas (1979 : 69) do however, concede that an efficient public service governed by a neutral merit system to which all individuals have equal access, is at odds with reality. Each organisation has its own different kinds of organisational and political judgement values.

The personnel system in local government should be viewed as a macrocosm comprised of many microcosms or subsystems. These may be effectively based on an automated personnel information system (Simon 1979 : 842). The computer must be integrated with the personnel and management functions to give the day to day strength of the workforce. A vast volume of data must be captured, stored, updated for different decision making processes. The computer printout of a man's record whenever required, is far better than time consuming and lengthy written reports. The major criterion is the decision as to what information is needed for storage. Systems should always allow for more data to be added. Gould (1979 : 279) favours a mini-computer on its own or linked to a main frame. A skills data-base may be linked to a positions data-base of job descriptions. A computerised personnel system would be invaluable in estimating the annual budget giving manpower planning, analysis, future training and recruitment needs. The security and privacy of the information held is paramount.

There is a need for flexibility in a centralised staff/ personnel information system related to interchangeability and career development (Bate 1977 : 50).

Officials active in personnel should perform an active advisory role as opposed to being passive (Fowler 1980 : 154), but ever mindful that this strong function may be interpreted by other departments to erode their authority. Gould (1978 : 1228) put it as a resistance from people in other professions to allowing invaders into their territory. Administrative officials of all departments must be made aware of the personnel function being an integral part of their work. The personnel officer offers assistance in weighing up quantifiable with unquantifiable data (Gould 1978 : 1227). His role is non interference with departmental operations.

Officials hold their office by appointment and not by election. The town clerk and heads of department are appointed by the council. In the lower echelons the authority is vested differently from city to city. Ostensibly it remains a group effort. The major similarity is that council's responsibility in staff matters has been delegated to a smaller standing committee or group.

Cape Town:

In the first instance the Municipal Service Commission conduct interviews. Departmental representatives attend

the appointment meetings to make recommendations. Should the interview be concerned with a promotional position a representative of the registered trade union concerned is in attendance as observer. The Commission, where the appointment falls outside their delegation, makes recommendation to the Executive Committee of Council. This system is unique in South Africa whereby the Municipal Service Commission constituted of a chairman and two commissioners are not employees of the City of Cape Town. The Municipality of Cape Town Administration Ordinance No. 24 of 1965 prescribes the powers and functions of the Executive Committee and the Municipal Service Commission. Provincial control is exercised directly in the personnel functioning of the City of Cape Town. In terms of Section 19(7) of the Municipality of Cape Town Ordinance the Executive Committee must give effect to any recommendation of the Commission unless the Administrator directs otherwise. The Commission operates on a morning only basis. By-Law 1994 amplifies the powers and duties of the Commission and the management of staff in the City of Cape Town. On the Administrator's request a report on the functioning of the Commission system in Cape Town by A J B de Klerk was completed in 1975. This report deals with suggested amendments to the existing procedure. At the time of writing none of the recommendations of the commission of enquiry had been implemented.

Durban:

A Municipal Service Commission comprising a chairman and two commissioners makes appointments. The chairman is a full-time employee whereas one commissioner is on a full day contract basis and the other on a half-day contract basis. Provincial notice 388/59 prescribes the parameters of the Commission. Applicants are interviewed by the Commission. Officials from respective departments attend appointment interviews and make recommendations.

Johannesburg:

A Staff Board constituted of a chairman and three other members make appointments. All members of the Board are full-time employees of the City of Johannesburg. The Board plays more the role of ombudsman in appointments as applicants are not interviewed by the Board. Applicants for appointment are screened by a personnel officer and referred to a department in the service which has a vacancy. Should the department consider the applicant suitable the personnel department is advised thereof. The decision of the personnel officer and the departmental representative is referred to the Staff Board for ratification.

Port Elizabeth:

The authority to appoint is vested in the personnel section in the majority of cases. The personnel officer

and the respective departmental representative interview the applicant. Should these officials consider the applicant the most suitable the appointment is made there and then. In isolated senior positions the appointment decision is referred to the management team consisting of the Town Clerk, City Engineer, City Electrical Engineer and City Treasurer for ratification.

Pretoria:

As in Johannesburg there is a Staff Board constituted of a chairman and two members, all of whom are full-time employees of the City of Pretoria. The interviewing panel consists of at least a member of the Staff Board, the personnel department and the department where the vacancy exists. In the event of the appointment being promotional a representative of the employee's staff association is also present as an observer.

In the cases of promotional appointment, machinery exists for appeal by the unsuccessful candidates against the decision of the appointing authority.

Interviews for applicants should be planned while the candidate is on the premises and the applicant not kept waiting too long for the interview. The results must be made known as soon as possible (Gould 1980 : 545). At all times the applicant must be kept informed. The more structured the interview the more consensus there

will be among interviewers on the suitability of the applicant. Interviewers must be trained and aware of the shortcomings of the interview situation. Interviewer bias must be reduced to a minimum (Mulholland 1979 : 779). Interviewing is an inexact art (Coradine 1980 : 192).

The remunerative structure of the five local authorities in the experiment is in terms of a salary grading schedule comprising designations with scales of pay. In some instances specific qualifications or requirements may be prescribed for appointment or advancement in a particular scale of pay. Salary administration is a misnomer and it must be recognised that salary monies are an integral part of the overall utilisation of human resources.

Fringe benefits defined in standing orders or conditions of service are to-day considered as conditions of employment - an integral part of the total compensation packet. The original motivational aspect of fringe benefits is limited (Harris 1975 : 86). This is much the case in the sheltered personnel structure of local government to-day. The salary of the town clerk in the five cities pegs the salary for other officials whereby he must be the highest paid official. The flexibility of the grading scheme varies from city to city but if employees receive no merit or financial reinforcement for outstanding performance, mediocrity will become

widespread unless the work is intrinsically satisfying (Murray & Kaffel 1978 : 172).

In terms of regradings employees are rewarded equitably and thereby credence is not given to the concept of individual differences. Title structures of narrow specialities limit the broadening of employee experience and career advancement. A broadbanding and consolidation of titles is a means of overcoming overspecialised titles (Allen & Rosenberg 1979 : 165). Broadbanding reduces the total number of an occupational group while consolidation reduces the number of hierarchal levels within an occupational group (Allen & Rosenberg 1979 : 166).

Local government in an ad hoc system tends to invent new titles and inflate duties to up-grade key people. Disfunctions and confrontation in the personnel field may directly result from the adherence to an invalid salary range system (Brennan 1980 : 187). Changes to the system are made on a case-by-case basis to cope with a range of problems. Extraordinary special salary adjustments become common resulting in a salary structure of great complexity and riddled with exceptions. This mitigates against the fundamental objectives of a personnel department to attract, retain and motivate qualified employees (Brennan 1980 : 189). If a scheme has clearly identified time frames for growth in each

position or job class employee career development is enhanced. C Bate (1977 : 50) supports this view further in planning career development on the basis of individual merit achievement and staffing in terms of people rather than posts. J J N Cloete (1980 : 83) describes career development as a program setting forth, with some specificity, goals and actions to aid in the development of knowledge, skills and abilities. The organisational promotion policy is one of major factors affecting staff turnover (Mickleburg 1980 : 12).

Career development in local government is not well defined in the present practice. All vacancies are advertised to draw applicants on an ostensibly public basis. However, the criteria for appointment may vary and a definite career structure is uncertain. The applicant must merely play the system. The extent to which the system may be stretched and played is debatable. The successful local government official will be expected to demonstrate his or her acceptance of the professional ethic by moving for promotion (Debnan 1978 : 16). This is supported by R M V Vosburg (1980 : 830) who says career planning should be initiated by employees themselves. Career planning is linked with the organisation of human resources, planning, selection, training and development. In this way key positions may be "covered" by one or several employees. This would assist ~~alleviate~~ the staff shortage in local government (Town Clerk of Cape Town : 1980-05-14 : The Argus).

Staff or personnel items for discussion by council in the five local authorities are not debated in public. The council or committee resolves itself into committee and the press is excluded. This results in the inability to disclose publicly certain personnel practices in local government. Discrimination on any base is difficult to prove publicly unless a group or individual employee is prepared to be identified. D Onsted (1979 : 64) quotes examples of unpremeditated chauvinism. Women are assumed to want a job not a career. They (males) are threatened : this organisation functioned O K without women up till now. Discrimination on a further personal base in South Africa is deeply embroiled in the political structure. Discrimination charges are denied in the press (Acting Town Clerk of Cape Town : 1980-06-23). Of the forty-six people interviewed in this research only three were women - all librarians.

In the sheltered employment situation of local government can the employee be motivated? Schneier, Pernick and Bryant (1979 : 101 - 110) have evidence of improving performance in the public sector through behaviour modification and positive reinforcement. W E Thompson (1975 : 335) sees employee productivity improvement in terms of higher pay, better working conditions and more job satisfaction. The restraints and over-regulation in local government discourages initiative and fail to reward enterprise effectively (Thompson 1975 : 337).

Feedback mechanisms in local government are ineffective to make employees aware of their performance. This may be attributed to local government being not output-orientated but rather resource or input-orientated (Hill 1980 : 37). Units of output in terms of service in many cases are difficult, if not impossible, to define. Societal accounting is a point in question. The criteria for performance appraisal are vague if not ambiguous. C A Newland (1979 : 294) suggests criteria of public agency expectations, legal requirements and finally professional standards linked with self expectations. The criteria must be dynamic to keep pace with change. The most measurable factors of performance are organisational results and subordinate workers attitude (Newland 1979 : 303). Complementary interviews positively evaluate personnel and give performance feedback.

Negative feedback is intended to be helpful to the recipient. Making negative feedback work to get a better indication of reality can only be of benefit to local government. Regular appraisal and conducting exit interviews highlight this area..

The retention of staff according to V Mickleburg (1980 : 11) is aligned with increased industrialisation, shortage of skilled labour and attitudes to work. Staff turnover not only has direct costs but hidden costs of

interviewing time, low productivity until a new employee becomes efficient and trained. Reynders (1951 : 186) states that the employer should pay what is necessary to recruit and retain efficient staff (McPherson 1976 : 71).

V Mickleburg (1980 : 11) gives security, development, acceptance and recognition as employee retention factors. The mix varies from individual to individual. The image of local authorities is a further factor to attract and retain employees (Dyson 1980 : 12).

PROFESSIONALISM IN LOCAL GOVERNMENT

Criteria

Minute division of labour based on technical specialisation on which society depends can be considered characteristic of professionalism (Greenwood 1957 : 45). Goode (1969 : 269) expresses professionalism in terms of transactions mainly in the prestige markets. Follet (1975 : 117) sees the foundations of professionalism in science with a service motive. Authority is vested in persons with knowledge of specific subject matter and skills in applying that knowledge. In local government this applied knowledge embraces specialised skills and administrative or public management application to a field. This knowledge of managerial methods possessed by higher officials should spread to the lower executives (Follet 1957 : 129). Aspiring executives/administrators have to acquire certain habits and attitudes in acquiring the skills of application. Managerial skills cannot be painted on the outside of executives (Follet 1957 : 130). Ahmad (1959 : 12) sees resultant specialisation in a division of labour based on skills and ideas. Specialisation in local government stems back to early appointments of town clerk, rate collectors and engineers. Ahmad (1957 : 13) however feels that experts in government are a rather recent development.

A profession is an organised group which is constantly interacting with the society that forms its matrix, which

performs its social functions through a network of formal and informal relationships, and which creates its own sub-culture requiring adjustments to it as a prerequisite for career success (Greenwood 1957 : 45). A profession must possess the following qualities:

1. Systematic theory constructed by research to form a body of knowledge.
2. Authority whereby the member dictates what is good or evil for the clients as opposed to where the customer determines what services or commodities he wants. The member is vested with a monopoly judgement confined to the specific spheres of training - functional specificity. Not to have a sufficient command of knowledge and skill is to be dangerous in its incompetence (Goode 1969 : 296).
3. Community sanction to reinforce domain over training centres and admission. The privileged communication is regarded as solely between client and member.
4. A built-in regulative code which compels ethical behaviour on the part of members. This ensures against the abuse of monopolistic powers and privileges. This self-discipline is achieved formally and informally. Interdependence of members facilitates social control.
5. A unique culture constituted of closely knit colleagues identified with similar values, norms and symbols. The recruit must not only acquire the theory

and technical skills but also become familiar with and learn the culture. This aspect is particularly pertinent to public management in local government. Assimilation of traits by members is considered career development. Schott (1976 : 254) defines professionals in terms of shared values, perceptions, possible esoteric language and peer control.

(Greenwood 1957 : 46 - 54)

Goode (1969 : 277) macroscopically considers professionalism with only two central qualities:

1. body of abstract knowledge;
2. ideal of service orientation.

The knowledge base is the most developed in the relevant field from which subordinate occupations flow (Goode 1969 : 287). In local government the public manager requires specific training as opposed to a manager in private enterprise who may develop intuitively. Professionals in local government control its essential work (Goode 1969 : 294).

Professionalism can be considered as a continuous distribution between the poles of the undisputed professions (clergy, law, medicine, military and university teaching) and the least skilled and attractive occupations (Goode 1969 : 285) (Greenwood 1957 : 46). The difference between

the professional and the non professional occupation is seen by Greenwood (1957 : 46) as being quantitative and not qualitative. The attributes of professionalism are found to a lesser degree in the non professional.

Local government employs professionals in the fields of law, medicine, engineering, accountancy, architecture and quantity surveying. In South Africa these professions have legal backing. Act No. 81 of 1968 provides for the establishment of the South African Council for Professional Engineers, registration of engineers and engineers in training and for other incidental matters. At the time of writing there is a proposal for the registration of technicians in fields allied to engineering under the umbrella of this recognised body. The Factories, Machinery and Building Work Act, No. 22 of 1941 provides for the recognition of a certificated engineer in terms of mechanical or electrical competency granted in terms of chapter VI of the regulations. Town planners have prepared draught legislation for recognition but fiscal acceptance has not been granted as yet. The same applies to persons practising personnel management. Architects are registerable in terms of Act No. 35 of 1970. Quantity Surveyors are registerable in terms of Act No. 36 of 1970. The Attorneys Act, No. 53 of 1979 makes provision for members of the legal profession. Health Inspectors and learners are registerable in terms of section 32 of the Medical, Dental and Supplementary Health Services Professions Act, No. 56 of 1974. The Health Act, No. 63 of 1977 provides

for the appointment of medical officers of health by local authorities. Act No. 56 of 1974 provides for the South African Medical and Dental Council. Public accountants and auditors are registerable in terms of Act No. 51 of 1951. Surveyors are registerable in terms of the Land Surveyor's Act, No. 14 of 1950.

Legal recognition of occupations provides for a controlling body, registration of qualified persons and trainees, the prescribed examination for membership, age limit, practical work to be completed before registration, issuing certificates of registration, code of conduct, disciplinary powers, suspension or withdrawal of membership and the formulation of regulations. Occupations in local government falling within this category are considered recognised professions.

Professional and administration

The practice of public administration does not rank very high with more often-cited indices of professionalism (Schott 1956 : 256). It is not a true profession, at best a semi-profession. Public administration vies with neighbouring occupations over boundaries of activity. It may be considered with the emergent professions in the stage of transition (Schott 1976 : 254). This transition may be considered on the Greenwood continuum tending toward the professional pole. Schott (1976 : 254)

2. dealing with hard facts, making the expert incapable of accounting for the human element;
3. in the creation of fissiparous tendencies, the expert lacks co-ordinating ability.

(Ahmad 1959 : 18)

The specialist outlook places an iron curtain between himself and the rest of the world through which the mutual flow of understanding dries up (Ahmad 1959 : 29). The committee system is seen as a device for securing the needed co-operation between the expert and the administrative staff (Ahmad 1959 : 35).

In contrast to Ahmad, Schott (1976 : 256) sees the practice of public administration at the upper levels of government having become the province of scientists and the established professions. Local government has become professionalised, not because of the development of the field of public administration, but because local governments have relied increasingly on scientists and professionals to do their work. There has been an emergence of a breed called "administrator-professionals" as opposed to professional administrators. These are persons hired originally for their professional and technical competence and who have moved into administrative or public management positions. This view is supported

by Van der Westhuizen (1981 : 14) - Namate 'n beampte in enige openbare institusionele hiërargie styg, neem sy gespesialiseerde funksionele verpligtinge (in terme van aard en dimensie) teen dieselfde verhouding af ~~as-wat-sy~~ administratiewe verpligtinge toeneem. Elke beampte wat na 'n hoër pos bevorder word moet heroriënteer word met betrekking tot die posvereistes en taakinhoud van die nuwe betrekking wat hy beklee. Schott (1976 : 257) puts it as the growing training programs to educate the prospective administrator-professional in managerial techniques and responsibilities. It is mid-career training in public administration which draws on the combinations of the range of social sciences and a theoretical base. Hoe hoër die amptenaar in die hiërargie van poste vorder, hoe meer tyd sal hy bestee aan die generiese administratiewe funksies en hoe minder tyd aan die funksionele en hulp bedrywighede (Thornhill & Hanekom 1979 : 14).

Professional officials

One of local government's greatest strengths, the massive escalation in professionalism over the past 30 years, has seriously distracted local authorities from the real needs to enhance their management capabilities (Musgrave 1975 : 149). This professional escalation has lead to more departmentalism, which in turn leads to fragmentation of effort and resources. All depends on personalities and judgemental values as to which

professional outlook should prevail in any particular authority (Keast 1976 : 998). Keast further proposes that where departmentalism has disappeared in name there often exists a similar distortion under that of excessive insistence on self-determined professional standards. This leads to the suspicion that public policy is being determined more by so-called professional standards of occupational groups rather than the democratic process of local needs and priorities assessed by elected representatives (Keast 1976 : 999). The professional has a key role to play in policy formulation (Heugh 1980 : 13). This policy advice should be subject to public scrutiny and no longer treated as being strictly confidential (Keast 1976 : 999). With the proposal of greater delegation of authority to officials in local government to perform the executive function their accountability must become public. The official in local government has not enjoyed the same anonymity of colleagues in the civil service (Keast 1976 : 999). In the civil service the contact between members of parliament and those civil servants who so largely influence policy is at best only periodic, but in municipal council committee (and with the general public) there is a direct and almost daily relationship (Green 1945 : 15). Departmentalism in local government stems from the specialised services required by the ratepayers. Professionals in the departments constantly interface with the public regarding their

needs. Heads of Department must not only possess the technical or professional ability to control the practical working of their department but must also possess administrative ability (Green 1946 : 18). Hall (1976 : 14) points out in educational programmes the heavy emphasis on technology and the essential scientific base of knowledge with little allowance for the arts of management or humanities. In large municipalities the very nature and complexity of the work causes increasing attention to be paid to specialisation, involving not merely the progressive establishment of administrative units for different types of work but the employment of experts to perform that work. This results in the emergence of new professions relating to municipal administration (Green 1946 : 10) (Bains et al 1972 : 15).

Local government is a people game. The role of the professional official is expanding within the framework of a corporate approach. The burden of responsibility for decisions must be shared. The engineers (professionals) must be accredited for their integrity, ability and background, as people of broad vision and not simply as highly competent technicians (Hall 1976 : 12). Calburn (1960 : 8) sees the municipal engineer (professional) to be more and more concerned with the science of efficient management, the human element being the most important single factor. He further states that personal

happiness and contentment is the most stabilising factor in retaining municipal engineers (professionals). There are two main categories of professional in local government: those whose qualifications limit them to municipal service and those who have qualifications attractive to both private and public sectors. In local government many professionals are not sufficiently challenged to maintain a high level of competence. Beachler, Joswick & Schubert (1979 : 478) ascribe this failing to the lack of formal programmes to keep job descriptions and evaluations current, lack of ensured incumbent qualifications and lack of control in the staffing profiles of professionals. Potgieter (1979 : 6) finds that many graduates are still performing work in which their qualifications are not fully utilised.

Chief executive and administrator

The role of the chief executive in a large authority has developed to embrace the leadership of a management team. The lay administrator is a dying breed (Boddy 1977 : 873). There has been a separation from the traditional legal secretarial role which has now fallen to the city secretary or director of administration. Primus inter pares does not exist. The fact that the town clerk is above departments is a strong reason why he should have no major department of his own (Lomer 1977 : 23) (Bains et al 1972 : 46).

Playing the corporate role the town clerk must ensure awareness of the political realities of the council he serves (Calderwood 1976 : 859) (Fitzgerald 1978 : 696). The management team is a further aid to a better balanced relationship between officials and elected representatives. The team functions to identify key issues and resolve them. The combination of all heads of department can be viewed as a synergism in effective service to the community. The town clerk is the key functionary and pivot around which local government activity resolves (Hattingh 1978 : 46). Co-ordination of the local government services offered is the town clerk's function. There are, however, factors which mitigate against co-ordination in local government:

- (a) multifunctional nature of the organisation;
- (b) departmental tradition;
- (c) aspirations and desires of councillors.

(Burger 1974 : 27)

The town clerk must create a climate within which priority services may be determined for the community.

In the case of large municipalities the position of town clerk need not be reserved for the solicitor (lawyer) (Southwick 1980 : 56) (Haywood 1977 : 35). The town clerk's legal knowledge may refer to the law relating to the discharge of functions of a public nature in

government and administration (Southwick 1980 : 58).
Haywood (1977 : 23) views the new type of chief executive post as being undertaken by anyone who has senior management experience in any profession. In theory anyone, whatever profession or expertise can, given appropriate experience, claim to head a local government management team (McCall 1975 : 38).

MOTIVATION FOR METHODOLOGY

The test

One of the declared personnel problems in local government is the shortage of professional and semi-professional employees. This is due to the various opinionated factors of employment in local government ranging from remuneration, restrictive employment and job satisfaction. The inability to attract and the turnover in professional staff recruited is well known. The question as to why people do not choose local government as a career or do not stay in local government poses a question to be answered. Using the psycho-social approach the original intention of the research was to consider if there was a "municipal mind" - a specific sort of personality that works for local government.

Investigations as to the possibility of applying psychological testing was generally unsuccessful. The first approach was to the National Institute for Personnel Research and the Human Sciences Research Council. In both instances the test user has to be registered by the Professional Board of the South African Medical and Dental Council in the case of B and C categories of test users. For A test users registration with the National Institute for Personnel Research and Test Commission of the Republic of South Africa is a requirement. The National Institute for Personnel Research trained and qualified the

experimenter in the use of A tests. The level of this testing is not suitable for professionals. The B and C test batteries dealing with personality testing were not available in the Republic of South Africa to the experimenter as he is at present only provisionally registered as a B test user. The difficulty in obtaining the necessary experience and guidance for final registration is supported by Calburn (1960 : 9), Fiansky (1980 : 35 - 37) and Langenhoven (1981 : 30 - 31).

Correspondence was directed to Professor Friedlander of Case Western Reserve University, Cleveland, Ohio because of his research into personality variables relating to authoritarianism. By return of post Professor Friedlander sent test material related to emergent and contemporary life styles, which deals with peoples' attitudes and preferences. For ethical reasons this test material was not used for experimentation.

As the committee structure is the essential core of a local authority's work (Boddy 1977 : 873) the delphi technique, which is a method of eliciting and refining group judgements (Dalkey 1969 : V) was chosen for this research. Up to the present there has been almost negligible objective research into the basic content of the managerial roles of various heads of department (Keast 1979 : 253). There have been no comparative studies of the weight of responsibilities of the diverse disciplines. The value judgement of the head of a

department as to attracting and maintaining professional personnel in local government was quantified on a comparative basis. It was presumed that the head of a department or senior official's judgements influenced the personnel policy of a large local authority. Only first round scenarios were conducted to identify areas of consensus and dispute. The results would lead to a greater understanding of the problems between different departments and disciplines.

Delphi

The rationale for the delphi procedures is primarily the age-old adage - "two heads are better than one", when the issue is one where exact knowledge is not available. There are three features of the procedure: anonymity of response, controlled feedback and statistical group response (Dalkey 1967 : 3) (Dalkey 1969 : V). Delphi is a tool for the analysis of policy formulation or decision analysis (Linstone Turoff et al 1975 : 100). A policy issue can be considered an area where there is no expert, only informed advocates and referees. The expert becomes an advocate for effectiveness or efficiency and must compete with the advocates for concerned interest groups within the society or organisation involved with the issue (Linstone Turoff et al 1975 : 84). The kinds of information in decision making may be classified as knowledge, speculation or opinion - an intuitive and

rough feeling for the scale (Dalkey 1969 : 2). There are two basic inputs into policy formulation: factual and judgemental. Dalkey (1969 : 73) holds that value judgements are factual statements of an especially complex, vague and in general more speculative sort than the usual descriptive inputs to decision situations. Individual personal judgements are essentially saying : "this is how I feel about this question".

In the research the individual questioning of senior officials by questionnaire and interview was favoured as this avoided direct confrontation of the officials with one another. This mode of controlled interaction is more conducive to independent thought on the part of senior officials and aims them in the gradual formulation of a considered opinion (Dalkey Helmer 1963 : 45). It avoids persuasion by persons with the supposed greater authority or status, junior members being unwilling to chance their arm in the presence of their superiors, unwillingness to abandon a publicly declared opinion and the bandwagon effect of majority opinion influenced by the glib fast talking committee members. (Cyphert Gant 1971 : 272) (Wills 1972 : 91). The method achieved a face to face contact combined with anonymous interaction. The privileged communication of the questionnaire assisted in the codification of responses. In all cases there were no right or wrong answers.

The questionnaire

The questionnaire was used as a filter preceding the experiment of ranking and weighting of factors. Questions were both open and closed, permitting a series of alternative replies. The six areas of the questionnaire are not mutually exclusive but the questions are sensitive and exclusive enough to give a focus. All effort was made to make questionnaire interview situations as informal and non-directive as possible. The analysis of the questionnaire is descriptive based on a privileged communication whereby the subject was allowed to comment within his own experience.

Hypotheses:

1. H_0 : There is no significant measure of agreement in the ranked value judgements among senior officials of the nine factors for attracting and maintaining professional personnel in local government.

H_A : There is significant measure of agreement in the ranked value judgements among senior officials of the nine factors for attracting and maintaining professional personnel in local government.

2. H_0 : There is no significant preferred ranking among senior officials of the nine factors for attracting and maintaining professional personnel in local government.

H_A : There is a significant preferred ranking among senior officials of the nine factors for attracting and maintaining professional personnel in local government.

3. H_0 : There is no significant certainty among senior officials in the weighting of the nine factors with regard to attracting and maintaining professional personnel in local government.

H_A : There is significant certainty among senior officials in the weighting of the nine factors with regard to attracting and maintaining professional personnel in local government.

4. H_0 : There is no significant consistency among senior officials in the weighting of the nine factors for attracting and maintaining professional personnel in local government.

H_A : There is significant consistency among senior officials in the weighting of the nine factors for attracting and maintaining professional personnel in local government.

METHOD

Apparatus

Test materials were prepared in the English and Afrikaans languages. A white card measuring 200 mm x 100 mm with the following centrally carbon-typed was used to set out the purpose of the research:

The object of the research is to consider personnel employment in local authorities with special reference to professional employees. Opinions sought focus on:

- (i) the role of the professional in local government;
- (ii) the role of administration;
- (iii) the use of professional assistants;
- (iv) dilemmas of professionalism versus administration;
- (v) ethical considerations;
- (vi) the present greater exposure of officials to the public.

OR

Die doel van die navorsing is die oorweging van indiensneming in plaaslike owerhede met spesiale verwysing na professionele werknemers. Menings oor die volgende gebiede word verlang:

- (i) die rol van professionele werknemers;
- (ii) die gebruik van professionele assistente;
- (iii) die rol van die administrasie;
- (iv) dilemmas van professionalisme teenoor administrasie;
- (v) etiese oorwegings;
- (vi) die huidige groter blootstelling van amptenare aan die publiek.

A questionnaire was drawn up covering the areas specified in the purpose of the research. For copies of the questionnaire please refer pages 103 to 112.

A series of ten white cards each 120 mm x 65 mm with the following black lettering centrally placed was used for the ranking sequence of the nine factors:

This is a pack of nine cards.

On each is written a factor for employment in local government.

How would you rank in descending order of importance these factors for attracting and maintaining professional personnel in local government.

ETHICAL CONSIDERATIONS
 IMAGE OF LOCAL GOVERNMENT
 EMPLOYMENT PROCEDURES
 CAREER OPPORTUNITIES
 JOB SATISFACTION
 REMUNERATION
 TRAINING
 PROFESSIONAL AUTONOMY
 ACCOUNTABILITY

OR

Hierdie is 'n stel van nege kaarte.
 Op elkeen is 'n faktor van indiensneming
 in plaaslike regering geskryf.
 Hoe sal u hierdie faktore in rangorde van
 dalende belangrikheid plaas om professionele
 personeel te trek na en te behou vir
 plaaslike regering.

ETIESE OORWEGINGS
 BEELD VAN PLAASLIKE REGERING
 INDIENSNEMINGSPROSEDURES
 LOOPBAAN GELEENTHEDE
 WERKSBEVREDIGING
 BESOLDIGING
 OPLEIDING
 PROFESSIONELE OUTONOMIE
 TOEREKENBAARHEID

For the exact size of the lettering of the cards used refer pages 113 to 118.

For the weighting of each of the nine factors a booklet was prepared in the lettering size and sequence shown on pages 119 to 160. Each page of white paper was 210 mm x 150 mm with black lettering centrally placed.

Subjects

Large local authorities were considered to employ a greater cross-section of professional persons than smaller local authorities. It was decided to consider the five largest local authorities in South Africa on the basis of area and population size. The figures quoted were extracted from the Official South African Municipal Yearbook 1979.

CITY	AREA	POPULATION
1. Cape Town	30 006 hectare	892 190
2. Durban	30 065 hectare	751 265
3. Johannesburg	50 890 hectare	1 416 700
4. Port Elizabeth	41 400 hectare	526 381
5. Pretoria	58 843 hectare	650 600
Bloemfontein	17 325 hectare	234 900

In inquiring into professionalism it was considered that the judgemental values of senior officials in large local authorities would have an influence on personnel.

The head of a department was considered the most senior official in the hierarchical structure to have the most influence. Where a designation or job title was not classified with departmental status in the municipality the official performing similar function was requested for interview to balance municipalities. In Johannesburg and Pretoria where the town clerk was not head of a department he too was requested for interview because of his position as chief executive and administrative officer of the municipality.

Letters were sent to the town clerks of the five municipalities stating the purpose of the research and requesting interviews with the following officials:

Cape Town

Town Clerk
 Deputy Town Clerk
 City Treasurer
 City Engineer
 City Electrical Engineer
 Medical Officer of Health
 Director of Housing
 Director of Organisation and Methods
 Director of Abattoir
 Director of Markets
 ∅City Librarian

Durban

Town Clerk
 *City Engineer
 *City Treasurer
 Medical Officer of Health
 *City Electrical Engineer
 *Director of Parks, Recreation and Beaches
 *Director of Markets
 *Director of the Museum and Art Gallery
 City Librarian
 Organisation and Methods Officer
 *City Valuator and Estates Manager

Johannesburg

∅Town Clerk
 City Engineer
 Medical Officer of Health
 City Secretary
 *City Treasurer
 *City Electrical Engineer
 ∅Director, Housing
 City Librarian
 ∅Director, Produce Markets
 *Director of Organisation
 and Methods
 ∅General Manager, Parks and
 Recreation
 ∅City Valuer

Port Elizabeth

Town Clerk
 Director of Parks
 City Treasurer
 City Engineer
 City Electrical Engineer
 Medical Officer of Health
 Director of Housing
 Director of Markets

Pretoria

Town Clerk
 *City Secretary
 *City Electrical Engineer
 Medical Officer of Health
 *City Engineer
 *City Treasurer
 Director of Parks and Recreation
 *City Librarian
 ∅Director, Market
 City Valuer
 ∅Director of Museums

* denotes deputy to official requested interview

∅ denotes unable to arrange interview

The uniform branches of local government were excluded, as they were considered removed from the traditional professions associated with local government. A total of forty-five focussed interviews were conducted giving a cross-section of opinions. Of the forty-five, three were females. The age group category varied from mid-twenties to mid-sixties. All subjects belonged to the white population group.

Procedure

Focussed interviews were conducted in the subject's (S's) office or boardroom. All Ss were informed beforehand of the purpose and object of the interview. It was established beforehand whether the official was English or Afrikaans-speaking. After a few minutes of general conversation the experimenter (E) told the S what areas of information he was interested in by handing the S the card stating the purpose of the research. The E let the S read the card which remained in front of the S for the duration of the interview. For the responses all effort was made to make the E as non-directive as possible.

The E had a copy of the guide questionnaire in front of him. Ss were asked if there was any objection to the E making written notes of responses. In all cases Ss agreed to the E making notes. All Ss handled

the areas of research in varied sequence. Where the S did not know what response was required, the E gave guides from the questionnaire. The questionnaire was designed within the framework of the six areas stated on the card in front of the S. The topics chosen were common to employment in local government. The questionnaire was used to focus attention on the area of professionalism in local government. The responses were more informative on a privileged communication level.

Having drawn the S's attention through question and response he was handed the pack of cards and asked to complete the exercise. The top card was the instructions. The following nine cards had been shuffled to give each S a random presentation of factors to rank. The S read the instructions and performed the exercise. If the S questioned factors in the ranking, the instructions were repeated by the E as non-directively as possible. The S having completed the exercise, the E recorded the rank order. The situation was a forced rank order. Only in two instances did Ss experience difficulty with ties. A final rank preference was resolved in both cases. The ranking cards, after scoring, were collected and removed by the E.

The S was asked to complete a second exercise and handed a booklet for the weighting of factors. The S read the instructions and completed the weighting page by page. The sequence of the weighting factors had been

shuffled to give a random presentation. Each S weighted the factors in the same sequence. The rating scale of important unimportant for each factor was reversed alternately to give balance, avoid response acquiescence set and ensure the independence of the weighting.

On completing the tests the S was told of the method of analysis and the underlying presumptions of the exercise.

RESULTS

The rank order test gave ordinal data of the factors for each individual whereby one factor was given priority over or preferred to another. Regarding the summation of a factor ranking for all the officials Kendall (1970 : 11) stated that where the number of preferences in the B-ranking exceeds the number in the A-ranking by a number such ranking is not an ordinal number but a cardinal number, i.e. arises by counting.

The results of the factors ranked were the value judgements of the different senior officials. Kendall (1970 : 1) further stated that ranked material can arise according to some quality which cannot be measured on any objective scale. Mathematically a ranking scale is invariant under the stretching of the scale.

The scoring procedure in the ranking was to allocate a score 1 to the first factor in the descending order down to a score of 9 for the last factor in the sequence. The matrix of raw ranking scores of the factors for each senior official is shown in Table 1. The factors in Table 1 were:

- 1 - ETHICAL CONSIDERATIONS
- 2 - TRAINING
- 3 - JOB SATISFACTION
- 4 - CAREER OPPORTUNITIES

- 5 - REMUNERATION
- 6 - EMPLOYMENT PROCEDURES
- 7 - PROFESSIONAL AUTONOMY
- 8 - IMAGE OF LOCAL GOVERNMENT
- 9 - ACCOUNTABILITY

The different senior officials are numbered 1 to 45.

To measure the agreement of the value judgements among senior officials the co-efficient of concordance:

W was calculated. Kendall (1970 : 95) defined

$$W = \frac{12 S}{m^2 (n^3 - n)}$$

Where S is the sum of the squares of the actual deviations about the grand mean.

For Table 1

$$\text{the grand mean} = \frac{2025}{9} = 225$$

D is the difference between the actual total factor score and 225

$$\sum D^2 = S$$

n = number of factor i.e. 9

m = number of sets of factors i.e. 45

W = 0,42 corrected to two decimal places

TABLE 1

THE RANK ORDER OR FACTORS BY SENIOR OFFICIALS

	FACTOR									
	1	2	3	4	5	6	7	8	9	
1	9	6	3	2	4	7	5	1	8	
2	8	2	6	3	5	9	4	7	1	
3	5	7	2	3	1	8	4	9	6	
4	8	6	2	4	5	9	3	1	7	
5	8	7	1	6	3	9	2	4	5	
6	9	6	1	4	5	8	3	7	2	
7	7	5	1	2	3	9	6	4	8	
8	5	7	1	6	4	8	2	9	3	
9	7	3	4	1	2	5	9	8	6	
10	4	5	1	6	8	7	3	9	2	
11	6	8	1	3	2	9	4	7	5	
12	9	7	2	1	3	8	6	4	5	
13	8	2	3	4	1	6	9	7	5	
14	7	5	3	2	1	9	4	8	6	
15	7	4	6	3	1	8	2	5	9	
16	9	3	4	1	2	7	6	8	5	
17	9	7	1	3	2	8	6	5	4	
18	9	8	4	3	1	5	7	6	2	
19	5	8	1	3	4	9	2	7	6	
20	6	3	1	2	4	9	5	7	8	
21	8	4	2	3	1	9	5	6	7	
22	6	9	5	2	3	8	7	1	4	
23	6	9	2	4	1	3	5	8	7	
24	9	7	8	4	3	2	5	1	6	
25	5	7	1	4	2	8	3	9	6	
26	8	5	2	3	1	7	4	9	6	
27	5	7	3	2	1	8	4	9	6	
28	8	9	3	2	4	6	7	1	5	
29	7	8	2	4	1	9	5	3	6	
30	7	8	4	1	2	9	6	3	5	
31	2	9	1	4	3	8	6	5	7	
32	8	4	6	3	2	9	7	1	5	
33	9	6	1	5	2	7	4	3	8	
34	8	7	1	4	3	9	6	5	2	
35	7	5	1	3	4	8	2	9	6	
36	9	4	2	3	7	8	5	1	6	
37	8	3	5	6	7	1	2	9	4	
38	6	5	2	3	4	9	1	8	7	
39	4	8	6	7	5	9	2	1	3	
40	7	6	4	2	1	9	3	8	5	
41	6	8	1	2	7	9	4	3	5	
42	8	6	2	1	3	9	5	7	4	
43	6	3	4	2	1	9	8	7	5	
44	6	2	5	3	4	9	8	1	7	
45	7	8	4	2	1	9	6	5	3	
TOTAL	315	266	125	141	134	348	212	246	238	2 025
D	90	41	-100	-84	-91	123	-13	21	13	
D ²	8 100	1 681	10 000	7 056	8 281	15 129	169	441	169	

Kendall (1970 : 95) further stated that as W increases from 0 to 1 the deviations become "more different" and there is a greater measure of agreement in the rankings. To consider the significance of $W = 0,42$ Kendall (1970 : 98) used

$$\chi^2 = m(n-1)W = \frac{S}{1/12 mn (n+1)}$$

for n greater than 7

$$= 151,19$$

Young & Veldman (1965 : 422) for 8 degrees of freedom at the one per cent level of significance,

$\chi^2 = 20,09$. The observed value was greater than this and significant at the one per cent level.

The best estimate of the true ranking described by Kendall (1970 : 101) was to rank according to the sums of the ranks allotted to the factors. The ranking obtained was:

JOB SATISFACTION

REMUNERATION

CAREER OPPORTUNITIES

PROFESSIONAL AUTONOMY

ACCOUNTABILITY

IMAGE OF LOCAL GOVERNMENT

TRAINING

ETHICAL CONSIDERATIONS

EMPLOYMENT PROCEDURES

For the weighting of the nine factors a bi-polar semantic differential scale was used to produce interval data. The semantic differential scales according to Backman et al (1966 : 44) have been demonstrated through intensive analysis to represent the evaluative connotations of a concept.

Scoring on the nine point scale was done by allocating a score of 1 for important grading down to 9 at the other end of the scale for unimportant. Table 2 shows the matrix of the raw scores for 45 senior officials. The factors in Table 2 are:

- 1 - ETHICAL CONSIDERATIONS
- 2 - TRAINING
- 3 - JOB SATISFACTION
- 4 - CAREER OPPORTUNITIES
- 5 - REMUNERATION
- 6 - EMPLOYMENT PROCEDURES
- 7 - PROFESSIONAL AUTONOMY
- 8 - IMAGE OF LOCAL GOVERNMENT
- 9 - ACCOUNTABILITY

As a measure of uncertainty of any of the factors for attracting and maintaining professional staff in local government the standard deviation of each factor was calculated and shown in Table 2.

THE WEIGHTING OF FACTORS ON A NINE POINT SCALE
BY SENIOR OFFICIALS

	FACTOR									$\sum_i S_{ij}$	$\frac{\sum_i S_{ij}}{I}$	R M S
	1	2	3	4	5	6	7	8	9			
1	9	5	1	2	3	7	5	1	6	39	4,33	1,90
2	4	2	7	3	3	8	3	5	2	37	4,11	2,06
3	7	5	2	3	2	7	5	2	6	39	4,33	1,27
4	8	3	3	3	2	8	4	1	7	39	4,33	1,83
5	3	2	1	4	2	5	3	2	2	24	2,67	0,85
6	5	5	1	1	1	1	1	1	1	17	1,89	1,62
7	8	4	1	2	2	8	4	4	7	40	4,44	1,68
8	5	3	1	3	5	7	7	9	6	46	5,11	1,76
9	7	6	3	2	2	5	7	7	5	44	4,89	1,47
10	3	3	2	1	1	1	3	1	3	18	2,00	1,12
11	4	5	1	7	2	7	7	7	6	46	5,11	1,69
12	8	3	1	1	2	5	3	2	2	27	3,00	1,56
13	9	1	3	2	1	3	8	8	4	39	4,33	2,51
14	3	2	2	8	1	8	2	7	3	36	4,00	2,45
15	7	6	6	5	1	9	2	3	9	48	5,33	2,47
16	2	2	2	2	2	5	5	7	3	30	3,33	1,47
17	9	1	1	3	1	3	2	6	5	31	3,44	2,14
18	9	1	9	2	9	5	2	8	5	50	5,56	3,80
19	4	2	1	8	3	9	7	7	3	44	4,89	2,13
20	3	1	1	1	2	7	3	8	3	29	3,22	1,86
21	8	4	2	3	1	9	7	6	5	45	5,00	1,03
22	6	4	3	3	2	7	5	1	3	34	3,78	1,30
23	3	6	3	6	1	2	6	8	4	39	4,33	2,51
24	9	1	1	1	1	1	1	1	1	17	1,89	2,26
25	4	3	1	5	2	6	7	9	4	41	4,56	1,86
26	8	5	3	3	1	7	4	7	7	45	5,00	1,31
27	3	3	2	2	1	8	2	9	6	36	4,00	2,15
28	5	4	2	2	3	4	3	2	3	28	3,11	0,93
29	1	5	1	4	1	5	9	1	1	28	3,11	2,57
30	3	3	2	2	1	6	2	2	2	23	2,56	0,89
31	1	7	1	1	8	2	3	3	2	28	3,11	3,00
32	3	3	1	1	1	7	3	3	2	24	2,67	1,09
33	9	5	1	5	2	7	6	2	3	40	4,44	1,74
34	4	1	1	3	2	3	7	3	1	25	2,78	1,61
35	3	1	1	1	3	8	1	4	4	26	2,89	1,68
36	8	4	3	3	2	7	5	2	6	40	4,44	1,35
37	5	1	1	1	1	5	1	5	1	21	2,33	1,39
38	4	7	1	7	2	9	9	9	4	52	5,78	2,25
39	2	7	6	3	2	6	8	2	3	39	4,33	2,57
40	3	2	1	1	1	9	1	3	2	23	2,56	1,83
41	5	3	2	2	4	7	3	3	4	33	3,67	0,99
42	7	4	1	1	1	8	6	7	5	40	4,44	1,40
43	5	1	1	2	1	7	6	3	1	27	3,00	1,51
44	3	3	3	4	5	8	6	2	6	40	4,44	1,81
45	3	1	1	9	1	9	3	3	9	39	4,33	2,97
$\sum_j S_{ij}$	232	150	94	138	97	275	197	196	177	1 556		
$\frac{\sum_j S_{ij}}{J}$	5,16	3,33	2,09	3,07	2,16	6,11	4,38	4,36	3,93			
Standard Deviation	2,48	1,85	1,77	2,11	1,72	2,35	2,35	2,77	2,14			

S_{ij} = score of the i th factor by the j th senior official

I = number of factors

J = number of senior officials

As in Norris (1978 : 20) there were two major underlying assumptions.

(i) insofar as a senior official was consistent in his judgement of important or unimportant, he would award more or less marks in proportion to the factor's true score.

(ii) the best estimate of a factor's true score is the average score across all senior officials : Mathematically expressed

$$\frac{\sum_j S_{ij}}{J}$$

Refer Table 2.

The distribution of all the factor scores was shown to be normally distributed. Everitt (1974 : 43) quoted Kendall and Buckland's definition of a cluster: a group of contiguous elements of a statistical population. He further quoted that there was no universal agreement on what constituted a cluster but the ultimate criterion for evaluating the meaning of such terms as cluster or similarity were the value judgements of the user.

These assumptions formed the basis of the research. In assisting with the user judgement the "shape" of the cluster was considered which was mainly of a homeostatic nature.

In Table 2 it could be seen by inspection that the factors' standard deviations cluster from 1,72 for REMUNERATION to 2,77 for IMAGE OF LOCAL GOVERNMENT. This gave a degree of certainty among senior officials in the weighting of the factors with regard to attracting and maintaining professional personnel in local government.

The consistency of the senior officials was computed based on Norris (1978 : 22) whereby the discrepancy between the expected score and the actual score represents the inconsistency of the senior official. The root mean square (RMS) value of these discrepancies for each senior official was a measure of inconsistency. This was based on measures of similarity postulated by Everitt (1974 : 56) where the quantitative distance measure used was the Euclidean metric, where distances between points i and j were denoted by d_{ij} and defined as:

$$d_{ij} = \left\{ \sum_{k=1}^p (x_{ik} - x_{jk})^2 \right\}^{1/2}$$

Where X_{ik} was the value of the k th variable for the i th entry. Everitt (1974 : 57) further stated that the Euclidean distance calculated from the standardised variables would preserve relative distances.

A factor's expected score for a given senior official was defined as the factor's true score scaled in the ratio the individual senior officials average to the grand average of all senior officials (Norris 1978 : 22).

$$\begin{aligned} \text{Expected score:} & \quad E S_{ij} \\ & \quad \frac{\sum_j S_{ij}}{J} \times \frac{\sum_i S_{ij}}{I} \\ & = \frac{\sum_{ji} S_{ij}}{JI} \end{aligned}$$

The mean score of each senior official for all factors was defined in Table 2 as:

$$\frac{\sum_i S_{ij}}{I}$$

The grand mean of all senior officials scores was defined:

$$\frac{\sum_j \sum_i S_{ij}}{I J} = \frac{1\ 556}{405} = 3,84$$

The root mean square (RMS) discrepancy was defined (Norris 1978 : 22) :

$$\left\{ \frac{\sum_i (E S_{ji} - S_{ji})^2}{I} \right\}^{1/2}$$

Refer Table 2

By inspection it could be seen that the lowest RMS was 0,85 for senior official N.5 and the greatest RMS of 3,80 for N.18. Senior officials were considered consistent in their weighting of the nine factors.

Further computation of a scaled score for the weighting of the factors by senior officials was defined by Norris (1978 : 23):

$$SS_{ij} = \frac{S_{ij} \times \frac{\sum_i \sum_j S_{ij}}{I J}}{\frac{\sum_i S_{ij}}{I}}$$

This ratio of the grand mean of all senior officials to the mean of a particular senior official removed the consistent differences in the raw scores between senior officials (Norris 1978 : 23).

Refer Table 3.

The mean deviation in factor weighting of the scaled scores in Table 3 was 2,03 whereas that of the raw scores was 2,17. The judgements of the senior officials were considered consistent.

TABLE 3

SCALED SCORE OF FACTORS ON A NINE POINT SCALE
BY SENIOR OFFICIALS

	FACTOR								
	1	2	3	4	5	6	7	8	9
1	7,98	3,93	0,89	1,77	2,66	6,23	4,45	0,89	5,34
2	3,72	1,86	6,51	2,79	2,79	7,44	2,79	4,65	1,86
3	6,23	4,45	1,86	2,79	1,86	6,23	4,45	1,86	5,34
4	7,12	2,67	2,67	2,67	1,86	7,12	3,56	0,89	6,23
5	4,32	2,88	1,44	5,76	2,88	7,20	4,32	2,88	2,88
6	10,15	10,15	2,03	2,03	2,03	2,03	2,03	2,03	2,03
7	6,88	3,44	0,86	1,72	1,72	6,88	3,44	3,44	6,02
8	3,75	2,25	0,75	2,25	3,75	5,25	5,25	6,75	4,50
9	5,53	4,74	0,62	1,58	1,58	3,95	5,53	5,53	3,95
10	5,76	5,76	3,84	1,92	1,92	1,92	5,76	1,92	5,76
11	3,00	3,75	0,75	5,25	1,50	5,25	5,25	5,25	4,50
12	10,24	3,84	1,28	1,28	2,56	6,40	3,84	2,56	2,56
13	8,01	0,89	2,67	1,78	0,89	2,67	7,12	7,12	3,56
14	2,88	1,92	1,92	7,68	0,96	7,68	1,92	6,72	2,88
15	5,04	4,32	4,32	3,60	0,72	6,48	1,44	2,16	6,48
16	2,30	2,30	2,30	2,30	2,30	5,75	5,75	8,05	3,45
17	10,08	1,12	1,12	3,36	1,12	3,36	2,24	6,72	5,60
18	6,21	0,69	6,21	1,38	6,21	3,45	1,38	5,52	3,45
19	3,16	1,58	0,79	6,32	2,37	7,11	5,53	5,53	2,37
20	3,57	1,19	1,19	1,19	2,38	8,33	3,57	9,52	3,57
21	6,16	3,08	1,54	2,31	0,77	6,93	5,39	4,62	3,85
22	6,12	4,08	3,06	3,06	2,04	7,14	5,10	1,02	3,06
23	2,67	5,34	2,67	5,34	0,89	1,78	5,34	7,12	3,56
24	18,27	2,03	2,03	2,03	2,03	2,03	2,03	2,03	2,03
25	3,36	2,52	0,84	4,20	1,68	5,04	5,88	7,56	3,36
26	6,16	3,85	2,31	2,31	0,77	5,39	3,08	5,39	5,39
27	2,88	2,88	1,92	1,92	0,96	7,68	1,92	8,64	5,76
28	6,15	4,92	2,46	2,46	3,69	4,92	3,69	2,46	3,69
29	1,23	6,15	1,23	4,92	1,23	6,15	11,07	1,23	1,23
30	4,50	4,50	3,00	3,00	1,50	9,00	3,00	3,00	3,00
31	1,23	8,61	1,23	1,23	9,84	2,46	3,69	3,69	2,46
32	4,32	4,32	1,44	1,44	1,44	10,08	4,32	4,32	2,88
33	7,74	4,30	0,86	4,30	1,72	6,02	5,16	1,72	2,58
34	5,52	1,38	1,38	4,14	2,76	4,14	9,66	4,14	1,38
35	3,99	1,33	1,33	1,33	3,99	10,64	1,33	5,32	5,32
36	6,88	3,44	2,58	2,58	1,72	6,02	4,30	1,72	5,16
37	8,25	1,65	1,65	1,65	1,65	8,25	1,65	8,25	1,65
38	2,64	4,62	0,66	4,62	1,32	5,94	5,94	5,94	2,64
39	1,78	6,23	5,34	2,67	1,78	5,34	7,12	1,78	2,67
40	4,50	3,00	1,50	1,50	1,50	13,50	1,50	4,50	3,00
41	5,25	3,15	2,10	2,10	4,20	7,35	3,15	3,15	4,20
42	6,02	3,44	0,86	0,86	0,86	6,88	5,16	6,02	4,30
43	6,40	1,28	1,28	2,56	1,28	8,96	7,68	3,84	1,28
44	2,58	2,58	2,58	3,44	4,30	6,88	5,16	1,72	5,16
45	2,67	0,89	0,89	8,01	0,89	8,01	2,67	2,67	8,01
$\sum_j SS_{ij}$	243,20	153,30	90,76	133,40	98,87	277,26	194,61	191,84	169,95
$\frac{\sum_j SS_{ij}}{J}$	5,40	3,41	2,02	2,96	2,20	6,16	4,32	4,26	3,78
Standard Deviation	3,03	1,97	1,39	1,71	1,63	2,43	2,13	2,36	1,58

SENIOR OFFICIAL

Discussion

There was support for the alternate hypothesis: H_{A1} showing a significant measure of agreement in the ranked value judgements among senior officials of the nine factors for attracting and maintaining professional personnel in local government. This was at the one percent level of significance. The nine factors selected for ranking were from the experimenter's reading and working experience in local government. Factors must be considered as processes giving a pattern.

The forced ranking situation can be considered justifiable whereby in decision-making preference must be given to certain factors over others where there are limited resources. The Browne Commission Report emphasises the limited resources of a local authority.

There is a tendency to consider money as the top factor for attracting and maintaining personnel in local government. The findings show job satisfaction top in the best estimate of the true ranking. This might be partly ascribed to the connotation of service orientation in local government. Although the subjects covered the total spectrum of professionalism in local government the agreement among subjects gives an indication that the problem factors chosen for employment in local

government go beyond the professional or departmental boundary. Support for the alternate hypothesis : H_A2 was found whereby there is a significant preferred ranking among senior officials of the nine factors for attracting and maintaining professional personnel in local government.

A significant certainty among senior officials in the weighting of the nine factors with regard to attracting and maintaining professional personnel in local government was found giving support for alternate hypothesis : H_A3 . There was further evidence that there was consensus among the different professions and departments in that the alternate hypothesis : H_A4 was considered significant, whereby senior officials were considered consistent in the weighting of the nine factors for attracting and maintaining professional personnel in local government. This hypothesis was further reinforced by the computation of a scaled score removing consistent differences among senior officials.

Overall job satisfaction was the most important factor in attracting and maintaining professionals in local government. In the best estimate of the true ranking situation job satisfaction was ranked highest and in the weighting situation this factor had the most important mean weighting.

Test sequences in order of importance

<u>Ranking</u>	<u>Weighting</u>
JOB SATISFACTION	JOB SATISFACTION
REMUNERATION	REMUNERATION
CAREER OPPORTUNITIES	CAREER OPPORTUNITIES
PROFESSIONAL AUTONOMY	TRAINING
ACCOUNTABILITY	ACCOUNTABILITY
IMAGE OF LOCAL GOVERNMENT	IMAGE OF LOCAL GOVERNMENT
TRAINING	PROFESSIONAL AUTONOMY
ETHICAL CONSIDERATIONS	ETHICAL CONSIDERATIONS
EMPLOYMENT PROCEDURES	EMPLOYMENT PROCEDURES

It can be seen that the ranking and the weighting tests are similar other than for the two factors of Training and Professional Autonomy. For convenience in first round delphi scenarios it would appear that either of the aforementioned test methods could be used. The similarity of the sequences may have been influenced by the memory effect whereby Ss in the weighting scale situation may have remembered the ranking order. This memory effect could be considered as a consistent value judgement of the factors. Focus on job satisfaction supports the findings of Potgieter (1979 : 6) and Calburn (1960 : 8). Witkin (1980 : 575) further supports the findings whereby salary and security were paramount requirements until a few years ago but have now been replaced by job satisfaction, responsibility, recognition,

sensitive supervision and related wants. The low rating of employment procedures would support the least important criterion of administrative convenience by Brennan (1980 : 190). The lower rating of autonomy but prevalence of job satisfaction was supported by Mustafa and Sylvia (1975 : 168). The research supports the findings of Cyphert and Gant (1971 : 273) in that first round delphi could be used to mould as well as collect an opinion. As with Linstone Turoff et al (1975 : 272) the ranking and Likert type of scales were used with the rating scale as the more comfortable to perform. The paired comparison test was considered too time consuming. The high ranking and weighting of career opportunities supports Vosburgh (1980 : 836) where career planning was considered to enhance general job satisfaction by providing an opportunity to actively develop one's own career with a resultant reduction in false expectations and ambiguity regarding career possibilities.

Descriptive analysis of the questionnaire gives an insight into the nature of the public personnel process. The classification was in terms of how each interviewee viewed himself as a professional and not according to criteria discussed for professionalism in the introduction.

Q.1 The role of the professional in local government

(a) Professionalism was defined in terms of post school education qualification (mainly university) with skills and experience brought to the job situation.

Registration with an institute was a common criterion.

Interviewees who did not have post school educational qualifications viewed themselves as professional.

There was support for the Greenwood continuum with the traditional professions at one pole. The emergence of semi-professions was evident - horticulturalists, librarians, work study officers and market masters.

(b) The position/status of the professional in local government was considered as :

- (i) high as in any undertaking by 14%
- (ii) low compared to other undertakings by 45%
- (iii) advisory only by 11%
- (iv) difficult to define by 29%

Support for Poppleton (1976 : 37) was found whereby the status/position of the official in local government was influenced by local authorities attracting employees in search of a patriarchal organisation and not the "get up and go" organisation. The "cannot be fired" syndrome influenced the image. Interviewees supported

Morris (1976 : 23) whereby the tarnished image of local government was ascribed to the short supply of professionals, with resultant effect on performance and noticeable deterioration in the quality of the municipal service. The results of the experiment showed remuneration weighted more heavily than the image of local government. This did not support Morris (1976 : 29) where he linked effective status with remuneration. There were indications of support for Thomas (1980 : 1126) whereby he ascribed a decline in morale of senior staff related to loss of status and pay. Under-utilisation of professionals tended to support Brooks (1979 : 331) where over-qualification was one of the strongest correlates to job dissatisfaction resulting in poor work, morale and decreased productivity.

(c) 96% knew the numbers of professionals in their department whereas 4% did not.

(d) 22% had sufficient professionals to meet departmental requirements while 78% considered themselves as having insufficient.

(e) Considering departmental overlapping functions:

- (i) 9% saw an interface
- (ii) 29% saw no overlap
- (iii) 62% saw an overlap

This acknowledged overlapping of functions gave support for corporate planning which was highly political in nature for local authority's role within the community as opposed to a neutral management technique advocated by Mallabar (1980 : 14).

(f) Research in fields of employment

(i) 44% considered themselves not to do research

(ii) 56% considered themselves as researchers

Those that did research, saw it from a view of pure research (original) or applied (dealing with a given project). Some departments had their own research and development section. Davies (1978 : 15) described research capacity in local government as a service which could be called upon by others within and without the authority, and not simply that part of almost any official's work which could be termed "research". Davies' findings were that the research unit of a local authority engaged in specific skills and topic areas. The necessity of research in municipal matters was supported by Cloete (1972 : 41).

Q.2 Use of professional assistants

The terms professional assistant was ambiguous whereby some local authorities ascribed professionals to this designation classification and technical

assistant to those who assisted the professional.
Other local authorities considered the professional assistant as a non-professional category and as the person who performs technically to assist the professional - the technical assistant described afore.

(a) The following were considered as methods and areas of recruitment:

- (i) Advertising -
 - (a) newspapers
 - (b) internal circulars
 - (c) professional journals
and magazines

(ii) Bursary schemes

- (iii) Visits to
 - (a) schools
 - (b) technikons
 - (c) universities

(iv) Overseas

(v) Library publications/newsletters

(vi) Word of mouth

(vii) Paying the going rate for the job

(viii) Including all race groups

(ix) Better fringe benefits

(x) Promotion from one local authority to another

(xi) Career exhibitions

(xii) Outside service agencies

The general consensus was that the local authority should be more competitive. In recruitment there was a preference for semi-relevant qualifications which resulted in some local authorities missing out on top class people by taking such a restrictive stance (Bamford 1978 : 523). In recruiting the advertiser has to consider if his audience is in the public sector only, private sector only or both. Most occupations and professions in local government could be followed in the private sector and other areas of the public sector. Ray (1980 : 647) quoted local authorities as not recognising the need "to sell" a job to an audience. The job must be described in terms of responsibilities, duties and prospects set in terms of qualifications and experience (Ray 1980 : 32). The lack of keeping candidates informed resulted in better candidates assuming themselves to be unsuccessful and accepting alternative offers.

(b) Training was basically considered at all three levels: university, technikon and in-service in various combinations. There was a preference for university training among the traditional professions with an increase in technikon and in-service training as the

occupation moved from the professional pole on a Greenwood continuum. The findings supported Thacker (1973 : 14) whereby systematically organised programmes specifically designed to meet departmental needs were the training function. The findings further supported internal and external administrative training and development recommended by Reynolds (1981 : 19) using university and non-university sponsored programmes (Engebret 1978 : 16). Training in the political environment and values was essential at all universities and polytechnics (Bamford 1978 : 522). The programmes should be constantly subject to review.

Q.3 The role of administration

(a) 29% of the interviewees saw a balanced supportative role between administration and professionalism whereas 65% saw the relationship in terms of hierarchy whereby the higher up the professional official moved the more the administrative/management function. This supported the proposals of Van der Westhuizen (1981 : 14), Schott (1976 : 257), Thornhill & Hanekom (1979 : 14). The remaining 6% were considered as uncertain.

Heads of Departments who occupied the top administrative posts were trained in specific fields of service and not general administration. This was supported by Kane-Berman (1978 : 90). The research further supported Green (1946 : 15) where it was the

head of department who won the reality of power without appearing to secure it.

(b) 7% saw no relationship between administration and management whereas a further 7% found the relationship difficult to define. 86% saw relationship between administration and management. In discussion 33% of the interviewees saw their role in management and preferred to consider management as more encompassing than administration. There was a preference for management terminology. This may have been due to the low clerical credence or connotation of the word "administration". 65% considered management and administration as equivalent. The remaining 2% were difficult to define. None of the interviewees considered themselves as defined public administrators. The confusion as to administration/management could be evidence of an identity crisis (Hartwig 1978 : 159) which arose out of ambiguous concepts. The state of public administration theory was considered as confusion (Hartwig 1978 : 171). The views of the interviewees on management and administration do not support the definitions postulated by Keeling (1972 : 32 & 34). There was no support for Smith (1980 : 15) where professionals were reluctant to surrender disciplinary backgrounds and become professionals in the widest sense.

Q.4 Dilemmas of professionalism versus administration

(a) 49% saw the procedure of local government being paradoxical and 18% did not. The remaining 23% were unsure. The phrasing of the question was not clear to most interviewees. Subsequent discussion lead to the general conclusion that although procedures of some nature were necessary, they should be made subject to continual review. There was support that the complicated array of statutes, orders, rules, regulations and procedures became barriers to productivity, which supports Gallas & Gallas (1979 : 66) Morris (1976 : 26) Simon (1979 : 845). Greater delegation would lessen "red tape" (Caiden 1980 : 165). Interference by the Provincial Administration was quoted. There was a degree of support for the attitude for ethical behaviour concept of the paradoxes of procedures (Wakefield 1976 : 664). Flexibility in the interpretation of rules was advocated which supports Kernaghan (1980 : 215). There was an awareness that, in the weighing up of facts, substitution of values took place; accenting on that of the valuer (Norton 1975 : 1319).

The findings tend to support Newland (1979 : 300) whereby public administration was seen dependent on the law but an expansion of administrative discretion and policy involvement was necessary due to the complexities of programmes and processes. Over-regulation discouraged

initiative and failed to reward enterprise (Thompson 1975 : 337) with resultant frustrations and counter productivity in the municipal service. A balance should be struck between essential controls and the freedom of judgement.

(b) 73% of the interviewees were aware of ambiguity between public policies and private interests whereas 27% were not. There was support for Morse (1976 : 221) and Wakefield (1976 : 664) in the attitude of awareness for the tolerance of moral ambiguity of men and public policies.

(c) 72% of the interviewees saw rules and regulations as impeding responsibility and accountability whereas 28% did not.

(d) The control function of administration was considered in terms of:

- (i) by-laws
- (ii) financial
- (iii) co-ordinatory
- (iv) setting standards for achievement.
- (v) the domain of the chief executive and administrative officer.
- (vi) procedural.

Q.5 Ethical considerations

(a) The relationship between councillors and officials was seen in broad perspective from good to bad. The majority of respondents saw the relationship as a good working one. Two main themes were councillor interference and lack of communication. There was support for McPherson (1976 : 69) in that there was a fine dividing line where the role of councillor ended and the official's began. The relationship was mainly dependent upon personalities. This is further supported by Maud (1938 : 249). There was support for Thomas (1980 : 1126) whereby the officials felt that elected members were dabbling in administrative matters much more than they used to but little supportative evidence for the worsening crucial relationship between senior officials and elected members.

There was support for Lindsay (1979 : 1180) where the relationship was viewed as a loose partnership where the councillor was the senior partner. The professional official had an advisory role to councillors by recommending courses of action he considers best and the execution thereof (Maud 1938 : 249).

(b) Of the total number of interviewees 4% considered a code of conduct in local government as unnecessary whereas 2% were unsure. 94% considered a code necessary,

of which 41% considered a code as informal guidelines and not necessarily punitive (internalised) and 59% considered the code ought to be formally sanctioned. The findings did not support Morse's (1976 : 220) proposal that one cannot legislate integrity.

The recruitment code of conduct of the Institute of Personnel Management has no legal force and the code of conduct set out by the Institute of Town Clerks of Southern Africa only strives to indicate main guidelines. This is contrary to Zimmerman (1975 : 661) who saw a good code of conduct helping but requiring supplemented action. There was no support that the officials considered a relationship existing between salary and ethical standards (Zimmerman 1975 : 611). There was moderate support for Wakefield (1976 : 662) and Kernaghan (1980 : 211) whereby officials considered external controls as a necessary support system, as a source of public service ethics. There was moderate support for Kernaghan (1980 : 218) whereby a code provides one means whereby the public official can be held accountable for his actions.

(c) 16% considered that the official in local government should lose himself anonymously in the administration whereas 84% saw official identification in the administration. This identification would be dependent

upon where in the hierarchy the official was viz. at the senior level, identification was seen, whereas at the junior level anonymity was preferred.

(d) In decision-making 9% of the interviewees did not consider contextual forces whereas 91% did. Most respondents saw the question as a weighing up of all facts based on their own experience and the influence of external pressures on decision-making. This supported the view of Landry (1977 : 554). There was support for the attitude for the appreciation of contextual forces at play in decision situations in the public service (Wakefield 1976 : 664).

Ethics could be summed as : 'n professie se krities - korrektiewe besig-wees om die praktisyn se innerlike gesindheid en die uiterlike norm in harmonie te bring (Botes 1980 : 7).

Q.6 The present greater exposure of officials to the public

(a) 76% of the interviewees considered that their departmental activities were coming more under public scrutiny whereas 24% did not. The greater scrutiny was an emergence of increased awareness and interest by the community in local government affairs.

(b) 93% of the interviewees considered that work could be given to private contractors whereas 7% did not. The decision as to what constituted efficiency and effectiveness by the municipality would be the determining factor.

The ombudsman could play a role in the arena of greater exposure of officials. Complaints concerning personnel matters in local government were excluded from the realm of the ombudsman (Lewis 1979 : 598) (Houston 1976 : 1062) (Foulkes 1975 : 713). The identity of the chief executive or other senior officials in reports could hardly be concealed (Brooke & Greenwood 1978 : 17). The greater exposure supported the assurance of equal opportunity and access to the public service by the citizenry. Support was found for Cameron (1978 : 362) whereby in the execution of specific policies and programmes the senior official became a key political actor. For public accountability the senior officials ought to come more into contact with the public to strengthen public input (Cameron 1978 : 336) (Hartwig 1978 : 175).

Support was found for Keast (1979 : 254) Richards (1977 : 65) and Thomas (1980 : 1126) in that the top jobs in local government were subjected

to more publicity and identification with the policies of the authority served, than the civil servant in central government. There was also the view that with the risk of over-exposure officials might "play safe". The greater exposure supported Hammond (1975 : 331) in that the public challenge was not of the technology but in the value judgements that went with it.

CONCLUSION

(a) Professionalism is rooted in the historical departmental development of local government. At this level of government there is the most interaction with the community. In the large local authorities the senior professional officials perform the public management function. The term management is preferred to administration. Non-professional officials who hold designated administrative posts perform a clerical function dependant upon the hierarchal structure.

(b) Local government is a special form of employment whereby officials employed enjoy greater protection than similar occupations in private enterprise.

(c) A co-ordinated interdependent personnel system is required for a large local authority. Officials engaged in personnel must ensure positive personnel policies across the whole service. The role of this official must be active and advisory. On a merit basis system employees must be developed careerwise in conjunction with remuneration and job satisfaction to reduce staff turnover in local government.

(d) Professionalism in local government is defined in terms of training and applied skills in the work situation with statutory group support. There is an

emergence of new professions or semi-professions in local government. The established professional official in a local authority requires mid career training in public management as he moves up in the hierarchy. The chief executive of a local authority may be anyone who has senior public management experience in any profession.

(e) Ranking or weighting techniques may be used in first-round scenarios for the delphi method. The weighting scale is the more psychologically comfortable.

(f) There is significant agreement, certainty and consistency among senior officials of different professions in local government on factors for attracting and maintaining professional staff. The most important of the factors considered was job satisfaction closely followed by remuneration.

(g) To ensure the full utilisation of professional skills available local authorities must consider making more use of semi-professionals or technicians who are operationally capable of carrying out the work function under professional guidance.

(h) With greater delegation of authority to senior officials in local government, they must become more exposed to public scrutiny. Public accountability of senior officials can be further ensured by the ombudsman and a code of conduct.

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1. THE ROLE OF THE PROFESSIONAL IN LOCAL GOVERNMENT

- (a) How do you define professionalism in your Department?

To what profession do you belong?

- (b) What do you feel is the position/status of the professional in local government?

- (c) Approximately how many professionals are in your Department?

- (d) Do you have sufficient professionals in your Department to meet your requirements?

- (e) To what extent does the professional function in your Department overlap on other Departments?

- (f) Are any of your professionals doing research in their field of employment?

How many?

4. DILEMMAS OF PROFESSIONALISM VERSUS ADMINISTRATION

- (a) Do you consider processes of local government to seem to be absurd though really well founded?
- (b) Do you find in your Department any ambiguity between public policies and private interests?
- (c) Do rules and limitations impede the need for responsibility and accountability?
- (d) How do you view the control function of administration?

5. ETHICAL CONSIDERATIONS

- (a) How do you view the official/councillor relationship?
- (b) Is a code of conduct in local government necessary?

If so should it be formally sanctioned or internalised?

5. (CONTD)

(c) Should the official in local government be willing to lose himself anonymously in the administration as opposed to being identified?

(d) Do contextual and highlighting forces play a role in your decision making?

(e) Would you act contrary to an expert opinion?

6. THE PRESENT GREATER EXPOSURE OF OFFICIALS TO THE PUBLIC

(a) Do you in your present position feel that your departmental activities are coming more under public scrutiny?

.If so how does this effect you?

(b) Should work that cannot be done efficiently and effectively by the Municipality be given to private contractors?

SCORING OF RANK ORDER RELATIONSHIPS

Ethical Considerations	
Training	
Job Satisfaction	
Career Opportunities	
Remuneration	
Employment Procedures	
Professional Autonomy	
Image of Local Government	
Accountability	

1. DIE ROL VAN PROFESSIONELE WERKNEMERS IN PLAASLIKE REGERING

(a) Hoe definieer u professionalisme binne u Departement?

Aan watter professie behoort u?

(b) Hoe voel u met betrekking tot die posisie/status van die professionele man in plaaslike regering?

(c) Ongeveer hoeveel professionele werknemers is in u Departement?

(d) Is daar genoegsame professionele mense in u Departement om aan die vereistes te voldoen?

(e) Tot hoe n mate is daar n oorvleueling van die professionele funksie binne u Departement met die professionele funksie binne ander Departemente?

(f) Doen u of enige van u professionele personeel navorsing binne die beroepsveld?

Hoeveel?

2. DIE GEBRUIK VAN PROFESSIONELE ASSISTENTE

- (a) Watter effektiewe metodes dink u kan gebruik word om professionele personeel en professionele assistente te werf?

- (b) Behoort opleiding te geskied aan 'n Universiteit, Technikon of binne die diens?

- (c) Is die verhouding tussen professionele personeel en professionele assistente goed gebalanseerd in u Departement?

3. DIE ROL VAN DIE ADMINISTRASIE

- (a) Hoe sien u die verband tussen die professionele personeel en die administrasie?

- (b) Is daar 'n verband tussen administrasie en bestuur?
 - (i) Wat volgens u gevoel is die basis van die verband? of
 - (ii) Waarom is daar volgens u gevoel geen verband nie?

4. DILEMMAS VAN PROFESSIONALISME TEENoor ADMINISTRASIE

- (a) Sien u die prosesse van plaaslike regering as absurd alhoewel daar goeie redes voor bestaan.
- (b) Ondervind u binne u Departement 'n teenstrydigheid tussen openbare beleid en privaat belange?
- (c) Ondergrawe reëls en beperkinge die behoefte aan verantwoordelikheid en toerekenbaarheid?
- (d) Hoe sien u die beheerfunksie van administrasie?

5. ETIESE OORWEGINGS

- (a) Hoe sien u die amptenaar/raadslid verhouding?
- (b) Is 'n gedragskode noodsaaklik vir plaaslike regering?

Indien wel behoort dit formeel afdwingbaar te wees of geïnternaliseerd?

(c) Behoort die plaaslike owerheidsamptenaar gewillig te wees om in anonimiteit binne die administrasie op te gaan in plaas van om geïdentifiseer te word?

(d) Speel kontekstuele en toeliggende magte 'n rol in u besluitneming?

(e) Sou u teen 'n gesaghebbende mening optree?

6. DIE HUIDIGE GROTER BLOOTSTELLING VAN AMPTENARE AAN DIE PUBLIEK

(a) Voel u binne u huidige posisie dat u departementele aktiwiteite toenemend onder openbare waarneming kom?

Indien wel hoe beïnvloed dit u?

(b) Behoort werk wat nie effektief en doeltreffend deur die Munisipaliteit gedoen kan word nie aan private kontrakteurs oorhandig te word?

AANSLAG VAN RANGORDE VERWANTSKAP

Etiese Oorwegings	
Opleiding	
Werksbevrediging	
Loopbaangeleenthede	
Besoldiging	
Indiensneming Prosedures	
Professionele Autonomie	
Beeld van Plaaslike Regering	
Toerekenbaarheid	

THIS IS A PACK OF NINE CARDS.

ON EACH IS WRITTEN A FACTOR FOR EMPLOYMENT IN LOCAL GOVERNMENT.

HOW WOULD YOU RANK IN DESCENDING ORDER OF IMPORTANCE THESE FACTORS FOR ATTRACTING AND MAINTAINING PROFESSIONAL PERSONNEL IN LOCAL GOVERNMENT.

IMAGE OF LOCAL GOVERNMENT

PROFESSIONAL AUTONOMY

EMPLOYMENT PROCEDURES

ACCOUNTABILITY

CAREER OPPORTUNITIES

REMUNERATION

TRAINING

JOB SATISFACTION

ETHICAL CONSIDERATIONS

HIERDIE IS N STEL VAN NEGE KAARTE.
OP ELKEEN IS N FAKTOR VAN INDIENSNEMING IN
PLAASLIKE REGERING GESKRYF.
HOE SAL U HIERDIE FAKTORE IN RANGORDE VAN DALENDE
BELANGRIKHEID PLAAS OM PROFESSIONELE PERSONEEL TE
TREK NA EN TE BEHOU VIR PLAASLIKE REGERING.

WERKSBEVREDIGING

PROFESSIONELE OUTONOMIE

INDIENSNEMINGSPROSEDURES

**BEELD VAN PLAASLIKE
REGERING**

BESOLDIGING

OPLEIDING

LOOPBAAN GELEENTHEDE

ETIESE OORWEGINGS

TOEREKENBAARHEID

THIS IS A BOOK OF NINE PAGES WITH A FACTOR FOR EMPLOYMENT IN LOCAL GOVERNMENT ON EACH PAGE. THERE IS ALSO A NINE POINT RATING SCALE OF IMPORTANT/UNIMPORTANT FOR ATTRACTING AND MAINTAINING PROFESSIONAL PERSONNEL IN LOCAL GOVERNMENT FOR EACH FACTOR.

RATE THE FACTOR BY PLACING AN X ON AN INTERVAL AS SHOWN IN THE EXAMPLE.

SWEETNESS

(EXAMPLE)

IMPORTANT

									X
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UNIMPORTANT

(EXAMPLE)

JOB SATISFACTION

IMPORTANT

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UNIMPORTANT

CAREER OPPORTUNITIES

NIMPORTANT

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IMPORTANT

IMAGE OF LOCAL GOVERNMENT

IMPORTANT

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UNIMPORTANT

ACCOUNTABILITY

NIMPORANT

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IMPORANT

ETHICAL CONSIDERATIONS

IMPORTANT

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UNIMPORTANT

TRAINING

UNIMPORTANT

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IMPORTANT

EMPLOYMENT PROCEDURES

IMPORTANT

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UNIMPORTANT

PROFESSIONAL AUTONOMY

UNIMPORTANT

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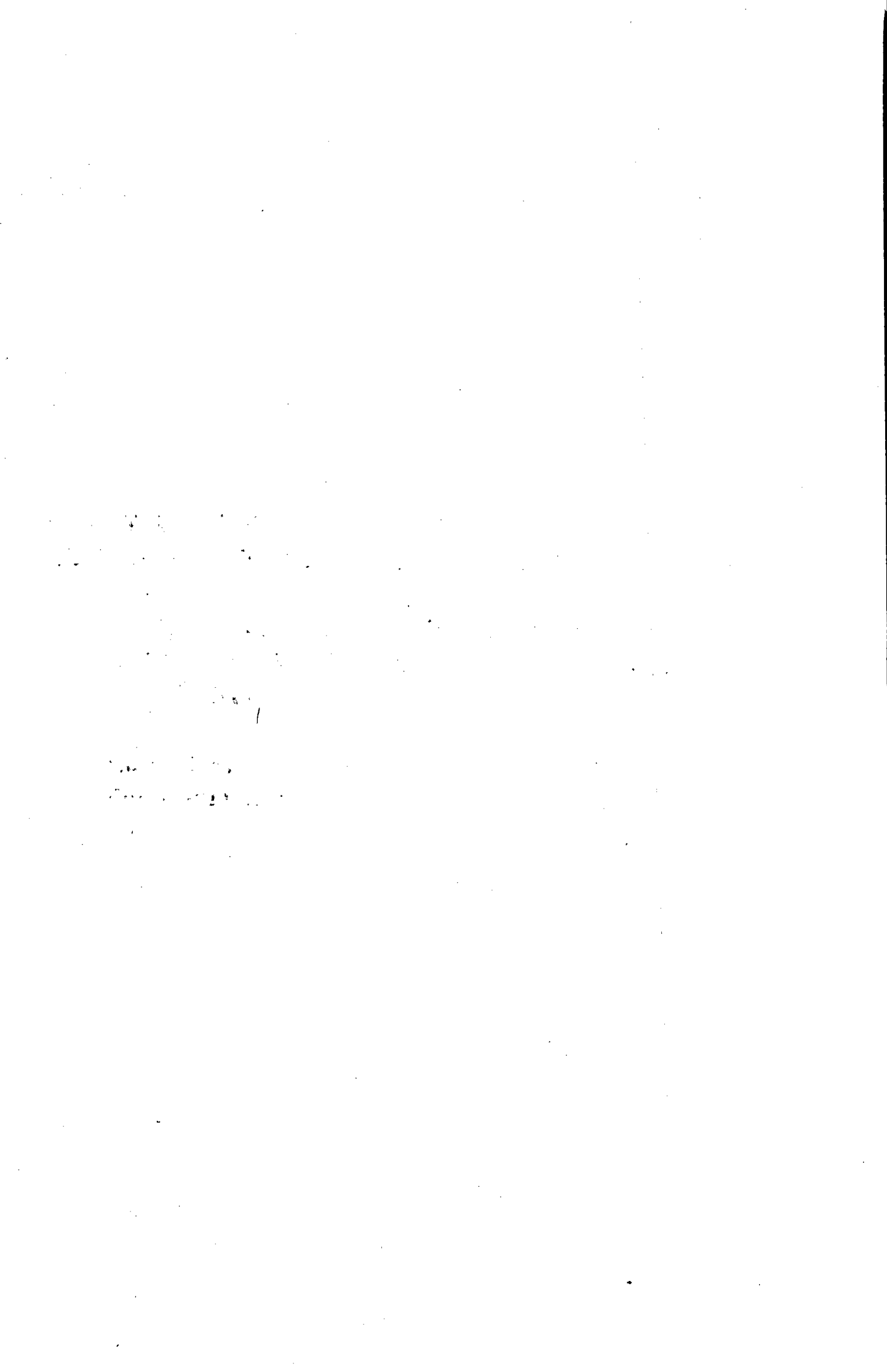
IMPORTANT

REMUNERATION

IMPORTANT

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UNIMPORTANT



HIERDIE BOEKIE BESTAAN UIT NEGE BLADSYE MET 'N
FAKTOR VAN INDIENSNEMING IN PLAASLIKE REGERING OP
ELKE BLADSY.

DAAR IS OOK 'N NEGEPUNT AANSLAGSKAAL VAN
BELANGRIK TOT ONBELANGRIK MET BETREKKING TOT
DIE WERWING EN BEHOUD VAN PROFESSIONELE
PERSONEEL IN PLAASLIKE REGERING.

SLAAN DIE FAKTOR AAN DEUR 'N X IN DIE OPENING
TE PLAAS SOOS IN DIE VORBEELD GEÏLLUSTREER.

LEKKER

(VOORBEELD)

BELANGRIK										x	ONBELANGRIK
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WERKSBEVREDIGING

BELANGRIK

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ONBELANGR

LOOPBAAN GELEENTHEDE

ONBELANGRIK

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BELANGRIK

BEELD VAN PLAASLIKE REGERING

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ONBELANGRIK

TOEREKENBAARHEID

ONBELANGRIK

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BELANGRIK

ETIESE OORWEGINGS

BELANGRIK

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ONBELANGRIK

OPLEIDING

ONBELANGRIK

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BELANGRIK

INDIENSNEMINGSPROSEDURES

BELANGRIK

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ONBELANGRIK

PROFESSIONELE OUTONOMIE

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BELANGRIK

BESOLDIGING

BELANGRIK

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ONBELANGRIK