

PERSONNEL ADMINISTRATION
IN THE BLACK URBAN LOCAL AUTHORITIES OF
NATAL AND TRANSVAAL

BY

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T H E S I S

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(i)

This thesis is a product of my own effort, both in conception and execution, and all the sources I have used have been appropriately acknowledged.

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Synopsis

Within the framework of any institution, human beings constitute the most essential element that largely determines whether or not an institution will accomplish the goals it has set for itself. Human labour provides this dynamic mechanism which enables institutions to pursue their objectives. This essential device, through which institutions harness human labour, manifests itself as personnel administration.

This study conducts an in-depth analysis of personnel administration within the context of Black local authorities in Natal and Transvaal. An examination of the historical development of personnel administration within urban local government institutions catering for the African in the urban areas reveals that this process has been inextricably interwoven with developments in the political arena.

Black local authorities are at present actively engaged in designing, developing and implementing a personnel system that has the potential to facilitate accomplishment of task goals, maintenance goals and eventually social responsibility. These institutions must discern clearly the internal and external constraints affecting their operation and contribute toward the great debate for the resolution of the challenges.

The established categories of Black local authorities have been identified as city councils, town councils, town committees and local authority committees. The personnel department has been identified as the focal point for the examination of the actual personnel processes within Black local authorities. A variety of processes such as policy-making and organizational planning for personnel provision and utilization; personnel planning, recruitment, selection and placement; training and development; labour relations and collective bargaining as well as compensation administration are presented and analysed.

A conclusion is drawn on the basis of the findings. Some recommendations are advanced with the hope that their adoption and implementation might contribute significantly in the elimination of the perceived institutional dysfunctioning.

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CHAPTER 1

Introduction

1.1 Nature and scope of personnel administration

Within the framework of any institution people are the most essential ingredient, in contrast to the material or financial resources, that largely determines whether or not an institution will accomplish its objectives. Human labour provides the dynamic mechanism through which institutional goals can be pursued. The instrument through which institutions harness human labour manifests itself as personnel administration. Personnel administration is an inherent component of the system designated as administration. There is a general consensus among authors in this field of study that administration comprises a variety of sub-systems which have been identified as policy-making, financing, organizing, personnel provision and utilization or staffing, procedures and methods and controlling.¹

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1. Though there is a general consensus that administration consists of sub-systems, the actual listing of these elements varies with the writers: for example, Dale, E: Management Theory and Practice, McGraw-Hill, New York, 1978, pp. 4-7 lists planning, organizing, staffing, direction, control, innovation and representation. One of the early writers in administration, Gulick, L in "Notes on the theory of organization" in Gulick, L and Urwick, L (eds): Papers on the Science of Administration, Institute of Public Administration, New York, 1937, p. 13 coined the acronym POSDCORB which represented administrative functions of planning, organizing, staffing, directing, coordinating reporting and budgeting. Cloete, J J N: Personnel Administration, J L van Schaik, Pretoria, 1985, p. 5 identifies these sub-systems as, policy-making, financing, organizing, staffing, determining and rationalizing work procedures and controlling. There is, therefore, a substantial agreement upon the general content of the process, only the listing of the sub-processes varies.

Though personnel administration cannot be completely divorced from its sister sub-processes, it may, however, be conveniently isolated for purposes of examining its intrinsic nature. Personnel administration possesses, like the main generic process of administration, a totality of properties that are also generic: the elements, concepts, theoretical considerations and practical implications must be perceived as, on the whole, operative in any institution, private or public. What obtains in a state department, ought, therefore, to hold true for any other type of institution, though it must be conceded that, naturally, there will be particular phenomena that will be unique to a specific institution or categories of institutions.²

It may be appropriate and helpful to advance, at this stage, the nature of this totality of properties which constitute the subject of personnel administration. This exercise should provide an outline of almost the entire text of this study. It must be observed, however, that it would be impossible to undertake a fruitful study of personnel administration unless the effect of the interrelationship that exists between personnel administration and the other five sub-processes of administration

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2. Public and private institutions usually differ fundamentally on the reason for their existence, i.e. public institutions are established to cater for the general welfare whereas private bodies are created primarily to generate increased profits.

is fully appreciated. Cloete succinctly illustrates this inter-relationship as follows: "The six categories of generic administrative functions are never exercised individually and as ends in themselves. All the administrative functions classified into each of the six categories must be carried out to make a public institution operative. To start with, policy-making must be undertaken so that goals can be set and that all activities can be directed towards the achievement of goals, money must be provided in order that work can commence, organizing must be undertaken by demarcating fields of activities and to obtain institutions with their branches, divisions, sections, and offices. Work procedures must be determined in order that the officials may work together expeditiously in an orderly manner using standardized procedures. Control must be exercised to ascertain that all operations are directed at pursuing the goals established by the policy." ³ A successful operation of each generic administrative function demands, therefore, recognition ⁴ of the effect of such function on the other functions.

In outline form the definition of personnel administration should, in the first place, recognize the existence and effect of the other generic administrative elements, and secondly, identify the personnel functional aspects: viz.

3. Cloete, op. cit.

4. Ibid., p. 6.

(a) Generic administrative elements

- (i) policy-making
- (ii) organizing
- (iii) financing
- (iv) procedures and methods, and
- (v) controlling.

(b) Personnel functional elements.

- (i) procurement: recruitment, selection and placement
- (ii) training and development
- (iii) integration: labour relations
- (iv) compensation, maintenance, service and separation.

According to Flipppo, "it is possible to summarize this entire text into one sentence: Personnel (administration) is the planning, organizing, directing and controlling of the procurement, development, compensation, integration, maintenance, and separation of human resources to the end that individual, (institutional), and societal objectives are accomplished."

5. Personnel functional elements are adapted from Flipppo, E B: Personnel Management, McGraw-Hill, Tokyo, 1980, p. 5.

6. Ibid.

Though Flippo's definition is not exhaustive, it does identify⁷ the main personnel functions.

This definition would be enriched by a brief explanation of its constituent elements. Policy-making: effective administrators recognize that a greater portion of their work is devoted to policy-formulation. Policy-formulation involves, for the personnel administrator, the "determination in advance of a personnel (policy and) program that will contribute to goals⁸ established for the (institution)." Presumably, this process of goal determination will involve the active and enlightened participation of the personnel administrator, especially with his expert knowledge and understanding of personnel administration. Organizing: as soon as a policy and a course of action have been determined, an organizational structure must be established and the demarcation of the diverse fields of activity occurs. A personnel administrator contributes significantly in designing or re-designing a structure of relationships among positions, tasks, personnel and physical factors. As a consequence of his specialized knowledge in this field, a personnel administrator

7. Refer to a comprehensive classification of staffing functions compiled by Cloete, op. cit., p. 8.

8. Flippo, op. cit.

may be relied upon by the chief executive officer or a policy-making organ of an institution to provide expert advice and guidance in the general organization or re-structuring of an institution. Policy-making and organizational planning for personnel provision and utilization are presented in Chapter 4 of this study.

Financing: money must be provided so that the diverse tasks and activities of an institution can commence and continue. Personnel must also be appropriately compensated and it has been established that the "biggest portion of the current expenditure of (most) public institutions is usually taken up by salaries and other personnel matters."⁹ A direct relationship between financing and personnel becomes quite pronounced at the stage¹⁰ when a budget is prepared. Work procedures and methods: work procedures and methods of task execution must be determined and adopted to ensure that personnel work in a proper manner and the established performance levels are maintained. Controlling: according to Flippo, "it is logical that (the function of top leadership) should be that of control, that is, the observation of action and its comparison with plans and the correction of any deviations. Control is the (administrative) function concerned with regulating activities in accordance with the personnel plan,

9. Cloete, op. cit., p. 5.

10. Ibid.

which in turn was formulated on the basis of an analysis of fundamental organization goals."¹¹ Control is, therefore, designed to ensure that personnel members act and behave¹² according to the policy guidelines.

According to Flipppo, there is a skill in administration that can be transferred to various operative areas, "but no one will deny that an effective (administrator) must know what it is that he is¹³ administering." The rest of the brief explanation of the constituent elements of personnel administration is devoted to personnel functional elements. Procurement: this is the first operative function of personnel administration. It is directed at attracting and obtaining the proper quality and quantity of candidates for selection and appointment to positions within an institution. It deals specifically with issues such as personnel planning, i.e. the determination of personnel requirements and their recruitment, selection and placement. Selection and placement cover a multitude of activities designed to screen and hire candidates, such as reviewing application forms, conducting interviews, appointment and placement. These activities are presented and analyzed in Chapter 5.

11. Flipppo, op. cit., p. 6.

12. Cloete, op. cit., p. 6

13. Flipppo, op. cit.

Personnel training and development: after appointment and placement, personnel must, to some degree, be trained and developed. Training and development have to do with the acquisition or increase of skill or knowledge that is essential for proper task performance. This activity will increase in importance and volume because of the continual changes in technology, the modification of tasks and enhanced complexity of the administrative function. Training and development are examined in Chapter 6.

Integration: with the employee procured, trained and developed, there intervenes one of the most frustrating challenges to the administrator. The definition designates this problem area as integration. "It is concerned with the attempt to effect a reasonable reconciliation of individual, societal, and organizational interests."¹⁴ Labour relations has a direct influence on the development and utilization of workers, on the institutional climate, administrative policy, personnel policy, working conditions and on inter-group and intra-group relations. Externally, labour relations is also influenced, directly, by the national manpower policy and the general economic conditions

14. Ibid., p. 7.

prevailing in a country.¹⁵ This personnel function is examined in Chapter 7.

Personnel compensation, benefits and services: Flipppo defines this personnel element as the provision of "adequate and equitable remuneration of personnel for their contribution to (institutional) objectives."¹⁶ The level of rewards an institution offers its employees plays a crucial role in determining their level of motivation. In addition, compensation is instrumental in the determination of the quality and quantity of personnel that the institution is able to attract and retain.¹⁷ The main elements of a compensation programme are presented in Chapter 8.

The purpose of all the elements outlined above, both administrative and operative, is to contribute toward the accomplishment of institutional goals. Consequently, the starting point of personnel administration, as of all administration, must be a specification of those objectives and the determination of the sub-objectives of the personnel

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15. Gerber, P D, Nel, P S and van Dyk, P S: Human Resources Management, Southern Book Publishers, Pretoria, 1987, pp. 314-315.
 16. Flipppo, op. cit.
 17. Byars, L L and Rue, L W: Personnel Management: Concepts and Applications, W B Saunders Company, Philadelphia, 1979, p. 254.

function. The expenditure of funds in the personnel field can be justified only if there is a net contribution towards these goals.

The text of this thesis is to conduct an in-depth analysis of personnel administration within a particular context, i.e. urban local government institutions for Africans which are designated, officially, as Black local authorities established since 1983 in terms of the Black Local Authorities Act, 1982 (Act 102 of 1982). This study is confined to the Black local authorities established in Natal and Transvaal, though these institutions possess features and other characteristics which are generic to all Black local authorities in the Republic of South Africa.

An examination of the historical development of personnel administration within urban local government institutions established to cater for the urban African is essential in providing a proper perspective of personnel dynamics in the present-day Black local authorities. This perspective is presented in Chapter 2 which examines the origin and development of personnel administration within urban local government institutions for Africans. It is also considered essential to construct a model of an efficient and effective personnel system to provide a theoretical perspective against which the actual personnel dynamics of these local government institutions can be

mirrored. This device is presented and analyzed in Chapter 3. The final chapter is devoted to a conclusion and consideration of some recommendations. Such then is the nature and scope of personnel administration and the design of this thesis.

1.2 Motivation and aims of the study

The advent of urban local government institutions for Africans as full-fledged local authorities has brought with it the need to know and understand the underlying system of ideas, structures and dynamics of these bodies. As personnel is one of the valuable resources, if not an institution's most precious asset, in the accomplishment of institutional objectives, it is essential to develop an insight into, and cultivate understanding of personnel administration and its intended contributions toward the attainment of local authority goals.

A detailed analysis of the divergent personnel functions and constraints that are brought to bear upon their performance should be of benefit primarily to the urban local government officials, councillors as well as the leadership of civic associations and students of local government and administration. Familiarity with personnel administration of a local authority should generate an atmosphere of close and informed cooperation among employees of a local authority and between councillors and

officials. This degree of cooperation would facilitate full utilization of the assistance and services that are provided by officials.

Although personnel administrators have the primary responsibility for coordinating and implementing policies relating to personnel functions, all supervisors are, to a degree, involved in the performance of these functions in their everyday relations with subordinates. It is in such positions of authority that urban local government officials or employees are located. This study intends to establish and explain the full range of personnel policies and functions and also examine the nature and effect of devices that have been designed to resolve issues of conflict that may, arise, from time-to-time, between local authorities and their employees.

1.3 Research methodology

The research of this study comprises both literature and fieldwork. The literature study involved a close examination of sources relating to the evolution and operation of personnel administration in local government institutions that were established, during the various phases of development, to cater for Africans in the urban areas of Natal and Transvaal from about the middle of the 19th century up to the present time. These

sources are, inter alia, Statutes, Bills, records of debates of policy-making organs, reports of commissions of enquiry or committees, regulations, books, articles as well as material appearing in the news media.

Structured interviews were conducted with a variety of people, inter alia, chief executive officers and personnel practitioners of selected urban local authorities and personnel practitioners and training officers of the Community Services Offices of the Natal Provincial Administration and the Transvaal Provincial Administration. Written enquiries were directed to the officials of the Transvaal Provincial Administration and the Trade Union for Employees of Black Local Authorities (TUEBLA). Telephonic enquiries were also resorted to in certain circumstances to elicit information or confirm with official sources, the accuracy of information carried by the news media.

1.4 Analysis of some key concepts

The author has endeavoured to apply, as much as possible, the current terminology. It will be observed, however, that there are exceptions to this use of current official terminology. These exceptions have been aimed at facilitating the reader's understanding in an analysis which is often burdened with the ambiguity of the South African bureaucratic jargon. Although

most of the key concepts used in this text are best clarified in their particular contexts, some may be conveniently isolated for explanation, beforehand, in order to eliminate any possible semantic confusion.

1.4.1 Black or African

The concept "Black" is employed by the South African Government as an official designation of a racial category of persons contemplated in the Population Registration Act, 1950 (Act 30 of 18 1950). This concept is also used by some political groups and persons¹⁹ to refer, in a collective sense, to persons of²⁰ African, Indian and Coloured origin. The concept "African"

18. Refer to section 1 of the Population Registration Act, 1950 (Act 30 of 1950). See also the Second Black Laws Amendment Act, 1978 (Act 102 of 1978).
19. The public statements and literature of the United Democratic Front and also the literature of the now banned South African Students Organisation (SASO) and the Black Peoples Convention (BPC) reflects this collective meaning. One of the tenets of the Black Consciousness philosophy is that the concept "Black" represents all those persons who are oppressed by the White Government of South Africa, refer to McDonald, S F: "The Black Community" appearing in Bissell, R. E. and Crocker, C. A. (eds): South Africa into the 1980s, Westview Press/Boulder, Colorado, 1979, p. 121.
20. The concepts Indian and Coloured refer to racial categories of persons contemplated in section 1 of the Population Registration Act, 1950 (Act 30 of 1950).

refers to a native or indigenous person or people of Africa. This distinguishes him from European or Asiatic settlers or their descendants.²¹ The South African Government employs the term "Black" to refer exclusively to Africans.²² The Central Government avoids the use of the term "African" to refer to the native people of South Africa for the reason that a particular segment of European settlers, descended from the Dutch, has adopted the designation "Afrikaner."²³ The concepts African and Black are used interchangeably in this study.

1.4.2 Urban

The term urban refers to an area falling under the jurisdiction of a local authority as contemplated in the Blacks (Urban areas) Consolidation Act, 1945 (Act 25 of 1945). Black local authorities instituted in terms of the Black Local Authorities Act, 1982 (Act 102 of 1982) have been established and exercise jurisdiction in respect of such urban areas. These urban local government institutions should be clearly distinguished from any structures established in respect of townships falling under the

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21. Refer to The Reader's Digest Great Encyclopaedic Dictionary, The Reader's Digest Association, Volume 1 A-L, Oxford University Press, London, 1974, p. 32.
 22. Refer to section 1 of the Population Registration Act, 1950 (Act 30 of 1950).
 23. According to The Reader's Digest Great Encyclopaedic Dictionary, *op. cit.*, an Afrikaner means a "person born in South Africa of European stock (now usually one descended from Dutch, not British, settlers)."

jurisdiction of a self-governing territory, viz., KwaZulu Government. Such township councils are created in terms of the Regulations for the Administration and Control of Townships in Black Areas, Proclamation R153, 14 October 1983. Black local authorities should also be distinguished from advisory structures created for the released areas, viz., Clermont near Pinetown and Edendale near Pietermaritzburg, which are controlled according to the Better Administration of Designated Areas Act, 1963 (Act 51 of 1963).

1.4.3 South African political system

The Republic of South Africa is a unitary state comprising a three tier governmental structure. There is a central government which is vested with the highest authority in and over the whole State, ²⁴ four provincial authorities ²⁵ and a large

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24. Refer to section 30 of the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983).
 25. Refer to section 1 of the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) which identifies these provinces as Cape of Good Hope, Natal, Orange Free State and Transvaal.

number of a variety of local authorities²⁶ within each province.
 The Central Government's policy of apartheid²⁷ has resulted in
 the mushrooming of several self-governing territories for the
 various African ethnic groups.²⁸ Some of these self-governing
 units have been granted some sort of separation from the Republic
 of South Africa and are, indeed, regarded by South Africa as²⁹
 having been accorded political independence. The independence

26. Local authorities for the race groups designated as Whites in terms of the Population Registration Act, 1950 (Act 30 of 1950) are created by a provincial authority according to the provisions of the Provincial Government Act, 1961 (Act 32 of 1961). Local authorities for the race groups designated Coloureds and Indians are established according to the Group Areas Act, 1966 (Act 36 of 1966). Local authorities for Africans in the designated urban areas, the so-called White areas, are established according to the Black Local Authorities Act, 1982 (Act 102 of 1982). A series of quasi-metropolitan bodies designated regional services councils have been established in terms of the Regional Services Councils Act, 1985 (Act 109 of 1985) and these councils have been lumped together with the local authorities to constitute the third tier of government.
27. Refer to sub-heading 1.4.4 below for an explanation of the meaning of the concept apartheid.
28. The Promotion of Black Self-Government Act, 1959 (Act 46 of 1959) provides for the creation of these ethnic units.
29. Political separation has been accomplished through the following Acts:
 - (i) Status of Transkei Act 1976 (Act 100 of 1976).
 - (ii) Status of Bophuthatswana Act, 1977 (Act 89 of 1977).
 - (iii) Status of Venda Act, 1979 (Act 107 of 1979).
 - (iv) Status of Ciskei Act, 1981 (Act 110 of 1981).

of these political entities is recognized only by its creator and no other state has extended recognition to any of them. The self-governing territories, such as KwaZulu, QwaQwa, Kangwane and the rest, fall under the direct control of the Central Government³⁰ and they are, for all practical purposes, virtually equivalent to the second tier authorities though they are endowed with authority which exceeds that normally exercised by the provincial authorities.

1.4.4 Apartheid

According to The Reader's Digest Great Encyclopaedic Dictionary,³¹ apartheid is an Afrikaans term which refers to a "policy of racial segregation in South Africa." Apartheid has subsequently been variously labelled "separate development," "multi-national development," or "plural or (parallel) democracy."³² Apartheid has manifested itself in the conception,

30. Refer to the National States Constitution Act, 1971 (Act 21 of 1971).

31. The Reader's Digest Great Encyclopaedic Dictionary, op. cit., p. 51.

32. Refer to Schrire, R (ed): South Africa: Public Policy Perspectives, Juta and Company Limited, Cape Town, 1982, p. 113. Refer also to The New Parliament, issued by the Department of Foreign Affairs, Perskor, Pretoria, 1984, p. 3 and Cooperative Co-Existence: The Road to Peace, Safety, Development, issued by the then Ministry of Cooperation, Development and Education, Pretoria, January 1985.

formulation and imposition of constitutional arrangements which are patently objectionable to the majority of South Africans. Despite the subsequent inclusion of Coloureds and Indians in the national political system, albeit at the first tier of government only, the political power still rests virtually in the hands of the White race.³³

1.4.5 Scalar structure

A scalar or line organization structure exhibits certain pivotal structural characteristics which may be reduced to hierarchy and differentiation or specialization. Hierarchy involves levels of graded authority that ensure a firmly ordered system of superordination and subordination in which higher offices supervise lower ones. This construction results in a formal scheme of interlocking superior - subordinate relationships which assumes a pyramidal form. Differentiation relates to the specialized allocation of tasks into roles. The structure provides for a functional relationship.³⁴

33. Refer to the provisions of the Republic of South Africa Constitution Act 1983 (Act 110 of 1983) particularly sections 7, 30 and 70 and the present composition of the Cabinet still indicates clearly which race group wields effective power.

34. Refer to Chruden, H J and Sherman, Jr. A W: Managing Human Resources, South-Western Publishing Company, Cincinnati, 1984, p. 55; and Heady, F: Public Administration: A Comparative Perspective, Prentice-Hall Inc. Englewood Cliffs, New Jersey, 1966, p. 20.

CHAPTER 2

Origin and development of personnel administration in urban African local government institutions in Natal and Transvaal

2.1 Introduction

In this chapter the main features of the historical development of urban local government institutions for Africans in Natal and Transvaal will be examined as a necessary prelude to the proper appreciation of the nature and operation of personnel administration in the contemporary municipal institutions which constitutes the subject of the later chapters. This brief historical perspective will be developed from the humble origins of the locations, villages and townships of the colonial era, the early years of the Union Government and it shall extend to the local government institutions that have gradually unfolded over the decades from rudimentary advisory structures to relatively more sophisticated policy-making and executive institutions.

2.2 Colonial period: 1843-1910

2.2.1 Early origin and development of urban policy relating to Africans

The colonial period witnessed the drift by some Africans from the

rural areas to the budding industrial and commercial growth points which soon developed into towns.¹ The consequence of this drift by Africans was that rudimentary settlements soon sprang up.² Each town had a corresponding African settlement designated a "Native village," "location" or "township."³ These settlements were not located within the towns, but grew, according to official policy, on the outskirts of these towns.⁴ As an increasing number of Africans began to live in close proximity to the towns, an official policy was evolved to regulate these African settlements. This official policy was characterized by a considerable diversity in the laws and in the practice from one colony to another.⁵

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1. Davenport, I R H: The Beginnings of Urban Segregation in South Africa, The Natives (Urban Areas) Act of 1923 and its Background; Occasional Paper No. 15, Institute of Social and Economic Research, Rhodes University, Grahamstown, 1971, p. 1.
 2. Ibid. See also Godlo, R H: "Urban Native Conditions" Some Aspects of the Native Question, Selected Addresses Delivered at the Fifth National European Bantu Conference, July 5-7, 1933, South African Institute of Race Relations, Johannesburg, p. 101.
 3. Davenport, op. cit.
 4. Ibid.
 5. Ibid.

In the Natal colony the urban location had no legal existence until the 20th century, but in the Transvaal, as in the Cape colony, it had an earlier origin.⁶ In the Transvaal, however, urban locations were at first conceived as places for Asiatic rather than African residence;⁷ "Thus the Republican Act of 1885 (Act 4 of 1885) which gave the Government power 'for purposes of sanitation, to assign to them certain streets, wards and locations' was directed at the native races of Asia, including the so-called Coolies, Arabs, Malays and Mohamedan subjects of the Turkish Empire."⁸ The existence of the mine compound system was perceived as eliminating the need for any special provision for Africans in the early Transvaal municipal laws.⁹ At all events, the legal recognition of urban African locations in the Transvaal was a gradual process. The Town Regulations of 18 September 1899 made no reference to them at all, but merely laid down that "Coloured persons (a term taken to include Africans) may not reside in places abutting on the public streets in a town or a village, but it shall be permitted to every householder or owner of an erf to keep in his backyard the servants he requires for

6. Ibid. p. 4.

7. Ibid.

8. Ibid.

9. Ibid.

domestic service."¹⁰ Town councils were authorized to lay out locations in the Crown Colony Government's Municipal Corporations Ordinance No. 58 of 1903, which also allowed them to regulate¹¹ "the housing of Natives by their employers." The right of town councils to control both locations established under the 1903 Ordinance and those which were already in existence before the¹² Ordinance was not clearly laid down until 1905.

The presence of Africans in the towns of the Natal colony, where the urban centres were close to the African reserves, soon became a central issue. A memorandum by Theophilus Shepstone, Secretary for Native Affairs, put the influx of Africans in search of work¹³ as the major problem. Natal towns in general, and Durban in particular, sought protection from an inrush of "disorientated peasants," and Shepstone's memorandum contained the germ of the regulations which were promulgated in the name of Sir Benjamin Pine, Lieutenant-Governor and Supreme Chief of Natal, in March¹⁴ 1874. "No casual workseeker was to stay for more than five

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10. Regulations for Towns in the South African Republic, 18 September 1899, printed in Statutes of the South African Republic, 1837 - 99, pp. 429-433.
 11. Sections 37-42 of the Crown Colony Government's Municipal Corporations Ordinance No. 58 of 1903, Transvaal.
 12. Davenport, op. cit., p. 5.
 13. Swanson, M W: "Urban Origins of Separate Development," Race, X (1968-69), pp. 31-40.
 14. Natal Government Gazette, 31 March 1874.

days in Pietermaritzburg or Durban without becoming enrolled as a 'togt' or daily paid labourer, which meant having his name placed on a register, wearing a badge 'in some conspicuous part of his person' paying 2s 6d (a rough equivalent of twenty-five cents) a month, and offering his services to any householder who required them at a rate of pay determined by the magistrate. In due course these 'togt' regulations promulgated by the Supreme Chief would be superseded by an enabling Act of 1902 which removed the supervision of 'togt' labour from the office of the Governor and placed it in the hands of the municipal authorities, which were empowered to administer the system in their own way, and could require 'togt' labourers to live in compounds.¹⁵ The necessity for providing special accommodation was also underlined by Alexander, Superintendent of the Durban Police, when he gave evidence to the Lagden Commission in 1904.¹⁶

Alexander's concern about accommodation was shared by the Natal legislature which had in fact taken action to deal with the accommodation problem of urban Africans by enabling town councils to establish locations on lines similar to the Cape Act of 1902,¹⁷ save that the initiative was left with the town council

15. Davenport, op. cit., p. 4.

16. Report of the South African Native Affairs Commission, 1903-1905, Vol. III, pp. 640-641.

17. Cape, Act No. 40 of 1902.

and not given to the central government.¹⁸ "By 1910, Natal had worked out the main lines of its labour policy and its accommodation policy."¹⁹ Thus, in both Natal and Transvaal similar problems had led White governments to propose similar, but by no means identical, solutions. Regulations for the control of Africans, Indians and Coloureds were drafted and enforced to control and canalize their labour, check ill-health and prevent its contagion. The most characteristic development in both colonies was the location.²⁰ The administration of the location was vested in the White local authorities who exercised their functions through regulations framed under statutory powers and subject, before promulgation, to the approval of the central governments of the respective colonies.²¹

2.2.2 Early municipal personnel policy

In the Transvaal there was an absolute exclusion from the franchise and also from every public office of every person who

18. Natal, Act No. 2 of 1904.

19. Davenport, op. cit.

20. Ibid., p. 6.

21. Hellmann, E: "Urban Areas," Handbook on Race Relations in South Africa. edited by Hellmann, E, Oxford University Press, (published for the South African Institute of Race Relations) Cape Town, 1949, p. 230.

was not a European.²² This exclusion was a matter, not of custom, but a deliberate act enshrined in written law.²³ The tendency in Natal was to approximate more closely to the Transvaal and the Orange Free State than to the Cape.²⁴ In both Natal and the Transvaal the African did not play any role in municipal government. He was rather the object of local administration than a participant.

The administrative, clerical, professional and technical offices of the central government public service comprising practically all the higher posts were specially reserved for the Europeans.²⁵

This practice was extended to the personnel policies of the local authorities. Urban administrative officials for the various municipal departments were recruited only among members of the European community. Each local authority established a municipal department designated a "Department of Non-European Affairs" to deal with matters pertaining to the urban African.²⁶ These

22. Brooks, E: "Government and Administration," Hellmann, E (ed): Handbook on Race Relations in South Africa, Oxford University Press (published for the South African Institute of Race Relations) Cape Town, 1949, p. 27.

23. Ibid.

24. In the Cape Colony, whatever the practice was, the theory of government was based on the refusal to recognize race or colour as a qualification to participate in the political process. In the Orange Free State racial prejudice was as intense as it was in the Transvaal.

25. Brookes, op. cit., p. 33.

26. Vosloo, W B et. al.: Local Government in Southern Africa, Academica, Pretoria, 1974, p. 40.

municipal officials administered laws which placed restrictions on the African people - service contract registration, location regulations and the like.²⁷

The superintendent, an official attached to the "Department of Non-European Affairs," was responsible for location administration.²⁸ Suzman and Kahn²⁹ later strongly advised that the greatest care should have been taken in the recruitment and training of these and other officials since so much of local administration is connected with regulations causing untold inconvenience to the African, that it is essential that those officials should be sympathetically disposed toward the Africans and aim to improve relations, between the African and the official, which are so often unharmonious.³⁰ They suggested further that these officials should be recruited from amongst that small but valuable group of Europeans which desires to work amongst the Africans.³¹ "Such persons should be assured that their position would be secure, and that they will not be arbitrarily moved to some other municipal department."³²

27. Suzman, H and Kahn, E: New Lines in Native Policy, South African Institute of Race Relations, Vol. XIV, No. 2, Johannesburg, 1974, p. 21.

28. Ibid.

29. Ibid.

30. Ibid.

31. Ibid.

32. Ibid.

Suzman and Kahn warned very strongly against the appointment of location superintendents who were too often unqualified for the posts.³³ "Retired policemen and army officials are not necessarily, by virtue of their past experience and present genteel poverty, suited to the post of location superintendent. Nor are ex-farmers and rural sub-clerks,"³⁴ with a knowledge of the vernacular and tribal organization, as suitable as trained administrators with a sociological approach.

2.3 The Union Government and later the Government of the Republic of South Africa: 1910 to the present

2.3.1 Establishment of a mechanism to control urban African affairs

According to Hellmann, "with the passage of the Act of Union in 1909, a contradiction immediately became apparent. Section 85 of the Act vested the control of municipal legislation and administration in the provincial councils, while Section 147 reserved to the Governor-General-in-Council the control and administration of Native Affairs. Finally the view of the Native Affairs Department prevailed that it must be recognised as the

33. Ibid.

34. Ibid., pp. 21-22.

controlling authority in order to ensure uniformity of policy and
 be in a position to exercise supervising authority."³⁵ Hellmann
 submits further that the view adopted by the Native Affairs
 Department was, subsequently, confirmed by the courts, which
 held that all regulations affecting Natives required for validity
 the approval of the central government.³⁶

Davenport observes that the governments of Botha³⁷ and Smuts³⁸
 hungered for a uniform policy for the solution of South Africa's
 racial problems, "but they advanced into the minefield of race
 relations with their eyes focused neither on a distant star nor
 on the ground immediately below their feet."³⁹ Though the Union
 Government provided itself with powers, the mere provision of
 powers in itself did not ensure that such powers would be
 exercised. After Union had been established, the stage was set
 for the more "effective" administration of urban African
 communities, but many years had yet to pass before any steps were
 taken toward the resolution of this issue.⁴⁰ According to

35. Hellmann, op. cit., p. 232.

36. Ibid.

37. General Louis Botha served as the first Prime Minister of the Union of South Africa.

38. General Jan Smuts became the second Prime Minister of the Union of South Africa.

39. Davenport, op. cit., p. 8.

40. Hellmann, op. cit., p. 232.

Hellmann, during this period the central government lacked the⁴¹ authority to insist that its recommendations be carried out.

2.3.2 Early proposals for a policy relating to urban Africans

In 1918 the Department of Native Affairs released its proposals⁴² for the urban areas for the first time. This Bill proposed to let local authorities set aside for African use "any areas ... as⁴³ at the commencement of this Act are occupied by Natives" and if necessary to add to them. It allowed the Governor-General to compel the Africans to live in locations, but took over the⁴⁴ exemptions allowed in the laws of the various provinces. The Bill introduced several new ideas which would eventually become part of the South African location system, such as the separate African revenue account and some semblance of representative⁴⁵ local government in the form of advisory boards, but made no⁴⁶ attempt to define them.

41. Ibid.

42. Davenport, op. cit., p. 8.

43. Ibid.

44. The exemptions related to the operation of Native laws as well as curfew restrictions imposed on Africans.

45. See the Union Gazette Extraordinary, 19 January, 1918 for the text of the Bill.

46. Davenport, op. cit., p. 9.

A severe influenza epidemic that hit South Africa in 1918 afforded to the general public a startling revelation of the distressing conditions under which the Africans lived in the urban centres and also to what extent these conditions were a standing menace to the health of the whole population, African and European alike.⁴⁷ This apprehension served as an incentive to press ahead with the urban areas legislation. In the execution of this task the Department of Native Affairs received the assistance of two new bodies, i.e. the statutory Native Affairs Commission set up under the Natives Affairs Act, 1920 (Act 23 of 1920) and the Transvaal Local Government Commission under the chairmanship of Colonel C F Stallard.⁴⁸ In its report issued in 1922, the Department of Native Affairs announced a revised Bill.⁴⁹ This Bill contained most of the clauses of the 1918 Bill, had a pronounced welfare focus, and aimed to give local authorities necessary powers to provide adequate housing and services, if necessary by borrowing money and recouping themselves through trading ventures in the locations.⁵⁰

47. Ibid., p. 13.

48. Ibid.

49. Ibid.

50. Ibid.

As in the Bill of 1918, the new Bill still intended to give Africans some measure of security of tenure in the urban centres; "Encouragement is given to the Native himself to improve his surroundings by providing for the establishment of Native villages where fixity of tenure can be secured and the Native may build his own house subject to the health and sanitary requirements of the local authority."⁵¹ Davenport asserts that it was not the intention of the Transvaal Local Government Commission to give any such security, for that Commission was wedded to the dogma that the Native should only be allowed to enter urban areas, which are essentially the White man's creation, when he is willing to enter and to minister to the needs of the White man, and should depart therefrom when he ceases so to minister.⁵²

After the second reading the Bill was referred to the Select Committee on Native Affairs.⁵³ The Select Committee "not only rejected the principle of individual tenure, but threw out the ameliorative proposals in the Registration and Protection Bill with regard to passes, and then incorporated the control

51. Union Government, 34, 1922, p. 14.

52. Davenport, op. cit., p. 13. See also Transvaal Province, I, 1922, paragraph 42.

53. Davenport, op. cit., p. 17.

provisions of that measure in the Urban Areas Bill." ⁵⁴ The Bill was eventually passed in this latter form into the Natives (Urban Areas) Act, 1923 (Act 21 of 1923). Smuts had reversed, to the great disappointment of the Africans, an important principle of the Bill at a late stage, considering the enormous amount of preparatory work which lay behind it, without consulting the "Native Conference" which he had set up for just this purpose, ⁵⁵ having obtained its consent to the original version. Davenport concludes that the Act was not "in all respects bad law. The ⁵⁶ 1923 Act, by contrast, did not create conditions of hardship." Its worst flaw was the damage it did to the African's confidence in the word of the White legislator.

Although the Natives (Urban Areas) Act, 1923 (Act 21 of 1923) gave local authorities extensive powers, "they were very slow to accept the responsibilities given them. The Native Affairs Commission, reviewing the position in 1937-38, refers to the 'twilight of purpose' in which Native urban administration proceeded even after the passage of the Act and considers that little else could have been expected 'when Native policy itself ⁵⁷ was still undecided.'" Subsequent amendments to the Act,

54. Ibid.

55. Ibid., p. 23.

56. Ibid.

57. Hellmann, op. cit., p. 233.

particularly those embodied in the Native Laws Amendment Act, 1937 (Act 46 of 1937), introduced new powers to control and restrict the entry of Africans into towns, and brought the urban land policy into line with the Native Land Act, 1913 (Act 27 of 1913) by prohibiting the acquisition of land by an African from a "non-Native" except with the Governor-General's consent.⁵⁸

Hellmann observes that in general, these stringent conditions reflected a hardening of European opinion and the view that the urban area is to be regarded as an enclave where the European interest is paramount and within which the Native may only be permitted more or less on sufferance.⁵⁹

2.3.3 Establishment of advisory boards: 1923

The Natives (Urban Areas) Act, 1923 (Act 21 of 1923) made the establishment of an advisory board for every location obligatory.⁶⁰ This provision was retained by the Natives (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945),⁶¹

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- 58. Ibid. Refer also to section 6 of the Natives (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945).
 - 59. Race Relations, Vol. VII, No. 4, p. 59.
 - 60. Section 21 of the Natives (Urban Areas) Act 1923 (Act 21 of 1923).
 - 61. Section 21 of the Natives (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945).

which repealed the 1923 Act.⁶² Beyond laying down that the board must consist of not less than three Africans resident within the board's area of jurisdiction and that the chairman may be a European, the Act did not prescribe to the local authorities in regard to procedure.⁶³ "It appears that the majority of local authorities (had) followed the model regulations formulated by the Native Affairs Department which provided for a board of six members, three elected annually by registered occupiers in the location and three nominated by the local authority with the superintendent of the location as ex officio chairman."⁶⁴ The functions of the advisory boards were purely consultative. They had no executive or legislative functions.⁶⁵ Any regulations proposed by the local authority in connection with the administration of locations or "Native villages" had to be referred to the advisory board for report, and such regulations would be approved by the Administrator or Minister only after the consideration of such report by the local authority.⁶⁶

62. See schedule of laws of the Natives (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945).

63. Section 10 of the Natives (Urban Areas) Act, 1923 (Act 21 of 1923); see also section 21 and 38(3)(d) of the Natives (Urban Areas) Consolidation Act, 1945, (Act 25 of 1945). See also Hellmann, op. cit., p. 265.

64. Hellmann, op. cit., p. 265.

65. Section 10 of the Natives (Urban Areas) Act, 1923 (Act 21 of 1923) and section 21 of the Natives (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945).

66. Section 21 of the Natives (Urban Areas) Consolidation Act, 1945.

2.3.4 Establishment of urban Black councils: 1961

Hellmann observes that there were "from time to time numerous suggestions for strengthening and reconstituting the advisory boards."⁶⁷ These suggestions stemmed from "a rising volume of criticism proceeding from official and unofficial sources directed against the advisory board system."⁶⁸ It was suggested, for instance, that the system of advisory boards should be replaced by "urban Native Council(s) which would have executive functions and control a certain proportion of the Native Revenue Account."⁶⁹ These suggestions were adopted by the Central Government and they found expression in the establishment of urban Black councils in terms of the Urban Black Councils Act, 1961 (Act 79 of 1961). The object of the Act was to provide for the establishment of urban Black councils, the conferring of administrative, executive, judicial and police powers on certain Blacks and the establishment of community guards in certain areas.⁷⁰

In terms of the Act, a White local authority could establish an urban Black council for an urban Black residential area within

67. Hellmann, op. cit., p. 266.

68. Ibid.

69. Ibid.

70. See the long title of the Act.

its area of jurisdiction.⁷¹ This step could be taken only after due consultation with the existing advisory boards or where there was no advisory board in existence, if the urban Black residents so desired.⁷² Vosloo remarks that "by 1971, a total of 23 such councils had been established at most of the larger urban centres. Apparently there is still a large measure of hesitation on the part of most local authorities to take the next step."⁷³ Even where such urban councils had been established, the extent to which specific powers and functions, contemplated in the Act,⁷⁴ were actually assigned to these councils varied considerably.

"In most cases few executive functions have been conferred on these urban councils."⁷⁵ During this phase there seemed to be considerable ambivalence in the official policy regarding the role the urban Black councils were destined to play. According to Vosloo, this ambivalence was due to the position that there was a large measure of uncertainty as to whether the urban African "would be recognised as a permanent member of the (urban) population and therefore entitled to the establishment of full

71. Section 2(1).

72. Section 2(2).

73. Vosloo, W B: "South Africa: Local Government in White Areas," Vosloo, W B et. al.: Local Government in Southern Africa, Academica, Pretoria, 1974, p. 44.

74. Ibid., p. 45.

75. Ibid.

scale municipalities,"⁷⁶ or whether he would continue to be regarded as a temporary sojourner who would be linked to a self-governing political entity for purposes of exercising his political rights.⁷⁷

2.3.5 Personnel provision: the role of the Department of Native Affairs and urban White local authorities: 1923 to 1971

The central direction and control of urban African policy vested with the Department of Native Affairs. The field activities were performed by the urban White local authorities.⁷⁸ These local authorities operated on an agency basis for the Central Government in regard to urban African administration.⁷⁹ The administrative unit of a local authority responsible for urban African administration was designated the Department of Black Administration under the control of a municipal administrative

76. Ibid.

77. Ndlovu, A M: Local Government and Administration for Blacks in the Urban Areas of the Republic of South Africa, with special reference to the areas under the jurisdiction of the Natalia Development Board, (unpublished Dissertation) University of Durban-Westville, Durban, 1985, p. 38. Refer also to sections 2 and 3 of the National States Citizenship Act, 1970 (Act 26 of 1970).

78. Vosloo, op. cit., p. 40.

79. Ibid., p. 41.

official designated a director.⁸⁰ According to the Blacks (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945) every urban local authority had to appoint one or more officers or assign one or more of its officers for the administration of the local labour bureau established within its area and for the administration of any location, Black village or Black hostel within its area or for any portion of any such location, Black village or Black hostel, and could, subject to the approval of the Minister, appoint one of the officers so appointed or so assigned or any other officer for the administration of its department of Black administration and could likewise appoint a⁸¹ deputy and an assistant to such officer.⁸² "No officer so appointed or assigned (could) assume the duty of such management until he (had) been licensed as prescribed." The Act also provides for the issue of a temporary authority by the Commissioner to an officer for a period not exceeding twelve months to assume such management or to deputize or act for such an officer.⁸³ "Such a temporary authority may at any time on good cause shown be withdrawn by the Commissioner, after consultation with the urban local authority concerned."⁸⁴ In

80. Section 22(1)(a) of the Natives (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945).

81. Ibid.

82. Section 22(1)(b).

83. Section 22(1)(c)

84. Ibid.

terms of section 22(1)(d) the Minister could, at any time on good cause shown, after reference to the urban local authority concerned, withdraw any such licence whereupon the officer concerned should cease to perform the duties to which he was so appointed or assigned.

"Any officer referred to in subsection (1) or other officer of the department of Black administration of any urban local authority shall act in accordance with such lawful instructions as he may from time to time receive from the officer appointed or assigned for the management of such department or his deputy or assistant, and an officer so appointed or assigned, his deputy or assistant, shall be vested with and may exercise the powers vested in or exercised by any such officer as is referred to in subsection (1) or any such other officer of the department of Black administration of that urban local authority." ⁸⁵ Any officer appointed or assigned in terms of the Blacks (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945) could not be removed from his office without his consent or have his salary or other emoluments reduced, unless the Minister had notified to the urban local authority his approval. ⁸⁶ Urban local authorities could, however, suspend any such officer from the duties of his

85. Section 22(1) ter.

86. Section 22(2).

office for incapacity, neglect or misconduct, pending the notification by the Minister of his approval of the removal from office of that officer and in the event of such approval being notified the officer could be deemed to have been removed from office from the date of the suspension.⁸⁷

The Minister could appoint one or more officers "who shall at all reasonable times have the power after consultation with the urban local authority concerned or with the officer appointed for the management of its department of Black administration, to inspect any location, Black village or Black hostel."⁸⁸ It was the duty of such officers to confer with the urban local authority and in consultation, with the urban local authority to enquire into any matter affecting the well being and welfare of Blacks which could come to their notice.⁸⁹ "Every Commissioner shall be deemed to have been appointed under this subsection as an officer for the area of his jurisdiction."⁹⁰ These officers could, after consultation with the urban local authority or with the officer appointed for the administration of its department of Black

87. Ibid.

88. Section 22(3)(a).

89. Ibid.

90. Ibid.

administration, convene or address any meeting of the Black⁹¹ advisory board or of the urban Black council. The Director of the Department of Black Administration had a duty to report to the urban local authority any irregularity which could occur in his department which came to his notice or any occurrence which he considered it advisable to bring to the notice of the urban⁹² local authority. The urban local authority was obliged to transmit, within seven days after receipt of such report a copy⁹³ thereof to the Secretary for Native Affairs.

2.3.6 Powers of urban White local authorities relating to the formulation of regulations to control townships and hostels for African occupation

An urban local authority could, by resolution passed after at least seven days' notice thereof at a meeting at which not less than two-thirds of its members were present, make regulations, not inconsistent with the Blacks (Urban Areas) Consolidation Act, 1945, relating to, inter alia, the following matters:

- (a) the terms and conditions of residence in locations, Black villages and Black hostels;

91. Section 22(3)(b).

92. Section 22(6).

93. Ibid.

- (b) the management and control of locations, Black villages and Black hostels;
 - (c) the employment of officers and other persons for the management and control of locations, Black villages and Black hostels and for the carrying out of any services required by this Act or the regulations thereunder to be performed by the urban local authority and the definition of the powers, duties and functions of such officers and other persons, including the supervision by such officers and other persons of the housing of Blacks residing on private premises outside locations; (and)
 - (d) the mode of election or selection of members of Black advisory boards, the procedure of such boards, the period and conditions of office, the definition of the duties and functions of members of such boards and the convening⁹⁴ and conduct of meetings of members of such boards.
-

2.3.7 Establishment of administration boards: 1971

2.3.7.1 Object of administration boards

In 1971 local administrative arrangements for Africans in urban areas took a new dimension. This significant rethink over urban African administration manifested itself in the enactment of the Black Affairs Administration Act, 1971 (Act 45 of 1971). The object of this Act was the establishment of administration boards to exercise powers and execute duties and functions, within their areas of jurisdiction, fulfilled, since the establishment of the Union, by urban White local authorities in regard to urban African administration; to bring about a more effective and uniform administration of Africans over larger areas; to achieve greater mobility of African labour; and to involve experts together with the bodies having a direct interest in African labour more actively in the administration of African Affairs.

95. Administration boards were created in terms of the Black Affairs Administration Act, 1971 (Act 45 of 1971). The administration boards were subsequently redesignated development boards in terms of the Black Communities Development Act, 1984 (Act 4 of 1984) which repealed the whole of the Black Affairs Administration Act, 1971, except section 26.

96. See the long title to this Act and the Black Communities Development Act, 1984.

2.3.7.2 The role of administration boards

Within its administrative area, an administration board was vested and charged with, inter alia:

- "(i) all the rights, powers, functions, duties and obligations-
 - (a) of an urban local authority in terms of the Black (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945), the Black Services Levy Act, 1952 (Act 64 of 1952), the Urban Black Councils Act, 1961 (Act 79 of 1961) and Black Labour Act, 1964 (Act 67 of 1964);
 - (b) of a local authority in terms of the Sorghum Beer Act, 1962 (Act 63 of 1962) and in so far as they relate to the housing of Blacks in terms of the Housing Act, 1966 (Act 4 of 1966);
 - (c) of an urban local authority in terms of section 100 bis of the Liquor Act, 1928 (Act 30 of 1928); and
 - (d) in so far as they relate to Blacks only, of an urban local authority or a local government body

or commissioner in terms of such laws as may from time to time be specified by the Minister by notice in the Government Gazette, but subject to such conditions, modifications or expectations or exceptions as may be specified.

- (ii) Such rights, powers, functions, duties and obligations, in so far as they relate to Blacks only, of an urban local authority or a local government body in terms of the relevant ordinance establishing local authorities or in terms of any other ordinance as the Minister may from time to time after consultation with the Administrator specify by notice in the Government Gazette, but subject to such conditions, modifications or exceptions as may⁹⁷ be specified in the notice."

Riekert observed that the establishment of administration boards "brought about a completely new dispensation in regard to the administration of Blacks in White areas. The functions formerly performed by the more than 420 local authorities and the more than 300 district labour offices of the Commissioners in the

97. Section 11(1)(e) of the Black Affairs Administration Act, 1971 (Act 45 of 1971) and section 29 of the Black Communities Development Act, 1984 (Act 4 of 1984).

White area are now dealt with by the administration boards⁹⁸
 through 394 local and 304 district labour bureaux."

2.3.7.3 Personnel provision under administration boards

According to the Black Affairs Administration Act, 1971 (Act 45
⁹⁹
 of 1971) an administration board carried out its functions
 through:

- (a) persons in the service of a local authority who were
 seconded, with their consent, to the service of the
 administration board, by arrangement with such local
¹⁰⁰
 authority;
- (b) other persons as were appointed by the board on such
 conditions and at such remuneration as the board deemed
¹⁰¹
 fit.

98. Riekert, P J (Chairman): Report of the Commission of Enquiry into legislation affecting the Utilisation of Man-power (Excluding the legislation administered by the Department of Labour and Mines), Government Printer, Pretoria, 1976, p. 66.

99. Section 10.

100. Section 10(1)(a).

101. Section 10(1)(b).

The Act also provided that whenever the area under the jurisdiction of any local authority was incorporated into the administration area of a board, such local authority was obliged to second every person employed in the department or section of such local authority administering African affairs to the service of such board, with effect from the date on which such local authority area was incorporated.¹⁰² The validity of such secondment extended over a period of six months only.¹⁰³ It was arranged that any person seconded to the service of a board would remain subject to the terms and conditions of his employment under the local authority concerned during the subsistence of the secondment.¹⁰⁴

It was provided that an administration board to whose service any person employed by an urban local authority was seconded would offer employment in any post established under the board to any such person on terms and conditions and at such remuneration as the administration board would decide.¹⁰⁵ These terms, conditions and remuneration would not be less favourable than those applicable to him as an employee of the urban local authority.¹⁰⁶

102. Section 10(5).

103. Ibid.

104. Section 10(2).

105. Section 10(6).

106. Ibid.

Any person to whom employment had been offered in terms of subsection (6) and who elected not to accept such employment would be dealt with by the local authority concerned in terms of the provisions governing his conditions of service; provided that if the Minister, after consultation with the local authority, was of the opinion that any such person's election not to accept such employment or appropriate alternative employment without reduction in remuneration offered to him by such local authority was unreasonable, such person would be deemed to have resigned from the service of the local authority.¹⁰⁷ Any¹⁰⁸ decision by the Minister in this regard was final.

Each administration board appointed one person as the Chief¹⁰⁹ Director. The Chief Director served as the chief executive¹¹⁰ officer of the administration board. No administration board could appoint any person to the position of Chief Director or his deputy or assistant, or to any other post under an administration board the minister could designate, unless the Minister had¹¹¹ approved the appointment in writing.

107. Section 10(10)(a).

108. Section 10(10)(b).

109. Section 10(15)(a).

110. Ibid.

111. Section 10(15)(b); see also section 11(1)(a).

2.3.8 Establishment of community councils: 1977

2.3.8.1 Object of community councils

As a result of the lack of popularity and effectiveness of the system of advisory boards and the urban Black councils the Central Government modified its urban African policy by granting¹¹² some measure of local autonomy to African urban communities.

This semblance of local self-government manifested itself in the creation of a system of community councils. The Community Councils Act, 1977 (Act 125 of 1977) provided for the institution¹¹³ of local bodies with some measure of executive authority.

¹¹⁴According to the Act, the Minister of Plural Relations and Development, could establish a community council for any area in an urban residential area after consultation with the administration board concerned and every urban Black council and every Black advisory board established for the area for which such community council was proposed.

112. Riekert, P J: "Black Local Government in the Republic of South Africa," Van Vuuren, D J et. al.: Change in South Africa, Butterworths, Durban, 1983, p. 147.

113. Sections 2 and 5 of the Community Councils Act, 1977 (Act 125 of 1977).

114. Section 2.

2.3.8.2 Role of community councils

The community councils would, as it were, function alongside the existing administration boards. They assumed, in some instances, certain powers and duties of the existing administration boards, for example, a community council "shall have, with regard to any power or duty which, immediately before the date on which such power vested in it or it was charged with such duty that was exercised or performed by an administration board, all the rights, powers, functions, duties and obligations of an urban local authority in terms of the laws mentioned in section 11 (i)(e) of the Black Affairs Administration Act, 1971." ¹¹⁵ It must also be observed that the "rights, powers, functions, duties and obligations vested in a community council or with which it may be charged by virtue of the provisions of subsection (1) (m) shall, subject to the provisions of this Act, devolve upon such council to the exclusion of the administration board or any other urban local authority." ¹¹⁶

Though Riekert believed that community councils constituted the first proper form of local self-government for the African urban communities in the Republic of South Africa, ¹¹⁷ Cloete, on the

115. Section 5(1)(m).

116. Section 5(2).

117. Riekert, op. cit. p. 147.

contrary, observed, rightly, that when these structures were introduced in 1977 it was intimated that such bodies would only¹¹⁸ be the forerunners of full-fledged urban local authorities.

Indeed, in 1982 a bill was introduced in Parliament for the creation of the envisaged urban local authorities for the African¹¹⁹ urban residents.

2.3.8.3 Personnel provision and community councils

The Community Councils Act, 1977 (Act 125 of 1977) provided that a community council could appoint such staff as it deemed necessary for the exercise of its powers and the performance of¹²⁰ its duties. This power could be exercised by a community council subject to the concurrence of the administration board concerned and also any conditions the Minister of Plural¹²¹ Relations and Development could lay down. The Act also provided that the Minister could approve the performance of duties for and on behalf of a community council by an officer or employee of the public service if he deemed it necessary for the

118. Cloete, J J N: Central, Provincial and Municipal Institutions of South Africa, J L Van Schaik, Pretoria, 1982, p. 289.

119. This Bill resulted in the enactment of the Black Local Authorities Act, 1982 (Act 102 of 1982).

120. Section 5(1)(i).

121. Ibid.

effective performance of the functions of a community council.¹²²

An administration board could place some members of its staff at the disposal of a community council for the performance of its duties.¹²³

An administration board could also transfer, with the concurrence of the community council, an African member of its staff to the service of a community council.¹²⁴

The Ningizimu and Hambanati community councils, falling under the area of jurisdiction of the then Port Natal Administration Board,¹²⁵ appointed their own full-time council secretaries. All the community councils in Natal and Transvaal were not served by staff they had appointed themselves, but were served by personnel of the administration boards except in the few cases where community councils appointed only the incumbents of the office of secretary, but the rest of the staff was appointed by the administration board for the performance of the other various duties and functions of a community council.¹²⁶ "This state of

122. Section 6(1)(a)

123. Section 6(1)(b).

124. Section 6(1A)(a)

125. The area of this board was incorporated into the enlarged area of the Natalia Development Board established under section 3 of the Black Communities Development Act, 1984 (Act 4 of 1984).

126. Du Plessis, H A: "Administrative Requirements for the Development of Towns and Cities for Blacks in Natal," in Coetzee, W A J (ed): The Administrative future of the Natal Region, (Proceedings of a symposium held at the University of Durban-Westville on 7-9 July 1982), pp. 199-200.

affairs resulted in the situation where (administration boards) determine(d) staff requirements and (saw) to it that staff (was) recruited, trained and provided" ¹²⁷ for community councils.

2.3.9 Creation of Black urban local authorities: 1982

2.3.9.1 Object of the Black Local Authorities Act, 1982 (Act 102 of 1982)

In 1982 a Bill was passed in Parliament for the establishment of urban local authorities for the African urban residents. The object of the Act, i.e. the Black Local Authorities Act, 1982 (Act 102 of 1982) was originally to provide for the establishment of local committees, village councils and town councils for Africans in certain urban areas; for the appointment of a Director of Local Government; and for incidental matters. ¹²⁸

The Act provided originally for only two categories of local authorities, namely village councils and town councils. ¹²⁹ The

127. Ibid., p. 200.

128. See the long title of the original 1982 Act. This Act has been amended by the Black Local Authorities Amendment Act, 1986 (Act 58 of 1986). The Act now provides for the establishment of local authority committees, town councils, city councils and town committees for Black persons in certain areas; for the appointment of a Director of Local Government; and for incidental matters.

129. Section 4 of the Black Local Authorities Act, 1982 (Act 102 of 1982). The definitions of local committee and village councils have been deleted and the local authority has been redefined to mean a city council, a town council, a town committee and a local authority committee. Refer to section 1 of the Black Local Authorities Amendment Act, 1986 (Act 58 of 1986).

local committees were mere nominated advisory bodies which did not qualify as local authorities.¹³⁰ All the advisory boards established under section 21 of the Blacks (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945), and which continued to exist by virtue of section 14(2) of the Community Councils Act, 1977 (Act 125 of 1977), and still existed immediately prior to the commencement of the Black Local Authorities Act, 1982 (Act 102 of 1982) were deemed to be local committees established under section 5(1) of the Black Local Authorities Act, 1982.¹³¹

The Minister may by notice in the Government Gazette, after consultation with the Administrator of the province in which, and with the development board in the administration area of which, the area in question is situated, establish under a name mentioned in the notice a city council, a town council, a town committee or a local authority committee for an area defined by an Administrator in the notice in the Provincial Gazette consisting of one or more townships or a portion or portions of a township or townships.¹³² The Minister may dissolve any town

130. Section 5 of the original Act.

131. Section 5(4) of the original Act.

132. Section 2 of the amended Act.

council or two or more town councils and establish under a name mentioned in the notice a town council or city council for the area for which that town council was or those town councils were¹³³ established.

The Minister may also dissolve any town committee or local authority committee or two or more town committees or local authority committees and establish under a name mentioned in the notice a town council for the area for which that town committee or local authority committee was or those town committees or local authority committees, as the case may be, were¹³⁴ established.¹³⁵ He may alter the name of a local authority.

He may dissolve a local authority at the request of or after consultation with that local authority if in his opinion the need¹³⁶ no longer exists.

When a local authority is established under the Act for an area for which a community council had been created under section 2(1) of the Community Councils Act, 1977 (Act 125 of 1977) and which stills exists immediately prior to the commencement of this

133. Section 2(1)(b).

134. Section 2(1)(c).

135. Section 2(1)(d).

136. Section 2(1)(e).

paragraph as substituted by the Black Local Authorities Amendment Act, 1986 (Act 58 of 1986) the community council shall from such commencement be deemed to be a town committee and the area of such community council shall be deemed to be the area of such town committee, and any reference in any law or document to a community council shall be construed as a reference to a town committee.¹³⁷

2.3.9.2 Personnel provision and Black local authorities

An urban Black local authority may cause its work to be performed by persons employed by it on the prescribed conditions or with whom it has entered into contracts for the performance of any particular work.¹³⁸

2.3.9.2.1 Chief executive officer

Parliament makes it imperative that certain categories of officers be appointed by the local authorities to direct their activities, e.g. a local authority shall appoint a person, in the case of a local authority which is a city council, as the town clerk of that city council or in the case of a local

137. Section 2(3)(a).

138. Section 23(1)(a).

authority which is a town council as the town secretary of a town council, or in the case of a local authority which is a town committee or a local authority committee, as the secretary of that town committee or local authority committee.¹³⁹

The town clerk of a city council shall be the chief executive officer of the city council and the town secretary of a town council shall be the chief executive officer of the town council, and the secretary of a town committee or a local authority committee shall be the chief executive officer of the town committee or local authority committee.¹⁴⁰ The chief executive officer is responsible for the execution of the resolutions and general administration of the affairs of the local authority.¹⁴¹

The chief executive officer shall not be removed from office or dismissed from the service of the local authority and his emoluments or allowances shall not be reduced, except under the authority of a resolution adopted by the majority of all the members of the local authority at a meeting specially convened for that purpose, and unless the Minister has approved the removal, dismissal or reduction.¹⁴²

139. Section 30(1).

140. Section 30(2).

141. Section 30(3).

142. Section 30(4).

2.3.9.2.2 Chief officers

An urban Black local authority may establish "two or more departments and charge each department with such functions and duties as it may determine."¹⁴³ For every department established the local authority shall appoint a person as a head of that department.¹⁴⁴ A head of department is responsible for the administration of his department.¹⁴⁵ He performs his functions subject to the direction and control of the chief executive officer.¹⁴⁶ Heads of departments shall not be removed from office or dismissed from the service of the local authority unless the prescribed procedure has been adopted.¹⁴⁷

A head of department is usually identified by the nature of the main activities executed by the department and also by the profession on which the department is based, e.g. town treasurer, medical officer of health, town engineer, and other heads of departments have a general designation such as director, e.g.

143. Section 31(1).

144. Section 31(2).

145. Section 31(3).

146. Ibid.

147. Heads of departments enjoy the same degree of protection accorded to the chief executive officer in terms of section 30(4).

Director: Department of Protective Services and Director:
Department of Housing and Community Development.

2.3.9.2.3 Law enforcement officers

An urban Black local authority may appoint, subject to the approval of the Minister, persons to serve as law enforcement officers in the area of jurisdiction of the local authority. ¹⁴⁸

The duties of these officers comprise "the preservation of the safety of the residents of the area under its jurisdiction; the maintenance of law and order therein; the prevention of crime therein; the investigation of any offence or alleged offence therein; the enforcement of by-laws made by it and by-laws and regulations made by the Minister under this Act; (and) the performance of the functions of messengers according to customary law among Black persons in respect of the exercising of the judicial power of any person on whom such power has been conferred under a provision of any law." ¹⁴⁹ The Minister shall not grant his approval under section 34(1) except after ¹⁵⁰ consultation with the Minister of Law and Order.

148. Section 34.

149. Section 34(1).

150. Section 34(2).

Some Black urban local authorities have already commenced recruitment of candidates to undergo training programmes supervised by the then development boards in the areas concerned. Passing-out parades have already been held for the first intake¹⁵¹ of trainees in some of these local authorities. The appointment of the law enforcement officers does not in any way supersede the role of the South African Police for the Act provides that "Nothing in this section contained shall be construed as derogating from the powers, functions and duties of the South African Police or a peace officer within the meaning of the Criminal Procedure Act, 1977 (Act 51 of 1977)"¹⁵²

2.3.9.3 Placing of staff at the disposal of Black local authorities

If the Minister deems it fit, he may approve, subject to the recommendation of the Commission for Administration or with the approval of any other relevant body, the performance of work for or on behalf of a local authority by an officer or employee of the State or such other body, with the consent of the officer or employee concerned.¹⁵³ A development board may also second, at

151. Passing out parades have been held in local authorities such as Soweto in the Transvaal, and Ibhayi.

152. Section 34(3).

153. Section 35(1).

the request of a local authority and for such period and on such conditions as may be agreed upon between the board and the local authority, any person in the board's service, with the consent of such person, to the local authority for full-time service in the local authority's administration.¹⁵⁴

2.3.9.4 Transfer of employees of a development board or body of persons established under any law to local authorities

A development board or body of persons established under any law may transfer a person in its service to the service of a local authority. This occurs with the concurrence of the local authority concerned and the approval of the Minister must be obtained.¹⁵⁵ Any person transferred under such conditions shall be appointed, as from the date of his transfer, to a post established under the local authority on such conditions as may be prescribed for such a post and at such remuneration as may be determined for such post.¹⁵⁶ The new set of conditions and remuneration package shall not be less favourable than the conditions and remuneration applicable to him as a person employed by the development board or body established by or under

154. Section 35(2).

155. Section 36(1).

156. Section 36(2).

any law.¹⁵⁷ The Act also provides that any sick or vacation leave which stood to the credit of such person immediately prior to his transfer to the local authority shall be deemed to be leave earned by him in the service of the local authority.¹⁵⁸ Persons who are contributors to the Associated Institutions Pension Fund remain, without a break in service, members of such pension fund and are not entitled to the payment of any benefit from such pension fund by virtue of the transfer in so far as the transfer involves the termination of their service with the development board or body established by or under any law.¹⁵⁹

2.4 Summary

The foundations of the present local government institutions for Africans in the urban areas of Natal and Transvaal were laid in the 19th century when the colonial government of Natal and the South African Republic (Transvaal) adopted strategies to meet the increasing flow of Africans into the rudimentary settlements which gradually developed into towns. A striking feature of this early period was that the administration of Africans in urban areas was left almost entirely, by the central authorities, in

157. Section 36(2)(a).

158. Section 36(2)(b).

159. Section 36(3).

the hands of the White urban local authorities. This period witnessed the formation and development of an urban local government policy along racial lines. The greatest test of segregation, accepted by the European settlers as the principle of urban African policy, originated, therefore, with the towns and colonial governments. The European settlers had insisted right from the beginning that their interests in every aspect of life should be supreme.

Against this colonial background, the development of urban local administration along racial lines was a logical consequence which was inherited by the new political order established in 1910. The Union Government adopted the doctrine of segregation and disqualification on the basis of race and colour. Urban White local government institutions in Natal and Transvaal continued, therefore, with the policies of racial discrimination against Africans.

The first decade of the Union Government showed increasing signs of inappropriateness of the urban African policy and anomalies revealed by the outbreak of the severe influenza in 1918 forcibly jerked the Union Government to attend to the formulation of a new policy regarding African residence. The pressure for reform led to the publication of proposals by the Department of Native Affairs relating to the urban areas in 1918. Some of these

proposals were later incorporated into the Bill which was enacted into the Natives (Urban Areas) Act, 1923 (Act 21 of 1923).

Since 1923 the evolution of a system of local administration and the eventual emergence of some measure of local self-government for Africans in urban areas has extended over a number of decades. The main factor that has determined the nature and momentum of this process has been the policy of apartheid adopted by the Central Government. The imperatives of this policy dictated the nature of the institutions to be established for local administration and eventually local self-government; the geographic location of urban areas for Africans; the restrictions imposed on ingress into such areas and also the race or colour of the appointees to the classified personnel establishment of urban local authorities.

When the Central Government eventually accepted that Africans are not mere temporary residents in urban areas, but are a permanent feature of urban development, there emerged a variation of the pattern of local government institutions. The rudimentary advisory structures were gradually transformed into executive bodies and ultimately we saw the emergence of full-fledged urban local authorities. The advent of each phase brought about, more or less, a shift in the personnel policy adopted by the Central Government for urban local government structures for Africans.

CHAPTER 3

Requirements for an efficient and effective personnel system:
a theoretical perspective

3.1 Introduction

In this chapter a theoretical analysis of the requirements for an efficient and effective personnel system will be undertaken with a view to identify the processes that are responsible for, or at least contribute to, the development of a personnel system that approximates the ideal. The strengths or shortcomings of the personnel policies adopted and pursued during the various phases of development just examined in the previous chapter and the personnel functions which constitute the subject matter for the later chapters could then be clearly discerned and properly evaluated in the light of the insights afforded by such a theoretical analysis. It will also provide a valuable base for the formulation of recommendations in the last chapter, that could contribute toward the improvement of the personnel policies and practices of the urban local authorities for Africans.

This theoretical perspective comprises the following areas: goals of personnel administration, such as task goals,

maintenance goals and social responsibility; efficacy of a systems model for a personnel system and this involves a proper appreciation of role prescriptions, role behaviour and the input-output mediators, and also a clear and informed recognition of the interrelatedness of the personnel functions and the other administrative activities.

3.2 The goals of personnel administration

People are the essential ingredient in all institutions, whether such institutions are private or public. The personnel system according to which people are attracted, engaged and utilized by the leadership of an institution largely determines whether or not the institution will be efficient and effective in the pursuit and attainment of its objectives. It follows, therefore, that institutions will constantly be engaged in the development and utilization of their human resources through the formulation of a sound personnel policy. All the other administrative functions, though equally significant in their own right, are in some way dependent on the effective performance of the personnel system. These other administrative functions, namely policy-making, organizing, financing, work procedures and methods and control, rely heavily on the personnel system to provide competent employees to furnish the critical data and perform the

various types of tasks. The personnel function is responsible for motivating employees and ensuring that they make a productive contribution to the mission of the institution.

According to Hays and Reeves, the personnel function has no boundaries, "All people who engage in (administration) are automatically involved in the personnel process. Similarly, all other (administrative) functions are in some way dependent on the effective performance of the personnel system."¹ This expansive definition reflects the breadth and centrality of the personnel function to all administrative activities. Miner and Miner, on the other hand, define the personnel function in a rather restrictive fashion. They view it as the "process of developing, applying and evaluating policies, procedures, methods, and programs relating to the individual in the organization."² French would appear even more narrow in his identification of the goals of personnel administration. He sees them as the recruitment, selection, development, utilization of, and accommodation to human resources by institutions.³

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1. Hays, S W and Reeves, T Z: Personnel Management in the Public Sector, Allyn and Bacon, Inc., Boston, 1984, p. 73.
 2. Miner, J B and Miner, M G: Personnel and Industrial Relations, A Managerial Approach, MacMillan Publishing Company, New York, 1985, p. 3.
 3. French, W L: The Personnel Management Processes, Houghton Mifflin Company, Boston, 1974, p. 3.

Although these definitions may be deceptively simple, they do capture the complexity of the contemporary perceptions of personnel administration. Implicit in them is the view that personnel administration is responsible for attracting, developing and motivating employees and ensuring that they make a productive contribution to the mission of the institution. An efficient and effective personnel system will lead to the development and maintenance of an increased capacity in the employees to accomplish the objectives of the institution. The level of efficiency and effectiveness of such a personnel system will be determined by its capability to identify, pursue and attain the institutional objectives.

"Objectives" are designed to give an (institution) and its members direction and purpose and should be stated in terms of expected results.⁴ Objectives constitute the focus for administrative action. They provide a foundation for plans and strategies governing the administration of each functional terrain,⁵ including personnel administration. Only after the institutional objectives have been set can the total personnel

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4. Byars, L L and Rue L W: Personnel Management: Concepts and Applications, W B Saunders Company, Philadelphia, 1979, p. 39.
 5. Chruden, J H and Sherman, Jr. A W: Managing Human Resources, South-Western Publishing Company, Cincinnati, 1984, p. 49.

requirements be forecasted and translated into specific courses of action for personnel administration.⁶ "The responsibility of translating (institutional) objectives into precise personnel requirements is delegated to a personnel or human resources department."⁷ These personnel requirements then form the basis for developing objectives of a personnel system.

Although personnel administrators execute a unique set of activities relating to the utilization of human resources, this function is carried out with a view to accomplish exactly the same major objective that is pursued by the other functional specialists or administrators through the various tasks of the institution.⁸ The implications of institutional objectives for a personnel system may be reduced into the following categories: task or productivity goals, maintenance goals and social responsibility.

3.2.1 Task goals

The task or productivity goals refer to the "whole gamut of procedures and activities that (administrators) carry out to

6. Byars, op. cit., p. 42.

7. Ibid.

8. Miner, op. cit., p. 3.

maximize the attainment of the stated purpose of the institution."⁹ This purpose relates to the reason for the existence of the institution. In all instances an institution is devoted to producing or providing something that is presumably necessary or has value for other people. "In this sense, there always is a task objective."¹⁰ In the private business world, productivity is considered in relation to earnings, i.e. net profits, whereas in the public or non-profit sector other considerations prevail. Political and social pressures, rather than purely financial considerations, determine the achievement of the task goals. Miner and Miner furnish a very apt illustration of this factor: "A city police department may end the fiscal year with a big budget surplus, but if the crime rate and number of unsolved murders have gone up 20 percent during that year,"¹¹ the productivity objective is not being realized.

Since the main goal of personnel administration is identical with that of the rest of the institution, the issue of productivity is also a primary concern of the personnel administrator. He must develop and implement policies and procedures that will lead to the realization of this objective.

9. Ibid., p. 4.

10. Ibid.

11. Ibid.

"Selection techniques can be devised that will result in the placement of people in jobs they can perform most effectively. Personnel managers also are frequently called upon to develop methods for measuring individual job performance, making it possible to obtain indexes of the contributions made by specific members to the productivity of the total (institution)."¹² If a need has been identified that performance must be improved, the personnel administrator may design training programmes to provide employees with the required skills to operate effectively. A personnel system should, therefore, be so designed, developed and operated to facilitate the accomplishment of task goals.

3.2.2 Maintenance goals

Maintenance goals are aimed at the survival of the institution in the face of internal and external pressures and stress.¹³

Administrative leadership realizes that "to maintain a loyal work force, an active effort would have to be made to establish working conditions that would contribute to job satisfaction and

12. Ibid.

13. Internal stress derives from intergroup conflict, low morale and widespread dissatisfaction. Under extreme circumstances this may result in a total disintegration of the institution as members leave and departments or sections split off. External stress derives from the pressures imposed by external forces such as public opinion, governments and other bodies.

thus facilitate talent retention." ¹⁴ Personnel administration has an extremely important role to play in creating conditions that will contribute to the stability of the institution. It is, therefore, the responsibility of personnel administrators, more than any other group, "to recommend policies, procedures, and programs that will make the (institution) an attractive place to work, that will create an environment conducive to assimilating ¹⁵ new types of employees," and that at the same time will serve to minimize the internal conflict that could threaten the institution's very existence.

3.2.3 Social responsibility

Employees and the public at large increasingly are demanding that employers demonstrate greater social responsibility in administering their human resources. ¹⁶ This is a consequence of complaints that many jobs are debilitating the lives and injuring the health of employees. Charges of discrimination against the disadvantaged, women, the physically handicapped and the aged with respect to hiring, training, advancement and ¹⁷ compensation are being levelled against some employers.

14. Miner, op. cit., p. 5.

15. Ibid.

16. Chruden, op. cit., p. 3.

17. Ibid.

"Increasingly employers are being expected to demonstrate a greater sense of social responsibility toward society and toward employees."¹⁸ As a result of this pressure, "personnel objectives are reflecting more social responsibilities."¹⁹ Creating employment opportunities for the categories of people mentioned above and providing a favourable work environment and greater financial security represent but a few ways in which employers can exercise greater social responsibility.

It has been observed that in the United States of America "areas of social responsibility that formerly were optional, such as equal opportunity and safety, now are part of the legal framework within which (institutions) must operate."²⁰ However, whether or not social pressures have become formalized into law, if they are strong enough, an institution will have to be responsive to them in order to survive. Chief executives of institutions will increasingly depend upon the contributions of their personnel executives to organizational planning and strategy formulation which are discussed in the next chapter.

18. Ibid., p. 25.

19. Ibid., p. 66.

20. Miner, op. cit., p. 5.

3.3 Efficacy of a systems model for a personnel system

Personnel administration's earlier low status was due to its²¹ rather obsessive preoccupation with operational techniques which made it evolve into "an introspective and somewhat isolated (administrative) function that often failed to integrate with the main-stream of administrative life. Personnel's inability to look beyond its narrow collection of techniques led to its tendency to be cast in the role of an obstacle that other²² (administrative executives) sought to avoid." Instead of providing assistance and guidance in the accomplishment of institutional objectives, personnel administration was frequently²³ perceived as an impediment to effective administration.

Despite the continued presence of some of these earlier problems, the image of public personnel administration has undergone so rapid a transformation that today it is recognized as the nerve-centre of public institutions and the "linking pin"²⁴ between other administrative functions. This is a consequence of a fundamental rethinking of the role of personnel

21. Ibid., p. 48.

22. Hays, op. cit., p. 79.

23. Ibid. Refer also to Miner, op. cit., pp. 49-50.

24. Hays, op. cit.

administration. "It starts with recognition that personnel (administration) is closely tied in its operation and effects to other (administrative) functions. This, in turn, requires that the personnel (department) be integrated more intimately into the (administrative) infrastructure."²⁵ Instead of focusing primarily on the basic personnel activities, the personnel functionaries should perceive themselves and act as an integral part of the larger administrative system. Thus, personnel administration's primary role is to assist line administrators in understanding and utilizing human resources more effectively.²⁶

A conceptual device that is often used to illustrate an efficient and effective personnel system's expanded institutional role is the systems model. (See figure 1) When applied to an institution's personnel function, this model portrays personnel administrators as components of a vast network of institutional influences that affect the administration of personnel. The influences of the institution's external environment dictate many of the conditions under which the employees are administered.²⁷ Among the external environmental factors that are most relevant

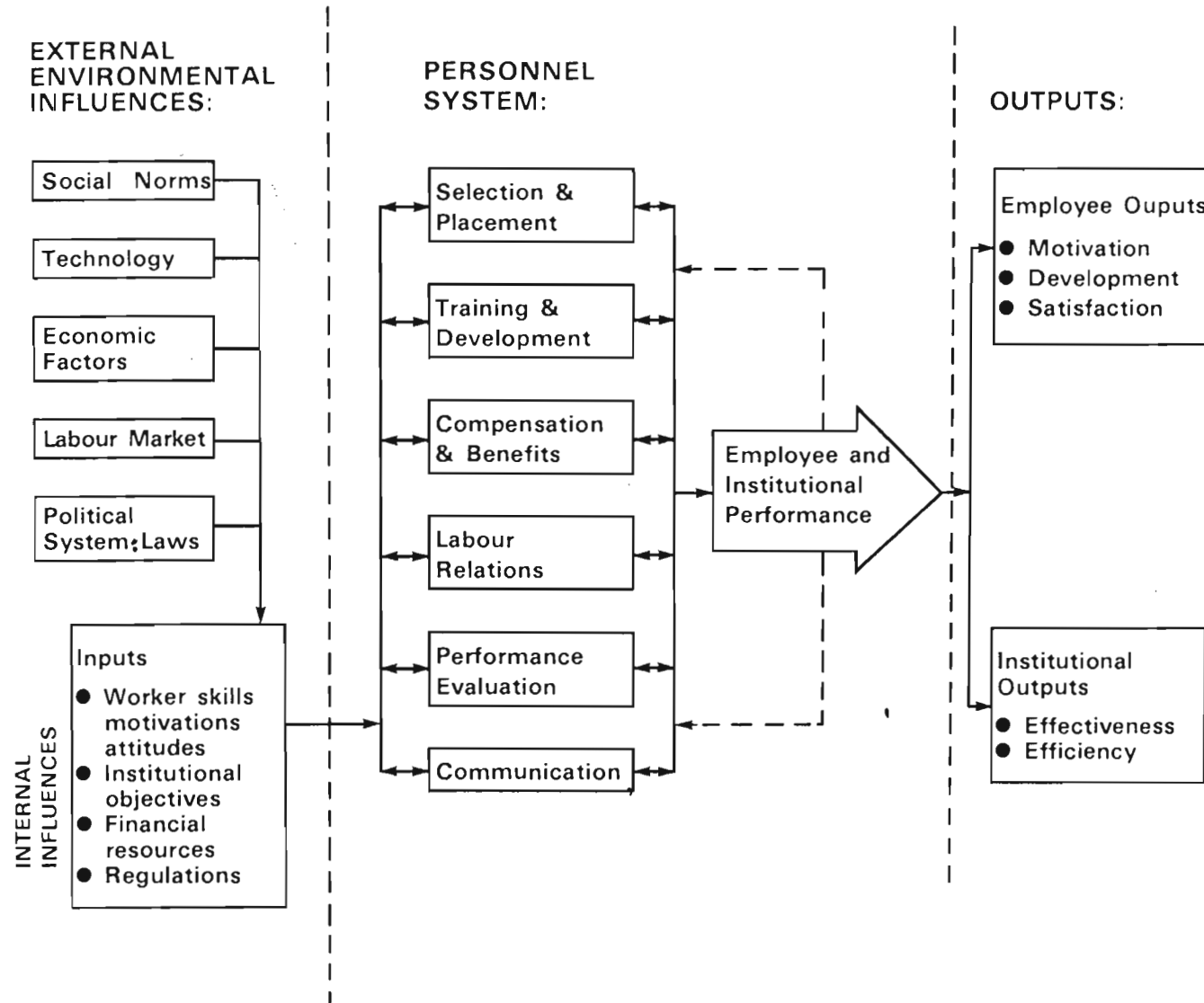
25. Ibid., pp. 80-81.

26. Ibid., p. 81.

27. Refer to figure 1.

FIGURE 1

A SYSTEMS MODEL OF THE PERSONNEL FUNCTION



Note: Adapted from Robert Blakeney et al., "The Personnel Function: A Systemic View." *Public Personnel Management* 3 (January-February 1974):85.

to the personnel function are social or cultural norms, labour pool, technological developments, economic variables, labour relations laws and regulations, and the political system²⁸ which is instrumental in establishing the goals of public institutions and in regulating their personnel systems. The major internal factors that influence the personnel decisions are the characteristics of the labour force, i.e. role behaviour such as worker skills, motivations and attitudes, and the existing structure of organizational roles, i.e. role prescriptions as may be reflected in regulations.²⁹ The internal and external factors operate on an institution and Miner & Miner view this process as "an open behavioural system,"³⁰ performing in accordance with the systems model of the personnel function as depicted in figure 1.

The input into an institution relates, as far as the personnel function is concerned, primarily to people, "although for other purposes financial resources, materials, facilities, and technology may also be treated as inputs."³¹ Candidates enter the institution, through the employment process, with individual traits, i.e. abilities, skills, personality characteristics, and

28. Refer to the Black Local Authorities Act, 1982 (Act 102 of 1982) for the role of the Central Government in determining the goals of these authorities and their key personnel.

29. Hays, op. cit., p. 83 and Miner, op. cit., p. 51.

30. Miner, op. cit., p. 53.

31. Ibid.

cultural values that affect personnel decisions. These individual traits "are the raw materials, in a human resources sense, through which productivity and maintenance goals are achieved."³² The output of an institution, in a personnel sense, relates to the behaviour and operation of the employees as members of the institution. Miner and Miner classify behaviour into the following categories:

- (a) the things that people say and do;
- (b) the things that people are expected to say and do, and
- (c) the relationships between expectations and what members actually say and do.³³

It is essential, therefore, that the behaviour of employees should be moulded through training and development, so that their output approximates that desired by the institution. Effectiveness and efficiency generated through employee competence would enable the institution to accomplish its objectives in a direct manner.

3.3.1 Role prescriptions

The role prescriptions are the expectations an institution

32. Ibid.

33. Ibid.

34. Ibid.

develops in order to guide its workforce in the pursuit of its objectives. Role prescriptions should be so designed that they serve as effective supports of productivity, maintenance and social responsibility goals. The personnel function occupies a strategic position in the institution's efforts to respond to this challenge,³⁴ especially through its role in the process of organizational planning,³⁵ human resources or personnel planning³⁶ and a formal job analysis programme³⁷ which establish role prescriptions. Role prescriptions should be legitimate, clearly stated, and reflective of clear-cut jurisdictions in order to eliminate internal conflict and maximize institutional goal accomplishment.

3.3.2 Role behaviour

Role behaviour reflects the actual behaviour of employees within the institution. "To the extent these role behaviours

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- 34. Hays, op. cit., p. 81.
 - 35. This concept is explained in chapter four infra.
 - 36. Personnel planning is examined in chapter five infra.
 - 37. Job analysis is a process of collecting, usually through observation and study, pertinent information about a job or task.

approximate a perfect match with the appropriate role prescriptions, individuals are said to be effective or successful." ³⁸ Appraisal or performance evaluation ³⁹ is aimed at assessing the degree of this matching. What is really important, in so far as an institution is concerned, is not how much an individual does, but how much of what is done is organizationally relevant as determined by an established role.

3.3.3 Input - output mediators

These are personnel techniques designed to sustain or improve upon the original input so that the output approximates to expectations. These techniques or mediators affect the whole spectrum of basic personnel activities. These mediators may be reduced into the following categories: (See figure 2)

3.3.3.1 Structural and functional mediators

Structural mediators are procedures for grouping institutional tasks and establishing role requirements to guide employees in the pursuit of institutional objectives. "This is accomplished through human resource and organizational planning, as well as

38. Miner, op. cit., pp. 53-54.

39. Appraisal or performance evaluation is a process that involves communicating to a person how he or she is performing the task; it also involves establishing a strategy of improvement.

FIGURE 2
A MODEL OF INPUT — OUTPUT MEDIATORS OF A PERSONNEL FUNCTION

INPUT PROCESSES	MEDIATORS			OUTPUT PROCESSES
	Functional	Functional	Structural	
Recruiting Selection Hiring Initial Placement	Primarily productivity-oriented	Primarily maintenance-oriented	Productivity and maintenance oriented	Executive Appraisal Employee Evaluation Productivity Measurement
INPUT- IMPROVING	Executive Development Training Payment programmes		Personnel planning Organization planning Job analysis and design	
INPUT- SUSTAINING	Safety Measures Preventive medicine	Approaches in labour relations Employee benefits and services Internal communications		
INPUT- CONTROLLING	Performance control techniques (discipline, counselling, etc)			

Note: Adapted from Exhibit 3.1 of Miner, J.B. and Miner, M.G.: Personnel and Industrial Relations: A Managerial Approach, MacMillian Publishing Co., New York, 1985, pp 60-61.

job analysis."⁴⁰ Functional mediators influence employees through procedures that affect the individual employee directly, i.e. through training and development, wage and salary administration, counselling, labour relations, fringe benefits, discipline, medical treatment and employee communication⁴¹ procedures.

3.3.3.2 Productivity-oriented and maintenance-oriented mediators

Structural mediators serve both productivity and maintenance objectives of an institution. "They segment work, permitting specialization and thus more efficient productivity, while establishing jurisdictions that serve to limit internal⁴² conflict." Functional mediators could also be focused on either kind of objective, though some aspects of these mediators, such as labour relations, would be essentially maintenance⁴³ oriented.

40. Miner, op. cit., p. 55.

41. Ibid., pp. 55-56.

42. Ibid., p. 56.

43. Ibid.

3.3.3.3 Input-improving -sustaining and -controlling mediators

The systems model of a personnel function comprises input-improving, input-sustaining and input-controlling mediators. The input-improving mediators are directed at the improvement of employees so that their behaviour within the institution ultimately "exceeds the level that could have been anticipated merely from a knowledge of the original input."⁴⁴ The input-improving mediators would manifest themselves in administrative development and training programmes. These programmes would be designed to transform the individual employee into a more competent person capable of operating at an effective level. Employee motivation may also be mobilized through payment incentives.

Input-sustaining mediators serve to retain the behaviour potential of the employee. "They attempt to keep the situation from getting worse, rather than to make it much better."⁴⁵ Labour relations, employee benefit schemes, work environment and communications efforts focus on the maintenance or survival goals of the institutions. The objective is to maintain the

44. Ibid., pp. 56-57.

45. Ibid., p. 57

individual in the same state, insofar as performance potential is concerned, as existed at the time of hiring.⁴⁶

The systems model also comprises feedback or control mediators. When the system or part of it experiences a dysfunction, i.e. productivity falls below a prescribed level or there is a deviation from a predetermined standard, "corrective forces are activated, much as a thermostat serves to activate a heating system when the temperature falls below a preset level."⁴⁷ The causes of the dysfunction are identified and an appropriate corrective process is set in motion. "Medical treatment,⁴⁸ discipline, much reassignment and employee counseling" operate to eliminate dysfunctions. An efficient and effective personnel system will aim at adopting and maintaining a balanced emphasis on input-improving, input-sustaining and input-controlling mediators.

3.3.4 Implications of the systems model for a personnel system

The systems model that has been presented constitutes a unified whole which comprises a network of interrelated subsystems that

46. Ibid.

47. Ibid., p. 56.

48. Ibid., p. 57.

interact within a specific environment to accomplish institutional objectives. It determines the primary uses of the activities identified as input processes, mediators and output processes of a personnel system to enable it to make an effective contribution toward institutional success. Miner and Miner identify three problem areas where the utility of the systems model must be emphasized:

- "1. The input problem - How can recruitment and selection procedures be used to maximize goal attainment most effectively?
2. The mediator problem - What techniques can be used to improve, sustain and control an (institution's) human resources in order to maximize goal attainment? (and)
3. The output problem - How can role prescriptions be established and role behaviours evaluated in order to maximize goal attainment?"⁴⁹

This model provides a mechanism "for truly creative thinking about basic personnel problems and for the development of

49. Ibid., p. 58.

original approaches to their solution."⁵⁰ The systems model is also significant for personnel strategies.

The model provides a tool for designing and developing specific strategies tailored to the needs of different institutions, i.e. whether or not to put emphasis on input processes or mediators, for instance, a major emphasis on input processes would be most appropriate for professionals, scientists or any other specialist group of employees who are the best products of universities and other tertiary institutions. An emphasis on mediators, for example heavy investment on further training, for this category of employees would yield very little or no increments in performance. Miner & Miner suggest that "where an input-maximizing strategy is employed, input-improving mediators should be de-emphasized. Those of the sustaining and control type⁵¹ should be entirely adequate." It is important, therefore, that personnel strategies be developed to address identified causes of conflict and discontent and that such strategies should relate to the specific group of employees concerned.

3.4 Recognition of the interrelatedness of the personnel function and other administrative activities

It is essential to recognise that personnel administration is

50. Ibid., p. 59.

51. Ibid.

closely intertwined in its operation and effects to other administrative functions of an institution. This, in turn, would require that the personnel section or department be integrated more intimately into the administrative infra-structure. Instead of focusing on distinct sub-activities such as "recruitment and testing, the personnel function should be part of a large administrative system in which human resources are processed through the institution."⁵² The primary role of personnel administration is, therefore, to aid and guide line officials in understanding and utilizing personnel effectively. This objective may be accomplished only through a clear conceptualization of the inter-relatedness of the personnel function and other administrative activities. The main elements of the personnel system and their effect on the other administrative functions may be briefly summarized as follows:

3.4.1 Recruitment, selection and placement

This subsystem is responsible for the recruitment, selection and placement of candidates. It matches them with the requirements of the institution concerned by focusing upon the qualifications and interests of the individual applicants, the requirements of line officials and the perceived future needs of the

52. Hays, op. cit., p. 81.

⁵³
 institution. The primary consideration in reaching a decision relating to this subsystem is whether or not candidates are likely to achieve success in the institution, that is, whether they can be expected to make a sizable contribution to the attainment of institutional objectives.

3.4.2 Training and development

This subsystem ensures that there is a continuing improvement of personnel from entrance into, up to the point of exit from the institution. An efficient and effective personnel system will engage in the development and implementation of training programmes for its new employees, upgrade the skills and levels of performance of its existing workforce and also raise the level of performance of its top-level administrators through development programmes. This element also provides assistance to top officials in adjusting to technological changes, identifying potentially promotable personnel, and in singling out problems that might be addressed through training and career development.⁵⁴

53. Ibid.

54. Hays, op. cit., p. 82.

3.4.3 Compensation and benefits

This element provides for rewarding initiative and generates motivation and this leads to improved levels of employee satisfaction and performance. This subsystem "designs incentive and employee recognition mechanisms which are consistent with task requirements and resource constraints."⁵⁵ The primary intent of monetary payment programmes for employees is to provide an input - output mediator which serves to enhance motivation to contribute to institutional objectives. "Whereas training is directed toward changing people to make them more effective, payment programs should be designed to provide inducements so that individuals will try to make the best use of their existing capabilities."⁵⁶ Wage and salary administration also serves a significant dual purpose, that is, talent attraction and talent retention. If the commencing levels of a rewards system are attractive, candidates with the desired characteristics will be induced to join. Attractive pay levels will also induce employees to remain with the institution.

3.4.4 Labour relations

Labour relations is a subsystem with the greatest potential for

55. Ibid.

56. Miner, op. cit., p. 432.

stress and conflict within an institution. Personnel administration has the continuing responsibility to develop policies and procedures calculated to minimize or ideally eliminate conflict and stress situations. The primary objective of this element is to attain the least internal conflict and stress possible while at the same time maintaining maximum control over all aspects of personnel utilization and productivity.⁵⁷

3.4.5 Performance evaluation

Employees may tend to perform well below the level of their initial undertaking, even to the point where a glaring disparity between role behaviour and role prescriptions becomes noticeable. Performance evaluation focuses on the process of performance control and on mediators that may serve a corrective function.

3.4.6 Communication

This subsystem focuses on procedures that personnel administration can utilize directly to foster accomplishment of the institutional objectives. It "ensures lateral, upward, and downward communication between managers, employees, and the other

57. Ibid.

personnel subsystems,"⁵⁸ ensures timely feedback throughout the system regarding manpower flow, training needs, recruitment and staffing requirements, evaluation programmes, incentive programmes,⁵⁹ and employee development efforts.

3.5 Summary

The requirements for an efficient and effective personnel system will always be determined by the nature of the institutional objectives. The goals of the personnel system constitute an integral part of these institutional objectives. A personnel system must be designed, developed and implemented to facilitate the attainment of task goals, maintenance goals and social responsibility. Productivity levels reflect the success or failure of a personnel system in its pursuit of institutional goals. The maintenance goals enable the institution to survive any constraints or stress emanating from the external or internal environment. Internal stress may derive from intergroup conflict, low morale and general dissatisfaction with the work environment. External stress, on the other hand, may be caused by public opinion, economic vested interests and government.

58. Hays, op. cit., p. 82.

59. Ibid.

A systems model is essential in reaching a comprehensive understanding of the increased role of personnel administration in the realization of institutional goals. The input-output device facilitates conceptualization of role prescriptions, role behaviours and mediators. It facilitates the organization of the personnel function by emphasizing broad problem areas, such as the input problem, the mediator problem and the output problem. This device is instrumental in the formulation of specific personnel strategies suitable for individual institutions.

Recognition of the interrelatedness of the personnel function and other administrative functions is also essential for the development of an efficient and effective personnel system. This aspect necessitates that the personnel unit should be intimately integrated into the whole administrative infrastructure.

CHAPTER 4

Policy-making and organizational planning for personnel provision
and utilization

4.1 Introduction

In this chapter attention will be given to the essence of the policy of the Central Government and its effect on organizational planning of the different types of Black urban local government institutions. It is essential to examine the policy that outlines the ground rules and defines the boundaries within which institutional objectives, organizational planning and personnel administration must be formulated and operated. This exercise will lead to a clearer discernment of the objectives that are designed to give municipal institutions and their members direction and purpose. It is also desirable to cultivate a proper appreciation of organizational planning as a process of designing and establishing structures that are instrumental in the pursuit and realization of the objectives that have been identified.

Thus, policies, organizational concepts and structures, characteristics and forms developed for the administration of personnel will be the subject of this chapter. Particular attention will be devoted to the integration of official policy,

municipal institutional objectives and organizational planning; formal organization structures; authority, responsibility and chain of command within organization structures as well as the position, structure and role of a personnel department. The aim of this chapter is, therefore, to establish the nature of the policies, organization structures and formal arrangements for the issue of directions and the exercise of controls affecting personnel administration in Black urban local authorities.

4.2 Integrating official policy, municipal institutional objectives and organizational planning

Organizational planning within Black urban local government institutions occurs in the light of institutional objectives¹ determined according to the operating official policy. The Black Local Authorities Act, 1982 (Act 102 of 1982), as amended, lays down broad policy guidelines which relate, inter alia, to the establishment, organizational planning and provision of personnel² of Black urban local authorities. The institutional objectives derive from the policy guidelines of the Act and are pursued through the executive units created in terms of the

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1. See the long title of the Black Local Authorities Act, 1982 (Act 102 of 1982) as amended; refer also to section 23 of this Act and the schedule which relates to section 23(1)(1)
 2. Sections 2, 20, 21, 30, 31 and 34 of the Black Local Authorities Act, 1982 (Act 102 of 1982) as amended.

provisions of the Act.³ Besides functioning as a policy guideline, the Act also serves as a golden thread that sews together the official policy, institutional objectives, organizational planning as well as the operation of personnel administration.

4.2.1 Nature and utility of policies involved in the formulation of municipal institutional objectives

The Black urban local authorities which have emerged in the Republic of South Africa are a product of the political developments which span a number of decades.⁴ The race policies of the White race governments of the South African political system⁵ resulted in the creation of urban local government institutions designed to cater specifically for separate race groups.⁶ The Black Local Authorities Act, 1982 (Act 102 of 1982) as amended, provides, inter alia, "for the establishment of local authority committees, town councils, city councils and town committees for Black persons in certain areas."⁷ According to

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3. Section 31 of the Black Local Authorities Act, 1982 (Act 102 of 1982).
 4. These developments have been examined in Chapter 2 supra.
 5. The concept "political system" is defined in Chapter 1 supra.
 6. See the provisions of the Group Areas Act, 1966 (Act 36 of 1966) and the Black Local Authorities Act, 1982 (Act 102 of 1982).
 7. Refer to the long title of the Act.

Cloete, these "certain areas" are the "White urban areas" where⁸ special provision has been made for the residence of Africans. He explains that this is done "in conformity with the⁹ government's group areas policy". This special provision applies "only (to) Blacks employed in White municipalities. Blacks who are not needed to satisfy the labour needs as well as undesirable Blacks may be removed from the White municipalities¹⁰ and sent to national states of the Blacks". This practice occurs in terms of the government's policy of separate¹¹ development or apartheid. There have been variations of this¹² policy and also a change of emphasis from time to time.

Local government and administration for Africans in urban areas occurs within the limits laid down by the provisions of Acts of¹³ Parliament. These local authorities are empowered to exercise the rights and also obliged to perform the functions and duties

8. Cloete, J J-N: Central, Provincial and Municipal Institutions of South Africa, J L van Schaik, Pretoria, 1982 p. 286.

9. Ibid.

10. Ibid., p. 287. Refer also to the provisions of the Black (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945).

11. Refer to the analysis of concepts in Chapter 1 supra. for the meaning of these terms.

12. These variations have been examined in Chapter 2 above.

13. A series of these Acts has been identified and discussed in Chapter 2 supra.

that are prescribed to them by Parliament.¹⁴ Local authorities in these areas derive, therefore, their institutional objectives from the Statutes. These objectives are designed to give a local authority, its members and officials, direction and purpose.¹⁵

The traditional justification for the establishment of local government structures is to give the citizens or residents the opportunity to provide for those matters which are of a local nature.¹⁶ To ensure that each urban local community is governed with proper recognition of its local interests it is normally expected that the citizens or residents should be actively involved in the determination of policies for the provision of services and goods.¹⁷ Policy-making takes place at many different levels.¹⁸ Local authorities are established in terms of the policy imperatives of the Central Government.¹⁹ Policy-making also occurs at the various levels of the local authority

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14. Sections 23, 24 and 27 of the Black Local Authorities Act, 1982 (Act 102 of 1982).
 15. Byars, L L and Rue, L W: Personnel Management: Concepts and Applications, W B Saunders Company, Philadelphia, 1979, p. 37.
 16. Cloete, op. cit., p. 241.
 17. Ibid.
 18. Hanekom, S X and Thornhill, C: The Functions of the Public Administrator, Butterworths, Durban, 1986 p. 17.
 19. Refer to the Group Areas Act, 1966 (Act 36 of 1966) and the Black Local Authorities Act, 1982 (Act 102 of 1982).

itself.²⁰ Naturally the different levels of policy-making within a local authority should be effectively co-ordinated to eliminate institutional dysfunctioning.²¹ The local authority, in turn, is expected to adhere strictly to the national policy.²²

Policies are established to assist in the accomplishment of institutional objectives.²³ Policies are broad general guides to action²⁴ that should help in the pursuit and attainment of objectives.²⁵ Policies have a profound utility in that they facilitate decision-making processes by providing definite guidelines to follow. They also ensure a certain degree of consistency among decisions adopted.²⁶

Although policies are established to regulate action toward

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20. These levels may be identified as the council, executive committee, chief executive officer, heads of departments and other supervisory segments of the personnel establishment.
 21. This is the responsibility of a chief executive officer of a local authority; refer to section 30(3) of the Black Local Authorities Act, 1982.
 22. Sections 3, 29, 29A and 56 of the Black Local Authorities Act, 1982.
 23. Byars, op. cit., p. 40.
 24. Refer to The Reader's Digest Great Encyclopaedic Dictionary, Vol. 2 M-Z, The Reader's Digest Association, Cape Town, 1974, p. 683.
 25. Byars, op. cit., p. 40.
 26. Ibid.

institutional goals, they may also exhibit a tendency to²⁷ gradually become divorced from the intended objectives. According to Byars, "policies are readily established and implemented, but seldom updated and almost never eliminated. In time the (institution) accumulates many policies that not only do²⁸ not facilitate but may hamper the attainment of goals". It stands to reason, therefore, that if there is a variation of perception of the objectives of an institution, this should also be manifested in the modification of policy directives to provide guidelines for the circumstances that have changed.

4.2.2 Institutional objectives and organizational planning

Objectives²⁹ are designed to give an institution direction and purpose. They provide, therefore, the reason for the existence of an institution. The objectives are pursued according to the policies which outline the ground rules and define the boundaries. Historical factors have influenced the establishment of the objectives of the Black urban local authorities.³⁰ Local government and administration in South Africa, like all spheres

27. Ibid.

28. Ibid.

29. Ibid., p. 37.

30. Refer to Chapter 2 supra. for an examination of these historical factors.

of social life, has been, and still is strongly dominated by
³¹
 considerations of race. Urban local authorities for Africans
 have as their primary objective, the provision of goods and
 services to members of the African race who qualify for residence
³²
 in prescribed areas.

Objectives are always accomplished through structures designed
 for the institution in terms of policy directives or through
 additional structures established by the existing body itself,
³³
 subject to policy guidelines. The creation of a structure of
 an institution is realized through the organizational planning
 process. Organizational planning involves, therefore, the
 preparation of policy guides as to the establishment of the
 components or divisions of the institution. This also involves
 the creation and location of positions within the various
 departments, divisions and units. These aspects are usually
 reflected in policy manuals and organization charts.

It is always assumed that the primary consideration in designing
 and developing an organizational plan and structure of an
 institution is that the organizational pattern selected should be
 the one that will contribute maximally to the attainment of the

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31. These considerations are also discussed in Chapter 2
supra.
32. Section 8 of the Black Local Authorities Act, 1982 (Act
 102 of 1982).
33. Sections 20, 21, 30, 31 and 34 of the Black Local Authori-
 ties Act, 1982 (Act 102 of 1982).

institutional objectives, that is, "one that will facilitate coping with the uncertainties of the environment, within existing (and anticipated) constraints".³⁴ Miner & Miner state further that "ideally, the structure in effect at any given time will be the one that can make a maximal contribution. The difficulty is that no one knows exactly what this ideal is".³⁵ In spite of this professed ignorance on the part of the organizational planner, there are, however, some considerations that can provide guidance and thus permit an organizational design at least approximating the ideal.³⁶ What probably confounds the organizational planning specialist, is the great diversity of organizational patterns found in different institutions, private or public, reflecting the diversity of the problems experienced by such institutions.³⁷ But even more, it does reflect the diversity of opinion among those responsible for organizational planning. It would appear to be primarily because of these opinion differences that some institutions might undergo major reorganization quite frequently.³⁸

34. Miner, J B and Miner M G: Personnel and Industrial Relations, A Managerial Approach, MacMillan Publishing Company, New York, 1985 p. 137.

35. Ibid., pp. 137-138..

36. Ibid., p. 138.

37. Ibid.

38. Ibid.

One of these considerations that can provide some approximation of the ideal would be the role played by the organizational plans, structures and policy guides in reducing conflict and thus fostering the maintenance objective of an institution.³⁹ These plans, structures and guides facilitate the formulation of role prescriptions for the entire position framework of the institution.⁴⁰ When role prescriptions are not clear, or have an element of ambiguity, considerable stress can be generated within the institution as heads of departments, divisions or units fight to gain control over activities, especially new activities, and thus build their empires.⁴¹ This kind of conflict can be minimized, if not eliminated altogether, if it is possible to establish clear role prescriptions that are accepted as legitimate by the members of the institution.⁴² The important factor in organizational planning is, therefore, to gain acceptance for areas of jurisdiction or realms of authority in order to eliminate conflict. An organizational planning unit has to devote special attention to spheres of overlapping jurisdiction and work inter-dependence.⁴³ Every effort should be made to have as clear a statement as possible regarding which

39. Ibid.

40. Ibid.

41. Ibid.

42. Ibid.

43. Ibid.

department, division, unit or office has which set of responsibilities.

Organizational plans and policy manuals represent, therefore, "a⁴⁴ complex amalgam of what is and what should be". Their essential purpose is to identify the location of the decision-making authority as well as facilitate the implementation of such decisions. The organizational planning unit may devote its⁴⁵ attention to the restructuring of an existing institution. If the institution "is large and the types of work performed are varied, the organization planning process would become extremely⁴⁶ complex". There would be the need to spell out the "task or⁴⁷ productivity objective of the (institution) in detail" then a clear picture of role prescriptions must be designed and developed.

Organizational planning is, therefore, concerned with the process of designing and adopting a structure with a set of role prescriptions that will guide the workforce in the pursuit and attainment of its institutional objectives.

4.3 Formal organization structures of Black urban local authorities

Black urban local authorities, like all institutions, have

44. Ibid., p. 136.

45. Ibid.

46. Ibid.

47. Ibid.

specific objectives which they strive to attain.⁴⁸ Their ability to direct their efforts in a concerted or co-ordinated manner is greatly improved by the adoption of a formal organization structure.⁴⁹ The formal organization structure is always intended to reflect the specific requirements of the institution as determined by the objectives it is seeking to achieve.⁵⁰ This formal organization structure establishes the formal relationship among the various units of a local authority and provides the basis for grouping the activities to be performed into jobs and also for determining the inter-personal relations that are to exist formally among the various categories of personnel performing the divergent tasks of the local authority.⁵¹ An examination of this aspect will reveal that formal organization structures have been established in the Black urban local authorities in terms of the provisions of the Black Local Authorities Act, 1982 (Act 102 of 1982).⁵²

48. Section 23 of the Black Local Authorities Act, 1982 (Act 102 of 1982) as amended.

49. Byars, op. cit., p. 12.

50. Chruden, H J and Sherman, Jr A W: Managing Human Resources South-Western Publishing Co. Cincinnati, Ohio, 1984, p. 49.

51. Ibid.

52. Sections 2, 20, 21, 23, 30, 31 and 34.

4.3.1 An organization structure viewed as a system

Black urban local authorities, like all public institutions, are obliged to establish formal organization structures. The nature of these structures can be perceived in terms of the systems theory.⁵⁴ An organization structure, according to this view, may be likened to a network of interrelated components or bounded regions associated in functional relationships and interacting within a specific institutional environment to attain specific objectives.⁵⁵

These bounded regions or components of a network are, in the case of a Black urban local authority, the major policy-making organs, that is, city or town council or town committee, executive committee, executive units, that is, municipal departments, divisions or units into which a local authority may be arranged, including the individual positions and job activities within these components.⁵⁶ The day-to-day operations of a local authority are accomplished through the administrative

53. Refer to analysis of this concept in Chapter 3 Supra. for its meaning.

54. Ibid.

55. Chruden, loc. cit.

56. See an illustration of an organization chart of a city council in Annexure (A).

functionaries.⁵⁷ The top echelons⁵⁸ of the administrative segment provide the framework for directing, co-ordinating and monitoring employee performance towards the realization of the institution's goals.

4.3.2 Types and utility of formal organization structures

The basic types of formal organization structures have been identified as the line structure and the line-and-staff structure.⁵⁹ Additional networks, for example, committees such as executive committees,⁶⁰ special committees,⁶¹ departmental committees or inter-departmental committees⁶² may be constructed to augment the basic structures and thus facilitate the achievement of institutional objectives. The organization structures of the Black urban local authorities provide for the existence of the elements of the line-and-staff structure though the organization charts reflect only the line organization structure, whereas these institutions have staff specialist units

57. The administrative hierarchy starts from the chief executive officer and extends downward to the lowest rank in the organization structure.

58. Sections 30 and 31 of the Black Local Authorities Act, 1982 provide for the creation of positions of chief executive officer and heads of departments, respectively.

59. Chruden, op. cit., p. 53.

60. Section 20 of the Black Local Authorities Act, 1982.

61. Section 21 of the Black Local Authorities Act, 1982.

62. Chruden, op. cit., p. 57

whose advisory or supporting role deserves to be properly exhibited in such organization charts.⁶³ The appointment of committees mentioned above, brings in the dimension of additional networks which must be accommodated in the organization structure.⁶⁴ These committees may be established if a need has been identified⁶⁵ and their existence may be ad hoc or of a long-term duration.⁶⁶

4.3.2.1 Line organization structure

Also referred to as a scalar structure,⁶⁷ the line organization structure is the oldest and simplest form.⁶⁸ This organization structure permits a clear line of authority to be established and maintained from the highest to the lowest levels within the structure.⁶⁹ The organization chart representing this type of structure illustrates the lines of authority and the various

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- 63. Refer to the organization chart appearing in Annexures B and C.
 - 64. Section 20 of the Black Local Authorities Act, 1982 makes it imperative for a city council to appoint an executive committee, whereas the other types of local authorities may, in terms of section 21, establish special committees.
 - 65. Ibid.
 - 66. The period would depend on the needs of the local authority. The Act does not prescribe the duration of such special committees.
 - 67. Refer to the analysis of concepts in Chapter 1 supra.
 - 68. Chruden, op. cit., p. 55. See also the figure appearing in Annexure (A)
 - 69. Ibid.

70
 levels with solid lines. In this type of organization
 structure, each member of the establishment is held directly
 71
 responsible to only one supervisor, his immediate superior.

The line organization structure has been found to be best suited
 72
 to the requirements of a small institution. In such an
 institution the organization structure would represent only a few
 departments, say three, all directed and controlled by line
 73
 administrative heads, subject to the chief executive officer.
 These heads would exercise extensive authority and responsibility
 74
 over all the activities and personnel within their departments.
 Such a structure would, however, assume possession by such heads
 of departments of broad and diversified qualifications in order
 to be able to cope with a variety of challenges without relying
 upon the assistance or support of the staff specialist units or
 departments.

70. Ibid.

71. Ibid.

72. Chruden, loc. cit.

73. Ibid.

74. Ibid. Refer also to section 31(3) of the
Black Local Authorities Act, 1982 (Act 102 of 1982).

4.3.2.2 Line-and-staff organization structure

As the activities of the line departments grow in number, scope and complexity, the heads and the supervisors become less and less able to remain adequately prepared and fully knowledgeable with respect to all the specialized activities of their departments.⁷⁶ Consequently, the appointment of staff specialists eventually becomes imperative for the creation of a line-and-staff organization structure. The line-and-staff structure provides for the exercise of both line authority and staff authority.⁷⁸ The staff authority is usually represented by broken lines of the organization chart whereas the line authority, as observed above, is represented by solid lines.⁷⁹

The line departments are concerned directly with the accomplishment of the institution's objectives, that is, the provision of goods and services, while the staff departments or units provide professional or expert assistance and guidance to line heads and supervisors, in specialized areas over which they

75. Refer to the figure appearing in Annexure (D) for an illustration of this structure.

76. Chruden, loc. cit.

77. Ibid.

78. Ibid.

79. Refer to footnote number 75 supra.

80
 have staff authority. This expert assistance or guidance enables line heads to concentrate on the primary activities and tasks of their departments. The primary goal of staff units is, therefore, to assist and provide support to line departments in achieving optimal institutional performance. Research and development, public relations, personnel administration and industrial relations are typical examples of departments or units 81
 that function in a staff capacity.

4.3.2.3 Utility of an organization structure

An essential and, indeed, inherent feature of any institution is the structure through which its activities may be directed toward 82
 desired goals. This structure helps to determine and identify the nature and scope of activities of each of the jobs 83
 comprising the total structure. These activities become the actual duties of the officers and employees assigned to each 84
 position or job.

80. Chruden, loc. cit

81. Byars, loc. cit.

82. Chruden, op. cit., p. 53

83. Ibid.

84. Ibid.

A formal organization structure has a profound utility in that it establishes the location of the authority and the channels through which such authority is formally delegated and also⁸⁵ determines the corresponding responsibility and accountability.

It is through these channels that formal relations among the major policy-making organs, executive levels and the⁸⁶ administrative segments occur within an institution. The formal organization structure determines an organizational hierarchy, the chain of command and the prescribed lines of⁸⁷ communication within an institution.

4.3.3 Organization structures of the various types of Black urban local authorities

The creation of the organization structures of Black urban local authorities occurs within the guidelines laid down by the provisions of the Black Local Authorities Act, 1982 (Act 102 of⁸⁸ 1982). These organization structures differ from one type of local authority to another. The nature of the organization structure is determined by the designation of a local authority.

85. Ibid., p. 54.

86. Ibid.

87. Ibid.

88. Sections 2(1)(a), 20, 21, 30 and 31 of the Black Local Authorities Act, 1982 (Act 102 of 1982).

The Minister of Constitutional Development and Planning may establish a local authority and designate it as a city council, a⁸⁹ town council, a town committee or a local authority committee. The individual features of each form will be examined below.

4.3.3.1 City council

The council of a city council is the major policy-making organ of⁹⁰ this type of local authority. It occupies the highest point or level of the pyramid representing the organization structure of⁹¹ the local authority. A city council is presided over by a mayor, or in his absence or incapacity, a deputy mayor, both⁹² officers are elected by the city council from among its number.

"A city council shall appoint from among its members a committee, to be known as the executive committee, to deal with matters⁹³ relating to the administration of the city council's affairs".

The executive committee constitutes, therefore, the second⁹⁴ highest level of this pyramidal structure. An executive committee is presided over by a member of the executive committee

89. Section 2(1)(a) of the Black Local Authorities Act, 1982 (Act 102 of 1982).

90. Section 23 of the Black Local Authorities Act, 1982.

91. Refer to figure in Annexure A.

92. Sections 10, 11 and 12 of the Black Local Authorities Act 1982.

93. Section 20 of the Black Local Authorities Act, 1982.

94. Refer to the figure in Annexure A.

designated by the city council as chairman, or in his absence or incapacity, by a vice-chairman also designated as such by the city council from the members of the executive committee.⁹⁵

A town clerk, the chief executive officer of a local authority which is designated as a city council⁹⁶ is placed in the next highest level of this hierarchical organization structure.⁹⁷ This officer is entrusted with the most comprehensive authority and also charged with the full responsibility and accountability for the execution of the local authority's resolutions and the general administration of the local authority's affairs, subject to the directions and control of the city council.⁹⁸ In the execution of his task, the town clerk directs, coordinates and controls the activities of the heads of the various departments a city council may create.⁹⁹ The Act stipulates that a local authority may create two or more departments for the effective execution of its activities and charge such departments with functions and duties as it may deem fit.¹⁰⁰

95. Section 20 of the Black Local Authorities Act, 1982.

96. Section 30(1) of the Black Local Authorities Act, 1982.

97. Refer to the figure in Annexure A.

98. Section 30(3) of the Black Local Authorities Act, 1982.

99. Section 31 of the Black Local Authorities Act, 1982.

100. Ibid.

There are no Black urban local authorities which have been designated as city councils in Natal.¹⁰¹ Transvaal has seen the mushrooming of a number of Black urban local authorities designated as city councils, inter alia, the Atteridgeville City Council; Daveyton City Council; Lekoa City Council; Mamelodi City Council and Soweto City Council. Though the Act prescribes the minimum number of two departments that may be established by a local authority to carry out its activities, it does not lay down the maximum number of such departments.¹⁰² The interesting feature of the city councils that have been established so far is that all have created five departments. These departments bear similar or almost similar designations in all the city councils; namely,

- (i) Department of the Town Treasurer;
- (ii) Department of the Town Secretary;
- (iii) Department of the City Engineer or Town Engineer;
- (iv) Department of Community Services or Housing and Community Development; and
- (v) Department of Emergency and Protection Services or

101. This information was obtained from Messrs Walter Dladla and Herbert Masemola, both are officials of the Community Services Office of the Natal Provincial Administration. The interview occurred on 17 March 1988 at the Community Services Office in Durban.

102. Section 31(1) of the Black Local Authorities Act, 1982.

103

Protective Services.

Some of the heads of departments bear designations that have become almost tradition in local government and administration.¹⁰⁴ The other heads of departments carry a designation, i.e. Director, that is relatively new in local government parlance.

4.3.3.2 Town councils

The town council is the main policy-making body for such a local authority.¹⁰⁵ It is located at the apex of the pyramidal organization structure of the local authority.¹⁰⁶ A town council has as its chairman, a mayor or in his absence or incapacity a deputy-mayor.¹⁰⁷ Both these officers are elected by the town council from among its number.¹⁰⁸ Unlike a city council a town council is not obliged to appoint an executive committee to deal

103. Compare the designations of departments of the Atteridgeville and Lekoa City Councils. Refer to the figures appearing in Annexure E and Annexure F.

104. Cloete, J J N: Towns and Cities: Their Government and Administration, J L van Schaik, Pretoria 1986 pp. 76-77. See in particular figures 8 and 9.

105. Section 2 of the Black Local Authorities Act, 1982.

106. Refer to the figure in Annexure G.

107. Sections 10, 11 and 12 of the Black Local Authorities Act, 1982

108. Sections 10 and 11 of the Black Local Authorities Act, 1982.

with matters relating to the administration of the town
109 council.

A town council may, however, appoint from among its
members one or more special committees and charge any such
110 committee with such functions and duties as it may determine.

The creation of such a special committee or committees is subject
111 to the approval of the Director of Local Government.

The chief executive officer of a local authority which is a town
112 council is designated a town secretary. The town secretary,
as the chief executive officer of the town council, is entrusted
with authority and charged with responsibility and accountability
equivalent to that of the town clerk of a local authority which
113 is designated a city council.

Again there are no Black urban local authorities which have been
114 designated, at this stage, as town councils in Natal. In the
Transvaal the former community councils have been designated town
councils and though some of these town councils were initially

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109. Section 20 of the Black Local Authorities Act, 1982.
110. Section 21(1)(a) of the Black Local Authorities Act, 1982.
111. Section 21(1). The Director of Local Government is
appointed by the Minister of Constitutional Development
and Planning in terms of section 3 of the Black Local
Authorities Act, 1982.
112. Section 30 of the Black Local Authorities Act, 1982.
113. Section 30(3) of the Black Local Authorities Act, 1982.
114. Refer to footnote number 101 supra.

designated as such, they were subsequently upgraded to the status of city councils after the Act had been amended to provide for a
 115
 city status.

In the performance of his functions and duties, the town secretary directs, coordinates and controls the activities of the
 116
 heads of various departments a town council may create. In terms of the Act, a town council may create two or more departments for the effective performance of its activities and charge such departments with functions and duties as it may
 117
 decide. Town councils have established the following departments:

1. Department of the Town Treasurer;
2. Department of the Town Engineer;
3. Department of Housing and Community Development;
4. Department of Management Services; and
 118
5. Department of Protection Services.

115. Section 1 of the Black Local Authorities Amendment Act, 1986 (Act 58 of 1986).

116. Sections 30 and 31 of the Black Local Authorities Act, 1982 (Act 102 of 1982).

117. Section 31(1).

118. Refer to the figure appearing in Annexure G

4.3.3.3 Town committees

A town committee is the highest policy-making body within a local authority designated as a town committee.¹¹⁹ It rests, therefore, at the apex of the institution's organizational hierarchy.¹²⁰ In all types of Black urban local authorities the mayor, or in his absence or incapacity, a deputy-mayor, presides at the meetings of the council or committee of a local authority.¹²¹ The chief executive officer of a local authority which is a town committee is designated secretary of the town committee.¹²² The secretary of a town committee has the same authority and bears the same responsibility as the chief executive officer of a city council or town council.¹²³ He would, therefore, direct, coordinate and control the activities of the heads of the various departments created by the town committee.¹²⁴ In Natal the former community councils are being re-constituted and designated town committees.¹²⁵

119. Section 2(1)(a) of the Black Local Authorities Act, 1982.

120. See figure in Annexure H.

121. Sections 10, 11 and 12 of the Black Local Authorities Act, 1982.

122. Section 30(1) and (2) of the Black Local Authorities Act, 1982

123. Section 30(3).

124. Section 31(3).

125. Refer to footnote number 101 supra.

A striking feature of the structure of such town committees established in Natal so far is that the Organization and Work Study Division of the Community Services Office, Natal Provincial Administration, has elected to designate the organization units as divisions rather than departments inspite of the clear designation stipulated in the Act.¹²⁶ These organization units are designated as follows:

1. Estates and Treasury Divisions;
2. Town Engineer's Division;
3. Management Services Division;
4. Community Services, Health and Welfare Division;
- “ and
5. Protection Services Division.¹²⁷

The heads of these organization units are referred to as "divisional heads" and in fact bear various designations as follows:

1. Assistant Administrative Officer - divisional head for Estates and Treasury Division;
2. Community Development Organizer - divisional head for Community Services, Health and Welfare Division

126. Refer to Grobler, R: Organizaton Study: Bhekuzulu Town Committee (Vryheid), Organization and Work Study Division, Natal Provincial Administration, Durban, 1986.

127. Ibid.

3. Senior Sergeant - divisional head for the Protection Services Division;
4. Town Foreman - divisional head for the Town Engineer's Division; and
5. Senior Administration Clerk - divisional head for the Management Services Division. This officer controls only one section of the Management Services Division, that is, the Secretariat Section. The services in other sections, for example, the Personnel Section, the Management Advice Section and the Audit Section of this Division is provided by what Grobler refers to as an "appropriate agent", which happens to be the Community Services Office of the Natal Provincial Administration.

128

The great bulk of functions allocated to these divisions has been set aside for performance by this "appropriate agent" because, it is claimed, the work volume and the lack of funds warrant such a
 129
 step.

128. Ibid.

129 Ibid.

4.3.3.4 Local authority committees

There has been no formal establishment of local authority committees in Natal up to this point.¹³⁰ It shall be recalled that local authority committees would be the reconstituted former Black advisory boards¹³¹ which were subsequently re-designated local committees in terms of the original provisions of the Black Local Authorities Act, 1982.¹³² In terms of section 1 of the Black Local Authorities Amendment Act, 1986 (Act 58 of 1986) local committee has been deleted and substituted by local authority committee.

The organization structure of a local authority committee follows a pattern similar to that of other types of local authorities in the light of the provisions of the Act.¹³³ The local authority committee is the highest policy-making body within the local authority.¹³⁴ The local authority committee must elect a mayor and deputy-mayor among the members of the

130. Refer to footnote number 101 supra.

131. Black advisory boards had been established in terms of section 21 of the Black (Urban Areas) Consolidation Act, 1945 (Act 25 of 1945).

132. Section 5.

133. Sections 2, 21, 23, 30 and 31 of the Black Local Authorities Act, 1982. Refer also to Annexure 1.

134. Section 2 of the Black Local Authorities Act, 1982.

local authority committee.¹³⁵ The mayor or, in his absence or incapacity, the deputy-mayor presides at the meetings of the local authority committee.¹³⁶ The local authority committee shall appoint a person as the secretary of the local authority committee.¹³⁷ The secretary shall be the chief executive officer of the local authority committee.¹³⁸ The chief executive officer shall be responsible for the execution of the resolutions and the administration of the affairs of the local authority committee.¹³⁹

The local authority committee is empowered to create departments for the effective execution of its activities.¹⁴⁰ Each department shall be headed by a suitably qualified person appointed by the local authority committee.¹⁴¹ A head of department shall be responsible for the administration of his department and shall perform his functions and duties subject to the directions and control by the secretary of the local authority committee.¹⁴²

135. Section 10 and 11 of the Black Local Authorities Act, 1982.

136. Section 12.

137. Section 30.

138. Section 30(1) & (2).

139. Section 30(3).

140. Section 31.

141. Section 31(2)

142. (Section 31(3))

4.4 Authority, responsibility and chain of command within 143 organization structures

A major function of the organization structure is to establish and locate authority and responsibility for each incumbent of office or position within the institution.¹⁴⁴ The organization structure also determines and creates formal channels through which authority is entrusted and responsibility is assigned downward to personnel at each successively lower level of the hierarchical structure. It is through these channels that official relations between superiors and subordinates are intended to occur within the institution. The channels also determine the chain of command within the organization structure. The administrative levels of the organization structure, from the chief executive officer to the lowest rung of the ladder, constitute the administrative organizational hierarchy.

To execute and effectively accomplish their respective tasks, officers and employees must be delegated authority commensurate with their responsibilities. They must, conversely, be strictly held responsible and accountable for the proper exercise of this authority vested in them. All the abovementioned aspects of the organization structure will be examined closely below.

143. These concepts are explained in their respective contexts below.

144. Chruden, op. cit., p. 52.

4.4.1 Essence of authority

In any institution authority would constitute the right to take action and exercise discretion in directing, coordinating and controlling activities of subordinates.¹⁴⁵ It is, therefore, that powerful phenomenon that binds together the activities of an institution towards the pursuit and accomplishment of its goals. Formal authority within Black urban local authorities originates with the governing council, that is, the city council, town council, town committee or local authority committee,¹⁴⁶ but rests ultimately with Parliament and the society that qualifies for formal participation in the national public policy-making process¹⁴⁷ which grant the institution the right of existence.

Through the process of delegation¹⁴⁸ formal authority is passed downward within the organization structure and shared among subordinate incumbents of office or positions. Delegation of authority does not prevent the withdrawal of such authority by the local authority.¹⁴⁹ Individual officials can, therefore,

145. Ibid.

146. Section 23 of the Black Local Authorities Act, 1982.

147. Franchise in national issues is restricted to members of race groups stipulated in section 52 of the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983).

148. Section 32(1) of the Black Local Authorities Act, 1982.

149. Section 32(2).

only rightfully exercise that authority which has been formally
¹⁵⁰
 delegated to them. The exercise of delegated authority is
 always governed by the terms of such delegation and these terms
 or guidelines determine the extent of autonomy and discretion an
 official may exercise. It is essential to grant optimal autonomy
 to personnel and allow assumption of a greater role in decision-
¹⁵¹
 making in order to achieve maximum utilization of personnel.
 By so doing the council or committee and the top officials of
 these local authorities can draw more on the knowledge, skills
 and abilities of these employees for the benefit of the whole
¹⁵²
 institution.

4.4.2 Types of authority

There are two types of authority that are exercised within
 institutions: line authority and staff authority.

4.4.2.1 Line authority

Line authority is the right to give directions to and exercise
¹⁵³
 formal control over subordinate personnel. Included with line

150. Chruden, loc. cit.

151. Ibid.

152. Ibid.

153. Ibid., p. 53.

authority is the right to initiate and execute disciplinary action when subordinates fail to carry out directions or to comply with established rules and regulations.¹⁵⁴

4.4.2.2 Staff authority

Staff authority is the right to offer and provide assistance, counsel and service to the line organization structure.¹⁵⁵ It lacks the right to direct others by enforcing its decisions or to initiate and execute disciplinary action. At best it could only exercise persuasive influence to have its recommendations accepted by line officials.

Staff authority only serves to provide expert or professional guidance and coordination in the performance of a particular function or task. "Established policies and procedures governing the performance of a function provide the framework for such coordination. These policies and procedures can lend powerful support to staff authority when they reflect the desires of top (officials) and/or the requirements of law".¹⁵⁶ The authority of members of staff units or departments, for example, personnel departments or work study and efficiency divisions, is derived

154. Ibid.

155. Ibid.

156. Ibid.

from their knowledge and expertise. In exercising this authority and getting others to follow their recommendations, staff personnel must offer and provide their counsel and assistance in a diplomatic manner in order to avoid perceptions that their efforts constitute an encroachment upon the line authority.¹⁵⁷

4.4.3 Essence of responsibility and accountability

Responsibility and accountability consist in the obligation of a subordinate official or body to a superior official or policy-making body to engage in the execution of specific functions or duties and be answerable for the results of performance of such functions or duties. This responsibility is assigned by the council or committee to the chief executive officer who is responsible for the execution of the local authority's resolutions and the administration of the local authority's affairs.¹⁵⁸ The chief executive officer, in turn, must divide and re-assign this responsibility to his immediate subordinates, that is, the heads of departments who are responsible for the administration of their departments and perform their functions subject to the control and directions of the chief executive officer.¹⁵⁹ This division and re-assignment of responsibility

157. Ibid.

158. Section 30(3) of the Black Local Authorities Act, 1982.

159. Section 31(3).

is repeated downward within the organization structure until the
¹⁶⁰
 lowest level of employees is reached.

It should be observed, however, that the assignment of responsibility by a superior level to a lower level does not relieve the superior's responsibility and accountability for the
¹⁶¹
 results achieved by the subordinates. The chief executive officer of a local authority is held responsible for the proper execution of the functions and duties of the whole local
¹⁶²
 authority. He is the accounting officer of the local authority and is charged with the responsibility of accounting for all the moneys received by the local authority and for all
¹⁶³
 the payments made by such local authority. The responsibility for administering a local authority rests ultimately with the city or town council or town committee or local authority
¹⁶⁴
 committee.

4.4.4 Chain of command

A chain of command relates to the channels through which formal

160. Chruden, loc. cit.

161. Ibid.

162. Section 30(3) of the Black Local Authorities Act, 1982.

163. Section 39.

164. Section 23.

relations between superiors and their subordinates are intended to occur within the organization structure.¹⁶⁵ The levels within an institution, from the chief executive officer to the most junior worker through which this chain passes, is referred to as the organizational hierarchy.¹⁶⁶ The chief executive officers and heads of departments are, according to the theory of the chain of command, expected to communicate with any lower level in the hierarchy through their subordinates in the chain of command.¹⁶⁷ Conversely, lower levels are expected to report¹⁶⁸ upward through the chain without bypassing any link within it.

Chruden and Sherman warn that as the size of an institution and the complexity of its operations increase, rigid adherence to formal channels of communication can impede efficiency.¹⁶⁹ They submit further that "for this reason, employees are being given more freedom and are expected to do whatever is necessary to help an enterprise achieve its goals. If bypassing a link in the chain of command by giving information directly to others will serve to speed up communication and contribute to greater

165. Chruden, op. cit., p. 54.

166. Ibid.

167. Ibid.

168. Ibid.

169. Ibid.

efficiency, employees in many (institutions) are allowed or even encouraged to do so. However, because some individuals in the chain sometimes resent being bypassed, it may be advisable to inform them of the reasons for bypassing them".¹⁷⁰ From the strict and unambiguous statutory provisions relating to the Black urban local authorities,¹⁷¹ it is very unlikely that there can be any departures from rigid adherence to the chain of command practice. Short-circuiting this chain of command can probably contribute to conflict and lead to an institutional dysfunctioning. In any case, the organization structure of Black urban local authorities does not provide for a large number of levels which are regarded as one of the underlying reasons for the sluggishness of an institution.¹⁷² The operation of the chain of command should, therefore, be quite smooth and effective.

4.5 Position, structure and role of a personnel department within Black urban local authorities

It is common for heads and senior administrative officers of line departments to be involved in some aspects of personnel work.¹⁷³

170. Ibid.

171. Sections 30, 31 and 39 of the Black Local Authorities Act, 1982.

172. Chruden, loc.cit.

173. Byars, loc. cit.

In small institutions it could be expected that all aspects of the personnel work would be performed by line officers whereas in large institutions the huge size of the personnel establishment and the complex nature of the divergent activities that are carried out most definitely militate against this arrangement.¹⁷⁴

This condition in large institutions would lead to the establishment of a personnel department to specialize in the development, implementation, coordination and control of the personnel function. The personnel department should not, however, be viewed as responsible for the performance of all personnel duties, but should be seen as mainly directing and coordinating these personnel functions.¹⁷⁵ It is simply not possible for line officers to leave all personnel matters to the personnel department. There are specific areas where there is a joint responsibility, for example, inter alia, selection, training, day-to-day counselling, evaluation and discipline.¹⁷⁶

Where a personnel department exists, it is a staff unit operating in an advisory capacity only and, consequently, does not possess authority to direct line departments.¹⁷⁷

174. Ibid.

175. Ibid., p. 13

176. Ibid.

177. Ibid.

4.5.1 Position accorded to and structure of a personnel department within the organization structure

The personnel unit within Black urban local authorities does not, as yet, constitute a full-fledged department.¹⁷⁸ In local authorities which have been designated city councils, the personnel unit constitutes one of the five components of the department of the town secretary.¹⁷⁹ The town secretary, as head of the department, is responsible for the following sub-units which are designated branches:

1. Auxiliary and Secretarial Branch;
2. Legal Services Branch;
3. Personnel Branch;
4. Civil Protection Branch; and
5. Public Relations Branch.¹⁸⁰

The personnel branch is sub-divided into three units designated divisions:

1. Personnel Services Division;
2. Personnel Development Division; and

178. Refer to figures in Annexures A, G, H and I.

179. Refer to figure in Annexure A.

180. Ibid.

181

3. Organization and Work Study Division.

The top officer of the personnel branch carries the title of Senior Personnel Officer and reports directly to the Town Secretary.¹⁸² The supervisors of the abovementioned divisions carry the titles of Personnel Officer, Training Officer and Efficiency Officer respectively and all report directly to the Senior Personnel Officer.¹⁸³

In a local authority which is designated a town council the personnel function is carried out as an integral part of the functions of the Department of Management Services. The structure of and position accorded to the personnel unit resembles that of the equivalent unit in a city council. In a local authority which is designated a town committee the personnel unit constitutes an integral part of the Management Services Division.¹⁸⁴ It is one of the four sub-divisions that are designated as sections:

1. Audit Section;
2. Management Advice Section;

181. Ibid.

182. Ibid.

183. Ibid.

184. Refer to the figure in Annexure H.

3. Personnel Section; and
185
4. Secretariat Section.

The actual performance of the personnel function in a local authority designated a town committee is carried out at present by the Community Services Office of a Provincial Administration which acts as an agent.
186

4.5.2 Role of a personnel department

A personnel department, division or section is normally a staff unit which operates in an advisory or supportive capacity and does not possess authority over line officers.
187 It is a resources unit whose specialized services are utilized by the other units of an institution. Traditionally the personnel function involves the administration of an institution's human resources.
188 This relates to the determination of the institution's personnel requirements, recruiting, selecting, training and developing, rewarding and counselling employees, acting as a liaison with labour unions and employing bodies as

185. Ibid.

186. Grobler, loc. cit.

187. Byars, op. cit., p. 13.

188. Ibid.

well as attending to other issues that affect the well-being of
 189 employees.

The personnel branch of a city council is established to render
 190 personnel services and promote efficiency. In the pursuit of
 these objectives it performs the following functions:

1. provides and maintains the staff development and
 administers the conditions of service;
2. utilizes and develops employees; and
3. renders organization and work study services. 191

The sub-divisions of the personnel branch perform specialized and
 detailed functions allotted to each sub-division as reflected in
 192 the organization structure of the Atteridgeville City Council.

The primary role of a personnel unit is, therefore, to contribute
 in every way possible to the achievement of the institution's
 objectives. This role includes helping the personnel programme
 respond and contribute to the total needs of the whole
 organization structure.

189. Ibid.

190. Refer to the organization chart of the Atteridgeville City
 Council in Annexure E.

191. Ibid.

192. Ibid.

4.6 Summary

In this chapter an identification and analysis of the policy of the Central Government in regard to Black urban local government and administration has been conducted. The aim of the exercise has been to explain the nature and utility of the policy imperatives and guidelines and establish their effect upon the institutional objectives, organizational planning process and personnel administration in Black urban local government institutions. It has been essential, therefore, to establish the link that integrates the official policy with municipal institutional objectives, organizational planning and the actual creation of organization structures which are the instruments for the pursuit and accomplishment of the objectives of these institutions.

Black urban local authorities are expected to adhere strictly to the policy directives and guidelines of the Central Government. The Minister of Constitutional Development and Planning does, indeed, keep on behalf of Parliament, a close watch over the activities of these local authorities. His right or obligation of intervention where he is satisfied that failure or opposition by a local authority would constitute a violation of these policy directives or guidelines, ensures a continued operation within the policy framework.

Institutional objectives can only be achieved successfully through the creation of organization structures. These structures are a product of the organizational planning process. Through this process the institution is divided into functional components. Each such functional component comprises a number of positions which serve as repositories of authority, responsibility and accountability. The actual operation of the institution is achieved through the various channels of communication referred to as the chain of command. It is essential to distinguish between line authority and staff authority in order to know and understand the operation of this chain of command.

An examination of the organization structures of the various types of Black urban local authorities has revealed certain inherent features which are characteristic of each type. It was essential to amend the Black Local Authorities Act, 1982 (Act 102 of 1982) in order to produce and formalize these structures. The established categories of Black urban local authorities can now be identified as city councils, town councils, town committees and local authority committees. An executive committee can be established only by a city council whereas the other types of local authorities can establish special committees. The position, organization structure and role of a personnel department, division or section has also been examined closely with the aid of illustrations of existing arrangements in all types of Black urban local authorities.

This chapter is invaluable in the sense that it has carved out an area, that is, a personnel unit, which will, henceforth, constitute a focal point for the examination of the actual personnel processes and dynamics within an institution. These personnel processes and dynamics, beginning with the personnel planning process and the point of entry and extending over a series of phases up to the eventual point of exit from the institution, form the subject matter for the next chapter and the others that follow after it.

CHAPTER 5

Personnel planning, recruitment, selection and placement

5.1 Introduction

In the previous chapter it was stressed that the creation of an organization structure and the design of the positions within it are essential for the achievement of institutional objectives. These objectives can be realized only through the positive involvement of people. It is essential, therefore, that the positions within the organization structure be filled with personnel who meet the necessary requirements. Meeting these personnel needs requires effective planning of human resources; positive recruitment strategies; a valid and fair selection process as well as a proper placement of individuals as a final dimension of the personnel provision process. These personnel aspects form the focus of this chapter.

It must be observed, however, that in African urban local authorities these personnel processes were designed and developed by the organization and efficiency divisions of the now defunct development boards. This responsibility was, subsequently, assumed by the community services offices of the provincial authorities on behalf of the Department of Constitutional Development and Planning. Community services offices of the provincial authorities provide these services to the Black local authorities

on an agency basis. Though there is strong evidence of an increasing degree of participation by the urban local authorities in the determination of the personnel requirements and the actual recruitment and selection of candidates for position openings, such activities occur under a close supervision and guidance by the personnel division of the community services offices and the Director of Local Government. In terms of the Black Local Authorities Act, 1982 (Act 102 of 1982) the Director of Local Government provides advice and gives assistance to local authorities in regard to the exercise of a power or the performance of a function or duty assigned to a local authority. The extent of the involvement of the community services offices of the provincial authorities and the Director of Local Government in these personnel functions will be examined below.

5.2 Personnel planning

Personnel planning is "the process of anticipating and making provision for the movement of people into, within, and out of the (institution). Its purpose is to optimize the utilization of these resources and to have available the required number of people with the needed qualifications to fill position openings where and when these openings occur."¹

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1. Chruden, H J and Sherman, Jr A W: Managing Human Resources, South-Western Publishing Co. Cincinnati, 1984 p. 101.

Personnel planning seeks, therefore, to ensure that the right number and kinds of people will be at the right places at the right time in future, capable of doing those activities that are essential to the success of an institution.² The personnel planning process comprises four sub-processes; namely

- (i) forecasting future needs for different kinds of skills and different types of personnel;
- (ii) inventorying existing personnel;
- (iii) projecting present resources into the future and comparing the anticipated future position against the needs that have been forecasted; and
- (iv) planning the essential personnel functions such as recruitment, selection, placement, training and reward required to meet future personnel requirements.³

The fourth sub-process involves the development of role prescriptions for the personnel administrator, whereas the first three sub-processes may require considerable involvement from outside the personnel department or unit, for example

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- 2. Miner, J B and Miner, M G: Personnel and Industrial Relations, A Managerial Approach, MacMillan Publishing Company, New York, 1985 p. 143.
 - 3. Ibid.

organization and efficiency experts.⁴ The end result is, however, a set of specifications reflecting what personnel activities must be carried out if future personnel requirements need to be met. Miner and Miner warn that without clear and precise role prescriptions of this kind, personnel planning can become a futile intellectual exercise.⁵ In the assessment of personnel planning within Black local authorities, these specifications must always be borne in mind.

5.2.1 Significance of personnel planning

Planning is an essential tool for administration. As administration entails accomplishing results with and through people, the planning process must also include the institution's human resources. Personnel planning provides a firm foundation for an effective personnel programme and facilitates the coordination of the series of personnel functions that are performed within it.⁶ Intangible costs to the institution may result from inadequate personnel planning or lack of it; for example, inadequate personnel planning may result in vacancies remaining unfilled. The resulting loss in efficiency to the institution can be costly, especially where the training of replacements must precede full production operations. "Situations also may occur in which employees are being laid-off

4. Ibid., p. 144.

5. Ibid.

6. Chruden, op cit., p. 100.

in one department while applicants are being hired for similar jobs in another department."⁷ Lack of personnel planning makes it difficult for employees as well to make plans for effective career or personal development. Consequently, some of the more competent and ambitious employees may begin to look for job openings where their career aspirations can be adequately met.

Personnel planning is but one area of the total planning process in which an institution must engage. Strategic planning, which is concerned with the steps to be taken in the achievement of the goals of an institution, is closely related to personnel planning because administrative strategies invariably involve the use of personnel. It is essential, therefore, to realize that for personnel planning to operate successfully, it must be integrated into an overall institutional strategic plan.⁸ The availability or lack of personnel plans need to be considered when institutional strategies are designed, developed and implemented. Personnel plans are established so that existing and projected positions may be filled in an appropriate manner.⁹ It may be concluded, therefore, that both organizational and personnel planning are closely tied to an overall institutional strategic planning process and this reciprocal relationship should be recognized.

7. Ibid.

8. Miner, op. cit., p. 144

9. Ibid.

5.2.2 Approaches to personnel planning

Two approaches to personnel planning may be identified: quantitative and qualitative approaches. The quantitative or top-down approach to personnel planning is top-directed and involves the use of statistical and mathematical techniques. This approach is used by theoreticians and professional planners and it views employees as numerical entities that are grouped according to considerations such as race, gender, age, skills, tenure, job grade, pay level or some other convenient configuration.¹¹ The focus of this approach is on forecasting personnel shortages, surpluses and career blockages; its main objective is to establish an equilibrium between the demand and supply of people in the light of the goals of an institution.¹²

The qualitative or bottom-up approach to personnel planning is employee-directed in the sense that it attempts to reconcile the interests, abilities and aspirations of individual employees with the current and future needs of the institution.¹³ Personnel practitioners who are "experienced in training, counselling and management development techniques use this approach".¹⁴ This approach focuses on evaluations of employee performance and

10. Chruden, op. cit., 102.

11. Ibid.

12. Ibid.

13. Ibid., p. 103.

14. Ibid.

promotability, as well as leadership and career development. Naturally, the ideal would be that the personnel plan should include the use of both approaches. In combination the two approaches would complement each other and provide a more complete planning coverage and bring together the contributions of both the mathematical theoreticians and personnel practitioners.

5.2.3 Personnel forecasting

Personnel planning should strive for a proper balance not only between techniques and their application, but also between the emphasis placed upon demand considerations in relation to supply considerations. Demand considerations are based upon the forecast and projection of trends that are likely to affect the institution and their anticipated impact on its activities and requirements for personnel. It follows, therefore, that practically all institutions engage in at least short-term personnel forecasting. In this respect, "the exigencies of the present situation exert a controlling influence. Inventories of available talent and counts of vacant positions, sometimes supplemented by estimates of losses through turnover, retirement and so forth, are the usual approaches."¹⁵

15. Miner, op. cit., p. 145

Personnel forecasting involves the conversion of a projected demand for goods and services into production schedules, performance standards, job descriptions and various steps that contribute to the determination of personnel.¹⁶ These requirements are then translated into specific jobs and specific qualifications necessary to accomplish tasks.¹⁷

The supply considerations relate to the determination of where and how candidates with the required qualifications are to be attracted to position openings within an institution.¹⁸ As a result of the difficulty experienced in attracting suitable candidates for the increasing number of jobs that require advanced levels of education and training, forecasting should receive an even greater attention. For some positions or jobs, such as those of a professional or technical nature, for example medical officer of health, legal advisors, engineers, treasurers, personnel practitioners and other categories, local authorities cannot be expected to provide the necessary education and training themselves. However, forecasting of personnel requirements by Black urban local authorities could involve the development of strategies by the Department of Constitutional Development and Planning, in consultation with these local authorities, that reach out into technical colleges and universities which are the centres for the cultivation of the

16. Chruden, op. cit., p. 104

17. Ibid.

18. Ibid.

technical and professional talents. These strategies might involve the stimulation of an increased external personnel supply through the funding of university fellowships, bursaries and through other procedures calculated to expand the numbers of students in particular programmes of study relating to the various functions of municipal institutions. These strategies might encourage students to take relevant preparatory courses and degrees suitable for these positions.

These strategies are more likely to succeed if they are preceded by a sense of identification by all South Africans with the institutions of government at all levels. This spirit of positive identification can only surface if a new constitutional order is designed, developed and implemented by the legitimate leadership of South Africa. The availability of suitably qualified African candidates for position openings in the Black local authorities is at present negatively influenced by their political perceptions. Even those who have accepted appointment to positions of chief executive officers and heads of departments of some of these local authorities show a deep sense of concern¹⁹ about their participation in institutions which are rejected by Africans for the reason that they perpetuate apartheid.

Thus with the fore-knowledge permitted by personnel planning, college and university graduates may be produced by these

19. Such participation is viewed as collaboration with the apartheid regime. The identity of the officers of these authorities who show this apprehension cannot be revealed because they fear victimization.

institutions and be available for appointment to senior ranks of the local authorities. The Community Services Office of the Cape of Good Hope, East Cape, has established a training centre in Port Elizabeth to meet the personnel needs of the urban local authorities in its area of jurisdiction.²⁰ At this training centre "Xhosa-speaking graduates" are being trained for positions of chief executive officers and heads of departments for Black local authorities in the Cape Province.²¹ Training is done on a modular basis, i.e. "it will be interrupted by practical hands-on sessions".²² "Successful candidates will be placed in the employ of a Black Local Authority as Chief Executive Officer or Head of Department".²³ Whilst undergoing training candidates can draw a salary which is negotiable up to R22224 per annum and this is supplemented by a fringe benefits package."²⁴ It is noteworthy that this training centre is the first of its kind in the Republic of South Africa. No similar training centres have been established in Natal and Transvaal.²⁵ The less skilled

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20. Refer to the Sunday Times, Business Times, March 20, 1988 p. 16. This information was subsequently confirmed with Mrs Amanda du Toit of the Personnel Employment (Local Authorities) of the Community Services Office, Provincial Administration of the Cape of Good Hope, East Cape. The telephonic enquiry was conducted on 20 May 1988.
 21. Ibid.
 22. Ibid.
 23. Ibid.
 24. Ibid.
 25. This information was obtained from Miss Alicia Helen Hessel, Training Officer, Community Services Office, Natal Provincial Administration, at an interview held on 23 May 1988 at the Community Services Office, Durban.

applicants for skilled jobs may be hired with the expectation that following the internal programmes, they can move up to fill openings in more highly skilled occupations.

It must be realized that personnel planning does not cease when forecasting has been accomplished. In fact, it is only then that the various processes of personnel administration, i.e. from entrance into, up to exit from, the institution, take over, but remain under the constant influence of the personnel planning process.

5.3 Recruitment

Recruitment of personnel is one of the distinct steps in the administration of personnel programmes in which the institution attempts to fulfill its personnel needs. These needs stem from the goals of the institution which result from the planning decisions the leadership adopts to operationalize these objectives.²⁶ In effect the establishment of an institution results in the identification of tasks and activities that require human power for their execution. What that human power will be - its number, shape and ability - rests with the nature of the task to be performed and recruitment constitutes that personnel step which enables an institution to attract suitable candidates for appointment. "Thus, in a sense,

26. Rabin, J, Vocino, I et al (eds): Handbook on Public Personnel Administration and Labour Relations, Marcel Dekker, Inc., New York, 1983 p. 79.

recruitment is a transition step from (institutional) design to
 (institutional) function(ing)".²⁷ Recruitment is, therefore, the
 process of attempting to locate and encourage potential
 applicants to register an interest in existing or anticipated
 position openings.²⁸ This process consists in the efforts that
 are made to inform the applicants fully about certain details
 pertaining to the vacant posts and other pertinent issues.

5.3.1 Sources of qualified candidates

An institution may fill a position opening with a person already
 in the employ of the institution or a person from outside.²⁹ The
 pattern of recruitment in Black local authorities, as young
 bodies, has been to rely heavily on external sources. The
 existing scant personnel members of the now defunct community
 councils were also absorbed into the personnel establishment of
 the newly constituted urban local authorities which replaced
 community councils.³⁰ Senior ranks, for example chief executive
 officers, heads of departments and other professional and
 technical categories were filled by suitably qualified candidates

27. Ibid.

28. Chruden, loc. cit.

29. Byars, L L and Rue, L W: Personnel Management: Concepts and Applications, W B Saunders Company, Philadelphia, 1979 p. 130.

30. This information was obtained from Mr Walter Dladla, a personnel official of the Community Services Office of the Natal Provincial Administration. The interview took place on 17 March 1988 at the Community Services Office in Durban.

from outside sources. This was brought about by the arrangement that professional and technical services were rendered by the personnel of the development boards to the community councils and the remaining advisory boards.³¹ The existing small personnel establishment of community councils comprised only clerical personnel. When community councils and advisory boards were dissolved, they left no legacy of senior ranks that could be inherited by the Black local authorities and be placed in positions of chief executive officers, heads of departments and other professional and technical areas. It follows, therefore, that recruitment has to be directed at outside sources.

To the extent possible, most institutions try to follow a policy of filling job vacancies above the entry-level position through promotions and transfers. "By filling vacancies through internal promotions and transfers, an (institution) can capitalize on the costs that it has invested in recruiting, selecting and training its current employees."³² If an institution has been effective in selecting qualified candidates, one of the best sources of recruits for positions

31. Du Plessis, H A: "Administrative Requirements for the Development of Towns and Cities for Blacks in Natal" appearing in Coetzee, WAJ (ed): The Administrative Future of the Natal region, (Proceedings of a symposium held at the University of Durban-Westville on 7-9 July 1982) pp. 199-200.

32. Chruden, op. cit., p. 105.

that become vacant at a later stage is its own employees. Promotion from within has some advantages. In the first place an institution should have a good idea of the strengths and weaknesses of its employees. "The skills inventory which should contain information on each employee's basic qualifications, can be effectively used as a starting point for recruiting from within. After this initial screening, the employee's present and past supervisors can be interviewed to obtain their evaluations³³ of his or her performance." The availability of accurate data concerning employees reduces the possibility of taking a wrong decision. Conversely, employees are well informed about the institution and its operations. "Another advantage is that recruitment from within can have a positive effect on employee morale and motivation if it prevents lay-offs or creates³⁴ promotion opportunities." When employees know that they will receive fair consideration for position openings, an incentive for a high level of performance is generated, whereas if there is an inclination on the part of the leadership to prefer candidates from outside for vacancies, the effect can draw negative reactions.

Internal promotion serves to reward the employee receiving the promotion for his or her past performance and hopefully will

33. Byars, op. cit., p. 131.

34. Ibid.

result in sustained efforts by that person. It also gives the employees reason to anticipate that similar efforts by them will yield similar rewards and thus improves morale within the institution. Chruden submits that "this is particularly true for members of groups who have encountered difficulties in gaining employment and have often faced even greater difficulty in achieving advancement within an (institution)."³⁵ He suggests that for the internal promotion personnel policy to be a success, employees must be clearly informed and this objective could be met through the preparation and dissemination of written statements covering this policy.³⁶

Such a personnel strategy has, however, certain limitations. Some positions, especially at the middle and upper levels, may require specialized levels of education, training and experience that are not available from within the institution. Applicants appointed from external sources may also be a source of new ideas and bring with them the latest expertise acquired from previous experience. Appointments from external sources tend to negate the inbreeding of ideas. The other disadvantage associated with recruiting from internal sources is that it often occurs that some employees are promoted until they reach a level of

35. Chruden, loc. cit.

36. Ibid.

37

incompetence.

5.3.2 Methods of locating qualified candidates for position openings

There is a variety of methods for locating qualified candidates for position openings. These methods can be classified into two categories, formal and informal. "Although such a classification scheme is necessarily imprecise, it is based on the fact that some methods make more use of established channels of job availability than do others. For example, job posting, advertising, campus recruitment, and the use of employment agencies are generally classified as formal methods of recruitment. Persons referred by employees and walk-in applicants are examples of recruits obtained through informal methods."³⁸ Institutions may select recruiting methods on the basis of circumstances they face, for example, the number and type of vacancies, the labour environment and the state of the national economy.³⁹ The choice of a specific recruitment method may be based on past experience and also convenience to the institution.

37. Byars, loc. cit.

38. Ibid., p. 132.

39. Ibid.

5.3.2.1 Computerized personnel record systems

Qualified candidates within an institution can be located by means of computerized personnel record systems. Computers have made possible the creation of data banks that contain a complete record of, inter alia, qualifications of each employee. With these records an institution can screen its entire work-force in a matter of minutes to locate candidates who possess the qualifications required to fill an opening. "These data also can be used to predict the career paths of employees and to anticipate when and where promotion opportunities for them may occur." ⁴⁰ Since the value of the data is contingent upon being current, the record system must include provisions for continual up-dating of employee qualifications and job placement as they occur. This method of locating suitably qualified candidates from within institutions may become increasingly valuable to the African urban local authorities as they develop sophisticated personnel systems.

5.3.2.2 Job posting and bidding

Information relating to vacant positions may be communicated internally through a process referred to as job posting. This

40. Chruden, op. cit., p. 106.

process consists largely of posting notices on bulletin boards for the information and attention of personnel within an institution. Employees are given a specified length of time within which to apply. Usually the posted notice specifies the job title, rate of pay and the necessary qualifications. The usual practice is that all the applications will be sent to the personnel office or department for an initial review. The next step may be an interview by the prospective supervisor and then a decision is made based on qualifications, performance, length of service and other pertinent criteria.⁴¹

Job bidding is closely allied to job posting in the sense that prospective job bidders obtain information about vacancy positions through an effective job posting system. Employees bid for a job based on considerations of seniority, experience or other specific qualifications.⁴² In institutions where agreements have been entered into with labour unions, job posting and bidding procedures may be laid down in the labour contracts.

According to Chruden, job bidding functions most effectively when it is part of a career development programme in which employees

41. Byars, op. cit., p. 132.

42. Ibid., p. 133.

are made aware of the opportunities available to them within an institution.⁴³ This system encourages employees to take the initiative in improving themselves and in seeking out positions which match closely their interests and qualifications.

5.3.2.3 Recall from lay-off

When economic conditions necessitate a reduction in the manpower, the employees whose services are terminated are said to be laid-off. Usually when the economic outlook brightens again and job openings occur, former employees who were laid-off while they⁴⁴ were in good standing are recalled.

In the case of unionized institutions, the criteria for determining an employee's eligibility for lay-off are set out in⁴⁵ the labour union contracts. As a rule, seniority on the job receives significant weight in determining which employees are⁴⁶ laid-off first. Similar provisions in the labour union agreements provide for the right of employees to be recalled for jobs they are still qualified to perform. If the employees do not belong to a labour union, a personnel policy which establishes the criteria for lay-off and recall should be developed and operated.

43. Chruden, loc cit.

44. Ibid., p. 107.

45. Ibid.

46. Ibid.

5.3.2.4 Advertisements

Probably the most common method for contacting applicants is through advertisements. While newspapers and trade or professional journals constitute the media used most commonly, radio, television, billboards and posters have also been⁴⁷ utilized. Advertisizing has the advantage of reaching a large audience of possible applicants. Some degree of selectivity can be realized by an institution through the use of newspapers and journals that are directed toward a specific group of readers. Professional journals, trade journals and publications of labour unions would fall into this category.

African urban local authorities rely heavily on this method of locating qualified candidates for the clerical, technical, administrative and professional categories of their personnel establishments.⁴⁸ To advertise a vacant position, the chief executive officer of the local authority must submit a "request to fill a vacancy" to the Community Services Office of⁴⁹ the Provincial Administration. The application must reflect

47. Ibid., pp. 109-110.

48. This information was obtained from Mr Walter Dladla, a personnel official attached to the Community Services Office of the Natal Provincial Administration. The interview was held on 23 May 1988 at the Community Services Office in Durban. Refer to Annexure F for a copy of an advertisement made by African urban local authorities.

49. Refer to Annexure J for a copy of an application to fill a vacancy.

the following details: designation, qualifications, experience, special service conditions and the recruitment medium, i.e. the preferred press must be specified.⁵⁰ The personnel section of the Community Service Offices then fills in the following details on the application form: post number, key salary scale, financial authorization, cost code and the action taken, i.e. it must be shown whether the vacant position was advertised, re-⁵¹ advertised and filled.

The personnel section will then prepare a copy for advertisements. The preparation of such a copy is not only time-consuming, but it requires special training and experience to meet the high quality of recruiting materials being produced today and the accuracy and completeness of information being provided through advertisements. Among the information increasingly being included in advertisements by the African urban local authorities is the statement that they are Equal⁵² Opportunity Employers.

5.3.2.5 Educational institutions

Educational institutions, such as technical colleges and universities, are a typical source of young applicants with formal education and training, but with relatively little

50. Ibid.

51. Ibid.

52. Refer to advertisements appearing in Sunday Times, Business Times, May 22, 1988, p. 22. The implications of this statement will be examined in the concluding chapter.

practical experience. When filling technical, professional and administrative positions, college and university graduates⁵³ provide the primary source. High schools usually are a source of employees for the clerical and blue-collar (artisan) positions. Recruiting on college and university campuses will probably become a common practice of the African urban local authorities considering the characteristics of their labour demand. When recruitment on college and university campuses occurs, institutions usually send one recruiter or a team to a campus for initial interviews. The most promising candidates may then be invited to visit the institution before a final employment decision is made.

5.3.2.6 Employee referrals

The recruiting efforts of an institution can be aided by employee referrals, or recommendations made by its current employees. This method may not only produce qualified applicants, but it may⁵⁴ also improve employee morale. "These recruiting systems may be informal and operate by word of mouth, or they may be structured, with definite guidelines to be followed. Bonuses may be given for help in finding employees for positions that have been⁵⁵ difficult to fill." One disadvantage of this method

53. See Sunday Times, Business Times, November 29, 1987, p. 30.

54. Chruden, op. cit., p. 113

55. Byars, op. cit., p. 135

is that cliques may develop within the institution, especially if⁵⁶
employees recommend only their friends and relatives.

5.3.2.7 Unsolicited applications

Some employers receive unsolicited applications by letter or in person from individuals who may or may not be good prospects for employment. Even though the percentage of acceptable applicants from this source may not be high, it is a source that any employer cannot ignore. Chruden cites Breaugh's study which "revealed that the performance of individuals who have been hired through their own initiated contact with the employer proved to be more successful than those recruited from college placement services or newspaper advertisements."⁵⁷ Unsolicited applications do constitute an important external source of recruits and the walk-in applicants must, therefore, be treated with courtesy and respect. If there are no prospects for employment at the time or in the future, it would be expected that the applicants would be informed of this fact in a frank and tactful manner.

56. Ibid.

57. Chruden, loc. cit.

5.3.2.8 Labour unions

Labour unions can be an important source of applicants, especially for blue-collar positions. Some unions may maintain hiring halls that can provide a supply of applicants, particularly for short-term needs of an institution. As a result of powerful influence some unions may exercise over hiring practices, employers may find it prudent to use the labour union service in order to avoid any possible confrontation. It may be a long time before any confrontation develops in the Black local authorities because of the absence or low level of development of labour unions at this stage.

5.4 Selection

The recruiting process normally yields a number of applicants whose qualifications must be assessed against the requirements for the vacant position. Selection is primarily concerned with the information that is assembled on applicants and the methods that are used to obtain it as well as the procedures for evaluating this information.

5.4.1 Objectives of selection

The purpose of the selection process is to choose individuals who are most likely to succeed on a job from the applicants available. The success of this process depends on the

effectiveness of the personnel planning and recruitment process. A successful planning programme identifies the number and types of required personnel, while recruitment produces a pool of qualified candidates. Therefore, a breakdown in either personnel planning or recruitment can make even the most efficient selection system ineffective.

The objective of any selection system is to match the requirements of the job and the qualifications of the applicant. Chruden points out that applicants "who are thoroughly screened against carefully developed job specifications learn their job tasks readily, are productive and generally adjust to their jobs with a minimum of difficulty. As a result, the individual, the institution and society as a whole benefit from a careful selection process."⁵⁸ Where the tenure of employees is protected by a labour union contract or by public service regulations as is the case in the Black local authorities,⁵⁹ there is, indeed, an additional incentive for personnel administrators to develop sound selection policies and procedures for the reason that it is typically more difficult to dismiss unsatisfactory employees who enjoy such protection measures.

5.4.2 Sources of information about candidates

Many sources of information are used by institutions to provide a

58. Ibid., p. 126.

59. Refer, for example, to sections 30(4) and 31(4) of the Black Local Authorities Act, 1982 (Act 102 of 1982)

complete picture of an applicant's potential for success. Some of the methods used in obtaining this information provide for verification of the information supplied by the applicants.

5.4.2.1 Application blanks

African urban local authorities, like most institutions especially in the public jurisdiction, require that application forms⁶⁰ be completed. Application forms provide a fairly quick and systematic means of obtaining a variety of information about the applicant. Application forms must, therefore, be designed and developed with great care and should also be revised continually in order to reflect information that is work-related. The information on application forms is generally used as a basis for further exploration of the applicant's background. According to Chruden, this practice is supported by research that has shown that the application form is an essential and valuable component⁶¹ of the personnel selection process.

5.4.2.2 Background investigations

If the applicant is potentially qualified, previous employment and other information provided in the application form may be investigated. Present and/or former employers and individuals named as references may be contacted for verification of

60. See copy of an application form in Annexure K.

61. Chruden, op. cit., p. 130.

pertinent information such as period of service, type of work and designation, salary scale and notch. It is never safe to assume that the information furnished by the applicant is true in all respects. A telephone call and/or letter are the primary means⁶² of verification used by these local authorities.

These Black local authorities have also adopted the use of court records as an integral part of their background investigations. Applicants must appear at their nearest police station and be subjected to a fingerprint exercise. These prints are used to ascertain whether or not the applicant has any previous conviction. Any record of a conviction, irrespective of the nature or severity of the crime, would weigh negatively against the applicant and in some instances would be a ground for denial⁶³ of a job to an applicant.

5.4.2.3 Physical examination

A physical examination is one of the steps taken in the selection process. It is expected to reveal the applicant's condition of health, i.e. details of operations undergone, serious physical or mental illness, or any physical defects. Candidates may be expected, therefore, to furnish health questionnaires duly filled in by qualified medical practitioners. A physical examination is

62. Dladla, op. cit.

63. Ibid.

generally given to assure the prospective employer that the health of the applicant is adequate to meet the job requirements. African urban local authorities also rely on this practice. It also provides a base line against which subsequent variations in the state of health of an employee may be compared and interpreted. This objective may be particularly significant in issues pertaining to determinations of work-caused illnesses and disabilities in terms of the provisions of the workers' compensation laws.

5.4.3 Interview

The employment interview has an important role in the selection process. African urban local authorities also consider the interview to be the most effective tool in the selection process.⁶⁴ At the interview the information obtained through the various sources is used to learn if the applicant is the best candidate for the position.

5.4.3.1 Interviewing methods

Selection interviews differ according to the methods that are used to obtain information and to elicit attitudes and feelings from an applicant. The most significant difference lies in the amount of structure or control that is exercised by the inter-

64. Ibid.

viewer. African urban local authorities use the structured
⁶⁵ interview method. The informal or unstructured interview
 method has been rejected for the reason that it is characterized
 by a lack of planning and is also highly susceptible to
 distortion and bias. This type of interview method is rarely
 totally job-related and is, therefore, unreliable and lacking in
⁶⁶ validity.

Through a structured interview, reliable and valid information is
 obtained by means of questions that are carefully selected
 beforehand. These questions cover different areas of the
 applicant's life relating to the position applied for, namely
 qualifications, experience, character and ability to do the
⁶⁷ job. The interviewer adheres closely to the detailed set of
⁶⁸ questions on specially prepared forms. These questions are
⁶⁹ provided to the panel of interviewers to help them elicit
 complete information, interpret its significance and also to
 discern any inconsistencies. The advantages of using this method
 are that it provides the same type of information on all

65. Ibid.

66. Chruden, op. cit., p. 135.

67. Refer to Annexure L for a copy of these aspects.

68. Ibid.

69. The panel is drawn from the members of the local
 authority. There is usually present a member of the
 community services office in senior appointments. Dladla,
op. cit.

applicants that are interviewed. It also allows systematic coverage of all questions deemed essential by the local authority and it minimizes personal biases of the members of the panel.

5.4.3.2 Interview appraisal

Panel members always bear in mind the appraisal factors while the interview progresses. The appraisal factors relate to experience, qualifications, character and ability to do the job.⁷⁰ In respect of each appraisal factor, every member of the panel allocates an appraisal score. They execute this task on the basis of a predetermined "method of interview appraisal scoring"⁷¹ which guides them in the allocation of values.⁷² When the interview is over, panel members' scores allocated in respect of each appraisal factor are entered individually, by the chairman of the interview, in a score sheet. The consensus score⁷³ in regard to each factor is then recorded by the chairman.

5.4.4 Making the selection decision

After the interview, a list or register of eligible candidates is prepared in the sequence of highest scores obtained by the candidates. The list is transmitted to the office of the Director of Local Government by the Community Services Office.

70. Refer to footnote No. 67 supra.

71. Refer to Annexure M for characteristics of this method and the value of each appraisal factor.

72. Ibid.

73. Refer to Annexure N for a copy of a score sheet.

Ordinarily the list comprises two or three names of the candidates who are listed in the order of their scores. All the essential documentation, for example, application forms and copies of qualifications are attached to the list. The list is always submitted with a recommendation from the panel for the appointment of, usually, the candidate with the highest score.⁷⁴

The Director of Local Government will then review the documentation and make a decision to appoint. The decision is then communicated to the local authority. Notifying applicants of the decision and making offers of appointment is the responsibility of the personnel department, division or section of a local authority.

In local authorities where the personnel function is still exercised by a community services office of a provincial authority, the applicants would be informed by the personnel section of the community services office. The letter of appointment constitutes an offer to a candidate and confirms the details of the position, i.e. designation, department, key salary scale and notch, date of assumption of duties, fringe benefits, as well as the conditions of appointment, for example the duration of the period of probation.

5.5 Placement

Placement is a universal institutional process of combining individuals and organization structures. It is generally

74. Dladla, op. cit.

regarded as the final dimension of the recruitment and selection processes. Hyde argues that it is only a penultimate step, the final step being the confirmation of appointment after a satisfactory completion of a probationary period.⁷⁵ Placement involves a special focus on the inherent problems relating to the integration of the newly appointed employee into the institutional environment. The integration focuses on the matching of individuals to the positions that are best suited for their skills, attitudes and abilities.⁷⁶ Placement has extensive ramifications that affect deeply all of the general functions of personnel administration, especially aspects such as, inter alia, orientation, in-service training, career development, compensation and evaluation.

Hyde points out that the probationary period, as used in most public jurisdictions, is one of the weakest links in the chain of selection.⁷⁷ This period can be a valuable tool for both supervisors and the newly appointed employees. "However, as it is actually used it seems to be nothing more than a rubber stamp on the hiring decision. Given the low percentage of employees

75. Hyde, A C: "Placing the individual into the Organization," appearing in Rabin, J et al (eds): Handbook on Public Personnel Administration and Labour Relations, Marcel Dekker, Inc. New York, 1983 p. 117.

76. Ibid.

77. Ibid.

dismissed during the probation, it could be concluded that most selection systems are unbelievably accurate in securing just the right person in the right place at the right time." ⁷⁸ It could be rightly assumed, on the contrary, that supervisors worldwide, do not use the period of probation for what it was intended: to take a long and hard look at the new incumbent and reward and retain sound performance and dismiss poor performance.

5.6 Summary

Personnel planning establishes role prescriptions for personnel within an institution. It seeks to ensure that the required number of suitably qualified workers will be available to the institution at the right time. Personnel planning provides the foundation for an effective personnel programme and for coordinating the personnel functions being performed within it. As personnel planning involves applying the planning process to human resources, it is important in the success of an institution. Personnel planning is but one component of the total planning process in which an institution must engage. Strategic planning, which is concerned with the steps to be taken in the realization of institutional goals, relates closely to personnel planning because institutional strategies involve the use of personnel resources.

78. Ibid., p. 148

There are two approaches to personnel planning: quantitative and qualitative. A quantitative approach involves statistical and mathematical techniques. This approach views personnel as numerical entities and employees are identified in terms of considerations such as race, gender, age, skills, tenure, grade and pay levels. A qualitative approach aims at reconciling the interests, abilities and aspirations of personnel with the current and future requirements of an institution. It has been concluded that personnel planning should comprise the use of both the qualitative and quantitative approaches because they complement each other and provide a more complete and effective coverage. Black local authorities have adopted the use of both approaches and will, therefore, reap the benefits provided by the combined approaches.

Recruitment has been identified as an essential process that seeks, locates and encourages qualified candidates to apply for position openings. There are two sources of qualified candidates: internal and external. There are a variety of methods of locating qualified candidates for position openings; namely computerized personnel record systems, job posting and bidding, recall from lay-off, advertisements, educational institutions, employee referrals, unsolicited applications and labour unions. Black local authorities, as young institutions, must necessarily rely heavily on attracting candidates from external sources.

The recruiting process normally yields a number of applicants whose qualifications must be assessed against the requirements of the vacant positions. Selection is then primarily concerned with the information assembled on applicants and the methods that are used to obtain it as well as the ways in which this information is evaluated in the selection process. The African urban local authorities use a structured interviewing method. Interviews are conducted by a panel comprising members of the local authority and a representative of a community services office of a provincial authority. The interview is conducted on the basis of appraisal factors to which values are allocated. The panel makes a recommendation for appointment of the best candidate. The final decision rests with the Director of Local Government. The techniques and procedures followed by the Black local authorities are quite sophisticated and should yield positive results.

Placement of the newly appointed employee and the determination of the probationary period mark the final dimensions of the recruitment and selection processes. The placement process has extensive ramifications for the institution and the employee in the sense that they affect deeply a number of the functions of personnel administration such as training, career development, appraisal, compensation, labour relations, maintenance and discipline. With their increased capacity to expand their

personnel establishments, African urban local government institutions must be particularly careful about the consequences of the placement process. These personnel functions constitute the focus of the next three chapters.

CHAPTER 6

Personnel training and development

6.1 Introduction

The functions of recruiting and selecting candidates are only the initial stages in building an effective work-force. At the conclusion of the selection and placement processes, both the employer and the new employee are generally optimistic that the best applicant has been hired and that the employer-employee relationship will be beneficial to both parties. Sometimes this hope is realized, often it is not. Employees require training and continual development if their potential is to be utilized effectively. The training of personnel within the institution, should be viewed as beginning with the orientation and continuing throughout their working life.

Training and development have become increasingly vital to the successful operation of institutions. The rapidly changing technology requires that employees acquire and develop the knowledge and skills necessary to cope with new processes and production techniques. The growth of institutions into large and complex structures makes it imperative for the top leadership and other categories of employees to be prepared for new and more demanding activities. As a consequence of this development, a

definite trend has emerged for institutions to take a broader perspective of personnel administration by creating career development programmes. Such programmes involve efforts to develop the employee's career in a manner that will benefit both the institution and the employee.

This chapter explores the institutional dynamics of employee training and development, or the lack of it, within urban local authorities for Africans. It focuses on personnel aspects such as, inter alia, objectives of training and development; training phases; assessing training needs; methods of training and development; and evaluation of training and development.

6.2 Nature of the training and development process

Employee development, in which training plays a major role, comprises those procedures and activities that contribute to employee growth and professionalism on-the-job and in the total perspective of career planning.¹ Hays and Reeves define the concept training as "the systematic process of altering the behaviour or attitudes of employees in a direction that will increase organizational goal achievement."² A training programme is viewed by these authors as "an effort by the employer to provide opportunities for employees to acquire job-

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1. Hays, S I and Reeves, I Z: Personnel Management in the Public Sector Allyn and Bacon, Inc. Boston, 1984, p. 216.
 2. Ibid.

related skills, attitudes and knowledge,"³ through the learning process which they define as "the act by which the individual acquires skills, knowledge, and abilities that result in a relatively permanent change in his or her behaviour."⁴ These authors regard career planning as a systematic effort by the institution to design jobs around the aptitudes, abilities and objectives of employees.⁵

Training is fundamentally role-specific, i.e. it attempts to assist employees who are or will be performing certain work tasks to achieve successful role behaviour.⁶ Training begins, always, with the requirements of a particular employing body, and within that setting,⁷ of a given activity. Administrative development may be perceived as some form of training. Senior administrative positions tend to have rather broad role prescriptions, especially at the top levels, for example chief executive officers, where the demand for the generalist is greatest.⁸ Institutional heads, i.e. chief executive officers, and their

3. Ibid., p. 217.

4. Ibid.

5. Ibid.

6. Miner, J B and Miner, M G: Personnel and Industrial Relations, A Managerial Approach, MacMillan Publishing Company, New York, 1985 p. 397.

7. Ibid.

8. Ibid.

senior personnel, such as heads of departments or divisions, are responsible not only for their own work performance, but also for that of their subordinates.⁹ Consequently, administrative development is pursued through training in supervisory techniques, delegation, team-building and other leadership courses.

High ranking personnel is responsible not only for training individual employees to improve work skills, but also for improving the quality of those employees' work relationships. "This process is called organization development, which developed in the 1960s as a combination of sensitivity training, which focuses on work relationships in a small group, and action research, which is based on gathering data and feeding it back to participants to enable them to change their own behaviour."¹⁰

Personnel development is, therefore, similar to personnel training in that both processes are change-oriented, action-oriented and are aimed at employees throughout the institution. Klingner and Nalbandian observe that personnel development is, however, participant-oriented rather than trainer-oriented; it seeks to increase productivity by increasing employee identification with the objectives of the institution rather

9. Klingner, D E and Nalbandian, J: Public Personnel Management, Contexts and Strategies, Prentice-Hall, Inc. Englewood Cliffs, New Jersey, 1985 p. 245.

10. Ibid., pp. 245/6.

than by increasing employee job-skills; and it focuses on the process variables that comprise human interaction rather than the work product itself.¹¹

6.3 Objectives of training and development

Some new employees, for example those who are holders of the prescribed academic or technical qualifications and have acquired the requisite experience, come into the institution with most of the knowledge and skills necessary to commence work. Others may require extensive training before they are ready to make much of a contribution to the institution. A majority of employees, would, however, at one time or another, require some form of training in order to maintain the desired or effective level of performance. Training is often viewed as the most visible and popular of all personnel functions.¹² Administrative executives may endorse training because it promises to make employees more skilled and hence more productive, even though these benefits must be weighed against the loss of work time while the employee is being trained. Employees may like training because it offers, inter alia, a break from their jobs (if they do not like them) or increased skills, which may be used to master a current or prospective position.¹³

11. Ibid., p. 246.

12. Ibid., p. 233.

13. Ibid.

The objective of training is to bring the knowledge and skills required for effective task performance up to a satisfactory level. The individual employee's effective level of performance cumulatively leads to the accomplishment of the institution's primary objectives. According to Chruden and Sherman, "as the individual continues on the job, training provides opportunities to acquire new knowledge and skills. As a result of the training, the individual may then be more effective on the job and may qualify for jobs at a higher level."¹⁴ Training and development are the means by which institutions establish, increase and maintain employee skills and hence, productivity. Training is mostly beneficial in those areas where employees experience a skill deficiency. Training is not intended to replace or compensate for inadequate selection criteria, improper job design or insufficient compensation,¹⁵ but gives employees direction in their work activities and also acquaints them with their work environment.¹⁶ According to Gerber, et. al., training also enhances loyalty and boosts the morale of employees.¹⁷ It also reduces labour turnover as well as absenteeism, and it promotes job satisfaction.¹⁸

14. Chruden, H J and Sherman, Jr. A W: Managing Human Resources, South-Western Publishing Company, Cincinnati, 1984 p. 186.

15. Klingner, op. cit., p. 233.

16. Gerber, P D., Nel, P S and van Dyk, P S: Human Resources Management, Southern Book Publishers, Johannesburg, 1978 p. 185.

17. Ibid.

Training and development are, therefore, important as they constitute the means by which the institution improves and maintains employee skills. Employee development programmes, if conducted effectively, benefit both the institution and the individual employee involved. The employer retains a work-force with a high morale and increased competence to accomplish the institution's goals. The employee gains additional skills and increased motivation in job performance. In a somewhat tangible manner, work becomes fulfilling and challenging rather than monotonous labour.¹⁹ Training is, indeed, the institution's tool for accomplishing employee growth and development. Without training programmes employee development becomes random and haphazard,²⁰ "if it occurs at all. The first step to effective training is a needs assessment.

6.4 Assessing training needs

Training is normally administered following a formal needs assessment. Administrators and first-line supervisors should always be alert for indicators of training needs. Training would then be focused on individuals and areas or situations where the need is greatest. "This means that large gaps between role prescriptions and existing role behaviours must be identified."²¹

19. Hays, op. cit., pp. 222-223.

20. Ibid., p. 223.

21. Miner, op. cit., p. 403.

Then a decision must be made on whether or not a significant reduction in size or total elimination of the gap might be accomplished through training. "Establishing training needs thus requires an answer to two questions: Is there a problem in terms of the level or type of performance? Can training be of any value in correcting such a situation?"²² In its simplest form, a needs assessment can be formulated by a supervisor who recognises areas requiring performance improvement. On a more sophisticated level, however, training needs can be assessed by observing inter-personal relations of workers, interviews with key personnel, and also through a systematic review of employee training, education and experience levels.²³

Miner and Miner point out that "in terms of sheer numbers, the training-needs problem is usually most pronounced among individuals just starting out on a new job. Thus new employees, employees who have been shifted into a new position, and employees being re-trained because role prescriptions for a position have been changed, all can normally be assumed to have rather acute training requirements."²⁴ Training needs of this kind tend to be rather easy to determine and the level of willingness to learn on the part of the employee is quite high.

22. Ibid.

23. Hays, op. cit.

24. Miner, op. cit.

The problem probably emerges in the case of existing employees with long service and experience, where a single categorization such as "new employees" would not be appropriate to make employees with marked training needs highly visible. In such cases persistent deviations or shortfalls from role prescriptions must be identified on an individual basis. Such identification may be resented and the motivation to learn may be at its minimum because to be singled out for special training could be perceived as a tacit admission that one has not been performing according to the expected levels of effectiveness in the past.

Chruden and Sherman recommend three analyses for the assessment phase in order to approach training needs in a more systematic manner: "organizational analysis, task analysis, and person²⁵ analysis." An examination of the goals, resources and environment of the institution to establish where training emphasis should be placed is referred to as "organizational analysis." Resources include equipment, finance and manpower. The personnel policy and the institutional climate have an impact on the aims of the training programme. "Similarly, external factors, such as public policy as reflected in laws, regulations, and court decisions, have important implications for training²⁶ programs in determining where emphasis will be placed." The

25. Chruden, op. cit., p. 187

26. Ibid., p. 188.

designing of a specific training programme would require a review of the job description in which the activities performed on the job and the conditions under which they are performed are indicated. This review is then followed by a task analysis "which involves determining what the content of the training program should be, based upon the study of the task or duties²⁷ involved in the job." According to Chruden and Sherman, as soon as the organizational and task analyses have been conducted, it is then essential to perform a person analysis, "which determines what skills, knowledge, and attitudes are required of people on the job."²⁸ Person analysis would involve determining whether or not the levels of task performance are acceptable and also studying the characteristics of individuals and groups who would be placed in the training environment.²⁹ These authors suggest that it may be rewarding to determine, beforehand, what the prospective trainees can and cannot do in order that the training programme may be designed to yield maximum benefits at minimum costs.³⁰

The training needs of urban local authorities for Africans are assessed by the training division of a community services office

27. Ibid., p. 189.

28. Ibid.

29. Ibid.

30. Ibid.

of a provincial authority.³¹ Formal training courses for personnel of local authorities must be approved by the Training Board³² which is established according to the provisions of the Local Government Training Act, 1985 (Act 41 of 1985). A training course may be approved on the basis of the following conditions:

- (a) the contents, nature, duration and standard of a course;
- (b) the standard of education or practical experience required for admission to a training course;
- (c) the qualifications and experience required of a person who provides training in terms of a training course; and³³
- (d) any other matter connected with a training course.

The Training Board may, subject to the approval of the Minister of Constitutional Development and Planning and after consultation with the Council for the Coordination of Local Government Affairs, utilize moneys in the Local Government Training Fund for the allocation of, inter alia, "grants-in-aid, donations or loans to any person who, or institution, association or body, including a local government body, which provides training or will provide

31. This information was obtained from Miss Alicia Helen Hessel, Training Officer, Community Services Office, Natal Provincial Administration, at an interview held on 23 May 1988 at the Community Services Office, Durban.

32. Section 9(1) of Local Government Training Act, 1985 (Act 41 of 1985).

33. Section 9(2).

training.³⁴ The Office for Community Services of the Provincial Administration of the Cape of Good Hope, East Cape, has already established a training centre for African local government personnel.³⁵ According to Miss Hessel, a Training Officer of the Community Services Office, Natal Provincial Administration, Durban, this training centre established in the East Cape, is the first of its kind. Similar training centres have not, as yet, been created for the other provinces.

6.5 Phases of training

Training should be viewed as a systematic, ongoing process within every institution. Training usually occurs at two stages of an employee's career progression, usually in only loosely related ways: pre-entry and post-entry training. Post-entry training may be divided further into orientation and in-service training. Goals for each training phase may be debated and thus hardly consensual, but there is seemingly agreement that employees should be prepared before employment (pre-entry); oriented to the work environment, and provided with on-the-job training.

34. Section (1)(a)

35. Refer to the Sunday Times, Business Times, March 20, 1988 p. 16. This information was later confirmed, by telephone, on 20 May 1988 with Mrs Amanda du Toit of the Personnel Employment (Local Authorities) of the Community Services Office, Provincial Administration of the Cape of Good Hope, East Cape.

6.5.1 Pre-entry training

It has been concluded that academic qualifications or any number of formal administrative programmes attended cannot be regarded as predictors of how effectively an administrator will perform his functions and duties.³⁶ "Academic achievement is not a valid yardstick to use in measuring managerial potential. Indeed, if academic achievement is equated with success in business, the well-educated manager is a myth."³⁷ Hays and Reeves pursue this viewpoint further by citing the conclusion drawn by Sterling Livingston that academic education is generally poor preparation for the world of work. "Specifically, Livingston finds that there is no direct relationship between performance in school or organizational training programmes with later records of success as managers. In fact, he believes that academic programmes are often detrimental to one's potential for success because they 'distort the ability of managerial aspirants as they gain experience. Fast learners in the classroom often... become slow learners in the executive suite."³⁸ According to these authors Livingston is of the opinion that universities and colleges are³⁹ teaching classroom skills rather than on-the-job competencies.

36. Hays, op. cit., p. 218.

37. Ibid.

38. Ibid.

39. Ibid.

"There is particularly, a preoccupation with problem-solving and decision-making skill development in management education programmes. This undue emphasis results in an overly developed analytical ability in a student, but little else. Frequently, students graduate thinking that organizations operate in rational environments and that their analytical abilities will make them prime managerial material, an illusion, which when shattered,⁴⁰ usually produces a personal trauma in the real world."

Livingston's analysis appears to direct attention to the mission and function of pre-entry education and training. The locus of this education and training is in post-secondary educational institutions and technical colleges that prepare students for the prevailing labour market.

In the South African Public Administration academic circles it is not yet clear whether or not there are observers who share Livingston's rather "alarmist" conclusion that students do not learn from formal education what they need to know to perform their jobs effectively and that success-oriented skills must be learned, if at all, on the job. The South African Institute of Public Administration has, however, tentatively raised the need to discuss the formulation of guidelines to which member Departments of Public Administration of the universities and technikons could conform in order to provide certain curriculum components for a Public Administration programme. If ever such

40. Ibid., pp. 218-219.

an objective is formally adopted and pursued the South African Institute of Public Administration would be emulating other professional associations or institutes which formulate guidelines to which all members must conform if they wished to be listed on an approved roster of programmes.⁴¹

Urban local authorities for Africans consider academic qualifications as an important factor in the determination of a candidate's suitability for a position opening, especially at the administrative levels. A perusal of advertisements for position openings by these local authorities invariably reveals this fact.⁴² For technical or other specialist positions these local authorities require, as pre-entry qualifications, high school or university qualifications in addition to technical or specialist qualifications.⁴³ For mostly senior positions there is always required extensive appropriate experience.⁴⁴ This period seems to vary from five to ten years. Appropriate experience is experience obtained through operating in a position equivalent to or similar to the position that is advertised. Equivalent positions refer to positions found in other local authorities

41. Ibid. p. 219.

42. See Annexure F.

43. Ibid.

44. Ibid.

and similar positions refer to positions with the same characteristics of responsibility as they occur in the public jurisdiction. Also for most senior positions, viz. chief executive officers, heads of departments and other categories, membership of an appropriate professional institute or association is regarded as a strong recommendation for selection.

6.5.2 Post-entry training

Post-entry training comprises two-sub-phases, i.e. orientation and in-service training.

6.5.2.1 Orientation training

Employees starting a new job are usually filled with anxieties and fears. It is probable that moving to a new location may be one of life's disturbing and distressing events. Institutions usually establish orientation training programmes which are designed to alleviate work entry fears and anxieties. The orientation and induction training programme provides new employees with information regarding the institution on matters such as organizational structure, history, policies and procedures, conditions of employment, safety practices, names of top administrators, location of various departments and facilities as well as information on how effective work per-

45. Examples would be: Institute of Town Clerks, Institute of Traffic Officers, Institute of Personnel Management, South African Nursing Association or South African Institute of Public Administration.

formance contributes to the success of the institution and society.

The type and depth of information that new employees will need will vary with the nature of the job. However, it is customary to provide initially information about matters of immediate concern to them, such as parking facilities, security requirements and working hours; then attention may be devoted to informing them about those areas that require more time for presentation and comprehension.⁴⁶ In urban local authorities where there is a full-fledged personnel department or unit, orientation training is the responsibility of this department or unit. In urban local authorities for Africans where viable personnel departments or units have not been established, orientation training is provided through the training division of a community services office of a provincial authority and also through the immediate supervisor of the new employee.⁴⁷ Literature, films, and other audio-visual material may play an important part in this initial effort to provide the new employee with knowledge regarding the salient features of the institutional environment. Miner and Miner observe that "in those cases where immediate supervision has primary responsibility for those matters (i.e. orientation), the training tends to become more individualized, more variable, and on

46. Chruden, op. cit., p. 181.

47. Hessel, op.cit.

occasion more superficial. Standardized programmes, including classroom sessions and group tours of facilities, would appear to offer major advantages.⁴⁸ These writers point out, however, that there seems to be little solid research on orientation training and the informal procedures may often be as effective as the formal procedures.⁴⁹ In any event, however, orientation training has been firmly established as a vital process of socializing the new employee to the norms and environment of the institution. While this discussion has focused primarily upon the needs of the new employees, it is also significant that all employees, irrespective of their length of service with the institution, should be continually re-oriented to the changing conditions.

6.5.2.2 In-service training

Many new employees may be equipped with the knowledge and skills necessary to commence the tasks of their duties. Others may require extensive training before they are ready to make any worthwhile contribution to the institution. A majority of employees will, however, at one time or another, require some

48. Miner, op. cit

49. Ibid.

form of training in order to maintain an effective level of work performance. "While training may be accomplished on an informal basis, better results are usually attained through a well-⁵⁰ organized, formal training programme." The main purpose of a training programme at the beginning of an individual's employment is to cultivate knowledge and inculcate skills required for effective work performance. As the employee's length of service and experience on the job increases, further training provides opportunities to acquire more knowledge and skills. As a result of this training, the employee may become more effective and may qualify for positions at a higher level of the institution.

In-service training is the most commonly used phase in the training of personnel, both junior and senior. For junior personnel it is conducted by the supervisor or by a senior⁵¹ employee who is responsible for instructing employees. This type of training has the advantage of providing "hands-on" experience under normal working conditions and an opportunity for the trainer to establish and maintain a good relationship with the employees. In-service training may also be provided to the higher administrative echelons, but because of the broader knowledge and skills required of this category, the content of the training programme as well as the methods used may differ

50. Ibid., p. 188.

51. Hessel, op. cit.

from those designed and used for junior personnel.⁵² These methods are examined below.

6.6 Methods of training and development

Once the training needs have been assessed, the trainer's role comes into a full swing. An appropriate training programme is then designed and targeted for the specific personnel group. Training programme goals are defined and hopefully achieved through a selection of reliable training methods. A wide variety of methods are available for training personnel at various levels. According to Chruden and Sherman "some of the methods have a long history of usage. Newer methods have developed over the years out of a greater understanding of human behaviour, particularly in the areas of learning, motivation, and interpersonal relationship. More recently, technological advances, especially in electronics, have resulted in training devices that in many instances are more effective and economical."⁵³ These writers warn, however, that trainers should avoid fads and gimmicks in selecting training methods.⁵⁴ Trainers should, therefore, select those training techniques which have been established as reliable and effective.

52. Ibid.

53. Chruden, op. cit., p. 192.

54. Ibid.

6.6.1 On-the-job training methods

On-the-job training is the most commonly used method in the training of lower personnel levels, though other levels may also benefit from this type of training.⁵⁵ This form of training is usually conducted by a supervisor or by a senior employee who is responsible for training employees. On-the-job training has the advantage of providing "hands-on" experience under the normal working conditions. On-the-job training methods are a composite of a variety of techniques, inter alia:

6.6.1.1 Induction

The first step in the training process is to get new employees off to a good start. This is generally achieved through a formal induction programme. The induction programme provides new employees with knowledge and understanding of how task performance contributes to the success of an institution. Induction programmes are designed to alleviate job entry anxieties and fears by providing information about the institution, i.e. its goals, policies, procedures, services, expectations, facilities, rules and any other piece of information.

55. Hessel, op. cit.

In the urban local authorities for Africans induction, especially of the lower and middle levels of personnel, is conducted by the training division of a personnel department of a local authority⁵⁶ as well as by the new employee's immediate supervisor. The personnel department provides a general orientation towards the local authority while the departmental task orientation which entails the explanation of subjects peculiar to a new employee's particular task and section where he will be working are the responsibility of the new employee's immediate supervisor. For senior personnel levels, e.g. chief executive officer and heads of departments or divisions, the induction programme is designed and conducted by the senior personnel of the community services office of a provincial authority.⁵⁷ In Natal induction of local authority personnel is at present the responsibility of the training division of the Community Services Office of the Natal Provincial Administration.⁵⁸ All personnel services of the urban local authorities for Africans established in Natal are still⁵⁹ provided, on an agency basis, by the Community Services Office.

56. Ibid.

57. Ibid.

58. Ibid.

59. This information was obtained from Mr Walter Dladla, a personnel official of the Community Services Office of the Natal Provincial Administration. The interview took place on 17 March 1988 at the Community Services Office in Durban.

6.6.1.2 Apprenticeship

Apprenticeship is a method of training in which a trainee is given thorough instruction and experience in the practical and theoretical aspects of the work in a skilled occupation.⁶⁰ This method of training offers an integration of on- and off-the-job learning. The main characteristic of this method of training is that the trainee works under the guidance of a skilled artisan,⁶¹ at a rate of pay which is below that paid to qualified workers. Training programmes combine on-the-job work experience with related technical instruction which is usually provided by a local technical college.⁶² "The work experience and related technical college instruction are coordinated in order to ensure maximum benefit from the programme."⁶³ At the completion of the training course, the trainees are awarded certificates and may be appointed on a permanent basis within the establishment where they were trained. Opportunities for this type of training within urban local authorities for Africans are at this stage only limited to the training of law enforcement candidates. Appointment to technical or skilled position openings requires possession of suitable qualifications and relevant experience.⁶⁴

60. Chruden, op. cit., p. 194.

61. Gerber, op. cit., p. 214.

62. Ibid.

63. Ibid., p. 215.

64. The Sunday Times, Business Times, 29 November 1987 p. 30. and Hessel op. cit.

6.6.1.3 Vestibule training

This method of training provides the trainee with the opportunity to use equipment and procedures that are similar to those that would be utilized on the job, but the equipment is set up in an area which is separate from the regular workplace.⁶⁵ The objective of this special exercise is to facilitate the learning process and not to obtain productive output. "A skilled trainer is in charge, and new workers receive detailed instruction while practising their new skills at a rate appropriate to each individual."⁶⁶ This method of training reduces training time and also yields more skilled work performance.⁶⁷ Its main advantage is that the trainee is not under pressure to maintain the standards of production from the very beginning. When he accomplishes the set standard of performance, he then moves into the actual production line.

When the urban local authorities for Africans assume full responsibility of the whole gamut of activities traditionally falling under the jurisdiction of an urban local authority,⁶⁸ they would be obliged to engage in this method of training.

65. Miner, op. cit., p. 407.

66. Ibid.

67. Ibid.

68. Some of these activities are performed by the provincial authorities on an agency basis at this stage.

6.6.1.4 Job rotation

According to Gerber, et. al.,⁶⁹ "job rotation is a method whereby trainees receive diversified training and experience under close supervision." Rotation on the job assumes that an institution derives a generalised benefit from training the employee in his and other related work activities. It helps to develop generalists who acquire wide experience of the institution and this capacity enables recipients of this training to participate in the formulation of high level decisions in their careers. Through rotation the employee gains competence in new areas, confidence in self increases and useful networks of cooperating individuals are established through formal and informal association.

It would, probably, be premature for the urban local authorities for Africans to engage, at this stage, in any advanced strategy of job rotation since these institutions are still in their early stages of development and all categories of personnel are still engaged in a process of socialization into their respective positions.

6.6.1.5 Coaching and understudy assignment

Coaching and understudy assignment are closely allied. They

69. Gerber, op. cit., p. 212.

entail the instruction of a subordinate, or broadening a junior executive's viewpoints, by his superior with the purpose of developing the trainee's potential. This may occur through regular guidance by the supervisor to develop the junior administrator in his present position by preparing him for advancement to a senior position. "It is a process of learning based on the face-to-face relationship between superior and subordinate,"⁷⁰ during which a subordinate intensively observes the activities of the superior and helps him to perform duties,⁷¹ and at the same time he has the opportunity to be coached.⁷¹ A combination of these methods leads to career development. Advancement of African personnel to senior positions would be immensely facilitated by the adoption of this strategy, especially where the policy of equal employment opportunity is coupled with a simultaneous commitment to an affirmative action plan.⁷²

6.6.2 Off-the-job training methods

These methods comprise information presentation which is the traditional education mode of instruction as well as some action-based learning techniques. "Though the lecture format comes

70. Ibid.

71. Ibid., p. 213.

72. See concluding chapter where this strategy will be explained and recommended for adoption.

quickest to mind and is perhaps still the most popular information presentation method, this mode also includes use of small group discussions, case methods, audio-visual techniques and computer-assisted instruction.⁷³ Information presentation can also occur through a variety of formats, inter alia, short courses, conferences, correspondence courses and full-time or part-time attendance of long-term institute or university courses. Action-based methods may be classified into three broad categories, i.e. role-plays and simulations, laboratory and behavioural techniques;⁷⁴ and career development activities. An examination of the main features of some of these methods will be conducted below.

6.6.2.1 Classroom instruction

Classroom instruction may be offered in a variety of settings. Not only universities and technikons offer courses for public administrators, but institutes of the various types, professional associations, personnel departments, training divisions and consulting private corporations also provide this training. Besides university and college courses, probably the most common format is the short course "offered for one to five days, the short course provides training in a specialized area (e.g.

73. Rabin, J., et. al.: Handbook on Public Personnel Administration and Labour Relations, Marcel Dekker, Incorporated, New York, 1983 p. 213.

74. Ibid.

communication skills, information management, environmental impact analysis) in a 'bite size' that can be taken out of the in-service learner's schedule with a minimum of disruption."⁷⁵

Classroom instruction is usually coupled with small group discussion, brainstorming, audio-visual presentation, printed material simulation of real-life situations and case study.⁷⁶

6.6.2.2 Audio-visual techniques

According to Rabin, et. al., though classroom instruction has many advantages, "the sad experience of so many students in suffering through boring lectures and even more boring required readings creates a strong attraction to audio-visual techniques as an alternative."⁷⁷ Audio-visual methods include a variety of techniques, such as films, video tapes, slides, transparencies, audio tapes, flip charts and the simple chalkboard.

6.6.2.3 Role plays and simulations

In role-playing the trainees physically act out a particular role by applying the theory. "It becomes a dynamic learning process particularly if it is used in conjunction with closed-circuit

75. Ibid., p. 212.

76. Ibid.

77. Ibid., p. 213.

television which films the trainees playing their roles."⁷⁸
 Role-plays normally involve breaking a large class into smaller groups to engage in "live" experiences through which "training seeks to assure that knowledge - and attitude-oriented learning is translated into action and behavior."⁷⁹ The trainer in a role-play often moves from one group to another, not to participate in the play but to answer process questions and to monitor the exercise and gather impressions which he uses in evaluating the role-play.

For some work activities it may be unwise and very costly to train employees on the equipment that is used on the job, e.g. the training of personnel to operate aircraft or space equipment. Trainees may be subjected to a simulation. The design of simulations emphasizes realism in the equipment and operational environment. The use of simulators provides for active practice, knowledge of results, whole learning and is ideal in situations where the economic and human costs of error are substantial. As these methods of training can be extremely expensive, no urban local authority for Africans can afford them at this stage.

6.7 Training the trainers

The success of any training programme will depend in large part

78. Gerber, op. cit., p. 216.

79. Rabin, op. cit., p. 215.

upon the teaching skills of those persons who are responsible for designing and conducting the various types of training sessions. The requirements for a training officer for an urban local authority for Africans are an "appropriate recognised Bachelor's degree or Std (Standard) 10 and successful completion of the course for Training Officers." ⁸⁰ The course provides the necessary training in instructional methods. Making certain that trainers are equipped to do their job is thus a very important part of any training endeavour.

6.8 Evaluation of training and development

The issue of relating training to performance and to compensation has the effect of plunging personnel administration into the question of training programme evaluation. According to Rabin, et. al., the debate ranges from those who believe that training carries diffuse but crucial benefits that cannot be measured to those who believe that cost-benefit techniques can yield a specific and meaningful rand-value "bottom-line" for training programmes. In this debate, there is a slow trend toward more explicit, quantitative and sophisticated evaluations, though ⁸¹ assessment of the loosest sort still predominate." The trend exists, however, because "the key to management acceptance of training is demonstrating that training is an accountable

80. Refer to the Sunday Times, Business Times, 22 May 1988 p.22. These requirements have been confirmed by Miss Hessel.

81. Rabin, op. cit., p. 204.

service."⁸² In an endeavour to provide such accounting, four types of evaluation modes have been identified. These are based⁸³ on satisfaction, learning, behaviour and effectiveness.

There are certain elements that are present in all kinds of evaluation modes. Evaluation is best viewed as a component of designing an overall information system for the training effort. Such a system would comprise information gathered in the needs assessment phase, characteristics of trainees and individual performance. Although evaluation of some sort can be, and indeed is usually, done after the fact, the most desirable forms of assessment provide for baseline data on pre-training. Performance auditing may be one approach to documenting these levels, especially when performance is amenable to work measurement techniques.

The most common mode of evaluation utilized by the training divisions of the urban local authorities for Africans and the training divisions of community services offices of provincial authorities responsible for training in urban local authorities⁸⁴ for Africans, is the satisfaction or reaction survey. The trainee is simply asked to rate the course, the instructor and

82. Ibid.

83. Ibid.

84. Hessel, op. cit.

various learning elements, for example exercises, readings, case studies, speakers or films, on a scale ranging from strong satisfaction to strong dissatisfaction.⁸⁵ Usually, open-ended questions are also included to elicit more concrete criticisms and suggestions that may be useful in designing the curricula. The satisfaction survey approach is direct and useful as it involves trainees in a course feedback. It is also easy and inexpensive to administer. It rests on the premise that if learners feel that the training was poor, that they did not learn much, that the instructor was boring or that the material was not related to the real environment of their work activities, then training was probably poor.

When the satisfaction survey approach is used as the sole evaluative method, certain problems may emerge. This method is often biased by the "gratitude" effect, i.e. learners tend to make favourable comments about the training course because it seems polite to do so. All participants may be biased by the effects of "psychological self-investment,"⁸⁶ i.e. they have invested their time, energy and perhaps money in training and this exercise, "like all forms of participation, fosters favourability and acceptance. Failure to hold attitudes of acceptance creates cognitive dissonance with the fact of self-

85. Ibid.

86. Rabin, op. cit., p. 205.

investment."⁸⁷ The satisfaction survey is also biased by subjectivity. Trainees often are not in a position to rate their own learning, or may be distracted by other values, e.g. enjoyment, which may infuse all their responses. It is the problem of contamination of subjective surveys by environmental factors reaction to which confounds evaluation of the actual⁸⁸ training delivered.

Assessment of learning, as a form of evaluation, seeks to measure, not learner satisfaction, feelings and reactions, but rather the objective amount learned.⁸⁹ A hybrid form is to instruct trainees to evaluate their own amount of learning. This evaluative method advocates an evaluation mechanism in which trainees design programme objectives and rank their significance prior to commencement of training and then evaluate the work appropriateness of the learning experience and their ability to⁹⁰ accomplish their objectives after training. This method shifts the focus from reaction to the instructor and materials used to emphasis on learning objectives. Though still subjective, the concrete accountability of this approach encourages a more realistic response and consequently, "diminishes gritudinous

87. Ibid.

88. Ibid.

89. Ibid.

90. Ibid.

generalities."⁹¹ The objective learning approach usually takes the form of written examinations. The other forms are "hands-on" demonstrations of skills, successful completion of individual or computer exercises. When this evaluative mode is coupled with pre- and post-test training measurement and a curriculum with clear learning objectives, "it results in stable reliable estimates of knowledge, skills and attitude transfer in the training process."⁹² The most serious objection to the learning approach is that it does not measure directly whether knowledge and attitude acquisition actually translate into behaviour on-⁹³ the-job and desired effect on the institution.

The behavioural approach to training evaluation is "widely acknowledged to be preferable to the satisfaction and learning approaches."⁹⁴ At the simplest level, the behavioural approach is performance testing, substituting observation and rating⁹⁵ of trainee demonstration of skills for "pencil-and-paper tests." Skills may be evaluated through "on-the-job demonstration, performance exercises or videotape performances rated by observers."⁹⁶ Knowledge and understanding can be evaluated in problem-solving exercises, research projects leading to policy

91. Ibid.

92. Ibid., p. 206.

93. Hessel, op. cit.

94. Rabin, op. cit.

95. Ibid.

96. Ibid.

recommendations or development of administrative plans.

Institutional effectiveness is another mode of evaluating training and development. Just as it is possible for learned knowledge and attitudes to fail to affect individual behaviour, so it is also possible that behaviour may fail to affect the effectiveness of the institution in achieving its goals. According to this approach, the training evaluator must assess the proportion of variance in institutional goal accomplishment attributable to factors that can be improved through training. If effectiveness is determined by other factors that training cannot affect, then this must be fully appreciated.

6.9 Summary

In this chapter an analysis of the personnel training and development process within urban local authorities for Africans has been conducted. It has been established that training and development constitute a mechanism of transforming an employee by extending his knowledge and skills, modifying his attitude toward his job and adjusting his behaviour pattern within the institution. Training is a deliberate effort to teach specific skills, knowledge or attitudes in order to accomplish a specific objective of the institution. Training is basically role

97. Ibid.

98. Ibid., p. 207.

specific, i.e. it attempts to help an employee to perform a certain task through the acquisition of a successful role behaviour. Training is, therefore, a specific means to inculcate learning by using techniques that have been identified. Training and development are so closely interrelated that they are perceived as forming a unit. Development is viewed as a process whereby supervisors and executives gain skills, attitudes and experience to become or remain successful and effective leaders in the institution.

In the examination of the objectives of training and development it can be concluded that able and well-motivated employees are an institution's most precious asset, but that these attributes do not emerge naturally; effective training and development are essential to achieve the expected level of competence. Urban local authorities for Africans are well aware of their responsibility to provide training and development in order to ensure that their employees acquire and retain a high level of competence and motivation.

To operate effectively as input-output mediators, training and development must be focused on individuals and situations where the need is greatest, i.e. large gaps between role prescriptions and existing role behaviours must be identified. Then a decision must be made on whether or not a significant reduction in the size or total elimination of the gap might be achieved through training and development. Establishing training and development

needs thus requires an answer to two fundamental questions: Is there a problem in terms of the level of performance? Can training and development be of any value in correcting such a situation? The training-needs problem is usually most pronounced among employees just starting out on a new job. Thus, new employees, employees who have been moved into a new position and employees being re-trained because role prescriptions for a position have been changed, all normally can be assumed to have rather acute training needs. The training-needs analysis within urban local authorities for Africans, as young institutions, is directed towards employees who are just starting on a job and this is still a very important factor in their total effort to utilize personnel effectively. The important consideration for these local authorities is to develop some conception not only of whether or not performance deficiencies are present, but also regarding the extent to which training and development can remedy such deficiencies and the type of training and development that might be most appropriate for this purpose.

There are various methods that are used in the training and development of employees. These methods are usually reduced to two broad categories, namely on-the-job training and off-the-job training and development methods. On-the-job methods provide training and development within the work environment and the training and development process is directly related to the tasks. The following methods are generally used for on-the-job

training and development: orientation, apprenticeship or internship, vestibule, job-rotation, coaching or counselling and understudy.

Off-the-job methods are, inter alia, classroom instruction, computer-assisted instruction methods and audio-visual techniques, role-plays and simulations. There is at this stage a heavy emphasis on the on-the-job training methods by the training divisions of the local authorities although this is supplemented by the conference method for the senior ranks, i.e. chief executive officers and heads of departments or divisions.

The success of any training programme will depend in large part upon the teaching skills of those persons who are responsible for conducting the various classes and other types of training and development sessions. Trainers are, therefore, carefully selected. Making certain that the trainers are well-equipped to perform their tasks is thus a very important part of any training and development endeavour. Consequently, training and development are still the responsibility of the training division of the community services offices of the provincial authorities in many of the urban local authorities for Africans.

The issue of relating training to performance and to reward immediately raises the question of programme evaluation. It is commonly accepted that training and development are essential in the effective pursuit and accomplishment of institutional

objectives. It must, however, be demonstrated that training and development are accountable services. In an attempt to provide such accounting, four types of basic evaluation modes have been adopted. These are based respectively on the satisfaction, learning, behaviour and effectiveness. There are certain considerations that apply to all types: evaluation is best viewed as a component of designing an overall information system for the training and development effort and includes information collected in the needs assessment phase, characteristics of the trainees and individual performance if obtainable. Although evaluation is usually undertaken after training, the most desirable forms of assessment provide for baseline data on before - training performance levels as well as post-training levels. Training divisions of urban local authorities for Africans do not reveal, on examination, any evidence that they have attained this level. They do, however, have the potential to perform at this level.

The subject of the next chapter is labour relations and collective bargaining. In the present chapter and the preceding ones focus has been on personnel administration as it involves relations with employees on an individual basis. The next chapter will discuss the impact on personnel administration that employee membership in a labour union can have.

CHAPTER 7

Labour relations and collective bargaining

7.1 Introduction

Labour relations is that area of personnel administration, if not of the whole generic process of administration, with the greatest potential for stress and conflict within any institution, private or public. Personnel administration has, therefore, the continuing responsibility to conceive, develop and implement policies and procedures that are calculated to minimize, or ideally eliminate conflict and stress situations. The primary objective of this element is, thus, to attain and maintain the least internal conflict and stress possible while at the same time accomplishing maximum control over all personnel utilization and productivity.

The purpose of this chapter is to present a brief historical background from which to view the development of labour relations within urban local government institutions for Africans and also to examine the dynamics of the contemporary scene. A proper perspective on these recent developments would warrant a longer view of the labour movement within South Africa as a whole relating to both the private and public sectors. However, in this study which examines the totality of elements comprising

personnel administration, only a limited attempt can be made to provide such a perspective as the subject would be far too extensive to cover in detail in a text such as this.

7.2 Meaning of labour relations

Labour relations is a constituent element of the sub-process personnel administration. According to the Report of the Commission of Inquiry into Labour Legislation, the "terms 'industrial relations' and 'labour relations' have defied many attempts at accurate definition, and there is argument as to which is more appropriate to describe the various facets and forms of collective relationships in industry. The word 'labour' in this context seems to be falling into disuse, while terms connoting 'manpower,' 'human resources,' 'industry' and the like are increasingly being favoured by theorists, governments and others."¹ The difficulty in the construction of the meaning of this element is, apparently, due to the fact that this "field of study itself is still relatively young within the broader area of the human sciences, and its content and perimeters are therefore still matters of tentative theorising and controversy."² The

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1. Wiehahn, N E (Chairman): Report of the Commission of Inquiry into Labour Legislation, Part I, RP 47/1979, Government Printer, Pretoria, p. 13.
 2. Ibid.

Commission abandons any further search for the meaning of this concept and expresses a preference for the concept "industrial relations" to refer to the trilateral relationships comprising³ employees, employers and the government.

Gerber, et. al., venture a definition of this, seemingly, elusive concept: "industrial relations describes conditions under which employees attempt to satisfy their economic, sociological and psychological needs in their working environment."⁴ The Manpower Training Act, 1981 (Act 56 of 1981) confidently pronounces that "labour relations means all aspects and matters connected with the relationship between employer and employee, including matters relating to negotiations in respect of remuneration and other conditions of employment of the employee, the prevention and settlement of disputes between employer and employee, the application, interpretation and effect of laws administered by the Department and the management of the affairs of trade unions, employers' organizations, federations and industrial councils."⁵

3. Ibid.

4. Gerber, P D, Nel, P S and van Dyk, P S: Human Resources Management, Southern Book Publishers, Johannesburg, 1987, p. 317.

5. Refer to section 1 of the Manpower Training Act, 1981 (Act 56 of 1981).

This definition reflects some of the aspects mentioned in the long title of the Labour Relations Act, 1956 (Act 28 of 1956),⁶ though this Act does not define the concept labour relations.

Though an accurate definition of labour relations may appear to be elusive, there is, however, a general consensus that the phenomenon is a composite of the totality of properties examined above. The Manpower Training Act, 1981 (Act 56 of 1981) reflects, accurately, the nature of the elements of this phenomenon.

7.3 Historical development of labour relations

Jones aptly observes that the "individual who seeks to understand the present fully is inevitably drawn into a study of the past. It is, after all, the story of how we arrived at the 'here and now.'" The rapidly evolving nature of labour relations and collective bargaining in the public sector underscores the crucial importance of developing a perspective that includes a grasp of time and change."⁷ Jones is, however, not unmindful of Tillinghast's warning that history is not really the study of the past, because the past no longer exists and this being the case,

6. Refer to definitions in section 1 of the Labour Relations Act, 1956 (Act 28 of 1956).

7. Jones, Jr., W A: "Labour Relations and Collective Bargaining in the Public Sector: Historical Context" appearing in Rabin, J et. al. (eds): Handbook on Public Personnel Administration and Labour Relations, Marcel Dekker, Inc., New York, 1983, p. 281.

it cannot be subject to inspection.⁸ Jones cites Tillinghast, approvingly, that history should be perceived as "the analysis of the observations, ideas, and prejudices of millions of people, most of whom were not historians at all, about carefully selected parts of their own past."⁹ Though Jones' observation relates to the position of labour relations in the United States of America, the need to analyse the observations, ideas and practices of people about their past is equally applicable to labour relations in the South African context.

In an effort to reconstruct segments of the past this study does not attempt to capture all of what occurred in the labour relations field. Labour relations relating to Africans originated in a manner which became inextricably intertwined with the developments in the political sphere. According to Stadler, "the history of African politics in South Africa during the twentieth century was largely shaped by three developments. The first was the destruction of the African peasantry from the 1890s onwards. The second included the circumstances of industrialization and urbanization, including the pass laws and influx control, the restrictions on African access to land, jobs and services, and the repression and coercion of the labour force

8. Ibid.

9. Tillinghast, P E: The Specious Past: Historians and Others, Addison - Wesley, Reading, 1972, p. 11.

in all sectors of the economy. Thirdly African politics were affected by the government's efforts to develop segregated political institutions as an alternative to the principle of common rights and institutions established in the Cape during colonial times. The policy of segregation undercut existing rights by a slow attrition. The policy of apartheid which followed after 1948 required the total extirpation of those rights.¹⁰ From the establishment of the Union of South Africa the government assumed a major role in regulating the supply of labour and allocating it between the different sectors of the economy.¹¹ To execute this role, the government assumed direct control over the internal movement of African people and to prescribe their domicile and place of residence.¹² These controls became the most significant and serious issue determining the relations between the government and the African

10. Stadler, A: The Political Economy of Modern South Africa, David Philip, Cape Town, 1987, p. 141.

11. Ibid., p. 86.

12. Refer to the provisions of the Native labour Regulation Act, 1911, (Act 15 of 1911) and the Natives Land Act, 1913 (Act 27 of 1913). The first Act established strict control over migrant labour, including the enforcement of contracts and the regulation of conditions in the compounds, whereas the latter Act restricted the rights of Africans to acquire ownership of land to about 7% of the surface of the country. See also the Natives (Urban Areas) Act, 1923 (Act 21 of 1923) and the Native Administration Act, 1927 (Act 38 of 1927) which established the basis for the Government's urban African policy.

subjects, providing from before the First World War to the 1980s
¹³
 some of the most intense confrontations.

The urban African policy in the 1920s was significantly influenced by the reports of the Stallard Commission of Inquiry into Local Government and the Godley Committee, an inter-
¹⁴
 departmental committee, which enquired into the pass laws. The Stallard report stressed the controls over entry into the urban areas and formulated the "infamous dictum that the African was required in the urban industrial areas 'to minister to the needs of the white man and should depart therefrom when he had ceased
¹⁵
 so to minister." The Stallard report, like the apartheid policy for which it formed a precedent, was based ostensibly on the claim that africans belonged in the rural areas. This doctrine provided an important guide to the policies of successive governments. The implications of this doctrine, which were fully articulated during Verwoerd's time, were that Africans should exercise whatever political rights they enjoyed in the rural areas. In the urban areas they became "mere objects of

13. Stadler, op. cit.

14. Refer to the Stallard Commission: Report of the Commission of Inquiry into Local Government, Transvaal Province, Government Printer, Pretoria 1922 and the Godley Committee: Report of the Committee of Enquiry into the Pass Laws, Union Government, 104-1923.

15. Stadler, op. cit., p. 88.

administration."¹⁶ The end result of the doctrine was that there were no political structures in the urban areas in which Africans could participate.

The Godley Committee, on the other hand, recommended that "African labour should be permitted to move freely into towns and cities, subject only to the obligation to register and to carry a registration certificate outside of the ward in which the African was a resident, and to produce the certificate on demand and on obtaining employment."¹⁷ The direction laid down by this committee was re-inforced by the Fagan Commission of Inquiry into Native laws¹⁸ in 1948. This Commission was established to investigate ways of creating an institutional framework for accommodating urban Africans. The Commission recommended that urbanization should be accepted as an economic phenomenon which could be guided and regulated, but not prevented or reversed, and that Africans had to be regarded as a permanent feature of the urban community.¹⁹ It recommended also that the labour force should be stabilised "though it stopped short of proposing that

16. Ibid., p. 89.

17. Ibid., p. 90.

18. Fagan Commission: Report of the Commission of Enquiry into Native laws, Union Government, 28-1948.

19. Ibid.

migratory labour should be discontinued."²⁰ Stadler observes that this Commission presented its report at the most inauspicious moment for the United Party Government, a few months before the general elections of 1948 which brought the National Party into power.²¹ The report was rejected by the new²² government.

Labour relations among the White workers and employers were regulated in the 1920s in terms of the provisions of the Industrial Conciliation Act, 1924 (Act 11 of 1924). This Act was subsequently superseded by the Industrial Conciliation Act, 1956 (Act 28 of 1956). The title of this Act was later substituted by section 60 of the Labour Relations Amendment Act, 1981 (Act 57 of 1981).²³ From 1953 labour relations between African employees and their employers were regulated according to the provisions of the Black Labour Relations Regulation Act, 1953 (Act 48 of 1953). These legislative arrangements brought in the existence of a dualistic structure in which the industrial council system for White, Coloured and Indian workers co-existed with the committee

20. Stadler, op. cit., p. 91.

21. Ibid., p. 92.

22. Ibid., p. 93.

23. The present designation of the Act is Labour Relations Act 1956 (Act 28 of 1956).

24

system for the African workers in the same institutions. According to the Wiehahn Commission, the "industrial council system is seen as an umbrella structure covering an industry, while the committee system is regarded as an internal structure at the level of the undertaking, with little connection between the two structures."²⁵ The Commission observes further that the "factual situation is that Black workers on the one hand and White, Coloured and Asian workers on the other, doing the same type of work in the same undertaking, perforce fall under two different systems of negotiation - the Whites, Coloureds and Asians under the Industrial Conciliation Act, 1956 (Act 28 of 1956), and the Blacks under the Black Labour Relations Regulation Act, 1953 (Act 48 of 1953)."²⁶ The report explains that the 1977 amendments to the Black Labour Relations Regulation Act, 1953 which conferred negotiating powers upon works committees were opposed by organized labour mainly because these powers were regarded as discriminatory, in conflict with those of the industrial councils and also contrary to the interests of trade unions.²⁷

The Black Labour Relations Regulation Act, 1953 (Act 48 of 1953)

24. Refer to Wiehahn, N E (Chairman): Report of the Commission of Inquiry into Labour Legislation, Part I, RP 47/1979, Government Printer, Pretoria, p. 1.

25. Ibid.

26. Ibid.

27. Ibid.

had provided "a basis for segregated in-plant bargaining and
²⁸conciliation procedures." These arrangements were, however,
 ineffective in according African workers any effective
 participation in negotiations with employers, "but so heavily did
 repression lie on working-class movements and organizations that
 they endured with remarkable success as the sole form of direct
²⁹negotiation to African workers." Stadler remarks that
 "symptomatic also of the weakness of black working-class action
 was the system of parallel unions whereby African interests were
 communicated to employers and government via white-controlled
 unions. The South African Trade Union Council (later the Trade
 Union Council of South Africa - TUCSA) was instrumental in
 establishing this system, excluding African unions from direct
³⁰affiliation." The South African Congress of Trade Unions was
 established on the basis of 19 unions which rejected the concept
³¹and practice of parallelism.

Developments and progress in the sphere of labour relations have
³²become much more dynamic. The strikes that broke out during

28. Stadler, op. cit., p. 173.

29. Ibid.

30. Ibid.

31. Ibid.

32. Wiehahn, op. cit.

the early 1970s "initiated a period of development in the black unions on a scale and of a momentum which surpassed all previous revivals of working-class action and organization. It attested to a remarkable change in the potential strength of black workers."³³ According to the Wiehahn Commission, "soon after the labour unrest of 1973 and with the ever-present threat of strikes during the periods of unrest in the Black townships, some employers, realising the need for effective communication with their workers, developed systems of their own within their plants or undertakings. Certain employers wishing to have a structure accommodating workers of all population groups in their undertakings for the sake of uniform consultation, created successful extra-statutory systems."³⁴ The Commission observed that this practice was on the increase and that it was becoming clear that labour relations practice in the country was increasingly out of step with legislation.³⁵ Unregistered, or rather unregistrable labour unions for Africans were becoming a "prominent and permanent feature of industrial relations scene. The fact that their existence is not prohibited, while at the same time they are not registrable and are therefore excluded from the machinery of the Industrial Conciliation Act, 1956, serves as an incentive to foreign labour and political organizations to aid

33. Stadler, op. cit.

34. Wiehahn, op. cit. p. 2.

35. Ibid.

them overtly and covertly."³⁶ The Government then took steps, on the basis of the recommendations of the Wiehahn Commission Report, to institutionalize African workers' labour unions through a system of recognition, bargaining procedures and the operation of an industrial court.³⁷

The operation of the dualistic structure was removed by the amendment of the Industrial Conciliation Act, 1956 (Act 28 of 1956) and the repeal of the Black Labour Relations Regulation Act, 1953 (Act 48 of 1953). This was effected through the Labour Relations Amendment Act, 1981 (Act 57 of 1981) which also deleted racial appellations such as "Black," "White," "Coloured" and "Indian."³⁸

The labour relations between Black local authorities and their employees are governed by the provisions of the Labour Relations Act, 1956 (Act 28 of 1956), with the exception of chief executive officers who are excluded from the machinery provided by the Act.³⁹ In the Transvaal Province, African employees of the Black

36. Ibid.

37. Stadler, op. cit., p. 174.

38. Refer to definitions in section 1 of the Labour Relations Act, 1956 (Act 28 of 1956).

39. Refer to section 2 of the Labour Relations Act, 1956 (Act 28 of 1956).

local authorities have assumed membership of the Trade Union for Employees of Black Local Authorities (TUEBLA) which was⁴⁰ established in 1984. According to Moropa, this labour union intends to become national, i.e. negotiate on behalf of all⁴¹ employees of Black local authorities in the four provinces. Employees of the Black local authorities in Natal have not yet either assumed membership of TUEBLA or established a labour⁴² union. Black local authorities in Natal were the last to be established in the Republic of South Africa. At this stage of their development they can still avail themselves of the machinery of works councils provided by the Labour Relations Act,⁴³ 1956 (Act 28 of 1956).

7.4 Prevailing legal framework and institutional structures

The prevailing labour legislation has been consolidated and reduced into one Act, the Labour Relations Act, 1956 (Act 28 of 1956). This was achieved by the amendment of the Industrial

40. Moropa, S, President of the Trade Union for Employees of Black Local Authorities (TUEBLA): this information was obtained from Mr Moropa, of the Atteridgeville City Council, during a telephonic enquiry conducted on 22 December, 1988.

41. Ibid.

42. Ibid.

43. Refer to section 23A and 34B of the Labour Relations Act, 1956 (Act 28 of 1956).

Conciliation Act, 1956 (Act 28 of 1956) and the repeal of the Black Labour Relations Regulation Act, 1953 (Act 48 of 1953).

7.4.1 Object of the Labour Relations Act, 1956 (Act 28 of 1956)

The primary focus of the Act is "to consolidate and amend the law relating to the registration and regulation of trade unions and employers' organizations, the provision and settlement of disputes between employers and employees, and the regulation of terms and conditions of employment by agreement and arbitration, to provide for the establishment of a National Manpower Commission and to define its functions; to provide for the establishment of an industrial court and to define its functions, to provide for the control of labour brokers and the registration of labour brokers' offices; and to provide for other incidental⁴⁴ matters."

7.4.2 Institutional structures

There are a number of participants in the labour relations and collective bargaining process. The Labour Relations Act, 1956

44. Refer to the long title of the Act.

(Act 28 of 1956) provides for the participation of the following structures:

7.4.2.1 Industrial councils

According to section 18 of the Labour Relations Act, 1956 (Act 28 of 1956) any employer or group of employers or registered employers' organization or group of registered employers' organizations may, together with any registered trade union or group of registered trade unions, form an industrial council. The parties must sign a constitution for the government of the council and must also obtain registration of the council under the Act. The function of an industrial council is to "maintain industrial peace between all employers and employees over whom it exercises jurisdiction. It also endeavours to prevent and settle disputes that have arisen or may arise between employers (or employers' associations) and workers (or trade unions)."⁴⁶

Gerber, et. al.,⁴⁷ point out that where no industrial council has been constituted, the Minister of Manpower may establish a conciliation board to settle a dispute that had arisen.

45. Section 18 of the Labour Relations Act, (Act 28 of 1956).

46. Gerber, op. cit., p. 335.

47. Ibid. Refer also to section 35 of the Labour Relations Act, 1956 (Act 28 of 1956).

The Trade Union for Employees of Black Local Authorities is
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 already a member of an industrial council.

7.4.2.2 Conciliation boards

Any party to a labour dispute may apply to the Minister of Manpower for the establishment of a conciliation board to
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 consider and settle the dispute. A conciliation board shall
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 endeavour to settle a dispute by agreement. According to section 36(2) the "parties represented on a conciliation board which is established to consider a dispute in which one of the parties is a local authority or an employers' organization registered in respect of local authorities, shall have the power to settle a dispute in a manner such as is referred to in subsection (1), notwithstanding anything to the contrary contained in any law regulating the affairs of the local authority concerned." As pointed out in 7.4.2.1 above, a conciliation board is established only if there is no industrial council that has been constituted. A conciliation board is

48. Moropa, op. cit.

49. Section 35(1) of the Labour Relations Act, 1956 (Act 28 of 1956).

50. Section 36(1) of the Labour Relations Act, 1956 (Act 28 of 1956).

composed of a number of representatives, as determined by the Minister, appointed by both the labour unions and employers' organization on an equal basis.⁵¹

7.4.2.3 Industrial court

The industrial court was introduced into the labour relations field in South Africa in terms of the Industrial Conciliation Amendment Act 1979 (Act 94 of 1979). The establishment and functions of the industrial court are now regulated by section 17 of the Labour Relations Act, 1956 (Act 28 of 1956). The industrial court performs, inter alia, the following functions:

- (a) all the functions which a court of law may perform in regard to a dispute or matter arising out of the application of the provisions of the laws administered by the Department of Manpower;
- (b) to decide any appeal lodged with it;
- (c) to consider and give a decision on any application made to it;

51. Section 37 of the Labour Relations Act, 1956 (Act 28 of 1956).

- (d) to conduct arbitrations;
- (e) to deal with any matter which it is required or permitted⁵² to deal with under the Act.

7.4.2.4 Works councils

Works councils may be instituted by an employer and employees and may be constituted by such number of members as may be determined⁵³ by the employer and the employees. Works councils perform functions that have been jointly determined by the employer and the employees.⁵⁴ Committees established in terms of the Black Labour Relations Regulation Act, 1953 (Act 48 of 1953) which still functioned at the time this Act was replaced, are, for the purposes of the Labour Relations Amendment Act, 1981 (Act 57 of 1981)⁵⁵ deemed to be such works councils. According to Moropa, the Trade Union for Employees of Black Local Authorities (TUEBLA) emerged as a result of the ineffectiveness of works councils as

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- 52. Refer to section 17(11) of the Labour Relations Act, 1956 (Act 28 of 1956).
 - 53. Refer to section 34A(1) of the Labour Relations Act, 1956 (Act 28 of 1956).
 - 54. Section 34A(2) of the Labour Relations Act, 1956 (Act 28 of 1956).
 - 55. Refer to section 26 of the Labour Relations Act, 1956 (Act 28 of 1956).

instruments of collective bargaining.⁵⁶ Though employees of Black local authorities in Natal have not yet established any labour unions, there is no evidence at this stage that they have adopted⁵⁷ the mechanism of works councils.⁵⁸ The position is still fluid.

7.4.2.5 Labour unions

Labour or trade unions are institutional structures that are active participants in the labour relations field. Labour unions are either registered or unregistered. According to Gerber, et. al., "the advantage of registration for a trade union is that only registration enables the trade union to use the collective bargaining machinery of the Act, such as for example, industrial councils. Unions and employers are not forced to utilize the machinery of the Act, they can also bargain without the statutory⁵⁸ mechanism." The advantage of registration is that agreements reached through the mechanism of the Labour Relations Act 1956 (Act 28 of 1956) can be easily enforced at law whereas agreements

56. Moropa, op. cit.

57. This information was obtained from Masemola, H, town secretary of the Ningizimu Town Committee, Durban, at an interview held on 1 November 1988 at the Community Services Office of the Natal Provincial Administration.

58. Gerber, op. cit. p. 361.

concluded by non-statutory mechanism, for example, recognition
 59
 agreements, can be difficult to enforce.

The advantages of registration have not been lost to the Trade Union for Employees of Black Local Authorities (TUEBLA).

According to Moropa, this labour union is registered in terms of the Labour Relations Act, 1956 (Act 28 of 1956) and is also a
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 member of the industrial council. This labour union has also concluded recognition agreements with some Black local authorities which have not, as yet, availed themselves of the
 61
 machinery of the industrial councils.

7.4.2.6 Employers' association

Employers' associations or organizations are subject to the same registration procedure as labour unions if they wish to use the
 62
 machinery of the industrial council. Employers can register individually in terms of the Act, or as an employers'
 63
 organization. According to Gerber, et. al., employers' organizations usually come into existence when employers who

59. Ibid.

60. Moropa, op. cit.

61. Ibid.

62. Refer to section 4 of the Labour Relations Act, 1956 (Act 28 of 1956).

63. Gerber, op. cit., p. 362.

operate in the same industry or occupation form a group.⁶⁴
 According to Moropa, a large majority of Black local authorities in the Transvaal have registered individually, in terms of the Labour Relations Act, 1956 (Act 28 of 1956) and have thus assumed⁶⁵ membership of industrial councils. Black local authorities in Natal have not, as yet, registered and have, therefore, not⁶⁶ assumed membership of any industrial council.

7.5 Collective bargaining and the settlement process

A distinction may be drawn between statutory collective bargaining, i.e. through the mechanism prescribed by labour legislation, such as industrial councils, and extra-statutory bargaining which is accomplished outside any mechanism created by labour legislation, for example, recognition agreements.⁶⁷ The Labour Relations Act 1956 (Act 28 of 1956) establishes collective bargaining devices such as industrial councils, conciliation boards and works councils. As discussed above, industrial councils and conciliation boards function on a region-wide basis whereas works councils operate within a particular institution.

64. Ibid.

65. Moropa, op. cit.

66. Masemola, op. cit.

67. Gerber, op. cit.

According to Gerber, et. al. a recognition agreement is an "agreement whereby an employer undertakes to recognize a trade union as the representative of those of his workers who are members of the trade union, subject to the provisions set out in the agreement."⁶⁸ These authors explain further that most of these recognition agreements "are procedural agreements and seek to give structural expression to a behavioural relationship between the parties. Wages and financial conditions of employment, in other words, substantive terms, are normally not negotiated in a recognition agreement. The recognition agreement usually makes provision for a negotiation procedure whereby substantive terms can be negotiated in terms of the recognition agreement."⁶⁹ Recognition agreements may stipulate issues such as terms of recognition, election, rights, functions and obligations of shop stewards, negotiation procedures, industrial relations training and the administration of the agreement.⁷⁰

The settlement process of recognition agreements resembles very closely that prescribed by the Labour Relations Act, 1956 (Act 28 of 1956),⁷¹ i.e. "negotiations are often followed by a form of

68. Ibid. p. 366.

69. Ibid.

70. Ibid.

71. Refer to sections 44, 45 and 46 of the Labour Relations Act, 1956 (Act 28 of 1956).

mediation and/or arbitration, and often the peace obligation is the common law equivalent of the strike provisions contained in the Act."⁷² Gerber, et. al., conclude that inspite of the negative pronouncements relating to the recognition process, it is clear that collective bargaining, through recognition agreements, will remain a significant feature of labour relations in South Africa for some time.⁷³

7.6 Summary

The main aim of this chapter has been to present and examine an historical perspective from which to view the development of labour relations in the context of South Africa, in general, and within urban local government institutions for Africans in Natal and the Transvaal, in particular.

An attempt at identifying the main properties of the phenomenon labour relations led to the examination of the views of the writers on the subject. Though there is some difficulty perceived by some of these authors in the construction of an accurate meaning of labour relations, it has been possible to identify the elements of this phenomenon. This process has

72. Gerber, op. cit., p. 367.

73. Ibid.

facilitated the construction of a meaning which, at least, approximates the ideal.

The prevailing legal framework has been identified and closely examined. The most important labour legislation has been consolidated and reduced into the Labour Relations Act 1956 (Act 28 of 1956). This Act removed the existence of a dualistic structure of industrial councils and works committees established, respectively by the Industrial Conciliation Act, 1956 (Act 28 of 1956) and the Black Labour Relations Regulation Act, 1953 (Act 48 of 1953). This constituted a significant and welcome development in the labour relations field in South Africa.

The various institutional participants in labour relations have been identified as industrial councils, conciliation boards, industrial court, works councils, labour unions and employers' associations. Though the Labour Relations Act, 1956 (Act 28 of 1956) provides for statutory collective bargaining mechanisms, labour unions and employers or employers' organizations may elect to engage in extra-statutory collective bargaining arrangements through recognition agreements. It is quite significant that the Trade Union for Employees of Black Local Authorities has emerged and elected to avail itself of the mechanism of industrial councils and also conclude recognition agreements with those

Black local authorities who have not taken up membership of an industrial council. In the next chapter the compensation programme of urban local authorities for Africans is presented and analysed.

CHAPTER 8

Personnel compensation, benefits and services

8.1 Introduction

Employees are concerned with the quality of their work life and also with the psychological rewards to be derived from their employment. It is doubtful, however, whether any of the employees would accept appointment to any institution were it not for the monetary rewards they would derive from employment. Compensation is, therefore, a major consideration in personnel administration because it provides employees with a tangible reward for their services and also serves as a source of recognition.

From the point of view of the employer the primary intent of compensation programmes for employees is to provide an input-output mediator that serves to maximize motivation to contribute to institutional objectives. Whereas training and development are directed toward changing employees into more effective and efficient performers, compensation programmes are designed to provide inducements so that employees will endeavour to perform their tasks by utilizing their best existing capabilities. Compensation practices also have an important function in

recruiting: the beginning compensation levels need to be such that candidates with the necessary or desired characteristics will be induced to join the institution and contribute to the pursuit and attainment of its objectives. At the same time compensation levels may enable an institution to retain its workforce. It is quite evident, therefore, that money has a reward value in a purely economic sense and that employees expect to be compensated for the tasks they perform in furthering the institutional goals. It seems safe to assume, then, that when monetary rewards are made available in an equitable or appropriate relationship to work expectations, they can influence the level of motivation and thus induce a maximal contribution to institutional effort. Employees can, thus, apply themselves effectively and achieve higher levels of task performance when there is the prospect of earning a monetary reward commensurate with their efforts.

The nature, extent and variety of benefits and services provided by institutions to their employees have grown quite rapidly over the years to the point where items of this kind represent a major factor in a total compensation package. These so-called fringe benefits or perks (perquisites) range from insurance and retirement programmes to institutional facilities. This chapter is concerned with the administration of the compensation programme and employee benefits and services provided by urban local authorities for Africans. A significant interaction occurs

between compensation and the other elements of the personnel function, for example, recruitment: compensation rates can aid or impair recruitment and the supply of applicants may affect wage-rates; selection: rate of compensation affects possible degree of selectivity and selection standards affect rate of pay required; training and development: opportunity for compensation increases can motivate training efforts and training and development can lead to increased compensation; and labour relations: low compensation rates can encourage unionization and union militancy and compensation may be determined by negotiation. As a result of its importance in personnel administration, a formal programme should be developed to regulate employee compensation. This programme establishes both the objectives it is intended to achieve and the policies and procedures for determining and disbursing compensation. It is also essential that information pertaining to the compensation programme be properly communicated to the employees.

8.2 Compensation programme

Compensation represents a transaction with individuals and groups exchanging contributions for pay. According to Rabin, et al, "pay is the bundle of direct financial rewards given individuals in an (institution) in exchange for their contributions."¹ Pay,

1. Rabin, J et al (eds): Handbook on Public Personnel Administration and Labour Relations, Marcel Dekker, Inc, New York, 1983, p. 160.

therefore, becomes the basis of a multiple transaction of considerable importance. According to this view, this multiple transaction comprises the following parts:

8.2.1 Economic transaction

Viewed traditionally, compensation represents an economic transaction.² The institution pays for employee services. As a buyer it attempts to gain the most for a given price in terms of both quantity and quality. The employee sells services for income and attempts to gain maximum benefit through the transaction. According to this transaction "we would expect all buyers and sellers to set prices in the market place, also allocating supplies where they have most value."³ These authors are, however, not unmindful of the shortcomings of this view. They observe that as an economic transaction, "viewing labour as a commodity has dysfunctions."⁴ In the first place, the individual, as a passive force - the commodity - is the assumption behind economic models; only labour unions provide a counterweight to institutions as active participants in decision-making.⁵ Second, institutions offer not only economic, but also

2. Ibid., p. 161.

3. Ibid.

4. Ibid.

5. Ibid.

other, often abstract rewards which economic models either
⁶
 overlook or cannot measure.

8.2.2. Psychological transaction

Compensation also has psychological aspects, "constituting a
⁷
 contractual relationship between employer and employee."
 According to this view pay has an instrumental value: it is one
 of the elements that yield job satisfaction. On the other hand,
 the institution attempts to utilize pay as an instrument for
 motivation.

8.2.3 Sociological transaction

Institutions act as associations with status structures and as
 such, compensation assumes a sociological transaction, indicating
 the individual's status within that association and across
⁸
 associations. According to this view, institutions create status
 structures of jobs and status differences are measured by both
 individuals and institutions by compensation differences. These
 status structures based on compensation serve well across
 institutions when many standards of judgment lose value,

6. Ibid.

7. Ibid.

8. Ibid.

particularly those of local orientation, such as family and friends.⁹

8.2.4 Political transaction

Institutions, labour unions and individual employees attempt to influence the labour market, the psychological contract or the status structure. As such compensation decision-making exhibits some political elements. Collective bargaining and negotiation and grievance procedures place labour unions and top administrators of institutions in competitive positions in the narrow political market place of the institution and in the wider polity of which they are an integral component.¹⁰

8.2.5 Equity transaction

These competitive, status and collective bargaining elements of the compensation-transaction suggest some social comparison in one form or another, along some scale of realities. "Is there a standard of fairness within the transaction, an ethical dimension?"¹¹ Rabin, et al, contend that a standard of equity

9. Ibid.

10. Ibid.

11. Ibid.

does not exist among individual employees. That ethical dimension influences the level of task performance and the satisfaction derived from the work. Individuals will, therefore, compare their contributions and compensation to others.

8.3 Compensation objectives and policies

The objectives of a compensation programme should facilitate the effective utilisation of an institution's personnel. Compensation objectives should also contribute to the overall goals of the institution.¹² The compensation programme should, therefore, be so designed as to attract the number and type of candidates who are best qualified to operate the institution. According to Chruden and Sherman, the "nature of the programme and the time and cost of it must be reasonable and proportionate to the resources of the institution and priority demands of other personnel functions."¹³ The common objective of compensation is also to gain employee acceptance of the compensation programme. This acceptance is most likely to occur in a programme which provides employees with the opportunity to achieve reasonable aspirations within the framework of equity and impartiality.¹⁴

12. Chruden, H J and Sherman, Jr A W: Managing Human Resources, South-Western Publishing Co, Cincinnati, 1984 p. 405.

13. Ibid., p. 407.

14. Ibid.

It should also provide employees with an incentive to improve their skills and abilities.

To achieve the above objectives within urban local authorities for Africans constraints are placed on their compensation policy-making authority by political, legal and economic factors. Public policies have been expressed, through Central Government legislation, to direct and guide all local authorities in the Republic of South Africa in making appropriate decisions relating to their compensation programmes. The remuneration of all chief executive officers of local authorities is determined according to the provisions of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984). The main objective of this Act is to "provide for the determination of the remuneration and certain other service benefits of the chief executive officers of local authorities; to regulate the maximum limits of the remuneration and certain other service benefits of other employees of local authorities; and to provide for incidental matters." ¹⁵ The concept "local authority" has been re-defined to mean any institution or body contemplated in section 84(1) (f) of the Provincial Government Act, 1961 (Act 32 of 1961); a regional services council established under the Regional Services Councils Act, 1985 (Act 109 of 1985); and also a local authority as

15. Refer to the long title of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

defined in the Black Local Authorities Act, 1982 (Act 102 of 1982). This re-definition has facilitated the establishment of a uniformly graded compensation programme for all local authorities in the Republic of South Africa. The differentials in the actual amounts of compensation paid to chief executive officers of the various types of local authorities are determined according to the grade of a local authority.

Figure 3: Schedule of remuneration for chief executive officers of graded local authorities

Grade of local authority	Basic salary including allowance
	R
15	99495
14	90876
13	82308
12	76404
11	70932
10	65844
9	59628
8	53988
7	50124
6	45396
5	42144
4	39120
3	35424
2	32076
1	29040

16. See schedule of remuneration, figure 3 adapted from Board Notice 62 of 1988, Government Gazette No. 11442, Vol. 278, Government Printer, Pretoria, 5 August 1988, p. 58.

17. Ibid.

The above schedule indicates that the higher the grading of a local authority the greater is the compensation rate, viz. a grade 15, the highest grading, local authority, at present, compensates its chief executive officer at the rate of R99495 whereas a grade 8 local authority pays R53988 and a grade 1 local authority, the lowest grade, pays its chief executive officer at the rate of R29040 per annum.¹⁸ The grading of local authorities according to a table reflects sizable compensation differentials, i.e. lower graded local authorities pay relatively lower compensation whereas those with a higher grading pay a¹⁹ considerably higher level of compensation.

Any compensation decision by a local authority is limited by external constraints to the extent that less or no discretion is left. According to section 7 of the Remuneration of Town Clerks Act, (Act 115 of 1984) "(1) no local authority shall-

18. Refer to the schedule supra.

19. Ibid.

- (a) pay its town clerk any higher or any lower remuneration than the remuneration payable to the town clerk in accordance with the determination binding in terms of this Act on that local authority.

(2) Any agreement shall be null and void in so far as it is contrary to subsection (1)." An Administrator of a province may, however, upon application by a local authority in his province on which a general determination is binding, make a determination in regard to such local authority whereby the compensation payable to a chief executive officer of that local authority in terms of the general determination is fixed at an amount lower than the amount of the general determination.²⁰ According to the Remuneration of Town Clerks Act, 1984 a local authority which lodged an application under subsection (1) or a chief executive officer aggrieved by the administrator's decision relating to any such application, "may, within 60 days after it or he has been notified of the decision, appeal in writing against such decision to the Minister, and the Minister shall, after he has considered the grounds of the appeal and the Administrator's reasons for the decision, confirm, amend or set aside the decision or substitute for such decision any other decision which the Administrator in

20. Section 11(1) of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

the Minister's opinion ought to have taken." ²¹ A determination by an Administrator of a province is deemed to be an individual ²² determination made in respect of that local authority.

It is noteworthy that the general policy in respect of the compensation of a chief executive officer of a local authority is that his salary tends to limit the compensation rates of the rest of the employees of a local authority. Thus, no employee of a local authority may earn any compensation which exceeds a specific percentage of the salary of the chief executive officer. In terms of the Remuneration of Town Clerks Act 1984 (Act 115 of 1984) no local authority shall pay any employee who is not the town clerk a higher remuneration (excluding any payment in respect of "overtime") than an amount equal to 92.5% of the remuneration payable to the town clerk. ²³ Any agreement which is ²⁴ contrary to this provision shall be null and void. An Administrator of a province may, however, upon application by either a local authority in his jurisdiction or an employee of such a local authority, authorize that local authority to pay any particular employee such remuneration (excluding any payment in

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21. Section 11(3) of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).
 22. Section 11(4)(b) of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).
 23. Section 12(1)(a) of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).
 24. Section 12(2) of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

respect of overtime) as may be fixed by the Administrator which is higher than an amount equal to 92.5% of the remuneration payable to the town clerk in accordance with the determination²⁵ binding on that local authority.

The compensation policy also provides for the payment of an annual service bonus to the chief executive officer and all the other categories of employees of a local authority. The annual service bonus has been determined to be equivalent to one twelfth of the annual salary or wage of an officer or employee of a local authority and this bonus is colloquially dubbed a 13th cheque. The annual service bonus paid to a chief executive officer of a local authority "shall not be paid on a pro rata basis except in those cases where a town clerk -

- (i) leaves his Council's service to accept the post of town clerk in another authority;
- (ii) retires on pension; or
- (iii) dies."²⁶

25. Section 13(1)(a) of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

26. Refer to Board Notice 62 of 1988, Government Gazette No. 11442, Volume 278, Government Printer, Pretoria, 5 August 1988, p. 58.

Every officer or employee of a local authority is paid an annual service bonus regardless of the level of performance. This practice has the effect that the bonus plan adds little, if anything, to the basic salary structure to motivate executive officers or employees to improve task performance.

According to Board Notice 41 of 1988²⁷ approval has been granted, with effect from 1 July 1988, by the Remuneration Board²⁸ for a non-pensionable personal entertainment allowance to be paid to the chief executive officers of the various grades of local authorities according to the following table:²⁹

Figure 4: Entertainment allowance for chief executive officers of local authorities

Grade of local authority	Entertainment allowance per annum
	R
10-15	1400
6-9	1000
3-5	600
1-2	300

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27. Refer to Government Gazette No. 11359, Volume 276, Government Printer, Pretoria, 5 August 1988, p. 58.
28. The Remuneration Board is established in terms of section 2 of the Town Clerks Remuneration Amendment Act, 1987 (Act 106 of 1987).
29. Government Gazette No. 11359, op. cit.

No proof of actual expenses incurred relating to this allowance³⁰ is required from a chief executive officer. This allowance does not substitute any internal financial provision, through the budget, for the entertainment of guests at the discretion of the³¹ local authority.

8.4 Employee benefits and services

The number and variety of benefits and services provided by local authorities for their employees have grown to the point where items of this kind now represent a major factor in total compensation. These so-called fringe benefits range from pension or retirement programmes, insurance, housing loan and subsidy scheme, motor-car scheme to the use of institutional facilities by various employee groups. They may be provided by a local authority on an entirely unilateral basis or they may emerge out of extended bargaining and negotiation with groups or individual employees. The immediate goal of fringe benefits is the improvement of working conditions, the provision of convenience (motor-car scheme), the guaranteeing of security in times of personal or family adversity (group life and disability insurance, unemployment insurance, medical aid insurance and

30. Ibid.

31. Ibid.

spouse and family death benefit cover), or the provision of leisure time and study opportunities (vacation and study leave).

Although constituting an integral part of the compensation package, fringe benefits are not intended to encourage task motivation. According to Miner and Miner very "little effort has been made to use fringe benefits as inducements or rewards with a view to maximizing the effectiveness of role behaviour. Thus, differentials related to merit or productivity are not a characteristic aspect of their application."³² The primary goal of employee benefits and services is to enhance institutional maintenance by contributing to high morale, a sense of security and the general work satisfaction of employees. In this manner, stress and strain within the institution are considerably reduced, but there is no reason to believe that the level of productivity will, as a result of benefits and services, be increased. Benefits and services, however, serve as inducements to continued membership of the institution. A further objective of benefits and services is that they are a valuable asset in attracting potentially suitable employees. A compensation programme which is markedly deficient in this area relative to those of other comparable institutions may make this

32. Miner, J B and Miner, M G: Personnel and Industrial Relations: A Managerial Approach, MacMillan Publishing Co, New York, 1985, p. 581.

a salient point of concern for prospective employees who may elect to accept appointment elsewhere. Irrespective of the significance benefits programmes may have for recruitment and institutional stability, they do represent a major aspect of the personnel function of local authorities. These fringe benefits and services may be classified into the following broad categories:

8.4.1 Pension

The philosophy underlying pensions has, according to Chruden and Sherman, undergone a substantial transformation.³³ "Originally pensions were based upon a reward philosophy which viewed their primary purpose as that of retaining personnel by rewarding them for remaining with the (institution) until they retired."³⁴ If employees quit or had their services terminated before they reached the retirement age, they were not considered as deserving of such rewards.³⁵ But, as a result of vesting requirements, laid down by pensions legislation,³⁶ pensions are now based on an earnings philosophy. A pension is regarded as deferred income which employees accumulate during their working lives and which

33. Chruden, op. cit., p. 479.

34. Ibid.

35. Ibid.

36. Refer to the Pensions Funds Act, 1956 (Act 24 of 1956).

belongs to them after a specified period of service, whether or not they remain with the employer until retirement. This philosophy would apply to a contributory plan and not in respect of a non-contributory plan. In a contributory plan contributions to a pension plan are provided jointly by employees and employers whereas in a non-contributory plan the contributions are provided solely by the employer.³⁷ The plan obtaining in the urban local authorities for Africans is the contributory type.³⁸ The object of the pension plan is to provide benefits for employees or former employees of the participating local authorities upon their retirement.³⁹

8.4.1.1 Pensionable service

According to the Urban Councils Association of South Africa (UCASA) Pension Fund, which has subsequently been re-designated as the South African Local Authorities Pension Fund, a pensionable service relates to "a continuous service on or after the established date in respect of which (a) member contributes or contributed to the Fund or was liable to contribute to the Fund; (or) any period which is reckoned or allowed as

37. Chruden, op. cit.

38. Refer to Rule 4 of the Urban Councils Association of South Africa (UCASA) Pension Fund.

39. See preface to the UCASA Pension Fund

pensionable service of such member in terms of these rules." ⁴⁰

The pensionable service is calculated "by the year and portion of a year and any portion of a year shall be determined according to the proportion which the number of days in that portion of a year bears to 365 days." ⁴¹ The pensionable service of a member is not deemed to be interrupted by a period during which he was absent on leave without remuneration or was on a suspension from ⁴² service.

8.1.4.2 Eligibility and participation

All employees appointed on a full-time permanent capacity in posts on the establishment of a local authority and who had not elected, at the commencement of the Fund, to remain members of any other pension or provident fund or scheme in which employees of the local authorities or community councils could participate, are eligible for membership of the Pension Fund. ⁴³ Employees are eligible for membership provided they are under the retirement age. The normal retirement age is set at age 60. ⁴⁴ Participation in this contributory pension plan is compulsory for

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- 41. Refer to Rule 1.17.1.
 - 42. Refer to Rule 1.17.2 (a).
 - 43. Refer to Rule 1.17.2 (b).
 - 44. Refer to Rules 3.1 and 1.4.

all eligible employees.⁴⁵ Participation in the pension plan by eligible employees commences on the date of commencement of the Fund⁴⁶ or the date of their assumption of membership of the Fund.⁴⁷

8.4.1.3 Rate and collection of contributions

Eligible employees, i.e. members of the Pension Fund, contribute to the Pension Fund at the rate of 8%, in the case of male members, or 6%, in the case of female members, of their annual salary, excluding the annual service bonus.⁴⁸ A member contributes 7% of such annual service bonus, irrespective of gender.⁴⁹ Urban local authorities contribute in respect of each member in its service an amount equivalent to 2.04 times the amount which a member contributes and an amount equal to 21% of each member's annual bonus.⁵⁰ The rate of contribution by local authorities may be reviewed at each actuarial investigation⁵¹ which should occur at least once every three years.⁵²

45. Refer to Rule 3.2.1.

46. The commencement date is 1 March 1985. See Rule 1.5.

47. See Rule 3.2.2.

48. Rule 4.1.1 (a).

49. Rule 4.1.1 (b).

50. Rule 4.1.2.

51. Ibid.

52. Rule 2.8.

The amount which a member contributes to the Pension Fund is deducted from the annual salary of the member on a monthly basis or at such times as the trustees may determine and is deposited,⁵³ immediately, into the Fund. Any contributions by the local authority are deposited into the Fund at such times and in such a⁵⁴ manner as the Trustees may determine.

8.4.1.4 Pension portability

According to Chruden and Sherman, a weakness of most private pension plans is that they lack portability which would enable employees, when changing employment, to maintain equity in a single pension. They point out that, "even when employees acquire vested rights - an irrevocable interest or equity in the benefits they had earned through their years of service - several changes in employment over the working life can result in⁵⁵ accumulation of equity in more than one fund." Urban local authorities for Africans have eliminated this weakness by providing that a member of the Fund who transfers from the service of one local authority to another or who is appointed to the service of another local authority without a break in the

53. Rule 4.2.1.

54. Rule 4.2.2.

55. Chruden, op. cit., p.480.

continuity of his service, shall retain membership of the Fund.⁵⁶

It is also provided that any person who was a member of any other fund and who, immediately after termination of his membership of that other fund or after such break as the trustees may condone, becomes a member of the Fund, shall, with effect from the date on which he or she becomes a member, contribute to the Fund and his pensionable service, with such other fund shall be reckoned as pensionable service subject to the payment by such other fund to the Fund of amounts as stipulated.⁵⁷

8.4.1.5 Retirement age

According to the Pension Fund, the normal retirement age has been established⁵⁸ as age 60. Age sixty is only treated as normal, but this Rule does not require retirement until the compulsory or mandatory⁵⁹ retirement age is attained. If urban local authorities adopted a flexible retirement policy, with the compulsory provision invoked only when clearly required in particular cases, this would arouse complaints of unfair treatment. A flexible approach would, therefore, be much more

56. Rule 8.8.1 (a) of the Pension Fund.

57. Rule 8.8.2.1

58. Rule 1.14

59. The mandatory retirement age is determined by the prescribed conditions of service of each urban local authority.

difficult to administer as it can become a source of dissension if some employees feel that the policy as applied to them is unjust.⁶⁰

8.4.1.6 Benefits on retirement, death, resignation or discharge

On attaining the retirement age a member shall be retired on pension.⁶¹ A member may also be retired on pension when he reaches the normal retirement age if he gives written notification of his wish to be retired before he has attained the retirement age.⁶² A member who has reached the normal retirement age may be retired on pension if the local authority concerned so directs.⁶³ The other aspect of the pension plan is a provision for payment of benefits before attainment of a normal retirement age. This could occur as a result of death, resignation or discharge.⁶⁴ There are various formulas for computing pension payments. There is a specific formula for each method of exit from the service of the local authority.⁶⁵

60. Miner, op. cit., p. 480.

61. Rule 5.1.1 of the Pension Fund.

62. Rule 5.1.2

63. Rule 5.1.3

64. See formulas in Rules 5, 6 and 7.

65. Ibid.

8.4.2 Insurance

According to Miner and Miner, the greatest activity over the last forty years, in so far as employee benefits are concerned, has occurred in the area of group insurance.⁶⁶ "The growth rate, whether computed in terms of the number of (institutions) involved, the number of employees covered, the types of plans in force, or the amount of insurance provided, has been little short of phenomenal."⁶⁷ It must be recognized that group insurance represents a huge benefit to the employee whether or not the employer contributes a portion of the premium. Employees who are covered by group insurance obtain the saving associated with group rates and other forms of protection that are virtually out of reach on an individual basis become available.

The group insurance available through the urban local authorities programmes can be classified into the following categories: life, disability and medical.

8.4.2.1 Group life insurance

Life insurance policies provide a lump-sum payment⁶⁸ to an

66. Miner, op. cit., p. 591.

67. Ibid.

68. The lump-sum is established at five times annual salary of the employee.

employee's spouse or family in case of death. Special provisions may apply to accidental death, i.e. an increased benefit, or separate insurance may be arranged for this purpose. These local authorities also provide an opportunity to insure the lives of other family members in addition to that of the employee through a spouse and family death benefit cover or a spouse cover and funeral benefit.⁶⁹

8.4.2.2 Disability insurance

This type of insurance provides benefit payments to employees who are too severely disabled to engage in gainful employment. These insurance benefits are designed to tide employees over during periods of disability caused by illness or accident. In order to be eligible for such benefits, an employee's disability must have existed for a specified minimum period and must be expected to last longer than a specified period. In the meantime an employee would be covered by sick leave benefits. Long-term disability benefits may be payable for life or until retirement benefits become available.

8.4.2.3 Medical insurance

The benefits that are receiving a lot of attention of all

69. This information is always conveyed in advertisements for position openings. Mr Masemola, the Town Secretary of the Ningizimu Town Committee (Durban) has confirmed the accuracy of this information. The interview occurred on 1 November 1988 at the Community Services Office of the Natal Provincial Administration, Durban.

employers today because of sharply increasing expenses are those pertaining to health care. Medical insurance policies are becoming quite diverse. They cover costs relating to hospitalization, medical and surgical treatment, consultation of a specialist physician or a general practitioner, prescription drugs, dental, visual and mental health care. Urban local authorities have also provided for a medical aid scheme for their employees, such as Compcare medical aid scheme or Bonitas medical aid scheme⁷⁰ which are contracted out to insurance companies. These medical insurance plans provide for a part payment, by the local authorities, of the premium. The subsidy by the local authority ranges from 60% to 65%.⁷¹

8.4.3 Motor-car scheme

Chief executive officers of local authorities qualify for a motor-car loan.⁷² The extent of the loan is determined according to the grade of a local authority, see table⁷³ below:

70. Ibid.

71. Ibid.

72. Refer to Board Notice 41 of 1988, Government Gazette No. 11359, Vol. 276, Government Printer, Pretoria 24 June 1988, p. 47 and see also section 1 of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1985) for definition of motor-car scheme.

73. Ibid.

Figure 5: Schedule of motor-car loan scheme for chief executive
officers of local authorities

Grade	Maximum car loan amounts
	R
15	88000
14	84000
13	80000
12	76000
11	72000
10	68000
9	64000
8	60000
7	56000
6	52000
5	48000
4	44000
3	40000
2	36000
1	32000

The maximum repayment period has been established at six years
and the interest rate has been fixed at 8% of the reducing
balance.⁷⁴

74. Ibid.

8.4.4 Housing scheme

According to the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984) a housing scheme means any scheme or arrangement in terms of which an employee is paid a subsidy or other assistance on any interest, capital, rent or other payment payable by him in respect of housing, or is provided with housing free of charge or for a consideration less than the value thereof as a reward for his service.⁷⁵ No local authority is competent to grant its town clerk a benefit under a housing or motor-car scheme unless such a benefit is authorized under a determination binding in terms of the Act on that local authority, or grant its town clerk a greater benefit under such a scheme than the maximum benefit which may be granted to the town clerk in accordance with such a determination.⁷⁶ Any agreement between a local authority and its chief executive officer which is contrary to this prohibition⁷⁷ would be null and void.

8.4.5 Other benefits and services

It is probably not possible to examine all employee benefits and

75. Refer to section 1(1) of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

76. Section 7 (1) (b) of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

77. Section 7(2).

services in detail in this chapter, but the following listing of the other benefits and services provided by local authorities is reasonably comprehensive: the cost of installation, if applicable, and the monthly rental of the telephone service is paid to the town clerk and he may, in his discretion, claim an amount for official calls made from his private telephone service;⁷⁸ long service allowance which is equivalent to the remuneration of a town clerk for the working days as reflected in column 2 of the following table,⁷⁹ after completion of continuous service at the local authority for the period as indicated in column 1:

Figure 6: Schedule of long service allowance for town clerks

Column 1	Column 2
Continuous period of service at the local authority	Working days vacation leave
10 years	10 working days
15 years	20 working days
20 years	30 working days
25 years	30 working days
30 years	30 working days

78. Board Notice 62 of 1988, Government Gazette No. 11442 Vol. 278, Government Printer, Pretoria, 5 August, 1988 p. 58.

79. Board Notice 43 of 1988, Government Gazette No. 11359, Vol 276 Government Printer, Pretoria, 24 June 1988 p. 50.

35 years	30 working days
40 years	30 working days
45 years	30 working days

The other benefits and services are vacation and sick leave;
⁸⁰
 educational or study loan scheme, assistance in moving expenses
 for new employees; or cafeteria, parking and child-care
 facilities.

8.5 Communicating employee benefits information

The true measure of a successful benefits and service programme is the degree of knowledge, understanding, trust and appreciation which it gains from its beneficiaries, i.e. the employees. Thus, irrespective of the nature of the programme the local authority provides, and whether or not employees have any choice in the matter, the communication aspect of the benefits and services programme is quite crucial. The programme has little value as a means of encouraging pride in the local authority, loyalty and satisfaction unless employees know and understand it. Otherwise the benefits intended to attract and retain employees may, as a consequence of poor communication, create confusion and even

80. See item 7 of the Schedule to section 23(1)(i) of the Black Local Authorities Act, 1982 (Act 102 of 1982).

resentment among them. Information should, therefore, be conveyed in a manner that is calculated to be understood by the average employee. To get maximum return from an investment in fringe benefits and services, a local authority must have an effective communication programme to inform employees regarding what is available, when they become eligible and what procedures are involved in obtaining benefits. It is, indeed, imperative that communication to employees on these issues is clear and accurate in order to make the desired impact.

The media used to convey compensation, benefits and services data may vary considerably according to the audience. Chief executive officers of local authorities receive a great bulk of information from determinations issued in the form of notices by the Board on Remuneration and Services Benefits of Town Clerks which is authorized by the Remuneration of Town Clerks Act, 1984⁸¹ (Act 115 of 1984). The other categories of employees derive information which is based on conditions of service or policies formulated by individual local authorities.⁸² This information is communicated through employee handbooks and manuals, circulars and pamphlets, meetings of employees addressed by the chief executive officer and/or heads of departments.⁸³ Meetings involve a two-way communication process as employees ask questions to clarify particular points or to elicit new

81. Refer to section 2 of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

82. Refer to section 23(1)(a) of the Black Local Authorities Act, 1982 (Act 102 of 1982).

83. Masemola, op. cit.

information. In general, this approach seems to be highly successful in fostering employee satisfaction because providing an opportunity for questions increases knowledge and understanding and these, in turn, produce a greater feeling of trust and openness.

8.6 Summary

This chapter examines compensation as one of the key functions of personnel administration. The main objectives of compensation programmes for employees are to provide an input-output mediator that serves to maximize motivation to contribute to the realization of institutional goals. The way in which a compensation programme is administered can have a significant impact upon the other elements of personnel administration such as recruitment, selection, training and development, and labour relations. As a result of its significance, a formal programme of employee compensation should be developed by all employees. Urban local authorities for Africans, as employers, have established compensation programmes in respect of all their employees with the exception of chief executive officers whose compensation is determined according to the provisions of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

Any compensation programme constitutes a multiple transaction of considerable significance to employees as well as potential employees. This transaction may comprise the following elements:

economic, psychological, sociological, political and equity. All compensation programmes have specific objectives and policies that are designed to facilitate effective utilization of personnel and also contribute to the accomplishment of institutional goals. Compensation is utilised to attract candidates and retain employees who are best suited to operate the various functions of an institution. To achieve these objectives within urban local authorities for Africans, certain constraints have, like in all local authorities in the Republic of South Africa, been placed on their compensation policy-making authority by political, legal and economic factors. Public policy constraints have been imposed by the Central Government, through legislation, to direct and guide all local authorities in making appropriate decisions relating to their compensation programmes. The Central Government has established a graded compensation programme for all local authorities. The differentials in the actual levels of compensation that is paid to chief executive officers are according to the grade of a local authority. The higher levels as reflected in the remuneration schedule are, indeed, quite impressive. The fact that these levels are determined not on the basis of race or "colour" of a local authority brings in a new and positive dimension!

Employee benefits and services provided by the urban local authorities for Africans for their employees represent a major

factor in total compensation. These fringe benefits range from pension, insurance, motor-car scheme, housing loan and subsidy scheme to the use of facilities by individual employees or groups of employees. The immediate aim of these benefits is the improvement of working conditions, provision of convenience or guaranteeing security in times of adversity. As a result of providing such an attractive package of benefits and services, these local authorities have reached a level of total compensation which does not only equal, but betters those of most employers both in the public and private sectors.

Personnel compensation, benefits and services constitute the last function of personnel administration examined in this thesis. The next chapter comprises the conclusion and recommendations.

CHAPTER 9

Conclusion

9.1 Findings

Within the framework of any institution, private or public, human beings constitute the most essential ingredient, in contrast to material or financial resources, that largely determines whether or not an institution will attain its objectives. Human labour provides that dynamic mechanism through which institutional goals can be pursued. The instrument through which institutions harness human labour manifests itself as personnel administration. The nature and scope of personnel administration has been revealed through the identification and analysis of the totality of properties constituting it.

The text of this study has been to conduct an in-depth analysis of personnel administration within the context of urban local government institutions for Africans in Natal and Transvaal, though it has been observed that these institutions possess features and other characteristics which are generic to all Black local authorities in the Republic of South Africa. An examination of the historical evolution of personnel administration within urban local government institutions

established to cater for the urban African during the various phases of development of the urban African policy by the successive White governments has provided a perspective which is essential in appreciating fully the current state of personnel administration dynamics within the institutions created in terms of the Black Local Authorities Act, 1982 (Act 102 of 1982).

Developments in personnel administration were determined and circumscribed by strong ideological beliefs and political strategies of the White governments that were directed at accomplishing a separate territorial existence of the African and White communities. The main factor that has determined the nature and momentum of this process has been the policy of segregation of the colonial governments and later of the Union Government which served as a precedent for the apartheid policy adopted in 1948 by the National Party Government. The imperatives of this policy dictated the nature of the institutions established for local administration and eventually local self-government; the geographic location, albeit on a temporary basis, of the African urban communities; the restrictions imposed on ingress into such areas and also the race or colour of the appointees to the classified personnel establishment of the existing local government structures. The advent of each phase of development was, more or less, accompanied by a shift in the personnel policy adopted by the

Central Government for urban local government structures for Africans.

When, eventually, there was a shift in the Central Government's urban policy in regard to Africans, the political dilemma inherent in the shift is clearly visible in the field of both national and local government. The absence of an acceptable constitutional framework for the effective participation by all South Africans in all tiers of government has been, and still is, a real burning issue. Urban local government institutions, like all political institutions in South Africa, have not, to say the least, been well-received by the urban African communities.

The goals of the Black local authorities determine the requirements for an efficient and effective personnel system. The objectives of any personnel administration constitute an integral component of the general institutional goals. Black local authorities, as relatively young institutions, are at present actively engaged in designing, developing and implementing a personnel system that has the potential to facilitate the attainment of task goals, maintenance goals and, hopefully, social responsibility goals. Productivity or performance levels reflect the success or failure of a personnel system in its pursuit of institutional goals. The maintenance goals enable the institution to survive any constraints that may

emanate from the internal or external environment. Internal constraints or stress may derive from inter-group conflict, for example between employees or between officials and councillors, low morale and general dissatisfaction with the work conditions. External constraints or stress, may be engendered by negative public opinion as observed in the previous paragraph, economic climate and government intervention that tends to restrict the autonomy of the local authorities.

It has been suggested that the adoption of a systems model would generate a comprehensive understanding of the increased role of personnel administration in the attainment of local authority goals. The input-output mechanism of the systems model facilitates the conceptualization of role prescriptions formulated by the local authority, role behaviours expected of all personnel and the mediators which are instrumental in achieving the essential adjustments. The systems model facilitates the operation of the various personnel functions by identifying and resolving broad problem areas, such as the input problem, the mediator problem as well as the output problem. The systems model is instrumental in the formulation of specific personnel strategies that are tailored to meet the needs of individual institutions.

To develop an efficient and effective personnel system, it is also essential to recognize the interrelatedness that obtains

between the personnel function in its broadest attribute, and the other aspects of the generic administrative functions. It is essential, therefore, that the personnel unit, division or department should be properly integrated into the whole administrative infrastructure of the local authority.

Attention has been given to the essence of the policy of the Central Government and the effect it has on the organizational planning of the infrastructure of the various types of Black local authorities. It was essential to examine the policy because it outlines and defines the limits within which local authority goals, organizational planning and personnel administration may be formulated and operated. This essential exercise has led to a clearer discernment of the objectives that give direction and purpose to Black local authorities. It has also facilitated the identification of the link that integrates the official policy with local government objectives, organizational planning and the actual creation of structures for the pursuit of these institutional goals.

Black local authorities are expected to adhere strictly to the policy directives and guidelines issued by the Central Government. The Minister of Constitutional Development and Planning keeps a watchful eye over the operations of these local authorities. His declared right, or obligation, of intervention

where he is satisfied that failure or opposition by a local authority would constitute a violation or negation of these policy directives or guidelines, ensures a continued operation by these local authorities within the determined policy framework.

An examination of the organization structures of the various types of Black local authorities has revealed that there are certain inherent features which characterize each type. The established categories of Black local authorities can now be identified as city councils, town councils, town committees and local authority committees. The position, organization structure and role of a personnel department, division or section have been examined in all the types of Black local authorities. The personnel department or unit has been identified as a focal point for the examination of the actual personnel processes within Black local authorities.

Black local authorities endeavour to fill positions within their organization structures with candidates who comply with the prescribed requirements. To meet these personnel requirements necessitates effective personnel planning; clearly determined recruitment strategies; a valid and fair selection process as well as a proper placement strategy to complement a personnel provision process. To accomplish these tasks Black local authorities receive assistance and guidance from officials of a community services office of a provincial authority. Though

there is evidence of an increasing degree of participation by the Black local authorities in the determination of the personnel requirements and the actual recruitment and selection of candidates for position openings within their personnel establishments, such activities occur under the watchful eye of the personnel division of a community services office. It is assumed, however, that this apparent tutelage will diminish and even be eliminated altogether, when these local authorities acquire expertise in personnel administration.

It has been established that training and development constitute a mechanism of transforming an employee by extending his knowledge and skills, modifying his attitude toward the work and also adjusting his behaviour pattern within the institution to approximate the prescribed role behaviour. Training is, therefore, a deliberate effort which is basically role specific, i.e. it attempts to help an employee to perform a particular task through the acquisition of a successful role behaviour. It has been concluded that training and development are so closely interrelated that they are perceived as forming a unit. Urban local authorities for Africans are well aware of their responsibility to provide training and development in order to ensure that their employees acquire and retain a high level of competence and motivation. Some local authorities in the Transvaal have established full-fledged training divisions within

their personnel departments. Some have appointed university graduates as training officers. It has also been established that the training requirements of Black local authorities in Natal are provided for, at present, by the Training Division of the Community Services Office of the Natal Provincial Administration on an agency basis.

The training needs analysis within Black local authorities, as young institutions, is directed at employees who are just starting on a job and this is still a very important factor in their total effort to utilize personnel effectively. The important consideration for these local authorities is to develop some conception not only of whether or not performance deficiencies are present, but also regarding the extent to which training and development can remedy such deficiencies and the type of training and development that is most appropriate for this purpose.

It has been established that the issue of relating training and development to performance and reward immediately raises the question of programme evaluation in order to demonstrate that training and development are accountable services. It has been suggested that evaluation is best viewed as a component of designing an overall information system for the training and development effort and should thus include information collected

in the needs assessment phase, characteristics of the trainees and individual performance, if at all obtainable. Although evaluation is usually undertaken after the training effort, the most desirable forms of assessment provide for baseline data on before - training performance levels as well as post-training levels. It has been established that training divisions of the Black local authorities have not yet attained this level.

The current scene in public sector labour relations in South Africa is both relatively recent and also changing rather rapidly. In order not to overlook the broader evolution of relevant attitudes, models and labour legislation, an attempt has been made to present a historical background from which to view the development of labour relations within the urban local government institutions for Africans. The contemporary scene in labour relations is, therefore, largely a product of the events of the 1970s and early 1980s. Despite the creation of the Trade Union for Employees of Black Local Authorities in 1984, labour union or works councils' activities within Black local authorities are still at their most rudimentary stage. The trade union movement is, however, rapidly gathering momentum in the Transvaal.

It has been concluded that the main objective of a compensation programme for employees is to provide an input-output mediator

which serves to maximize motivation to contribute to the attainment of institutional goals. The manner in which a compensation programme is operated can have a significant effect on the other elements of the personnel function such as recruitment, selection, training and development and labour relations. Urban local authorities for Africans have established competitive compensation programmes in respect of all their employees with the exception of chief executive officers whose compensation package is determined according to the provisions of the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984).

The differentials in the actual levels of compensation paid to chief executive officers are in accordance to the grade of a local authority. The significant factor is that these levels are determined not on the basis of race or "colour" of a local authority. This is, indeed, a new and positive dimension!

9.2 Recommendations

9.2.1 Political policy aspects and Black local authorities

The growth of urban local authorities must be linked with the dominant trends in political thought in any community. The need felt for and status of local government have been considerably eroded in South Africa among the Africans by the racially discriminatory legislation based, earlier, on segregation and,

later, on apartheid. Continual frustration of the political aspirations of Africans has resulted in the increased level of resistance and a strong rejection of all political institutions as illegitimate. These political aspects have exerted considerable constraints on the operation of the Black local authorities. Personnel of Black local authorities concede that as Africans they do experience a sense of betrayal of the course of resistance and that they perceive the wrath of the urban African communities.

To eliminate these constraints on these urban local authorities it is imperative that apartheid should be completely eradicated and a constitutional framework acceptable to the majority of South Africans be designed and implemented without any further delay. This step would engender legitimacy of participation either as a councillor or employee.

9.2.2 Organizational structure of some local authorities

The use of concepts such as divisions and branches to refer to the main organizational structures of local authorities such as town committees, lends itself to confusion. Adherence to the nomenclature used in the Black Local Authorities Act, 1982, (Act 102 of 1982) would certainly eliminate this confusion. The Act appropriately designates such organization units as departments. There is no valid basis for any deviations from this designation.

9.2.3 Selection of candidates

The selection factor "any previous conviction" is, indeed, applied without any degree of circumspection. Local authorities ought to be very cautious in the selection of candidates for employment, but the present practice is stretched to ludicrous proportions! It is essential to draw some distinction between categories of crimes that could disqualify a candidate from consideration for appointment. Serious crimes must certainly be distinguished from minor ones. The present system could eliminate otherwise highly suitable candidates. Very few councillors could survive the stringent rule if it were to be applied to them as well.

9.2.4 Principle of equal employment opportunity

Black local authorities appear to be particularly proud of the fact that they offer employment to candidates without regard to criteria such as race, colour, religion and the like. Under normal circumstances, adherence to the principle of equal employment opportunity would be quite laudible. But the circumstances are far from normal! The inequities of apartheid have left a legacy of racial imbalances in the various spheres of social life in South Africa. The preponderance of practice among the White local authorities exhibits clearly the degree of

representation and utilization of various race groups in the personnel establishments. Black local authorities should, indeed, practice equal opportunity for all, but this should be coupled with a firm commitment and vigorous application of a policy of affirmative action in order to reverse and completely eradicate the legacy of segregation and apartheid.

9.2.5 Training and development

Training and development strategies should be directed at both efficiency and compensation for the inequities of race discrimination. Appropriate training and development courses should be designed and implemented. There should be an increased exposure to seminars and other development courses especially for the senior ranks. Study opportunities should be made available and encouraged.

9.2.6 Compensation programme

The present pension programme exhibits in-built aspects of sex discrimination against female employees. Sex discrimination is as unpalatable as race discrimination. Black local authorities should devise pension programmes that are not susceptible to discrimination factors.

It is hoped that adoption of these recommendations could contribute significantly to successful operation of local authorities in the urban areas.

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Stallard Commission: Report of the Transvaal Local Government Commission, Transvaal Province, 1-1922, Pretoria, 1922.

Godley Committee: Report of the Inter-Departmental Committee of Inquiry into Native Pass Laws, 104-1923.

Fagan Commission: Report of the Commission of Inquiry into Native Laws, Union Government, 28-1948, Pretoria, 1948.

Tomlinson Commission: Report of the Commission of Inquiry into the Socio-Economic Development of the Bantu Areas, Union Government, 61-1955, Pretoria, 1955.

Riekert Commission: Report of the Commission of Inquiry into legislation affecting the utilization of manpower (excluding the legislation

administered by the Departments of Labour and Mines), Government Printer, RP 32/1979, Pretoria, 1979.

Wiehahn Commission: Report of the Commission of Inquiry into Labour Legislation, Part I, Government Printer, RP 47/1979, Pretoria, 1979.

Grosskopf Committee: Report of the Committee of Inquiry into legislation concerning Black community development, Pretoria, 1982.

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Regulations for Towns in the South African Republic (Transvaal), 18 September 1899.

Cape, Act 40 of 1902.

Crown Colony Government's Municipal Corporations Ordinance, 58 of 1903 - Transvaal.

Natal, Act 2 of 1904.

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Post-Union Legislation:

<u>Black Labour Regulation Act</u> , 1911	(Act 15 of 1911).
<u>Black Land Act</u> , 1913	(Act 27 of 1913).
<u>Blacks (Urban Areas) Act</u> , 1923	(Act 21 of 1923).
<u>Industrial Conciliation Act</u> , 1924	(Act 11 of 1924).
<u>Wage Act</u> , 1925	(Act 27 of 1925).
<u>Black Administration Act</u> , 1927	(Act 38 of 1927).
<u>Black Laws Amendment Act</u> , 1937	(Act 46 of 1937).
<u>Blacks (Urban Areas) Consolidation Act</u> , 1945	(Act 25 of 1945).
<u>Population Registration Act</u> , 1950	(Act 30 of 1950).
<u>Black Labour Relations Regulation Act</u> , 1953	(Act 48 of 1953).
<u>Pension Funds Act</u> , 1956	(Act 24 of 1956).
<u>Industrial Conciliation Act</u> , 1956	(Act 28 of 1956).
<u>Promotion of Black Self-Government Act</u> , 1959	(Act 46 of 1959).
<u>Republic of South Africa Constitution Act</u> , 1961	(Act 32 of 1961).
<u>Urban Black Councils Act</u> , 1961	(Act 79 of 1961).
<u>Better Administration of Designated Areas Act</u> , 1963	(Act 51 of 1963).
<u>Group Areas Act</u> , 1966	(Act 36 of 1966).
<u>Third Black Laws Amendment Act</u> , 1970	(Act 40 of 1970).

<u>National States Constitution Act</u> , 1971	(Act 21 of 1971).
<u>Black Affairs Administration Act</u> , 1971	(Act 45 of 1971).
<u>Status of Transkei Act</u> , 1976	(Act 100 of 1976).
<u>Status of Bophuthatswana Act</u> , 1977	(Act 89 of 1977).
<u>Community Councils Act</u> , 1977	(Act 125 of 1977).
<u>Black (Urban Areas) Amendment Act</u> , 1978	(Act 102 of 1978).
<u>Status of Venda Act</u> , 1979	(Act 107 of 1979).
<u>Status of Ciskei Act</u> , 1981	(Act 10 of 1981).
<u>Manpower Training Act</u> , 1981	(Act 56 of 1981).
<u>Labour Relations Amendment Act</u> , 1981	(Act 57 of 1981).
<u>Black Local Authorities Act</u> , 1982	(Act 102 of 1982).
<u>Republic of South Africa Constitution Act</u> , 1983	(Act 110 of 1983).
<u>Black Community Development Act</u> , 1984	(Act 4 of 1984).
<u>Remuneration of Town Clerks Act</u> , 1984	(Act 115 of 1984).
<u>Local Government Training Act</u> , 1985	(Act 41 of 1985).
<u>Regional Services Councils Act</u> , 1985	(Act 109 of 1985).
<u>Provincial Government Act</u> , 1986	(Act 69 of 1986).

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Regulations for Urban African Administration, Government Notice
No. 672, 1 January 1924.

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Determinations of Remuneration of Town Clerks Act, 1984 (Act 115 of 1984), Government Notice No. R1511, 10 July 1987.

Maximum car-loan amounts, Town Clerks Remuneration Board Notice No. 41 of 1988, Government Gazette No. 11359, Vol. 276, 24 June 1988.

Town Clerks Remuneration Board Notice No. 62 of 1988, Government Gazette No. 11442, Vol. 278, 5 August 1988.

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Survey of Race Relations in South Africa, South African Institute of Race Relations, Johannesburg, 1984.

Sunday Times, Business Times, 29 November, 1987.

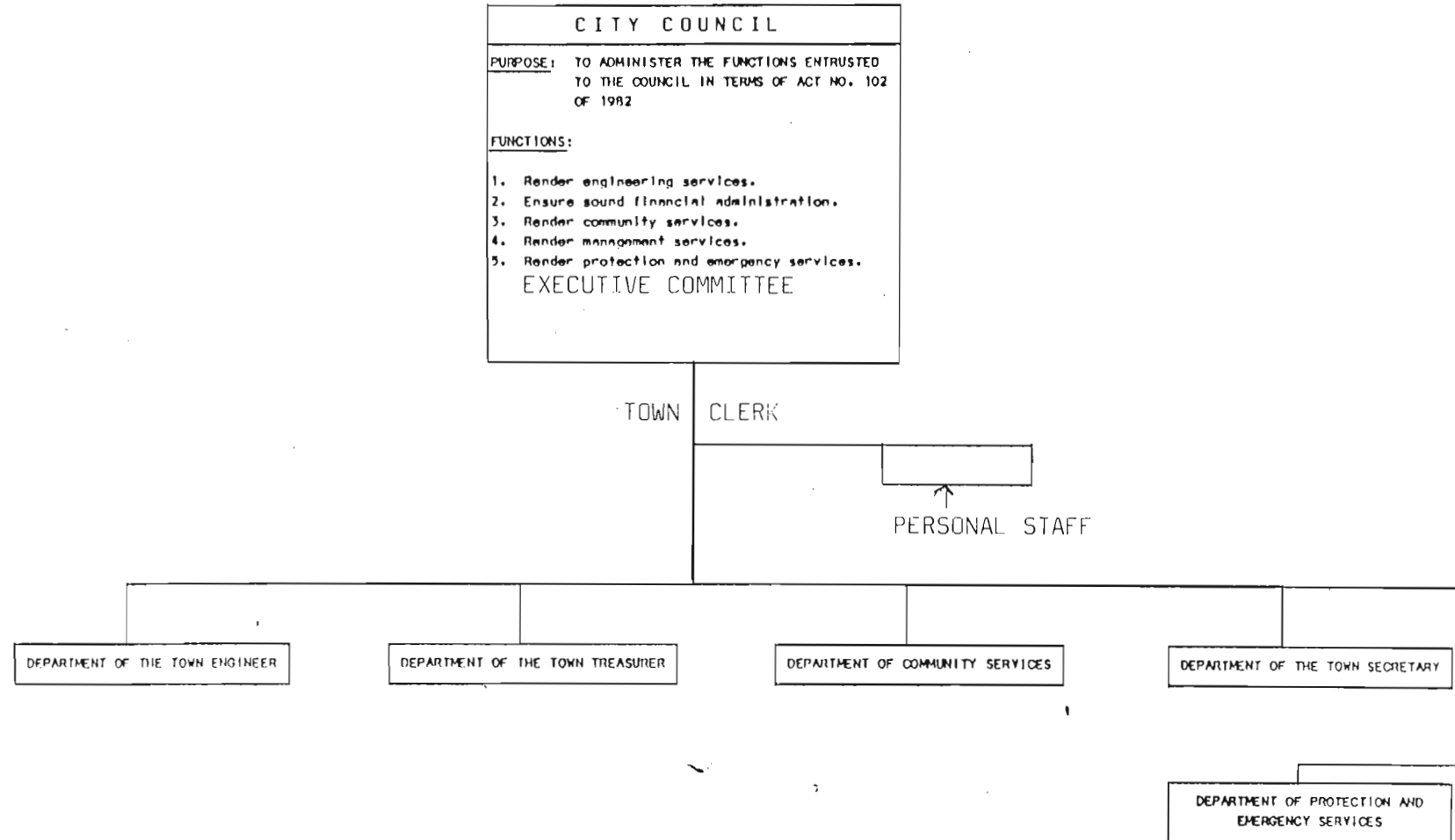
Sunday Times, Business Times, 20 March, 1988.

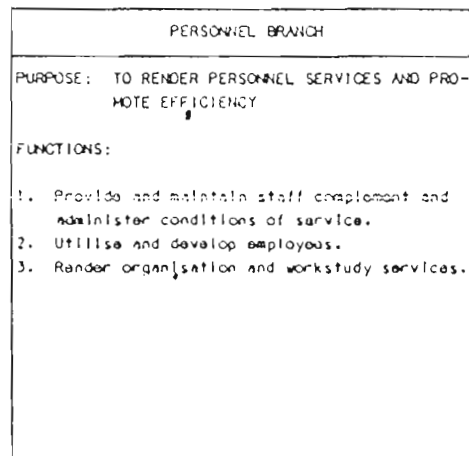
Sunday Times, Business Times, 22 May, 1988.

Urban Councils Association of South Africa (UCASA) Pension Fund, underwritten by Old Mutual, Johannesburg, 1 March, 1988.

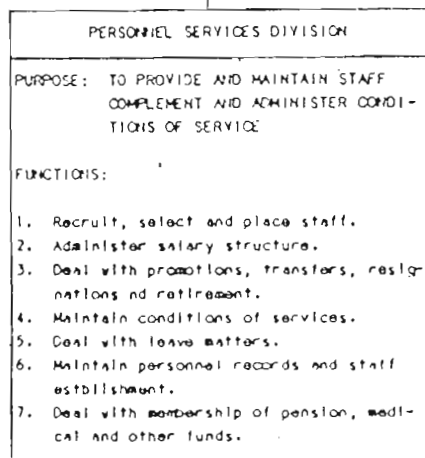
ANNEXURE A

302

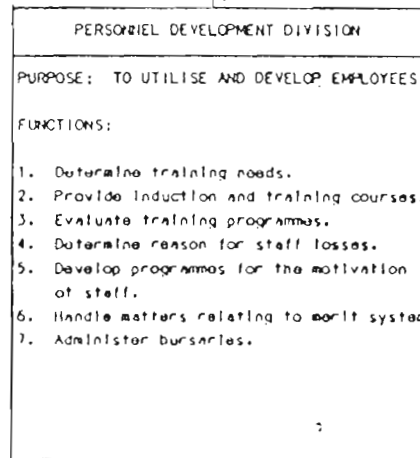




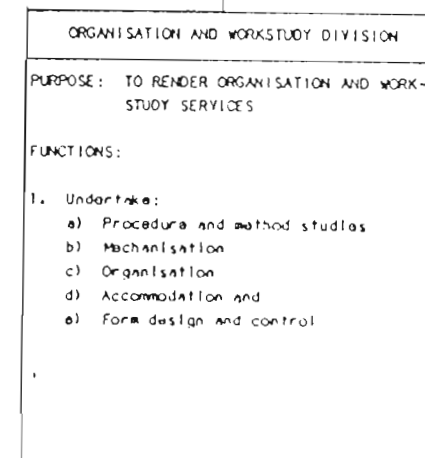
1 Senior Personnel Officer



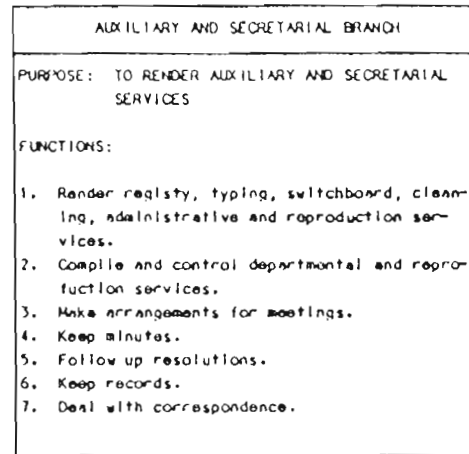
1 Personnel Officer
1 Assistant Personnel Officer
1 Senior Administration Clerk
4 Administration Clerks



1 Training Officer
1 Assistant Training Officer



1 Efficiency Officer



1 Senior Administration Officer

AUXILIARY SERVICE DIVISION

SECRETARIAL SERVICES DIVISION

1 Administration Officer
1 Senior Administration Clerk
1 Administration Clerk

REGISTRY SERVICES

1 Senior Administration Clerk
2 Administration Clerk
5 TE (Messenger)

TYPING SERVICES

1 Senior Typist
4 Typist

SWITCHBOARD SERVICES

1 Administration Clerk

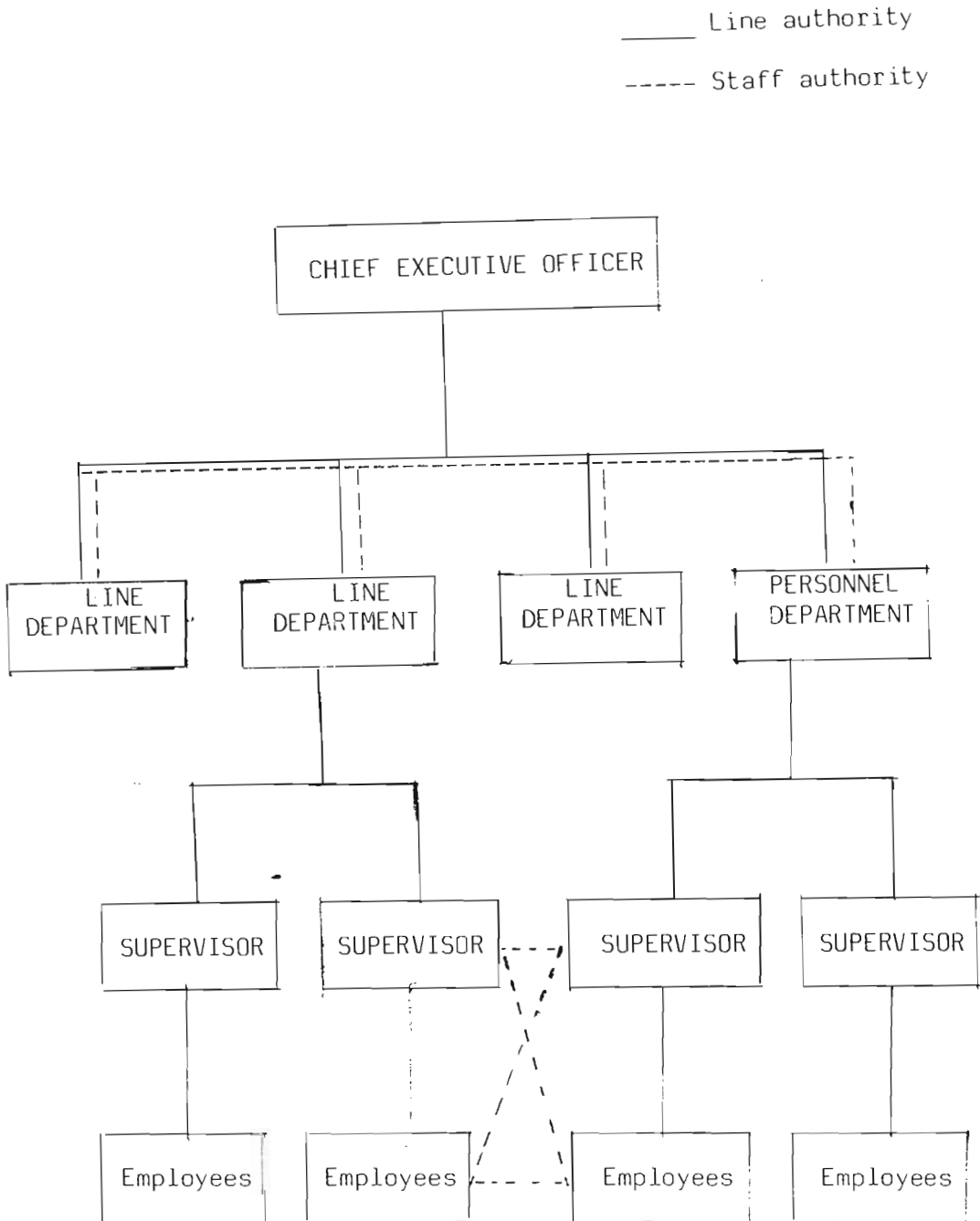
CLEANING SERVICES (OFFICES)

11 TE (Labourer)

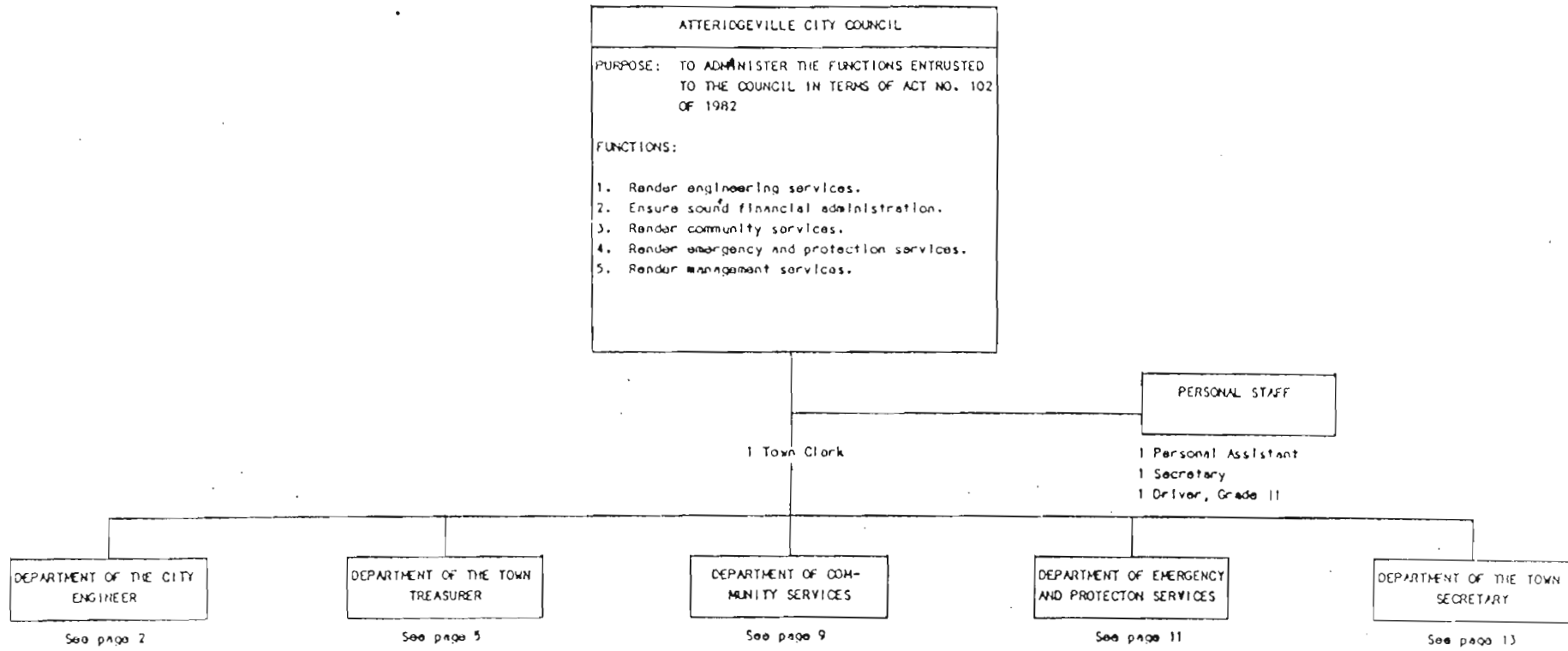
ADMINISTRATIVE SERVICES

Annexure D

Line-and-staff structure



ORGANISATION AND ESTABLISHMENT



SUNDAY TIMES, Business Times, February 28, 1988 35

times

Appointments



LEKOA CITY COUNCIL

Applications on the prescribed application form are hereby invited from suitably qualified candidates for the following position:

TOWN CLERK

R55 000 p.a. (Fixed)

Qualifications: An appropriate Degree in Public Administration, Law or Development Administration or a suitable equivalent qualification. Membership of the Institute of Town Clerks will be a strong recommendation.

Experience: 10 years appropriate.

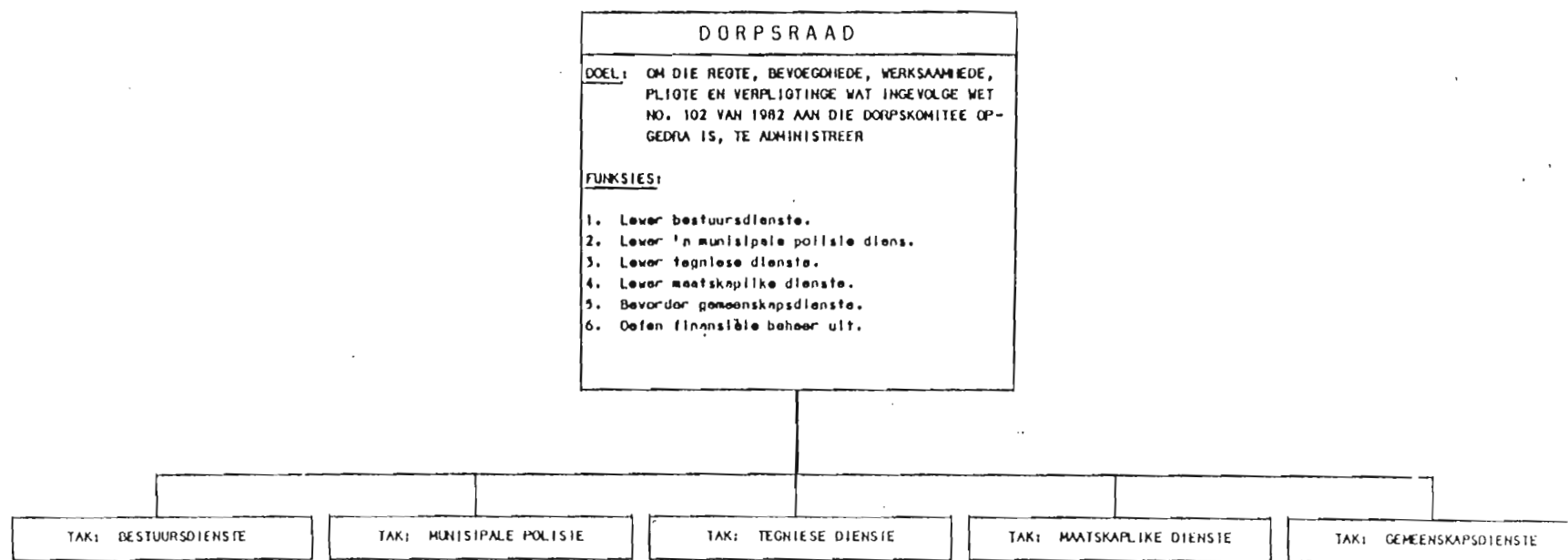
Duties: Administers functions entrusted to the Council in terms of Act 102 of 1982. As Chief Executive Officer the Town Clerk is responsible for the departments of the Town Secretary, the Town Treasurer, the Town Engineer, the Director of Housing and Community Development and the Director of Protective Services.

Fringe benefits inter alia include • ample leave • a transport allowance • telephone rental • pension fund • Compcare medical aid scheme and • a Group life insurance package i.e. 5 times annual salary plus • spouse cover and funeral benefit.

Application forms are obtainable from the Personnel Division, telephone (016) 88-1363 ext 227. ▲

Closing date : 31 March 1988.

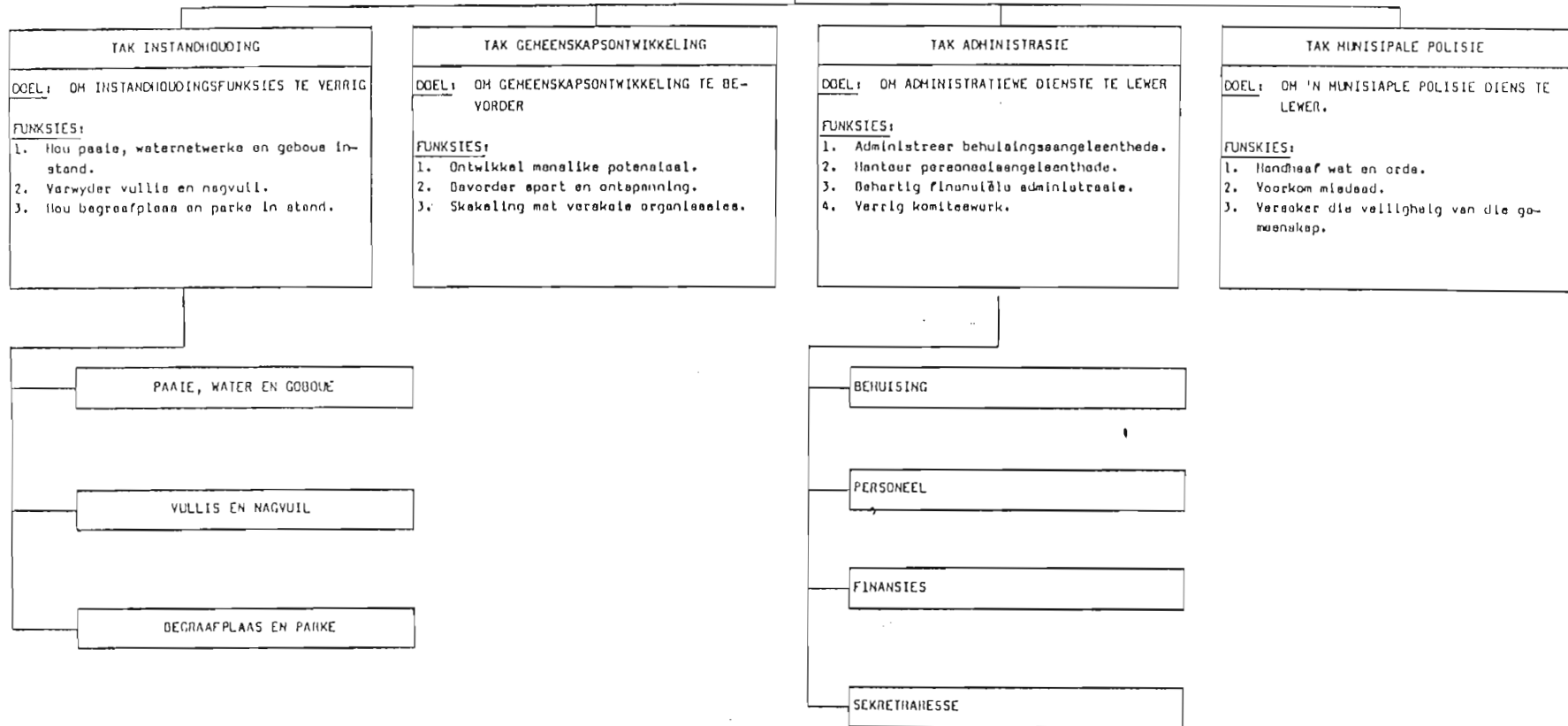
P.A. van der Westhuizen, Acting Town Clerk, Private Bag X048, Vanderbijlpark 1900.



DOEL: OM AANGELEENTHEDE WAT INGEVOLGE WET 102 VAN 1982 AAN DIE DORPSKOMITEE OPGEDRA IS TE ADMINISTREER

FUNKSIES:

1. Verrig instandhoudings funksies.
2. Bevorder gemeenskapsontwikkeling.
3. Lewer administratiewe dienste.
4. Lewer 'n Munisipale Polisie diens.



PLAASLIKE OWERHEIDSKOMITEE

LOCAL AUTHORITY COMMITTEE

DOEL: OM UITVOERING TE LEVEREN VAN DIE FUNKSIES SOOS VERVAL IN WET NOUMBER 102 VAN 1982

FUNKSIES:

1. Voornig Instandhoudingsfunksies.
2. Bevorder gemeenskapsontwikkeling.
3. Lever bestuursdienste.
4. Lever munisipale polisie dienste.

AFDELING INSTANDHOUDING

DOEL: OM INSTANDHOUDINGSFUNKSIES TE VERVOLG

FUNKSIES:

1. Hoofpaaie, waternetwerke en geboue in stand.
2. Verwyder vuilnis en afval.
3. Hou tuigantplase en parke in stand.

AFDELING GEMEENSAPONTWIKKELING

DOEL: OM GEMEENSAPONTWIKKELING TE BEVORDER

FUNKSIES:

1. Ontwikkel die menslike potensiaal.
2. Bevorder sport en ontspanning.
3. Skakel met ander organisasies.

AFDELING BESTUURSDIENSTE

DOEL: OM BESTUURSDIENSTE TE LEWER

FUNKSIES:

1. Administreeer behuising.
2. Hanteer persoonlike aangeleenthede.
3. Hanteer finansiële aangeleenthede.
4. Lever sekretariaats dienste.

AFDELING MUNISIPALE POLISIE

DOEL: OM MUNISIPALE POLISIEDIENSTE TE LEWER

FUNKSIES:

1. Handhaaf wet en orde.
2. Voorkom misdaad.
3. Versek die veiligheid van die gemeenskap.

COMMUNITY SERVICE - DURBAN REGIONAL OFFICEISICELO SOKUGCWALISA ISIKHUNDLA
REQUEST TO FILL VACANCYROUTE: SPAO (PERSONNEL) LOCAL AUTHORITIES DIVISION

1. THE TOWN SECRETARY OF THE _____ TOWN COMMITTEE REQUESTS

UKUGWALISA KWESIKHUNDLA NJENGOBA KUCHAZIWE:
THE FILLING OF VACANCY AS DETAILED:

ISIKHUNDLA:

DESIGNATION: _____

IMFUNDO:

QUALIFICATIONS: _____

ULWAZI:

EXPERIENCE: _____

IMIHLOMULO EKHONA:

SPECIAL SERVICE CONDITIONS: _____

INDLELA OKUMENYEZELWE NGAYO: YISHO IPHEPHANDABA
RECRUITMENT METHOD: SPECIFY PRESS __________
TOWN SECRETARY_____
DATE2. FOR PERSONNEL USE ONLY

POST NO.: _____ KEY SCALE: _____

FINANCIAL AUTHORISATION: _____ COST CODE: _____

COMPLETED BY _____ DATE: _____

3. ACTION

ADVERTISED

RE-ADVERTISED

RE-ADVERTISED

FILLED

DATE

COMPLETED BY _____ DATE: _____

ANNEXURE K

TOWN COMMITTEE

CONFIDENTIAL: APPLICATION FOR EMPLOYMENT

ADDRESS THIS APPLICATION TO:

THE REGIONAL REPRESENTATIVE
COMMUNITY SERVICES : REGIONAL OFFICE
PRIVATE BAG X54310
DURBAN
4000

IMPORTANT NOTES

- 1. This form is to be completed in ink and in your own handwriting (block letters)
- 2. A letter containing such additional particulars as you deem necessary, may accompany the application.
- 3. Attach certified copies (not original documents) of certificates/diplomas and degrees hereto.

PLEASE COMPLETE FORM IN DETAIL

POSITION DESIRED
TOWN COMMITTEE
APPLICATION IN RESPONSE TO
NEWS MEDIA (Give name of newspaper and reference code)

SURNAME (MR) (MRS) MISS) (DR)	
FIRST NAMES	
RESIDENTIAL ADDRESS.....	POSTAL ADDRESS.....
.....
.....
TELEPHONE: (WORK) (HOME).....
(CODE) (CODE)	POSTAL CODE.....

I HEREBY MAKE APPLICATION FOR APPOINTMENT TO THE POSITION INDICATED IN THE SERVICE OF THE TOWN COMMITTEE AND CERTIFY THAT THE ANSWERS GIVEN TO THE QUESTIONS SET OUT WITHIN ARE CORRECT IN EVERY DETAIL. I UNDERSTAND THAT ANY FALSE STATEMENT KNOWINGLY MADE BY ME IN THIS APPLICATION WILL INVALIDATE ANY APPOINTMENT MADE AND RENDER ME LIABLE TO INSTANT DISMISSAL.

.....
DATE

.....
SIGNATURE OF APPLICANT

1. PERSONAL DETAILS

1.1 DATE OF BIRTH AGE PLACE OF BIRTH

1.2 RACE SEX HEIGHT MASS KG

1.3 MARITAL STATUS (mark X) ☐ SINGLE ☐ MARRIED ☐ DIVORCED ☐ SEPARATED ☐ RE-MARRIED ☐ WIDOWED

DEPENDANTS/CHILDREN Number Ages

1.4 NATIONALITY IDENTITY NUMBER

PERIOD OF RESIDENCE IN SOUTH AFRICA IF NOT A S.A. CITIZEN, ARE YOU A PERMANENT RESIDENT

1.5 CONDITIONS OF HEALTH AND DETAILS OF OPERATIONS UNDERGONE, SERIOUS PHYSICAL OR MENTAL ILLNESSES, OR ANY PHYSICAL DEFECTS

1.6 INDICATE DRIVERS LICENCE YOU HOLD (mark X) ☐ NIL ☐ LIGHT ☐ HEAVY ☐ EXTRA HEAVY

1.7 HAVE YOU EVER BEEN CONVICTED OF A CRIMINAL OFFENCE? IF SO GIVE DETAILS

1.8 ARE YOU PRESENTLY INSOLVENT?

1.9 LANGUAGE PROFICIENCY HOME LANGUAGE

STATE : GOOD, FAIR OR POOR

	ENGLISH	AFRIKAANS	ZULU	XHOSA	OTHER		
Speak							
Read							
Write							

2. EDUCATION RECORD (STATE DETAILS OF HIGHEST QUALIFICATIONS ONLY)

2.1	NAME OF HIGH SCHOOL/ COLLEGE/UNIVERSITY	FROM	TO	STD. PASSED/ DIPLOMA/DEGREE	COURSES OR SUBJECTS PASSED

2.2 TYPING SPEED wpm SNELSKRIF SPEED wpm SHORTHAND SPEED wpm

2.3 OTHER ACADEMIC, PROFESSIONAL COURSES

IF YOU ARE PRESENTLY STUDING, GIVE FULL DETAILS

3. TRADE QUALIFICATION

3.1 APPRENTICESHIPS SERVED/TRADE CERTIFICATES GAINED:

4. EMPLOYMENT RECORD

NAME OF EMPLOYER (PRESENT AND PREVIOUS)	POSITION HELD	FROM	TO	SALARY	REASON FOR LEAVING

4.1 HAVE YOU EVER BEEN DISMISSED OR REQUESTED TO RESIGN FROM ANY COMPANY?

5. PARTICULARS OF INCOME : PRESENT AND EXPECTED:

5.1	What is your present or last basic salary ?	R..... per year	5.5	Date next increase
5.2	Allowances: (Travel, car entertainment, etc.)	R..... per year	5.6	Total income	R..... per year
5.3	Bonus	R..... per year	5.7	Basic salary Expected	R..... per year
5.4	Housing subsidy	R..... per year			

6. REFERENCES:

E.G. PERSONS WHO CAN RECOMMEND YOU, PREFERABLY PREVIOUS EMPLOYERS

NAME	COMPANY AND POSITION	TELEPHONE NUMBER

7. GENERAL

7.1 Use this space to describe how your qualifications, abilities and experiences equip you for the position applied for, or any other aspect which may affect this application. (Attach separate sheet or curriculum vitae if necessary)

.....

.....

.....

.....

.....

.....

.....

.....

.....

8. STATE ANY CONTRACTUAL LIABILITY TOWARDS YOUR PRESENT (OR PREVIOUS) EMPLOYER

.....

.....

.....

OFFICE USE ONLY

FOLLOWING SELECTION INTERVIEWS IT WAS RESOLVED THAT

MR/MRS/MISS

BE APPOINTED/PROMOTED TO

WITH THE.

TOWN COMMITTEE

IN THE DEPARTMENT OF

ON KEY SCALE.

. NOTCH

WITH EFFECT FROM

SUBJECT TO THE FOLLOWING CONDITIONS

MAYOR/TOWN SECRETARY

REGIONAL REPRESENTATIVE

HEAD OF DEPARTMENT

ANNEXURE L

COMMUNITY SERVICE - DURBAN REGIONAL OFFICEINTERVIEW APPRAISALTO BE COMPLETED BY PANEL MEMBERSTOWN COMMITTEE: _____DESIGNATION: _____

CANDIDATES

APPRAISAL FACTORS

APPRAISAL FACTORS	APPRAISAL SCORE					
ULWAZI EXPERIENCE						
Wulwazi oluqondene olocatshangelwa kuphela.						
Applicable experience only to be evaluated.						
IMFUNDO QUALIFICATIONS						
Imfundo eqondene isemqoka.						
The question of relevance is important.						
ISIMILO CHARACTER						
Izimpawu ezifana nokubukeka, isimo, ukuziphatha, ukuzimisela, ulwazi lokusebenza ngokubambisana, izimpawu zobuholi, ukuphokophela phambili, okunye, kothathwa isinqumo ngako.						
Characteristics like personality, disposition, mannerliness, goodwill, ability to co-operate, leadership traits, drive, etc. to be judged.						
ULWAZI LOKWENZA UMSEBENZI						
Ability to do the job						
Wayekade esebenza kanjani esikhathini esingaphambili?						
Bonisa izenzo ngobuhle bakhe.						
What was his past performance like?						
Get spesific examples of excellence.						
Usazoqhubeka nalobo buhle?						
Will he remain the "best"?						
TOTALS						

ANNEXURE M

COMMUNITY SERVICE - DURBAN REGIONAL OFFICEMETHOD OF INTERVIEW APPRAISAL SCORING1. EXPERIENCE

Minimum number of years required = i.e. 5 years = 5 points. For every additional $2\frac{1}{2}$ years, $\frac{1}{2}$ a point is awarded, to a maximum of 7 points

2. QUALIFICATIONS

Minimum standard of education or equivalent as specified = 5 points. For every additional post matric year - $\frac{1}{2}$ point is awarded, to a maximum of 7 points

3. CHARACTER

Average	= 5 points
Above average	= $5\frac{1}{2}$ "
Good	= 6 "
Very good	= $6\frac{1}{2}$ "
Excellent	= 7 "

4. ABILITY TO DO THE JOB

Average	= 5 points
Above average	= $5\frac{1}{2}$ "
Good	= 6 "
Very good	= $6\frac{1}{2}$ "
Excellent	= 7 "

/cjs

TO BE COMPLETED BY PANEL CHAIRMAN

CANDIDATE: _____

CONSENSUS
SCORE

- Usazoqhubeka nalobo buhle?
Will he remain the "best"?