A STUDY OF RECRUITMENT AND SELECTION POLICIES WITH SPECIFIC REFERENCE TO THE SUNDAYS RIVER VALLEY MUNICIPALITY

A dissertation presented to the Department of Public Management in the Faculty of Commerce and Governmental Studies at the Port Elizabeth Technikon in partial fulfilment of the requirements for the Magister Technologiae (Public Management) Degree.

By

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All thanks to my Creator for the courage and strength He gave me to complete this work.
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N. K. Singanto
Port Elizabeth
January 2003
DECLARATION

I, Nkosiyabo King Singanto hereby declare that:

- the work in this dissertation is my own original work;

- all sources used or referred to have been documented and recognised;

and

- this dissertation has not been submitted previously in full or partial fulfillment of the requirements for an equivalent or higher qualification at any other recognised educational institution of higher learning.

Nkosiyabo King Singanto

January 2003
A study of recruitment and selection policies with specific reference to the Sundays River Valley Municipality

ABSTRACT

In this dissertation, a study is undertaken of recruitment and selection policies with specific reference to the Sundays River Valley Municipality. The dissertation comprises of six chapters. The study is based on the assumptions that the Sundays River Valley Municipality does not have adequate recruitment and selection policies in place and that no clear division of duties has been made between councillors and officials with respect to the employment processes.

Another assumption is that with better recruitment and selection policies in place, the Sundays River Valley Municipality will attract the best possible candidates for posts and better service delivery to communities. Further, this study is based on the assumption that in order for councillors and officials to be able to execute their duties effectively and efficiently and meet the requirements of the laws governing local government, they need to be knowledgeable and possess special skills and expertise.

The primary objectives of the research included, inter alia, an investigation into theoretical processes of recruitment and selection policies with specific reference to the Sundays River Valley Municipality and motivation why the municipality needs to adopt formal guidelines to guide its recruitment and selection processes. This was followed by the constitutional and legislative measures affecting local government.

The empirical survey and the research methodology are described as well as the interpretation of the research findings. This is followed by an explanation of the survey questionnaire used for the accumulation of data needed for the analysis. The research findings of the empirical survey were statistically analysed and reported.

Finally, a number of conclusions are presented that were arrived at during the study, followed by specific recommendations. These are based on the findings of the empirical survey in order for Sundays River Valley Municipality councillors and officials to adopt formal guidelines to guide its recruitment and selection processes.
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CHAPTER 1

RESEARCH METHODOLOGY AND ORGANISING OF CHAPTERS

1.1 INTRODUCTION

South Africa’s second democratic, non-racial municipal elections in December 2000 marked the end of the country’s interim local government system and heralded the emergence of a democratic system, based on the Constitution of the Republic of South Africa Act 108 of 1996. While the former, interim stage of municipal governance was more democratic than its predecessor, it was still racially based, as many rural South Africans of African origin had no municipal government servicing their local needs. It can be argued that numerous challenges faced South Africa in its transition from an apartheid system to a democratic, non-racial and non-sexist order.

In the post-liberation period, a wide-ranging set of policies have been developed to provide a framework for developmental local government and democratic governance, ensuring an efficient, effective and equitable system of delivery of infrastructure and services at the local sphere of government.

Because of the fragmented, complex and rigid local governance system found in South Africa in 1993, it was agreed after the historic multi-party negotiations in Kempton Park during that time that the democratisation of local government should occur in three phases. The phases were to be effected in terms of the Constitution of the Republic of South Africa Act 200 of 1993 and the Local Government Transition Act 209 of 1993 as legal guiding and enabling documents.

(a) **The first (pre-interim) phase, from 1994 – 1996**, led to the establishment of local government structures through combining existing councils **(statutory bodies)** with the local structures of political
parties, civic organisations and Cosatu (non-statutory structures) and saw the establishment of a nominated form of local government. This phase culminated in the first general municipal elections as a first step towards full democracy on local government level.

(b) The second phase (interim from 1996 - 2000) began immediately after the first democratic general municipal elections held during 1995 and was anticipated to continue for a period of three to five years.

The abovementioned phase was of an interim nature, because it preceded the establishment of democratic municipalities in terms of Act 200 of 1993. This phase was concluded with the first democratic municipal / community elections during November 1995 in the Province of the Eastern Cape. However, the interim local authorities were still not fully representative of the empirical demographic population distribution in the country (for example, the former Indian, coloured and white areas were allocated the same number of ward councillors as former African areas even though their populations were substantially fewer in number) and were not implemented throughout South Africa, which meant that the African people were substantially underrepresented.

The interim municipal structures attempted to deracialise the country by combining traditionally African urban areas with traditionally white, coloured and Indian urban areas. This deracialisation process did not focus on what functions a municipality was required to perform, but attempted to unite urban communities who had been divided for so many decades.

(c) In the third or final phase of local government restructuring, all appointed officials and elected councillors were faced with the task of complying with specific legislative prescriptions, particularly in respect of labour relations. Municipalities were established in terms of Act 108 of 1996 and were subjected to additional legislation such as Act 209 of 1993; the Local Government: Municipal Demarcation Act 27 of 1998;
the Local Government: Municipal Structures Act 117 of 1998 and the Local

A number of key principles underpinned local government in South Africa during
the pre-1994 general election period (authority and control; treating the majority
of South African citizens as transients; the creation of a racial-geographical
order; financial segmentation and underdevelopment and introducing advisory
local government for black South Africans).

These principles have been replaced in the new dispensation with, *inter alia*, the
following:

(a) Developmental municipal governance (aiming at sustainable and
integrated governance, the reduction of poverty and building of human
capacity).

(b) Integrated service delivery within integrated development plans
(infrastucture and human development).

(c) Ensuring equity and sustainability in the system; and

(d) Ensuring democratic representation and accountability through
encouraging participation in the system. In this regard, the introduction of
the ward committee system by municipal councils was significant
development.

All the above changes and challenges will affect the recruitment and selection
procedures of the personnel provision functions of human resources
management, with specific reference to the Sundays River Valley Municipality.

Legislation that will impact directly or indirectly on human resources
management in local authorities includes the Labour Relations Act 66

It can be argued that the challenges facing local authorities in the various provinces in South Africa require specific skills to perform the activities of councils, regardless of the economic base of each municipality.

1.2 DELIMITATION OF STUDY

This study will be limited to an investigation of recruitment and selection policies as a personnel function of personnel administration and management, with specific reference to the Sundays River Valley Municipality, incorporating the former Kirkwood TLC, Paterson TLC and Addo / Nomathamsanqa Administrative areas.

This study will also investigate the issue of affirmative action, which will have a direct influence on the recruitment and selection of employees in the Sundays River Valley Municipality.

1.3 STATEMENT OF THE PROBLEM

The democratic phase in the restructuring of local government is still in a developing state. Act 209 of 1993 provided a framework for an orderly transition to fully-fledged local government democracy. It initiated the transformation of local government in South Africa. The November 1995 local government elections were aimed at facilitating the transition from apartheid to democratic local government. The December 2000 local government elections completed the local government transitional process, with local government democratic structures and councils in
place. As a result, in order to transform local authorities from the legacies of the past, certain changes will have to be effected.

Act 209 of 1993 does not refer to transition only. In terms of this Act, the entire culture of local government must move beyond the passive, unresponsive face presented to the majority of the population for so many years and must become responsive, lending developing support to communities. Hence, the Act refers to local government as “developmental local government.” The imperative to the local authorities is to assist in uplifting residents.

According to Hilliard (1994:1), it is not surprising to find that the ruling political party applies the spoils system to the public service, including local authorities, as has been extensively reported in the press. This practice is not unique to South Africa. In many countries most of the top public service posts are filled by that party’s supporters when a new party gains political power. A well-known example is the former National Party in South Africa that gained political power in 1948. Further, Hilliard (1994:1-2), states that due to the British influence on South Africa at the beginning of the 1900’s, many top posts in the public service were initially occupied by persons of English-speaking origin.

Before and after the Nationalist government came into power in 1948, there was pressure to purge the public service of the English-speaking element. After 1948, many top posts were filled by white Afrikaans-speaking males. When Act 200 of 1993 was introduced, the governing of local authorities for the first time began to reflect the demographics of the broader South African society [(see Section (207) (221) (245)].

The abovementioned situation posed a challenge to the government of the day regarding the filling of top positions in the bureaucracy. When the latter process, which tended to exclude whites, began, a number of white officials opted to depart from Public Service and to become entrepreneurs (Hilliard, 1994:2).
The resignation of experienced officials affected service delivery to communities, as the competency and legitimacy of a number of new incumbents were questionable. The government of the day subsequently appointed selected whites of those who had left the public service as consultants to mentor and educate the new recruits to ensure an improvement in service delivery and its credibility (Hilliard, 1994:3).

Two local government elections have been held over the past decade. However, additional problems surfaced prior to the 1995 local government general elections because the management cadres in the Public Service remained predominantly white due to the implementation of the separate development ideology. This meant that each ethnic group was forced to develop in its own respective homeland (Bantustan), set aside for the particular purpose of accommodating the then ten national (ethnic) units, while whites were accommodated in the mainstream public service. The homeland system was finally discarded in 1994 when incorporated into South Africa (Hilliard, 1994:3).

Under the previous dispensation, blacks were prevented through a number of control measures, for example, the infamous pass laws and influx control, and job reservation (whites only), from offering their labour to the Public Service in certain post classes. A variety of laws and regulations, which affected virtually every aspect of human existence, constituted the so-called pillars of apartheid included, inter alia, the Black Land Act 27 of 1913; the Blacks (Urban Areas) Act 21 of 1923, as amended by Act 25 of 1945; the Black Authorities Act 68 of 1951 and the Group Areas Act 41 of 1950, to mention but a few.

It may be inferred from the foregoing that in the previous dispensation, democratic government was limited to whites only. Other population groups were largely excluded from the government management and from major decision-making.
In terms of Act 200 of 1993, the previous political dispensation was to change dramatically. For example, the erstwhile homelands would be incorporated into South Africa.

Despite the high expectations for a better life and service delivery from the voters, it will still take time to reshape local government, in particular the local authorities to reflect the demographics of the majority of South Africa. In order for councillors and officials to be able to perform their functions effectively and effectively, they require certain expertise and skills.

Another sub-problem is that there is a deficiency in the operational policy directives for recruitment and selection. With proper training in labour legislation, councillors and officials will be better equipped to carry out their functions which are both numerous and, in many instances, complex.

It is against the background described above that the researcher decided to embark upon a study of the recruitment and selection policies of the Sundays River Valley Municipality.

This study is an attempt to identify the required skills by councillors and officials employed by the Sundays River Valley Municipality as a sphere of local government in order for them to be able to execute and implement legislation, in particular, the above-mentioned labour legislation. Further, this study will attempt to address the question of affirmative action as it relates to recruitment and selection of employees employed by the Sundays River Valley Municipality as a sphere of local government.

1.4 ASSUMPTIONS

This study is based on the assumption that the Sundays River Valley Municipality does not have adequate recruitment and selection policies in place and that no clear division of duties has been made between councillors and
officials with respect to the employment processes, for example, the criteria to be used in recruiting and selecting candidates.

Another assumption is that with better recruitment and selection policies in place, the Sundays River Valley Municipality will attract the best possible candidates for posts and better service delivery to communities. Further, this study is based on the assumption that in order for councillors and officials to be able to execute their duties effectively and efficiently and meet the requirements of the laws governing local government, they need to be knowledgeable and possess special skills and expertise.

This study is further motivated by the assumption that both the councillors elected to represent the electorate and the appointed officials lack the knowledge and specific skills required to keep up to date with and implement the changes in developmental local government legislation and labour legislation.

1.5 STATEMENT OF THE HYPOTHESIS

This study will investigate the recruitment and selection policies of the Sundays River Valley Municipality, with specific reference to the former Kirkwood Transitional Local Council, Paterson Transitional Local Council and Nomathamsanqa / Addo Administrative areas.

Among the concerns are, inter alia, an insufficient intensive capacity building programmes in place for councillors and officials to enable them to understand the activities and affairs of council and this can result in misinterpretation of legislation.

The officials have been appointed to their positions in order to make sure that services to the communities are delivered efficiently and effectively. The councillors, on the other hand, have been elected to serve the communities who put them in power (Taylor, 1998:20).
Taking the above argument into account, officials and councillors will need to possess special expertise and be knowledgeable about the legislation governing the local sphere of government. With properly organised and intensive capacity building programmes in place, councillors and officials will be able to carry out their duties within the ambit of the law.

The above is vital, as failure to implement legislation correctly may lead to unnecessary labour action and penalties being imposed on the municipality by the central government.

1.6 **KEY QUESTIONS PERTAINING TO THIS STUDY**

1.6.1 Do the councillors who are elected to govern and represent and officials who are appointed possess the necessary skills to correctly interpret legislation dealing with the transformation of local government institutions?

1.6.2 The question can be asked why it was necessary to introduce changes that would affect the third sphere of government. Are the officials and councillors competent to professionally implement the policies efficiently and effectively for better service delivery?

1.6.3 What is the current level of understanding and knowledge of officials and councillors with respect to the implementation of legislation, in particular, labour relations from the Sundays River Valley Municipality?

1.6.4 Have capacity building workshops and training programmes been held to equip councillors and officials from the Sundays River Valley Municipality to meet the changes facing local government?

1.6.5 Is the South African Local Government Association (Salga) effectively organising training programmes to empower officials and councillors in order to meet specific legislative prescriptions pertaining to human resource development and management?
1.6.6 Can suitable criteria for the efficiency functioning of officials and councillors be extracted from the available literature?

1.6.7 What is the current level of efficiency with which capacity building programmes are implemented to meet the requirements of officials and councillors with regard to labour legislation?

1.6.8 Can suitable criteria for recruitment and selection be extracted from existing literature and be used as guidelines for designing a recruitment and selection policy?

1.6.9 Have the recruitment and selection policies been revised by the Sundays River Valley Municipality since the 1995 local government elections?

1.6.10 Do the councillors and officials possess a public service work ethic commensurate with rendering of quality goods and services to the tax-paying public?

1.7 **SIGNIFICANCE OF THE STUDY**

The significance of the study relates to achieving, maintaining and enhancing the general welfare of the community and will, *inter alia*, lie in the recommendations that will be formulated regarding recruitment and selection policies that can be used at the Sundays River Valley Municipality.

Service delivery is linked to local government transformation. For local government to be viable, sustainable and able to deliver better services to communities, certain skills and expertise are needed. The efficiency of local government as an independent sphere of government depends on how knowledgeable councillors and officials are and how well they understand relevant legislation and the implementation thereof. The urgent need to investigate the recruitment and selection policies of the Sundays River Valley Municipality motivated this research.

The objectives of the research are:
1.7.1 To provide a brief explanation regarding the reasons for instituting recruitment and selection policies for the Sundays River Valley Municipality to, *inter alia*, avoid nepotism amongst the interviewing panel.

1.7.2 To provide a theoretical background on the methods used to recruit and select employees at the Sundays River Valley Municipality.

1.7.3 To investigate and report on the current level of expertise and knowledge of officials and councillors regarding legislative requirements on the recruitment and selection of staff at the Sundays River Valley Municipality.

1.7.4 To extract and describe criteria from existing theory that can be used to equip officials and councillors to understand labour legislation regulating recruitment and selection procedures.

1.7.5 To draw conclusions and submit proposals that may contribute towards selecting and recruitment of staff that will enhance better service to the communities within the Sundays River Valley Municipality.

1.8 **RESEARCH METHODOLOGY**

The research methodology consists of the following:

- Theory search

- Empirical survey

- Data interpretation and recommendations

These three aspects can be explained as follows:
1.8.1 Theory search

A literature search of available texts, comprising a study of available relevant books, journals, papers, legislation, and other publications will be undertaken to investigate existing procedures pertaining to the recruitment and selection of employees as well as to find acceptable normative criteria in literature for selection and recruitment policies with specific reference to the Sundays River Valley Municipality.

1.8.2 Empirical survey

A survey of officials and councillors of the Sundays River Valley Municipality will be undertaken to gauge their knowledge of and expertise in labour legislation and personnel management in order for them to make the best decision when recruiting and selecting employees. This will involve the procedures and methods used when vacancies occur.

The above will be achieved by the distribution to selected respondents of a self-administered questionnaire. The questionnaire will be into two sections. One section for councillors and other for officials which will consist of two main sections:

Section A (independent variables), requesting biographical particulars from the respondents, including information such as the status of their full-time employment, age group, educational qualifications, mother tongue and gender.

Section B (dependent variables), pertaining to the functions of decision-making in recruitment and selection procedures.

1.8.3 Data interpretation, analysis and submission of recommendations

The interpretation and analysis of data will consist of the following:
• Determining the relative values of the established normative criteria that emerged from the literature and the survey, and transforming the data into codified form onto computer database.
• Interpreting the data obtained utilising various descriptive statistical methods of analysis, such as frequency distribution.

1.9 ORGANISING OF CHAPTERS

CHAPTER 1 - RESEARCH METHODOLOGY AND ORGANISING OF CHAPTERS

Chapter one will present the demarcation of the field of study and the research methodology that will be employed. The research objectives and study goals as well as an outline of the proposed study will be presented.

CHAPTER 2 - A THEORETICAL INVESTIGATION OF THE RECRUITMENT PROCESS AS A PERSONNEL PROVISIONING FUNCTION OF PERSONNEL ADMINISTRATION / MANAGEMENT

In this chapter, a theoretical investigation of the recruitment process will be undertaken in order to establish to what extent the Sundays River Valley Municipality needs a guide document for recruitment processes.

CHAPTER 3 - A THEORETICAL INVESTIGATION OF THE SELECTION PROCESS AS A PERSONNEL PROVISIONING FUNCTION OF PERSONNEL ADMINISTRATION / MANAGEMENT

In this chapter, a theoretical investigation of the selection process will be undertaken to establish the current relevance of selection policy processes within the Sundays River Valley Municipality.

CHAPTER 4 - THE DEVELOPMENT AND TRAINING OF PERSONNEL WITH SPECIFIC REFERENCE TO THE TO IMPLEMENTATION OF AFFIRMATIVE ACTION
This chapter will explore the need for and method of the implementation of an affirmative action policy at the Sundays River Valley Municipality.

CHAPTER 5 – DATA INTERPRETATION AND ANALYSIS

This chapter contains an analysis, interpretation and description of the self-administered questionnaires distributed to selected respondents (councillors and officials) in all departments of the Sundays River Valley Municipality as part of the empirical study.

CHAPTER 6 - CONCLUSION AND RECOMMENDATIONS

In this chapter, brief summaries of preceding chapters will be presented, as well as a number of recommendations, followed by conclusive remarks.
CHAPTER 2

A THEORETICAL INVESTIGATION OF THE RECRUITMENT PROCESS AS A PERSONNEL PROVISION FUNCTION OF PERSONNEL ADMINISTRATION

2.1 INTRODUCTION

This chapter will be devoted to a theoretical investigation into the recruitment to motivate why the Sundays River Valley Municipality needs to adopt formal guidelines to guide its recruitment processes. Furthermore, this chapter will describe the constitutional context and the most important legislative measures affecting local government. The latter will indicate the type of challenges that the Councillors and officials of the Municipality will face in the administration of municipal affairs.

Local government does not operate in a static environment, but is subject to constantly shifting and unpredictable economic, technological and socio-political environments. The system of local government in any particular country usually resembles the views, aspirations and policies of its government. Hence, the system of local government during South Africa’s apartheid years was different from the existing system, which operates under a democratically elected government.

Despite the positive and negative influences that may emanate from the policies of the government of the day, local government is bound to survive as long as human beings exist. In the final analysis it is local government, as the sphere of government closest to local communities that has been entrusted with the task of providing essential basic services needed for the survival of those local inhabitants.
The Preamble to Act 117 of 1998 recognises the important role of local government in democracy, development and nation-building in South Africa. The grassroots linkages of local government make it an obvious and primary agent of democracy.

The fact that local government is located within a local community, places it in a strategic position to best handle local issues. As officials and Councillors come from the very community they administer and govern, they have intimate knowledge of the needs of residents, constituencies and the municipality as a whole. Therefore, Councillors and officials have a much better understanding of local conditions than national or provincial political representatives.


The local sphere of government consists of municipalities. In each municipality, the municipal council has a legislative and executive authority. Municipalities govern the local government affairs of their communities on their own initiative, subject, however, to national and provincial legislation.

These and other restrictive measures limit the autonomy of municipalities. The more municipalities fail to effectively administer the affairs entrusted to them, the more they can expect to be subjected to national and provincial control.

Act 27 of 1998 determines the geographical areas covered by each municipality in the Republic of South Africa.

Section 100(1), Act 108 of 1996, states as follows:
“When the province cannot or does not fulfill an executive obligation in terms of legislation or the Constitution, the national executive may intervene by taking any appropriate steps to ensure fulfillment of that obligation, including the following:

(a) Issuing a directive to the provincial executive, describing the extent of the failure to fulfill its obligations and stating any steps required to meet its obligations; and

(b) Assuming responsibility for the relevant obligation in that province to the extent necessary to;

(i) Maintain essential national standards or meet established minimum standards for the rendering of a service;

(ii) Maintain economic unity;

(iii) Maintain national security; or

(iv) Prevent that province from taking unreasonable action that is prejudicial to the interests of another province or to the country as a whole.”

Section 100(2) states that if the national executive intervenes in a province in terms of subsection (1) (b):

“(a) Notice of intervention must be tabled in the National Council of Provinces within 14 days of its sitting after the intervention began;

(b) The intervention must end unless it is approved by the Council within 30 days of its first sitting after the intervention began; and

(c) The Council must review the intervention regularly and make any appropriate recommendations to the national executive.”
Section 100(3) states that the National legislation may regulate the process established by this section.

Section 139 (1) states as follows:

“When a municipality cannot or does not fulfil an executive obligation in terms of legislation, the relevant provincial executive may intervene by taking any appropriate steps to ensure fulfillment of that obligation, including:

(a) Issuing a directive to the Municipal Council, describing the extent of the failure to fulfil its obligations and stating any steps required to meet its obligation; and

(b) Assuming responsibility for the relevant obligation in that municipality to the extent necessary;

(i) To maintain essential national standards or meet established minimum standards for the rendering of a service;

(ii) To prevent that Municipal Council from taking unreasonable action that is prejudicial to the interests of another municipality or to the province as a whole; or

(iii) To maintain economic unity.”

Section 100(2) states that if a provincial executive intervenes in a municipality in terms of subsection (1) (b):

“(a) The intervention must end unless it is approved by the Cabinet member responsible for local government affairs within 14 days of the intervention;
(b) Notice of the intervention must be tabled in the provincial legislature and in the National Council of Provinces within 14 days of their respective first sitting after the intervention began;

(c) The intervention must end unless it is approved by the Council within 30 days of its sittings after the intervention began; and

(d) The Council must review the intervention regularly and make any appropriate recommendations to the provincial executive."

Section 100(3) states that the National legislation may regulate the process established by this section.

Cloete (1989:13) states that South African local government has seen dramatic changes in the past fifteen years, including the introduction of new types of municipalities to replace the old apartheid systems of government.

The local authorities or municipalities are created to render a broader spectrum of services in identified geographical areas, mainly because of the inability of central government to attend to all detailed aspects of government.

Apartheid has fundamentally damaged the spatial, social and economic environments in which black people live, raise families, and seek to fulfil their aspirations. It is clear that local government has a critical role to play in rebuilding the injury wrought on local communities and environments and laying the basis for a democratic, integrated, prosperous and truly non-racial South African society.

Meyer (1983:10) defines local government as local democratic units that are subordinate members of the government and vested with prescribed, controlled, governmental powers and sources of income to
render specific services and to develop, control and regulate the geographical, social and economic development of defined local areas.

The White Paper on Local Government of 1998 states that developmental local government is a local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

According to the White Paper, development local government has various inter-related characteristics:

- Maximising social development and economic growth;
- Integrating and co-ordinating;
- Democratising development;
- Leading and learning; and
- Developing administrative reorganisation programmes, which will improve efficiency and accountability.

Developmental local government requires that municipalities become more strategic, visionary and ultimately influential in the way they operate, to address the material and spiritual needs of their citizens.

According to Section 83(1) Act 117 of 1998, a municipality has been assigned to it in terms of the sections 156 and 229 of the Constitution.

Section 84(1) states that the municipality can perform functions such as the provision of municipal roads, bulk supply of water, solid waste disposal services, bulk sewerage purification works, bulk supply of electricity, et cetera.
The Constitution provides a vision for developmental local government and contains the objectives for developmental local government.

Section 152(1) Act 108 of 1996 states that the objects of local government are:

“(a) To provide democratic and accountable government for local communities;

(b) To ensure the provision of services to communities in a sustainable manner;

(c) To promote social and economic development;

(d) To promote a safe and healthy environment;

(e) To encourage the involvement of communities and community organisations in the matters of local government.”

Section 152(2) states that a municipality must strive, within its financial and administrative capacity, to achieve the objects set out in Subsection (1).

From the above, it may be deduced that municipalities will have to structure and manage their administration, budgeting and planning processes to give priority to the basic needs of the community; to promote the social and economic development of the community; and to participate in national and provincial development programmes.

Many employers have been operating in a system that governs its employees by means of a variety of rules and regulations. Many employers and employees alike have been accustomed to an unregulated environment in which an autocratic and unilateral approach by employers has failed to attract serious attention. The
individual freedom and rights of employees have not enjoyed adequate protection and the employment culture has generally failed to actively enforce and advocate non-discriminatory labour practices.

However, the far-reaching changes introduced by the Constitution (Bill of Rights) and the Labour Relations Act will impact on every employer. It can be argued that although these changes will benefit the employer, it is the applicant for employment, who in terms of Schedule 7 of the Labour Relations Act, is deemed an “employee” that will benefit most. It should also be remembered that South Africa is in the process of ratifying many of the conventions of the International Labour Organisation – one of which coincides with the requirements of Section 9 of the Bill of Rights on issues of unfair discrimination.

Implicit requirements as contained in the Bill of Rights are explicitly repeated in Act 66 of 1995, with particular reference to Schedule 7, Part B, Section 2, as well as Act 55 of 1998.

Act 108 of 1996 states that:

“(1) Everyone is equal before the law and has the right to equal protection and benefit of the law;

(2) Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures designed to protect or advance persons or categories of persons, disadvantaged by unfair discrimination may be taken;

(3) The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, color, sexual orientation, age, disability, religion, conscience, belief, belief, culture, language and birth;
(4) No person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection {3}. National legislation must be enacted to prevent or prohibit unfair discrimination;

(5) Discrimination on one or more of the grounds listed in subsection {3} is unfair unless it is established that the discrimination is fair.”

On the other hand, Act 66 of 1996, Schedule 7, states that:

“Section 2(1)(a), states that the unfair discrimination, either directly, against an employee on any arbitrary ground, including, but not limited to race, gender, sex, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, political opinion, culture, language, marital status or family responsibility;

(2) The unfair conduct of the employer relating to the promotion, demotion or training of an employee or relating to the provision of benefits to an employee;

(3) The unfair suspension of an employee or any other disciplinary action short of dismissal in respect of an employee;

(4) The failure or refusal of an employee to reinstate or re-employ a former employee in terms of any agreement.”

Act 55 of 1998 states that:

“Section 5. Elimination of unfair discrimination – Every employer must take steps to promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice;
Section 6. Prohibition of unfair discrimination – No person may unfairly discriminate, directly or indirectly, against an employee, in any employment policy or practice, on one or more grounds, including race, gender, sex, pregnancy, marital status, family responsibility, ethnic or
social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth.”

2.3 GENERIC ADMINISTRATIVE PROCESSES

Recruitment as a personnel provision function of personnel administration cannot be discussed in isolation without considering the generic administrative functions of public administration.

Cloete (1993:153) emphasizes that personnel administration has to performed with due reference to the relevant acts of Parliament and/or the provincial ordinances, subject to the existing legislative provisions. The generic administrative functions comprise policy-making, organising, financing, staffing, determining work procedures and controlling (checking and rendering accounts).

Collins (1985:464) believes that generic administrative processes refer to an entire class or group of functions, a collection of distinguishable activities in public administration (Cloete, 1984:36).

2.4 DEFINITION OF THE TERMS

2.4.1 Policy and Policy-making

Gladden (1964:72) states that policy-making is deciding on what is to be done. When an objective in the public sector is made known, it is said that policy has been set (Cloete, 1984:57). The activity that precedes the announcement of the objective is referred to as the process of policy-making (Cloete, 1984:57).

According to Pfiffener and Sherwood (1960:32), policy is the formulation of goals. Policy involves the setting of a norm, while policy-making entails the functions
preceding the announcement of goals and the measures for goals realization (Hanekom and Thornhill, 1986:18).

Pearson (1999:230) reiterates that policy can be better described as a special kind of decision and directive, which could affirm a general principle or long-term corporate aim.

2.4.2 Definition of Organising as process and structure

Cloete (1984:79) states that the term organising is used to refer to the action involved in creating and maintaining organisational units called institutions. Fox et al (1991:87) writes that the term can be viewed as a process, i.e. a set of components, which have been combined to form a whole and put into operation to reach certain objectives.

Further, Thornhill and Hanekom (1986:71) observe that terminological confusion between organisation as a structure and organisation as a process is not uncommon. When the term organising is used as a verb, the manner in which the structure ought to be brought about is intended. In the latter sense, it implies a continuous process.

The Sundays River Valley Municipality is currently involved in activities of organising without any policy direction in place. As a remedy to the above, the newly established Municipality is organising both internally (as part of its daily activities) and externally (using the services of outside agencies to regulates the activities of personnel administration in the whole newly dermacated Municipality by arranging and placing its employees in appropriately designated posts).

Fox et al (1991:87) strongly believe that organisation may be divided into five categories, viz:

(a) The strategic apex;
(b) The middle line;

(c) The techno-structure;

(d) The operating core;

(e) Support personnel.

Gladden (1964:126) contends that organisation is the pattern of relationships between persons in an enterprise, so contrived as to fulfil the enterprise’s functions. Cloete (1988:237) states that to ensure local community is governed and administered with proper recognition of its unique characteristics and respect for the true needs and expectations of local citizens, the latter should be involved in the determination of policies for the provision of local public goods and services, as well as the implementation of these policies.

2.4.3 Definition of Financial Administration

Botes et al (1991:141) writes that every activity within an institution needs a special kind of funding. However, the availability of money (or rather, lack of it) tends to be the main problem facing institutions. He further states that, in public administration, it is necessary to exercise meticulous control over the spending of state funds, as the money is regarded as the public’s and must be spent in the public's interests.

Dalton (1947:3) is of the opinion that public administration is concerned with the income and expenditure of public authorities, and the adjustment of one to another. The word finance signifies money matters and their management, and public finance in its modern sense presupposes the existence of a money economy.

Section 4(2) (d) and (l) Act 117 of 1998, states the following:
“Section 2. The council of a municipality, within the municipality’s financial and administrative capacity and having regard to practical considerations has the duty to:

(d) Strive to ensure that the municipality services are provided to the local community in a financially and environmentally sustainable manner;

(i) Promote a safe and healthy environment in the municipality.

According to Intergovernmental Fiscal Review of October 2001, four aspects of institutional support to local government have been put into place, *viz*:

(a) Steps have been taken to provide an effective intergovernmental voice on fiscal matters for local government, i.e. consultation with Organised Local Government, Cabinet, and Division of Revenue Bill, the Budget Forum;

(b) Capacity building grants support institutional and management development and reform, i.e. special grants to municipalities and assist municipalities to embark on coherent programmes;

(c) Delegation of powers, effective co-operation between councillors and officials, and appropriate capacity”.

In order for the officials and Councillors of the Sundays River Valley Municipality to perform their governmental and legislative functions effectively, they need to be capacitated with specific skills, knowledge and expertise.
2.4.4 Definition of Staffing

According to Julius (1975:89) staffing involves the employing of people to fill the posts in an institution. Personnel may be obtained from external sources or from internal sources, by promotions and transfers. Personnel are needed for the Sundays River Valley Municipality, in terms of the post demarcation of new municipalities.

2.5 METHODS AND PROCEDURES

Consistent methods and procedures form an integral part of the administration of local government. Cloete (1984:166) states that all work procedures should be rationalised and put in writing. He further states that the government and public administration comprise fixed activities. Therefore, it is understandable that man should strive to develop appropriate work procedures to carry out functions of government and administration. For the purpose of this thesis, it should be noted that the Sundays River Valley Municipality does not perform all its personnel functions according to fixed procedures.

2.5.1 Definition of Control

Fox et al (1991:118) defines control as a process of monitoring activities in order to determine whether individual units and the institution itself are obtaining and utilising their resources effectively to accomplish their objectives and, where this is not being achieved, implementing corrective action.

Cloete (1984:143) reiterates that control entails the checking of personnel work to ensure that it is performed in accordance with prescribed policy and work procedures. Control in the public sector consists of internal control and giving account. The rendering of account in the control process ensures that each functionary at each level in the hierarchy answers to what has been done.
According to Gladden (1964:95),” … effective control is needed to prevent irresponsibility and to avoid the evils of bureaucracy”. Massie and Douglas (1981:379) stated that an optimum control system maintains only those activities that have a significant impact on the achievement of objectives and offers an opportunity for taking remedial action if and when a system goes wrong. He further states that increased and stricter control does not necessarily mean better or more effective control.

The officials of the Sundays River Valley Municipality are supposed to have standardised control measures, disciplinary procedures and a code of conduct in place, whilst the Councillors have to account to their constituencies for carrying out their mandates.

2.5.2 Employee Resourcing

Meyer (1978:13) states that although local government in South Africa has historically been viewed as the third tier of government, it has enjoyed a certain degree of independence, despite the position of the country as a unitary and centralised state. Local authorities in South Africa are not mere agents of central government, but have been largely free to decide on the administration of their respective areas, within the parameters laid down by the provincial and national government. These same local authorities have also enjoyed a measure of freedom regarding their staffing functions.

Armstrong (1988:203) states that employee resourcing is about ensuring that the organisation knows and gets what it wants in the way of staff needed to run the business now and in the future. Human resources planning uses demand and supply forecasting techniques to set out needs in both quantitative (how many people) and qualitative (what sort of people) terms. It provides the basis for resourcing programmes, which use recruitment procedures and selection
2.6 REASONS FOR HUMAN RESOURCE PLANNING

In order to determine manpower needs, proper human resources planning are essential. The White Paper on Human Resource Management in the Public Sector, Notice 2011 of 1997, advocates that human resource planning is essential in order to ensure that an organisation’s human resources are capable of meeting its operational objectives.

According to the White Paper, human resource planning ensures that an organisation:

(a) Obtains the quality and quantity of staff it requires;
(b) Makes the optimum use of its human resources;
(c) Is able to anticipate and manage surpluses and shortages of staff;
(d) Develops a multi-skilled representative and flexible workforce, which enables the organisation’s strategic plan.

Beach (1991:123) lists the following reasons why systematic human resource planning should be undertaken:

(a) **Future personnel needs.**

Planning is vital for ascertaining personnel needs for the future.

(b) **High-talent personnel**
The mix of people employed in many organisations has shifted towards high-talent occupations, that is, managerial and professional personnel.

(c) **Equal employment opportunities / affirmative action**

These factors mandate that the employers meet agreed goals for the hiring, placing, training, upgrading and compensation of protected designated categories of people.

(d) **Foundation for Personnel functions**

Personnel’s planning provides essential confirmation for designing and implementing personnel activities such as recruitment, selection, transfers, promotions, layoffs and training.

(e) **Strategic planning**

The modern competitive government institution engages in strategic planning. Human resource planning is an essential component of strategic planning.

Andrews (1998:48) lists the following factors as having a direct impact on human resource planning, viz:

(a) The need that exists for human resource planning;

(b) External factors;

(c) Internal factors;

(d) The opinion of management;
The statistical data;

Personnel utilisation;

Economic circumstances;

Programming.

Beach (1980:1986) states that various phases in manpower planning can be identified, viz:

(a) Forecasting;
(b) Implementation;
(c) Auditing and adjusting.

Lynch (1986: part 1:47) lists these phases as follows:

(a) Forecasting;
(b) Inventory;
(c) Audit;
(d) Developing;
(e) Action;
(f) Control.

From the two examples cited, it will be noted that current manpower assessment (inventory) and forecasting are two essential ingredients of a
Manpower plan. Stock must be taken of available manpower from personnel records, then a prediction of future personnel must be made, usually because of expansion in an institution, and, finally, the system of manpower planning must be carefully monitored and adjusted, if and when necessary. Under no circumstances should personnel be recruited on an *ad hoc* basis for the mere sake of filling vacancies.

Manpower planning determines the supply and demand of personnel. Once supply and demand have been established, it must be decided which sources for recruitment must be utilised.

Graham (1984:115) defines manpower planning as an attempt to forecast how many and what kind of employees will be required in the future and to what extent that demand is likely to be met.

Manpower planning helps management in making decisions in the following areas:

(a) Recruitment;
(b) Avoidance of redundancies;
(c) Training (numbers and categories);
(d) Management development;
(e) Estimates of labour costs;
(f) Productivity bargaining;
(g) Accommodation requirements.
Marx (1986:10) states that manpower planning is undertaken by institutions for the following reasons, viz:

(a) Forecasting the total manpower needs;

(b) Determining the present manpower supply of the enterprise;

(c) Comparing future needs with the present supply and establishing shortages and surpluses;

(d) Drafting a plan of action to effectively provide for shortages and to handle surpluses in the best possible way.

Human resource planning is therefore an integral part of the personnel provision function. Any personnel system that does not undertake manpower planning in a scientific way is likely to experience either a shortage of personnel in some grades, or an oversupply of personnel in others. One reason for an unstable personnel supply and demand situation is that the basic structure of the personnel system is defective, due to lack of planning. Manpower planning could be the remedy for such a questionable system.

2.7 PERSONNEL PUBLICATION AND RECRUITMENT

Gordon (1986:76) defines recruitment as a process of locating, identifying and attracting applicants capable of and interested in filling job vacancies. In addition to locating potential jobholders, it serves to screen inappropriate candidates.

Andrews (1998:95) argues that the conclusion can be reached that positive “breeding grounds” must be created before successful recruitment can be undertaken for the filling of vacancies in public institutions.

Cloete (1985:107) states that the quality of a personnel corps is determined by the quality of recruits available. Therefore, the recruitment of personnel is a
sensitive matter that should be approached with great care to ensure that the quality of personnel remains high. No public institution should rest on its laurels and simply assume that it is going to obtain the best quality and the required number of personnel, because the labour market is highly competitive and other employers also wish to attract quality work-seekers.

It cannot, therefore, be automatically assumed that employees will have either the desire or inclination to apply for work in local government, unless, of course, recruitment by the local authorities has been effective and the local government has projected a favourable image to the public at large. Flippo (1983:131) states that the essential criterion for recruitment is that suitable candidates must be stimulated to apply for jobs in a particular institution.

If the recruitment effort is not systematically planned and manpower planning is not carried out in a scientific way, there is no guarantee that local government will attract the quality and quantity of personnel needed. Therefore, the process of manpower planning is an essential accompaniment to any recruitment efforts, because recruitment cannot take place without a formulated manpower plan.

A distinction is often made between publicity and recruitment. Publicity implies that personnel function that must be undertaken to make the public sector known to interested parties as a potential employer. If an organisation engages in careful planning of human resources needs, its publicity will ensure that its recruitment function is successful.

2.8 EFFECT OF PREVAILING PERSONNEL SYSTEM ON RECRUITMENT

Two personnel systems are in common use, that is, the open and closed systems. According to the Public Service Act of 1994 (as amended by Article 10(2), jobs in the A Division must be filled by transferring or promoting existing personnel; and candidates from outside the public sector can only fill those jobs if the present personnel cannot satisfactorily fill those positions from such transfers and promotions.
It often happens that entry-level outside candidates are recruited for lower-level jobs, while existing personnel fill higher-level vacant positions through promotion. Advertising vacant positions internally gives the serving personnel the opportunity to apply and is a means of ensuring equal advancement.

In an open system, as the name denotes, recruitment is open to all and for any rank in the institution. Appointment is usually made after a prospective candidate has been considered to satisfy the proper requirements and possess the necessary qualifications. Here, existing personnel have a distinct advantage over outsiders; they are familiar with the activities of the organisation and their performance is well known to the employment officer.

Andrews (1988:47), believes that outsiders do not always compete on equal terms for all vacancies in public institutions and that serving personnel are always assured of opportunities for promotion.

He further states that in an open system, there is no statutory prohibition in terms of recruiting outsiders; personnel recruitment is based on merit, which allows the organisation to accommodate “new blood”. The system needs to ensure that inbreeding; uniformity and stagnation are prevented. Skills must be the core consideration, particularly in environments where technological change and development occur rapidly.

2.9 SOURCES OF RECRUITMENT

Various sources for personnel recruitment are available for utilisation, for example, internal and external sources.

2.9.1 Internal sources

Cloete (1985:123-126) states that filling vacancies from within is accomplished by transfers or promotions. However, when promoting an employee, the seniority factor must not be the sole consideration. Beach (1980:210) contends
that it is essential to match job requirements with worker qualifications, irrespective of how long the employee has been in the institution. Promotion on the basis of seniority is a sensitive issue and will have to be specifically addressed in Sundays River Valley Municipality.

Filling vacancies from within has decided advantages and disadvantages. Beach (1980: 205) lists the advantages as follows:

(a) Internal recruitment fosters high morale amongst existing employees;

(b) There is less risk of error in the appointment of personnel already on record, because employers have more information on the skills and abilities of existing employees;

(c) Internal recruitment simplifies the recruitment and selection processes, because the number of employees applying for a specific post is restricted.

The morale of the workforce is boosted when employees see that internal promotions take place, which holds out the promise of scope and opportunities for their own advancement. Recruitment from within ensures that undesirable personnel are kept out of local government. At the same time, however, it is possible that better calibre outside employees could thereby be denied access to local government. However, the risk factor of a wrong appointment amongst the existing employees is maintained, and these can be referred to periodically.

The disadvantages of recruitment from within are as follows:

The tendency to promote exclusively from within, that is, internal recruitment, prevents the infusion of new ideas and knowledge, particularly at the upper levels of the institution. Beach (1980:206) writes that this effect may be called “organisational inbreeding”. Inbreeding is one of those insidious problems that cannot be disregarded in public institutions, for various reasons.
Beach (1980:206) states that although it is good policy to fill the majority of vacancies from within, the institution must of necessity resort to external sources if suitable qualify personnel are not available. This step must be taken irrespective of the costs involved, otherwise poorly qualified personnel; ill-equipped to cope with the work, will eventually reach senior posts in the Public Service. This could lead to the so-called “Peter Principle” (Peter and Hull in Chruden and Sherman 1976:347), namely that an employee is promoted to his or her own level of incompetence.

Gladden (1986:72-74) states that recruitment policy is that level of policy which emanates from the executive level and is approved on the political policy level. Recruitment policy deals with personnel procurement issues and is embodied in legislation, for example, the White Paper on Human Resource Management in the Public Service, No. 18594 of 31 December 1997.

According to Beach (1980:205), recruitment policy issues which could be included in legislation are the following: minimum qualifications for entrance to the public service; whether to fill vacancies from within or from outside the institution; equal opportunity employment; and the question of sheltered employment for the mentally handicapped and the disabled. It is therefore imperative for the Sundays River Valley Municipality to include recruitment policy issues in a staff code or some form of service regulations.

### 2.9.2 External sources

Beach (1980:216) states that external sources can also be utilised effectively, provided there are screening and selection devices. Some examples of external sources of personnel, outside the ranks of the public service, are as follows:

(a) One employee recruiting another;

(b) Managerial personnel recruited from tertiary institutions;
(c) Personnel experts obtained via personnel expert employment agencies;

(d) Advertising of posts.

Beach (1980:212–213) states that the advantages of using external sources to fill vacancies are the following:

(a) When one employee recruits another, a selective mechanism is applied, because employees will generally not recommend unqualified persons. However, Flippo (1983:134) warns that the problem of nepotism must be borne in mind. Cloete (1985:72) agrees with the latter sentiment, but adds that a dishonest political office-bearer, top official or supervisor who wants to practise nepotism or victimisation will be able to do so even where an elaborate system exists to attain objective merit rating;

(b) Advertising outside is a good principle, because an existing employee will not apply for a post where he/she is already employed. According to the research conducted by the Assistant Secretary of the Public Service Commission: 13/08/1985, he states that this will prevent undue embarrassment on the part of both employees and employers. Where labour is plentiful, and waiting lists exist, the Public Service is not always forced to advertise its junior posts;

(c) Channels of contact between the public service as employer and tertiary education institutions are kept open, and therefore the public service can utilise this source of recruits at some future date. Financial support can be granted to the student and the educational institution itself to foster and strengthen the arrangements between these tertiary institutions and the public service. The Sundays River Valley Municipality should not neglect the value of tertiary institutions, because they provide many of the professional personnel needed in local government.
External recruiting does have its disadvantages. These are as follows:

(a) Little is known of the potential employee or work-seeker;
(b) The selection process is more stringent and intricate, and successive hurdles must be crossed (Beach, 1980:216);

(c) The selection process is more time-consuming, because short-listing is a time-consuming process of eliminating unsuitable candidates (Beach, 1980:216);

(d) Selection could be left to chance, or merely based on minimum entrance qualifications, bilingualism or health requirements (Cloete, 1985:109–10). The Sundays River Valley Municipality must constantly be on its guard against leaving the selection of personnel to chance, since the random and haphazard selection of personnel will perpetuate a poor quality local government personnel corps.

Having said the above, the Sundays River Valley Municipality is likely to be faced with questions such as the following:

(a) When and to what extent should it fill vacancies within the organisation?

(b) When should it go outside?

These questions are likely to be answered by carefully considering the constraints that face the process of developing and implementing recruitment policy.
2.10 RECRUITMENT CONSTRAINTS

(a) Labour market

The labour market is defined by Klatt et al (1985:174) as a geographical area within which people looking for work interact with the demand for labour and thereby determines the price of labour. It is likely, therefore, that the Sundays River Valley Municipality’s recruitment policy can be influenced by factors such as the unemployment rate, shortage or excessive supply of specific skills, the recruiting activities of other organisations, and escalating wage rates. It is therefore advisable that local government conducts research so that it can understand the labour market, with the aim of formulating sound recruitment programmes.

(b) Unions

Although unions can become primary recruiters of labour through the collective bargaining process, human resource policies are jointly determined and serve as constraints on recruitment activities. The Sundays River Valley Municipality has restricted the role of unions in the recruitment process to that of observer status only. This has been met with resistance from the labour unions.

Klatt et al (1985:74) argues that there is a great potential disadvantage in using unions: the possibility of delaying the filling of vacancies if they disagree about a particular candidate.

(c) Organisational policies

Klatt et al (1985:175) believes that some organisational policies and practices set the overall tone and provide direction for recruitment in the sense that an institution with a favourable public image is likely to have an easy time when it has to recruit qualifying candidates. If an organisation receives bad publicity, due to shoddy products and shady
business practices, this would be to its disadvantage when competing for the best-qualified applicants in the labour market.

The Sundays River Valley Municipality needs to formulate working organisational policies conducive to both the employer and employee, so that any potential tension is minimised at all costs.

(d) Public policy

The equal employment opportunities and affirmative action policies do have an overriding role in determining the overall process of recruitment. Once more the Sundays River Valley Municipality needs to create an accepted structure within the institution that will look specifically at the affirmation of its employees.

2.11 RELEVANT LABOUR LEGISLATION

Officials are appointed and Councillors elected to serve the general welfare of citizens. Therefore, they need to possess special skills and knowledge in order to take correct decisions and carry out their duties efficiently and effectively.

Local government, having undergone dramatic transformation, is bound by Act 66 of 1995. This Act establishes the principle of employment justice, which protects employees (and applicants for employment) from any unfairness in their relationship with the employer.

Taking the above into account, it is imperative for officials and Councillors to acquire skills and knowledge in terms of training in order to comply with the following employment statutes, viz:

. The Basic Conditions of Employment Act 75 of 1997;

. The Skills Development Act 97 of 1998;
The Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000;


The Occupational Health and Safety Act of 1997, and so on;

The Labour Relations Act 66 of 1995;

The Employment Equity Act 55 of 1998; et cetera.

It is important to summarize the content of some of the above legislation that will impact directly or indirectly on the way the Sundays River Valley Municipality conducts its affairs.

2.11.1 Basic Conditions of Employment Act 75 of 1997

In terms of Section 2 of the above Act, its main purpose is to advance economic development and social justice by fulfilling the primary objective of the Act, which is as follows:

➢ To give effect to, and regulate the right to fair labour practices conferred by Section 23(1) of the Constitution:

- by establishing and enforcing basic conditions of employment;

- by regulating the variation of basic conditions of employment.
To give effect to obligations incurred by South Africa as a member state of the International Labour Organisation.

Section 4 of the Act states that a basic condition of employment constitutes a term of any contract of employment, except to the extent that:

- Any other law provides a term that is more favourable to the employee;
- The basic condition of employment has been replaced, varied, or excluded in accordance with the provisions of the Act; and
- A term of contract of employment is more favourable to the employee than the basic condition of employment.

2.11.2 Skills Development Act 97 of 1998

The primary purpose of the Act is:

- To develop the skills of the South African workforce in order to promote their quality of life and their prospects of work and labour mobility. By acquiring the necessary skills, productivity in the workplace as well as the competitiveness of employers will be increased and enhanced. This, in turn, should promote self-development and improve the overall delivery of social services;

- To increase the levels of investment in education and training in the labour market and to improve the return on investment.

- To encourage employers to use the workplace as a learning environment and provide their employees with the opportunities to acquire new skills. Employers should also be encouraged to provide opportunities for new entrants to the labour market for them to gain experience and, where possible, employ persons who find difficult to otherwise be employed.
➢ To encourage workers to participate in learnership and other training programmes.

➢ To improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress, and subsequently reserve, those disadvantages through training and education.

➢ To ensure the high quality of education and training in and for the workplace.

➢ To assist work-seekers to find work and retrenched workers to re-enter the labour market; and

➢ To provide and regulate employment services.

2.11.3 Labour Relations Act 66 of 1995

The main purpose of this Act is the advancement of economic development, social justice, labour peace and the democratisation of the workplace, which it proposes to achieve via the following objectives:

➢ To give effect to and regulate the fundamental rights contained in Section 27 of the Constitution;

➢ To give effect to the duties of the Republic as a member state of the International Labour Organisation;

➢ To provide a framework in which employees and their unions, employers and an employer association can:

- bargain collectively to determine wages, terms and conditions of employment and other matters of mutual interest, and formulate industry policy;
➢ To promote

- orderly collective bargaining;

- collective bargaining at sectoral level;
- worker participation and decision-making at the workplace and the effective resolution of disputes.

2.11.4 Employment Equity Act 55 of 1998

The purpose of this Act is to achieve equity in the workplace by:

➢ Promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination;

➢ Implementing affirmative action measures designated to redress the disadvantages in employment experienced by designated groups (blacks, women and the disabled) in order to ensure their equitable representation in all occupational categories and levels in the workplace.

Chapter 3 of the Act states that designated employers must implement affirmative action measures for designated groups to achieve employment equity. In order to achieve this, the employer must:

➢ consult with employees;

➢ conduct analysis;

➢ prepare an employment equity plan; and

➢ report on the progress made with the implementation of the plan.
The implementation of the above legislation will have a profound impact on the management of people within local government and on the careers of individual employees. Local authorities must continue to be staffed mainly by career employees, who will be provided with opportunities for professional advancement and personnel development. However, open competition and more innovative recruitment practices will open local government up to a far wider pool of talent and ensure the inclusion of all sections of society.

Fresh skills will be more easily absorbed and operational requirements more efficiently and effectively managed through the use of fixed-term contracts and more flexible working patterns.

In future, promotion will be achieved only by those who demonstrate, in competition with others, that they are the most suitable candidate for the position in question. On the other hand, employees will have more control over their own career development, and there will be no barriers to applying for jobs at higher levels.

2.11.5 Procedure for recruitment of employees

Cloete (1996:176) states that the recruitment of personnel for a large institution (e.g. the Public Service, that consists of the personnel of all state departments) is a comprehensive task involving a number of complicated functions, viz. (i) determining personnel needs, (ii) determining fields of recruitment, (iii) attraction of candidates, and (iv) selection.

The Sundays River Valley Municipality needs to ensure that its recruitment and selection procedures are transparent, procedurally and substantively fair. Most importantly, the Municipality must ensure that the procedures followed meet the requirements of all labour legislation and that the potential for labour dispute over recruitment and selection processes is reduced. It will be important when a vacancy occurs that a job description is drawn up that outlines the key functions and clearly states the qualifications and competencies required for the job.
2.12 RECRUITMENT OF EMPLOYEES

(a) When a vacancy exists in a particular department or section, an advertisement must be placed in local newspapers. An effort should be made to give local communities access to the advertisement by displaying it prominently in public places such as municipal pay-points, public libraries, on notice-boards, etc.

(b) The advertisement must clearly state whether the position is an affirmative action position or not, and the language used must be clear and not ambiguous.

(c) An official from the Co-operate Directorate must be identified who will handle all enquiries relating to the post in the advertisement, such as the closing date for the applications.

(d) The advertisement will be prepared at the Directorate where the vacancy occurs and submitted to the Human Resource Section for review, if necessary, before it is circulated internally and published externally.

(e) All applications received, must be stored in a secured place.

(f) Once the closing date for receiving applications has been reached, applicants’ relevant information must be captured on the computer, and such information should be treated as confidential.

2.12.1 Short-listing

(g) Each Directorate must constitute its own interview panel, and the Mayor and Municipal Manager must be *ex officio* members of all interviewing panels, which must also include the members of the standing committee in which the vacancy occurs. The panel will be responsible for drawing up selection criteria for the short-listing of candidates. The Local Labour Forum and the Unions
must be part of the process as observers, to check that the employer does not violate labour legislation.

(h) The Human Resource Section must compile a summary sheet of all applicants as well as a short-list, and this must be submitted to the Labour Forum and Unions. If they disagree with the short-list, they must submit written proposals for additions or eliminations, fully motivated, within forty-eight days (48) in writing. Should the panel resolve otherwise, they must furnish the Labour Forum and the Unions with full reasons in writing for its decision.

(i) Notwithstanding sub-clause 2.5.6 (h) above, any applicant for a position or his / her representative Union on his / her behalf, not included in a shortlist for such position, shall be entitled to declare a dispute in terms of the procedure provided in Clause 2.5.9 hereunder.

(j) The Human Resource Section shall compile a summary sheet containing full relevant information in relation to each candidate on the short-list, which shall *inter alia*, contain all qualifications listed by the applicants. Most importantly, the Human Resource Section shall be responsible for the correctness of such information and has to make sure that it is circulated to all members of the departmental interview panel and all observers prior to the interview.

2.12.2 Procedural fairness

(k) Prior to each interview, the Human Resource Section must prepare an interview schedule designed to assess the extent to which the short-listed applicants comply with the competencies required for the position. In doing so, the officials must be consistent in their application of the identified competencies, advertisement and assessment criteria and show no bias or discrimination in the use of the methods.

(l) The above will *inter alia* include pre-determined questions and, where necessary, other methods of assessment may be used, depending on the
nature of the position. At all times, a linkage must be maintained between questions and the competencies required to perform the job.

(m) Discrimination due to disability, sex or gender must not be allowed and any member of the interviewing panel who practises this during the interview must be removed. At all times, no questions relating to marital status, number of dependents, intention or status regarding pregnancy may be asked during the interview.

2.12.3 Procedure at interviews

(n) The names of the interview panel members and the recorded transcripts of the interviews must be kept in a safe place by the Municipality for a period of not less than one year and if a written request from the Union is received for a copy of such recording, such copy must be provided, for which a reasonable cost will have to be paid by the Union.

(o) The Municipality must ensure that the interview schedule remains confidential and that the content is under no circumstances disclosed to the potential candidate or any person who is not a member of the interview panel.

(p) Before the commencement of the interview, the questions must be disclosed to the unions, as an opportunity to comment, agree or disagree, based on the relevance, procedural regularity or perceived bias.

If not satisfied, the unions in question will be entitled to raise such rejections in any subsequent dispute resolution process.

(q) At the termination of any interview, the unions must mention any perceived procedural irregularity or bias to the members of the interview panel, to enable this to be rectified, and if possible whilst the interviewee is still available. Thereafter, each union will be called upon to agree or disagree that the procedures during the course of the interview have been fair. If a union alleges
that procedures have been unfair, and this cannot be rectified during that process and the employer representatives are not in agreement, or if the employer agrees that a procedural irregularity has occurred, but the parties are unable to achieve consensus on a solution, then any affected party will be entitled to implement dispute resolution procedures. If the parties are able to agree on a solution, then the agreed process will be implemented.

(r) Nothing contained in the aforesaid will preclude a union from raising any alleged or perceived procedural irregularity during notification of a formal dispute in terms of this procedure.

2.13 SUMMARY

A theoretical investigation into the recruitment process has been undertaken to motivate why the Sundays River Valley Municipality needs a formal guide document to guide its recruitment processes. The function of recruitment must be conducted with skills and precision; it cannot be undertaken haphazardly and without any scientific basis for maintaining objectivity and impartiality.

There has been major constitutional development in the Republic of South Africa in recent years, particularly affecting the system of local government in terms of Act 108 of 1996 and Act 209 of 1993. The local government transformation led to a revised local government system for the country, with the new system coming into effect after members of the transformed local councils were elected in 1995, 1996 and 2000. The above changes have certain complications for the newly elected councillors and appointed officials.

Many of the changes local authorities are to effect, hail from labour legislation. The recruitment of employees for suitable positions has a direct influence on human resource planning. Human resource planning is vital to public institutions, because organisations have an insufficient supply of trained human resources officials and councillors. A human resource plan will serve as a guide to personnel officials and Councillors involved in recruitment processes.
Officials and Councillors with the necessary skills and expertise as well as an in-depth understanding of labour legislation are of vital importance. A problem facing newly appointed officials and elected Councillors is the fact that some officials have reservations about the process of democratic change, especially as many Councillors come from disadvantaged backgrounds and lack the necessary skills and expertise to perform their governmental and legislative functions efficiently and effectively.

In order for officials and Councillors to perform and implement recruitment policies efficiently and effectively, and to minimise the need for reviews or appeals, they need to be trained to make sure that they make correct decisions when appointing employees.

The capacitating of officials and Councillors must therefore be regarded as a priority in order for them to perform their duties efficiently and effectively. A lack of training and expertise and/or access to information can render officials and Councillors unable to fulfil their duties as required by legislation. Poor performance by the officials and Councillors can result in poor service delivery to the citizens.

Norms and standards have been postulated against which aspects of recruitment can be tested. No personnel system can be regarded as flawless, particularly since the human element is always involved, and where people are involved, human error and bias are likely to be encountered.

Lastly, introducing formal recruitment procedures for the Sundays River Valley Municipality will ensure that such procedures are transparent, efficient, and procedurally and substantively fair. It will also reduce the potential for labour disputes over recruitment processes.

The quality of an institution’s personnel corps depends on the quality of the personnel provision and personnel utilisation functions. However, where people are directly involved in a system, bias, subjectivity and nepotism can manifest themselves in various forms. This is the prime reason why predetermined norms
must be set according to which the officials and Councillors can execute their functions. These norms are often of a prescriptive nature and embodied in legislation.

The officials and Councillors responsible for recruitment must be competent and properly qualified to undertake this function and must be aware of their own perceptual limitations and lack of refined skills in coping with the intricacies of recruitment.

In the following chapter, a theoretical framework investigation into the selection processes will be undertaken to determine the necessity of selection policy processes within the Sundays River Valley Municipality.
CHAPTER 3

A THEORETICAL INVESTIGATION OF THE SELECTION PROCESS AS A PERSONNEL PROVISIONING FUNCTION OF PERSONNEL ADMINISTRATION

3.1 INTRODUCTION

In the preceding chapter, a theoretical investigation of the recruitment process as a personnel provisioning function of personnel administration was discussed. In this chapter, a theoretical investigation of the selection as a personnel provisioning function of personnel administration will be undertaken.

An assumption is that the Sundays River Valley Municipality does not have a selection policy in place when recruitment and placement is to take place.

As the result of the above assumption, this chapter will attempt to formulate a uniform selection policy that will enable the officials and Councillors to implement at all times when considering appointments of employees. Further, this chapter will discuss the Codes of Conduct for councillors and officials, common denominators, democratic values, reasons, foundation and value of the Codes of Conduct.

3.2 THE BACKGROUND TO LEGISLATION AND CONSTITUTIONAL ISSUES

3.2.1 LOCAL GOVERNMENT: MUNICIPAL SYSTEMS ACT 32 OF 2000

Act 32 of 2000 states in Section 67 (1) the following:

“A municipality, in accordance Act 37 of 1998, must develop and adopt appropriate systems and procedures to ensure fair, efficient, effective and transparent personnel administration”, includes:
(a) the recruitment, selection and appointment of persons as staff members;

(b) service conditions of staff;

(c) the supervision and management of staff;

(d) the monitoring, measuring and evaluating of performance of staff;

(e) the promotion and demotion of staff;

(f) the transfer of staff;

(g) disciplinary procedures; and so on.

Section 68 (1) states the following:

“A municipality must develop its human resource capacity to a level that enables it to perform its function and exercise its powers in an economical, effective, efficient and accountable way and for this purpose must comply with Act 98 of 1998, and the Skills Development Levies Act 28 of 1999.

3.2.2 Code of Conduct for office-bearers in Local Government

Despite the fact that councillors are elected and officials appointed, there are numerous common denominators between the two set of Codes of Conduct as promulgated in Act 32 of 2000.

3.2.3 Common denominators

Councillors and officials may be far removed in their purpose and function yet they have one denominator, serving the community in terms of Act 108 of 1996. The Act requires local government to abide by the Bill of Human Rights and
strive within its capacity to achieve the objectives set out in Section 152(1) (a)-(e).

In order to understand the above common denominators it is necessary to compare Section 19 of Act 117 of 1998 as referred to in the preamble to the Code of Conduct for councillors with Section 50(2) of Act 32 of 2000 as referred to in Section 3(a) of Code of Conduct for municipal staff members. It will be seen that both references point to Section 152(1) of Act 108 of 1996.

3.2.4 Reasons for Codes of Conduct

Councillors and officials are human beings and are subject to the fallibility of human nature. The reasons for the promulgation of the abovementioned Acts, which contains the Codes of conduct, is to regulate the behaviour and performance of councillors and officials. Both codes endeavour to ensure the following:

- Accountability;

- Serving the needs of the local community;

- Preserving the credibility and integrity of the municipality;

- Transparency;

- Honesty i.e. eradication of corruption;

- Fairness to all;

- Elimination of personal gains and self interest;

- Performance of functions and duties in an acceptable manner;
• Prevention of misuse of Council property;

• Prevention of unauthorised disclosure of privileged or confidential information;

• Elimination of undue influence or interference between the roles of councillors and officials.

The two Codes of Conduct can accordingly be seen to contain the following expectation by the legislator:

• High moral;

• Achieving of high performance standards;

• Commitment to serve the communities;

• Co-operation between councillors and officials;

• Regular communication with local communities;

• Watch-dog function i.e. reporting of breaches of Codes of Conduct; and

• Treating the public with impartiality and fairness.

3.2.5 Foundation of Codes of Conduct

Both Codes of Conduct are founded on the undermentioned principles:

• Administrative justice which ensures that all actions of Councillors and officials uphold the principles of fairness and equity in their dealings with the local communities;
- Honouring the Bill of Rights by respecting and promoting the rights of all citizens. The Sundays River Valley Municipality must supply all their office-bearers with the copy of the Bill of Rights because it might be not possible to uphold the rights of people if they do not have thorough knowledge of those rights.

- Excercising responsible care during management of the Municipality’s resources and assets. This principle is extremely important if the developmental local government is to be achieved.

### 3.2.6 Value of the Codes of Conduct

The Sundays River Valley Municipality need to follow requirements of the Codes of Conduct as this will be of great value to the municipality as well as the local communities. The good result of the above is that high standards of performance and integrity are required norms to perform council’s duties.

The following is the summary of some of the advantages of the Codes of Conduct:

- Provides a checklist of criteria to evaluate one’s own behaviour as well as colleagues;

- Provides a checklist of criteria by which the local communities can evaluate the behaviour of councillors and officials;

- Provides a guide to refer to when in doubt about the propriety of one’s actions as well as of colleagues;

- Stipulates the obligations of councillors and officials to the local communities;
• Meant to preserve and strengthen integrity in local government;

• Focuses on ethical standards applicable to councillors and officials in local government; and

• Protects democratic values.

The Code of Conduct for Councillors, Schedule 1 states the following:

(2) A councillor must:

(a) perform the functions of office in good faith, honestly and transparent manner;

(b) at all times act in the best interest of the municipality and in such a way that the credibility and integrity of the municipality are not compromised.

The main purpose of Codes of Conduct for councillors and officials is to regulate the office-bearers in terms of accountability to local communities as well as meeting the needs of such communities. The Codes of Conduct, if consistently and strictly applied, provide the foundation for the highest standards of probity, integrity and ethical behaviour, which have never been experienced in local government in South Africa.

This high standard can, however, only be achieved if communities, councillors and officials work together as a close knit unit and spare no effort to achieve their developmental goals.

Amongst the main objectives of this Act is to provide core principles and mechanism, resource mobilisation, organisational change which underpin the notion of developmental local government and to provide a framework for local public administration and human resources.
Act 55 of 1998, Section (3) states the following:

“For the purposes of this Act, a person may be suitably qualified for a job as a result of any one of, or any combination of that person’s:

(a) formal qualifications;

(b) prior learning;

(c) relevant experience; or capacity to acquire, within a reasonable time, the ability to do the job.

3.2.7 PROMOTION OF ADMINISTRATIVE JUSTICE ACT 3 OF 2000

The purpose of Act 3 of 2000 is to give effect to the right to administrative action that is lawful, reasonable and procedurally fair and to the right to written reasons for administrative action as contemplated in Section 33 of Act 108 of 1998.

Subsections (1) and (2) of the Bill of Rights say people have a constitutional right to just administrative action and be given reasons for administrative action. Subsection (3) says that an Act of parliament must be passed to give effect to those rights. To give effect to means that the Act of Parliament must make constitutional rights work by imposing duties on administrators and give people rights that they can enforce in court.

3.2.8 PROMOTION OF ACCESS TO INFORMATION ACT 2 OF 2000

The purpose of Act 2 of 2000 is to give effect to the constitutional right of access to any information held by the state as well as information held by another person that is required for the exercise or protection of any right.
The motivation of giving effect to the right to information is to foster a culture of transparency and accountability in public and private bodies and to promote a society in which the people of South Africa have effective access to information to enable them too more fully exercise and protect all their rights. The Act aims to establish mechanisms or procedures to give effect to the right in manner which enables persons to obtain access to records of public and private bodies as swiftly, inexpensively and effortlessly as reasonably possible.

Taking the abovementioned Acts into account, the Sundays River Valley Municipality as a public body must develop a selection procedures that will be applied uniformly to all applicants, consistent with other labour legislation to avoid unnecessary request from those who might not be considered for employment.

### 3.3 SELECTION PROCESS

Marx (1986:117) defines selection as the process through which attempts are made to select the most suitable person(s) for a specific post from among the applicants for that post, by using several selection aids. Cloete (1985:115) contends that selection measures serves the same purpose, namely the determining of the suitable candidate for appointment, for example, the determining of the most suitable candidate for appointment and it should be used scientifically to eliminate acceptable recruits from unacceptable personnel in terms of particular requirements set for a specific job.

Further, Marx (1986:118) argues that selection is difficult since the final choice can be influenced by various factors – such as the personality and personal appearance of the applicants and their shortcomings of the selection aids.

From the above argument, it can be deduced that officials and Councillors of Sundays River Valley Municipality, they need special skills and expertise when handling selection processes.
If the latter is not adhered to, personal judgement can play an important role and differences of opinion as to why an applicant should regarded as the most suitable candidate when two or more people have made a final choice or recommendation on certain matters.

There are a number of selection techniques which can be used, but may differ depending on the job at hand, as well as the organisation, viz: interviews, assessment centres, aptitude tests, and intelligence tests, testimonials, references, to mention, but few. The Sundays River Valley Municipality is using application forms and interviews as the only selection aids when vacancies occur. Each technique has its advantages and disadvantages.

Cloete (1985:118-119) argues that there are a number of major problem areas of selection techniques with regard to their validity, reliability and objectivity. They tend to be problem areas because results attained are not always accurate. The following questions may be asked for further clarity in relation to these three:

(a) Are the selection techniques adequate to discern competent from incompetent personnel?

(b) Are the selection techniques appropriately suited to the Sundays River Valley Municipality and other selected local authorities, for example, taking their size into account?

(c) Do selection techniques serve as adequate predictors of on-the-job performance, or are they merely used as screening and short-listing devices? (Cloete 1985:117). Chruden and Sherman (1976:161) found that disadvantaged persons score lower on aptitude tests as a result of cultural deprivation.

Marx (1986:121) believes that the value of the interview is to provide the organisation with an opportunity to verify and supplement much of the information collected through other selection aids and to eliminate any
uncertainties about the information. Flippo (1983:160) contends that intelligence tests are particularly prone to discrimination against minority group members, while Beach (1980:221) writes that testing programmes are costly and time-consuming, and universal applicability cannot be automatically assumed, for example, “...just because a test has been found useful for selecting clerks in company A is no reason to assert that it will be useful for picking clerks in company B”.

Beach (1980:214) argues that selection tends to be a negative activity, because it is a process of finding and rejecting (discerning) unsuitable persons, while recruitment is a positive process of trying to persuade people to apply for work at a company. It does happen that selection techniques are not applied properly as a discerning device, but are used merely to pacify applicants by appearing to be scientific, whereas they are only used to shortlist an oversupply of manpower.

Another additional disadvantage of selection is that it can be subjective, the conclusions reached are based on personal opinion(s) of one or more people formed within a relatively short period of time and rather unusual circumstances. The non-existence of selection panel must be borne in mind as it relates to Sundays River Valley Municipality.

However, some selection techniques do have their advantages because they can be used to verify the correctness of information which was given in the candidate’s application form or which was obtained in another manner, for example, knowledge and skills which he / she alleges he / she possesses.

Massie and Douglas (1981:305) states that some of the selection techniques, however, do have their advantages, for example, the interview enables the interviewer to build confidence in the interviewee, and to extract information from the interviewee to make a placement decision.
3.3.1 Selection of candidates

Selection forms an integral part of the employment process, and should follow a set procedure.

3.3.2 Procedure – Application Blank

Cloete (1985:115-116) states that after the initial scrutiny of the application form, further selection techniques must be applied to eliminate unsuitable candidates. In the Sundays River Valley Municipality the application for employment form is scrutinised by Councillors and the Director concerned with employing the potential employee. The Unions are given observes status. During this process certain details such as educational qualifications, date of birth, references are verified as to their satisfaction.

3.3.3 Selection techniques

The type of selection techniques that the Sundays River Valley Municipality is using are:

(a) Written tests

According to Moore (1985:90) written tests include both aptitude tests and achievement tests. Achievement tests measure the applicant's mastery of the knowledge necessary for successful job performance. The Sundays River Valley Municipality does not make use of the achievement tests. However, the candidates might be required to write a summary detailing what the job encompasses or to propose better procedure relating to the job to be done.
(b) Performance tests

Performance tests require the applicant to perform or to demonstrate a sample of the work required by the job (Moore, 1985:91 and Stahl, 1983:116). The Performance tests are used at the Sundays River Valley Municipality to judge the typing speed of candidates to be employed to the job.

(c) Oral tests

According to Stahl (1983:116) oral tests are used to appraise candidates on the basis of what they say. According to Moore (1985:91) these tests are not the same as job interviews – oral tests are part of the testing process to determine, by questioning, whether the applicant is suitable qualified to master a job. They are used in addition to the employment application form as a selection technique. Oral tests are not used in the Sundays River Valley Municipality.

(d) Interviews

According to Cloete (1985:119) interviewing forms part of the personnel selection. The value of the results obtained from interviews depends upon the interview’s skills. Interviewing as a means of selection should be carefully conducted and properly structured, and even if this has been done, it is not always possible for an interviewer to justify his choice. Beach (1980:249) argues that the latter is so because interviews have a major weakness, that is, subjectivity. Decisions are based on an interviewer's opinion and that opinion is subject to bias and prejudice.

Interviews at the Sundays River Valley Municipality are undertaken by Councillors, Municipal Manager and Director in which the vacancy is to be filled to assess prospective employees. The Director sometimes invites the sub-ordinate to the interview panel.
During the interview, the interviewers make use of an Assessment Form. The final approval of appointments rests with the Council.

(e) Short – listing

Short listing at the Sundays River Valley Municipality is used for all positions. Short listing is a process of sifting the qualified from the unqualified. Candidates are then interviewed for the position in order of suitability and merit.

3.4 RELIABILITY, VALIDITY AND OBJECTIVITY OF SELECTION TECHNIQUES

No selection technique is better than the other. Each has its merits and demerits according to the reliability, validity and objectivity of the technique.

3.4.1 Reliability

According to Moore (1985:84) a selection instrument’s reliability is the consistency with which it produces the same score throughout a series of measures. As the employees are only meant to be tested once, it is not possible to determine how consistent results are for Sundays River Valley candidates.

3.4.2 Validity

According to Moore (1985:84) the validity of the selection instrument is the degree to which it measures what it is intended to measure. A valid instrument is one that accurately predicts success. There is some concern as to what Flippo (1983:164) refers to as differential validity, that is, scores on the same test will mean different cultural groups.

There are number of different validity types, viz, criterion, content and construct.
Criterion validity refers to the correlation of scores on the selection instruments with quantitative measurements of actual job performance. Content validity reveals how well the subject matter or behaviour required in selection instruments represents all the important aspects of the post. Construct validity attempts to measure the psychological constructs underlying job performance.

According to Moore (1985:84-85) the latter validity type is one of the more difficult and controversial types of the test validation. Beach (1980:234) argues that the reason being that the construct validity in the employment field is quite new and requires much research into statistical correlation and content validity studies.

3.4.3 Objectivity

Objectivity refers to the applicability of the test instrument with as little bias as possible. According to Flippo (1983:164) most standard psychological tests have been geared to the majority of the White, middle class segment of a population.

3.5 ADVANTAGES AND DISADVANTAGES OF SELECTION TECHNIQUES

(a) Written tests

Moore (1985:91) argues that the advantage of the written test is that vast amount of the material can be covered in it by, for example, utilising multiple-choice questions. The disadvantage is that subjectivity is involved in grading the multiple-choice questions.

(b) Oral tests

Moore (1985:92) states that the advantages of the oral tests are that they may be used to determine whether an applicant is qualified to do the job or not.
They can also assess the communicational and interpersonal skills of the potential employee. Groups can also be tested by this method. However, the disadvantage is that it is open to subjectivity simply because different examiners may score different points.

(c) Interviews

According to Moore (1985:92) the advantages of interviews are that they satisfy several needs of the employer and employees. They are also good indicators of future performance of an employee, and can also be indicative of successful interaction between employer and employee. The disadvantages of the interview are that if it is not properly planned it may end in chaos. Negative comments made by the interviewee must be weighted for what they worth, and personal or prejudice must not be allowed to dominate the interview.

(d) According to Cloete (1985:117) the advantage of short-listing is that it allows one to select good candidates, but the disadvantage is that, as with other selection techniques, it has no predictive value as far as on-job-performance is concerned.

3.6 PLACEMENT

Cloete (1984:151) states that placement basically consists of matching a man to a job. A decision must ultimately be taken as to who is the best candidate for the job and where to appoint him. However, on initial appointment, no guarantee exists that such a person is the most suited to a specific post, therefore, particular attention must be given to this aspect during the early stages of an employee’s career.
Although placement is, up to a point, a calculated risk, it must not be carried out haphazardly. Massie and Douglas (1981:301-302) states that placement must be planned, taking into consideration the following aspects:

(a) Thorough job analysis to assemble all facts relating to a job.

(b) Clear job descriptions defining duties, relationships and results expected of a job incumbent.

(c) A concise job specification indicating what kind of person is required for a job.

(d) Job evaluations to determine the levels of responsibility and difficulty of a job.

Placement must not occur simply because there is a desperate nee to fill a vacancy, and any person with the minimum requirements will suffice. This policy is short-sighted and only fulfils immediate needs. Placements must also provide for future needs of an organisation.

3.7 PROBATION

According to Cloete (1985:122) probation may be regarded as an extension of the selection process. Probation is an essential mechanism in deciding whether an employee is suitable to do his work or not.

Cloete (1984:151) further states that a probationary period has to be utilised because there is no guarantee that candidates who have passed through the selection tests, and are, for example, of good character and free from mental defects and are healthy will in fact perform their work satisfactorily.

Cloete (1985:122) emphasises that there is a danger probation can become a mere routine formality, whereas it should, in fact, be a period in which an
employee proves that he is fit to perform the work for which he was appointed and that his behaviour is acceptable.

The Sundays River Valley Municipality has a probation period of six months. Cloete (1985:122) believes that a problem often posed about probationary periods is whether this period is applied without fear or favour, and whether the interests of the employee are sub-ordinate to the employer.

Stahl (1983:138) on the other hand states that probation is the time allowed for rectifying an incorrect selection. However, supervisors in the public service are loath to go through the set procedures of discharging an employee, and often let the process lag because dismissal is a drastic action and an awkward and often embarrassing one to consume (Stahl 1983:300). The probationary period can become a farce if not properly utilised because it merely serves as a traditional institution without any meaningful value.

### 3.8 TRANSFERS

Cloete (1985:123) states that transfers are valuable forms of internal recruitment. Transfers comprise the transferring of personnel from one office or place of work to another. Transfers increase the mobility of personnel, and should be approached in an orderly manner, and not an ad hoc basis. For example, an inefficient official should not be transferred from one post to another with the aim of getting rid of him. The Sundays River Valley Municipality do transfer employees with the aim of developing its workers and making sure that they are recognise as important assets of the institution.

Cloete (1985:123-124) believes that transfers have both advantages and disadvantages. These are as follows:
3.9 ADVANTAGES

(a) Officials have the opportunity of improving their skills and acquiring the opportunity for achieving in their new jobs.

(b) Skills are utilised to their best advantage because officials are kept in the same place of work.

3.10 DISADVANTAGES

(a) Transfers do not encourage job specialization.

(b) Stagnation may occur within the public service because officials fail to adapt to changing circumstances.

(c) Officials gain a false sense of security because no competition exists from outsiders. They will fail to develop themselves.

(d) Officials cannot reach the highest promotion because functional and specialist knowledge is over-emphasized to the detriment of lower officials.

Stahl (1983:139) lists a further disadvantage:

(e) Transfers can promote inbreeding because they prevent encroachment from outside.

Despite the advantages and disadvantages attached to transfers, transfers also serves a sound purpose in the sense that incorrect placements can be rectified timeously.

As long as transfers are applied judiciously, transfers should not cause major disruption in the public service, but the motives for transferring an employee must be sound, and not contain ulterior reasons.
3.11 PROBLEMS

Cloete (1996:179) believes it is a general practice in most public services to appoint new recruits in the entry grades and to fill higher posts by promotion. The Sundays River Valley Municipality is no exception.

Cloete (1996:180) further argues that promotion must be carried out with caution so that higher posts can be filled by properly qualified personnel and not simply filled by persons who deem themselves promotable on the grounds of years of services. These individuals may not be able to cope with the duties attached to higher post.

There are several reasons why promotion should be within the public service. Flippo (1983:132) writes that promotions increase the morale of the work force, while Cloete (1985:126) contends that it perpetuates the concept of merit. Stahl (1983:139) further highlight this point of view by stating that sound promotion policy is not there to emphasize years of experience, nor is it there to rule out encroachments from the outside.

Brindley (1982:152 & 220) believes that institution must not promote on the basis of familial ties, or out of respect for elders and entirely neglect the concept of merit.

3.12 PROCEDURE FOR SELECTION POLICY FOR EMPLOYEES

Selection is not the only one of the most important ways in which the local government meets its human resource capacity requirements; it is also a prime instrument for achieving employment equity, by opening up the local government to all sections of society. It is also important that all officials and Councillors participating in the interview process must have skills, expertise and should be trained in the appropriate selection methodologies.

The following is the recommended procedures to be followed, viz:
3.13 SELECTION OF EMPLOYEES

(a) After any procedural issues have been dealt with in the manner suggested in the ensuing chapter, each Union or other observer present must be given an opportunity to submit a motivated recommendation of its preferred applicant.

(b) The departmental interview panel must thereafter attempt to achieve consensus based on the overall assessment taking into account *inter alia*:

(c) The competencies required and measured assessment of the merit of the applicant in meeting the requirements;

(d) The requirements of the department in which the vacancy has occurred, as identified in its departmental plan, if any;

(e) Any recommendation from the Union;

(f) Any additional information gained from reports or references from previous employers or in the case of internal applicants, their superiors;

(g) Preference for internal candidates and their career paths. In seeking consensus, the departmental interview panel must not necessarily rely on a strict numerical computation of various competencies, but must seek to make an overall assessment of the applicant. Appointments should be made on merit within the confines of the equity plan or any applicable legislation and token appointments simply to satisfy affirmative requirements must not be supported. In the absence of consensus, the decision of a majority of Council or any committee or any person to which Council has delegated authority must be final.

(h) After seven days of the conclusion of the interview, the Council must advise the recognised Unions in writing of its selected applicant(s).
(i) If within a further five working days no dispute has been declared by the referral of the matter in the manner contemplated in sub-clause (I) hereunder, then the Municipality must implement the appointment by informing the selected applicant in writing as soon as possible and the applicant must be requested to confirm his or her acceptance of the position in writing by the quickest possible means. Upon receipt of said acceptance, the appointment must be considered final.

(j) Any Union dissatisfied with the selected applicant must be entitled to follow the following procedure:

(I) This clause must be applicable to all disputes relating to unfair act or omission that arises between the Municipality and an employee involving unfair discrimination, either directly or indirectly, against such employee on any arbitrary ground or involving the unfair conduct of the Municipality relating to the promotion of an employee where such unfair discrimination or unfair conduct relates to a matter arising from the proposed appointment of a person to a position in the Municipality staff establishment.

(II) The Union in question must within five working days of the notice referred to in sub-clause (h) above declare a dispute by referring the matter to the Divisional Secretary of the Eastern Cape Division of the South African Local Government Bargaining Council in the manner contemplated in the Constitution of that Council.

(III) Notwithstanding the provisions of sub-clause (II) a matter referred after the expiry of the period referred to therein, may include a fully motivated application for condonation of the late referral in which event the Divisional Secretary shall follow the procedure in sub-clause (m), provided however that the arbitrator appointed shall first adjudicate the application for condonation and expeditious process, the time taken to submit the referral and the motivation.
(IV) The Union referring the dispute must satisfy the Divisional Secretary that the copy of the referral has been served on the Municipality and any other affected parties.

(V) The Divisional Secretary must be requested to afford the dispute preferential treatment and must within three days from receipt of the referral appoint an arbitrator from the divisional panel of arbitrators to conduct a hearing of the dispute within fourteen days from being appointed (unless the parties consent to a longer period).

(VI) The arbitrator so appointed must first attempt to conciliate the dispute between the parties but as soon as he or she is satisfied that no resolution is possible by conciliation, must immediately proceed to arbitrate the dispute to resolution.

(VII) The arbitrator must make an award or verdict within five days from hearing the matter.

(VIII) Pending the receipt of such award the employer must not make any final appointment to the position in question but shall be entitled to make an appointment on a limited fixed contract basis in a manner which shall not be prejudicial to the relief sought by the aggrieved employee.

(IX) Notwithstanding the provisions of sub-clause (VI) above, a party must be entitled to advise the Divisional Secretary prior to the matter being arbitrated and without participating in any arbitration process, that the dispute is to be referred to the Labour Court, in which event such party must be entitled to do so on receipt of the Divisional Secretary's certificate that the dispute remains unresolved.

Any party to the dispute must also be entitled to refer the dispute to the Labour Court if eighteen days have expired since the receipt by the Divisional Secretary of the referral and the dispute remains unresolved.
Notwithstanding the foregoing, should the responsible party fail to refer the dispute to the Labour Court within seven days of receipt of the aforesaid certificate or within seven days of the expiry of the aforesaid eighteen day period, the Municipality must be entitled to implement the appointment of its preferred applicant and the aggrieved employee will be limited to seeking relief other than appointment to the position in dispute.

(X) Should the departmental interview panel decide not to make an appointment due to lack of a suitable applicant, all Unions must be informed in writing with reasons.

3.14 SUMMARY

A theoretical investigation of the selection process has been undertaken to determine the necessity of selection policy processes within the Sundays River Valley Municipality. The function of selection must be conducted impartially to avoid nepotism in the process.

Most importantly is that the Sundays River Valley Municipality must realise that circumstances are constantly changing, therefore, selection of personnel must adapt to the new legislative changes taking place within local government. It is imperative for Councillors and officials involved in the process of placement and selection to familiarise themselves with the requirements of the labour legislation.

Local government cannot afford unnecessary labour actions due to the lack of knowledge from Councillors and officials in dealing with and interpreting labour legislation because such actions can hinder the process of service delivery to the communities. To avoid the latter, the Sundays River Valley Municipality need to formulate a selection policy that will attract the best employees within their fold.
The introduction of formally structured Codes of Conduct for councillors and officials can be seen as a successful attempt by the Central government to add value to the powers and functions of local government structures and institution. The Sundays River Valley office-bearers can know measure themselves against the laid down criteria. More important is that local communities can measure councillors and officials against the criteria and take necessary action to expose those who do not meet the required standards.

Selection on merit is fundamental to ensuring that the local government recruits and promotes people of the highest calibre. The aim is to make sure that the person selected is, of the available applicants, the person best suited for the position, on the basis of his or her skills, experience, abilities, personal attributes, future potential as well as the need to achieve representative and a diverse workforce in the local government. If the Sundays River Valley Municipality want to deliver better services to the community, the time has come to restore and to make sure that the principle of selection on merit underpins the filling of all posts. The municipality when drawing up the selection procedures should apply the following basic principles, job-related selection criteria, fairness, equity and transparency.
CHAPTER 4

DEVELOPMENT AND TRAINING OF PERSONNEL WITH SPECIFIC REFERENCE TO THE IMPLEMENTATION OF AFFIRMATIVE ACTION

4.1 INTRODUCTION

The Sundays River Valley Municipality does not have an affirmative action policy and equity plan in place. The lack of these labour legislative requirements can have serious consequences if not adhered to as required by law.

The above setup is caused by the fact that the Sundays River Valley Municipality Council does not have an affirmative action policy in place, although Act 55 of 1998 was passed by Parliament.

The term affirmative action has considerable meaning for disadvantaged people and creates uneasiness amongst those who benefited from past systems. Therefore, affirmative action programmes for the Sundays River Valley Municipality need to be designed and implemented in a pro-active and affirmative manner. The abovementioned will depend on a well-designed policy, the availability of statistical data on human resources and the willingness to implement the programmes.

Being a pro-active developmental tool to assist with the creation of, *inter alia*, equal employment opportunities, affirmative action should not just be a series of *ad hoc* training programmes for blacks within the institution and of managing diversity programmes for whites, but it must have a role to play in the redistribution of resources as affirmative action goes hand in hand with the policy of reconciliation and reconstruction.

In this chapter attention will be to, *inter alia*: (a) explaining the concept of affirmative action, development and training; (b) the objectives of affirmative action; (c) designing and implementing affirmative action plans; (d) lessons learnt from the designing and implementation of affirmative action plans and a proposed time table for assessing progress in an affirmative action programme.
4.2 DEFINITION OF CONCEPTS

4.2.1 Affirmative Action

For some, affirmative action implies the general elimination of discrimination and the application of merit and efficiency when appointing and promoting individuals.

According to Human (1992:2) affirmative action means equal results whereby the wrongs of past discriminatory measures are rectified. Andrews (1992:37) distinguishes between affirmative action and equal employment opportunities by stating that whereas the former refers to preferential treatment of all protected groups, the latter implies the equal treatment of all persons regardless of race, sex, age, handicap or national origin.

Maphai (1989:1) takes this discrimination further by referring to affirmative action as compensatory discrimination in favour of disadvantaged groups, while the others states that equal opportunities imply the absence of all forms of discrimination.

Wessels (1992:45) believes it can be argued, that the terms “affirmative action”, “equal opportunity”, “managing diversity” and “black advancement” are all labels to describe the process whereby specific people are give the opportunity to participate fully in the organisation and the society in which they work and live.

According to Brown (1993:2) affirmative action is neither a black issue nor reverse discrimination; it is not a question of percentages and ratios, earnings redistribution or righting the wrongs. Affirmative action is a process of determining and developing people’s potential through dynamic assessment, thus identifying areas for specific development. It is a matter of building bridges for mutual prosperity.
4.2.2 Development

Development is a process by means of which an individual grows and matures. However, to conceptualise development in terms of education and training is simplistic in the extreme, although it is important.

Development, according to Human (1991:12) hinges on the level of tasks an individual is expected to do and requires an environment which provides constructive ongoing support and feedback to enhance self-confidence and job-performance. Development is thus a process involving a complex interaction between the individual’s perceived ability, his or her motivation, expectations and the way he or she is managed.

4.2.3 Training

According to Wessels (1992:51) training serves to form, prepare and equip individuals with general and specialised or career-orientated knowledge, skills and values to enable them to fulfil themselves as human beings and to meet their civic and occupational responsibilities.

For Robbins (1980:20) training is the process of learning a sequence of programmed behaviours which enable a person to solve a repetitive problem. For Glueck (1982:40) training gives employees an awareness of rules and procedures in order to guide their behaviour and to acquire knowledge and/or motivation in a direction that increases organisational goal achievement.

4.3 OBJECTIVES OF AFFIRMATIVE ACTION

Human (1991:2) is of the view that the purpose of affirmative action can be described as publicly recognising the discriminatory nature of previous social practices, increasing the opportunities of those previously subjected to discrimination and rectifying social and economic inequalities by fairness of consequences rather than fairness of opportunity.

Goldman (1979:200) contends that the purpose of affirmative action programmes is not to compensate past injustices through present preference
but rather to ensure present and future equality of opportunity for minority group members. In South Africa’s case, the majority numbers.

Hays and Reeves (1984:348) contends that affirmative action should be viewed as a means of achieving equal employment opportunities by employing “… positive, results – orientated practices to ensure that … protected classes of people will be equitably represented in the organisation.”

Weggell (1984:28) supports the above sentiment and states that affirmative action is an interim step towards addressing past injustices and seeing it as an end in itself is “short-sighted”. Affirmative action as a tool for achieving equity has a flawed track-record.

Studies in the United States of America and other countries who implemented affirmative action highlight mixed successes and failures. These have included:

- A comprise of the democratic ideal of individual rights in the name of special group privileges;

- Heightened ethnic and religious conflicts;

- Benefiting only an elite within the targeted groups; and

- Limited or no focus on the issues of disability, age and gender.

The main dilemma regarding affirmative action plans, however, remains the question of how to make substantial progress with such plans and simultaneously maintain the merit principle.

Human (1991:15) suggests that affirmative action should only take place at the selection and recruitment stage and, thereafter, all employees should be promoted on merit. Another suggestion is that where there is a serious deficiency in the number of minorities employed, an overall long – range
employment goal should be established whereby the future composition of the workplace is projected, the availability of qualified minority group members is forecast and the impact of implementing affirmative action steps is ascertained.

Nigro and Nigro (1981:225) contends that the affirmative action plan and its component programmes can be implemented, monitored and periodically evaluated to assess their relative success or failure.

4.4 DESIGNING OF AN AFFIRMATIVE ACTION POLICY

Affirmative action is fundamentally a human resource issue; attempts to impose change into an unwilling environment have little chance of success.

Four stages can be identified preceding and including the designing of affirmative action plans and programmes. These stages are desintergration, formal equality of opportunity, fair equality of opportunity, and, finally affirmative action.

Each phase presupposes the previous one and implies that a programme cannot be launched for one stage unless the preceding stage has been implemented. Thus, affirmative action policies cannot be an option for institutions, unless discriminatory legislation has been replaced and remedial measures have been undertaken to ensure formal and fair equality before the law.

Maphai (1989:2) claims that affirmative action principles should only be utilised by those genuinely committed to the elimination of discrimination and it should complement, rather than replace equal opportunity.

However, development, as opposed to training, has not been well instituted and little pressure has been put on managers to both coach and develop subordinates or to acquire the skills to do this. Visser (1994:34) supports this view and states that the latest World Competitiveness Report places South
Africa last in human resources development. “With the exception of a few notable organisations, our expenditure on the development of people has been traditionally and pathetically very low.”

Picard (1994:267) contends that, as a result of the above, employees feel threatened, unless they invest heavily in people development. It is necessary, therefore, to ensure that such an investment is a wise one, providing in time the level of returns, which would be expected from any investment.

It must be taken into account that conflict exists between a focus on representatives of the one and the transition to more development orientated administration on the other.

A more representative organisation will achieve little in terms of supporting development. The Sundays River Valley Municipality to develop its personnel, a strategy for blending representatives and a development focus will be important to set human resources priorities in non-racial organisation.

### 4.5 COMPONENTS OF AN AFFIRMATIVE ACTION PLAN

An affirmative action plan usually consists of a policy statement in the form of a written, published commitment by top management to implement the goals in the plan and to fulfil the organisation’s intention to eliminate inequities. Internally, the policy should be published and specific information about the programme should be made available through meetings, employee orientation sessions, union management meetings and training programmes.

Wherter and Davis (1981:57) argue that unless the necessity for the affirmative action programme is communicated as a business survival strategy, it will not be supported, and negative perceptions will be reinforced. Externally, the organisation should publish its commitment to affirmative action programmes to the citizens and employment agencies.
For Hofmeyer (1989:14) this, however, does not mean that it is sufficient to top managers just to talk about their commitment to affirmative action but involves the hands on involvement of these managers in the implementation of such a programme. It further involves the active monitoring of organisational progress in this area and efforts to reduce resistance to affirmative action programmes.

Advancement objectives are achieved only when top management has considered carefully why advancement should be a priority when it is convinced that the future of its organisation depends on the achievement of these objectives and when it is prepared to commit time and effort to play a leading role in ensuring that the objectives are met.

Human (1991:13) argues that although top management may be committed to the programme of advancement, many instances of middle management and supervisory resistance occur due to prejudice, insecurity and satisfaction with the status quo. The perception that minorities are inferior in terms of capabilities has led to an internalised negative expectancy, which in turn, can result in demotivation and a withdrawal from competitive situations.

Hofmeyer (1989:14) further argues that the cutting-edge of affirmative action is at the levels of line manager and supervisor as they deal with the employee's daily and make regular decisions about hires, promotions and discharges. For this reason, techniques should be employed to allow resistance and fears to surface so that they can be managed and overcome. One of the areas of reducing resistance to affirmative action plans is to involve lower level of management in their formulation, as well as to ensure that the opportunities provided thereby are regularly communicated.

Human (1992:14) contends that the main challenge is to regard affirmative action as a means of creating an environment where employees can develop without being impeded by negative stereotypes.

Nigro and Nigro (1981:20) contend that part of an affirmative action plan is also an analysis of current employment practices which should include a description
of the composition of the workplace throughout the organisation. The results can be compared with the composition of the workplace in the labour market, which will indicate the pattern of concentration and under utilisation in a particular department/section of the organisation. They further argue that the analysis of current practices should also include an examination of the personnel practices that affect the stages of employment to determine whether they were involved, disparate treatment or adverse effects.

They further argue that the latter analysis is more difficult to implement due to its subjective and ambiguous nature. Additionally, personnel policies are often created in an incremental manner, as they are needed, and thus, represent the tradition and philosophy of the organisation as it has developed over the years.

Taking the abovementioned into account, the Sundays River Valley Municipality will often find it difficult to measure the worth of these policies against contemporary standards for equal employment.

Human (1933:34) is of the opinion that workforce succession and career planning ought to be tied up into a strategic plan. Most organisations lack this planning partly due to the pitfalls of this strategic plan process, which may in the past be related to the uncertainties of the broader socio-political environment but also of the paucity of real strategic thinkers.

The above sentiment is echoed by Ngcove (1993:1) who states that like any major problem, the first steps must be careful planning and evaluation of options, leading to the development of a strategic frame-work and action plan. The starting point for the development of such plan is to:

- Assess the external environment in which the organisation operates and the particular issues to which the internal role players must respond.
• Assess the capacity and willingness of the internal environment to adapt to the dynamic demands of the evolving external environment and identify any significant barriers to change.

• Assure, analyse and interpret attitudes towards affirmative action throughout the organisation as a prelude to the development of a strategic action plan and the removal of barriers of change.

• Further, no tangible benchmark is provided to enable periodic assessment of improvement or deterioration. Various methods have been developed in response to these shortcomings, for example “Affirmative Action Swot” (AA-SWOT) where the classic strategic planning tool (assessing strengths, weaknesses, opportunities and threats) is applied to the affirmative action issue.

AA-SWOT is designed to be structured, cost-effective methodology, which allows organisations to begin their affirmative action programme at minimal costs. This is achieved through the use of an organisation’s own resources in conducting the surveys and capturing the data. AA-SWOT provides all necessary the tools to ensure that the internal resources are used effectively and efficiently.

The structure of the methodology is such that attitudes and climates can be analysed and interpreted by a selected criteria, be any geographical area, gender or home language. The end product is a detailed SWOT analysis which plan needs to be converted into an action plan.

Nigro and Nigro (1984:22) contend that the highly effective way to achieve the above is to address these questions in a workshop type forum:

• How can the strengths be used to take advantage of the opportunities?
• What plans will be put in place in order to address the weaknesses?

• What plans will be put in place to minimise the impact of the threats?

The affirmative action plan should further consist of a statement of goals for the improvement of current employment practices as they relate to equity among all job applicants and employees.

In addition to the above mentioned, various steps need to be undertaken to implement and monitor the programs comprising part of the plan. The status, authority and resources available to those implementing these programmes are important factors reflecting the seriousness and extent of the organisation’s commitment to affirmative action.

As in the case of the above-mentioned AA-SWOT, it can be argued that any organisation’s progress in attaining affirmation action goals should be monitored periodically and should not be a one-off process.

It is essential to repeat the exercise over the life span of the affirmative action programme to measure the improvement or deterioration against predetermined criteria. This will assist in identifying these action steps which have been unsuccessful, as well as these problem areas which require new efforts and approaches.

4.6 IMPLEMENTATION OF AN AFFIRMATIVE ACTION PLAN

According to Human (1993:34) the implementation of an affirmative action plan should commence with the appointment of a line manager to direct the affirmative action steps. Too often, however, the responsibility for affirmative action is relegated to the Human Resources or Personnel Department, which is often only too ready to take over this area.
The above tendency is highly problematical for a number of reasons. Most importantly, by taking on the responsibility for the affirmative action programme, the department is setting itself up for failure.

Successful affirmative action depends on the line manager’s willingness to recruit, develop and promote formerly excluded groups – which the human resources department cannot do because they are often not trained to do it and are also reluctant to do the job. This can lead to an abrogation of responsibility for development by line managers.

Having said the abovementioned, the Sundays River Valley Municipality may be trapped with an attempt to persuade line managers of the need for affirmative action, the human resources department might then begin to attempt to introduce increasingly sophisticated selection, development and appraisal technology, which further alienates line managers and lead to an under-evaluation of what the department has to offer.

With the above attempt, there is a high possibility of tension between the human resources department and line managers thus often results from a perplexity of roles and responsibilities. The proper role of human resources departments in affirmative action is to support line manager’s ownership of the people-development process by providing, inter alia, appropriate systems and advice, line managers play a key role in on-the-job coaching and the development of staff, they should be trained in and held accountable for this area.

It is suggested that the implementation of affirmative action plans and policies in the Sundays River Valley Municipality should not lead to:

- The lowering of standards of efficiency;
- Uncontrolled political influence in the selection and promotion of personnel;
- The termination of services of existing personnel;
• The appointment of persons to posts beyond their capabilities; or

• The destruction of the mutual solidarity prevalent among workers.

Furthermore, its implementation should not be forced whereby the action develops into an emotional and contentious matter with more negative than positive results. Rather, the issue of whether to implement affirmative action policies should be discussed timeously and ultimately resolved via a process of negotiations with the employee organisations.

The above process would prevent polarisation of employees and would offer them the opportunity to make practice-orientated contributions concerning the ways and means of implementing affirmative action. The ensuing contributions are important as the enforcement of affirmative action will have a broad impact on personnel management in respect of affecting personnel functions and activities. To indicate the above impact, reference can be made to the following area, i.e.:

Wiggell (1994:28) and Picard (1994:267) contend that job descriptions should not contain unnecessary requirements that exclude members of groups formerly under utilised due to past discrimination.

They furthermore argue that recruitment and selection should not be based on political, moral or social arguments. It can result in organisations chasing the same small pool of qualified people who continually accept new and better offers but never feel that they belong in an organisation. Rather then recruiting groups formerly excluded from the work force, the challenge is to develop strategies and processes for transforming organisational cultures so that organisations retain their staff.

Hayes and Reeves (1984:336) contend that performances appraisal should be free from bias. According to them this can only be achieved when performance
ratings are not based on subjective and ill-defined criteria; when they are job related and when they are collected and scored under standardised conditions.

Werther and Davis (1981:59) believe that compensation programmes/promotions should be provided for to ensure upward mobility opportunities for each level of employment and should be based on skills, performance and seniority without discrimination against anyone.

Ngcovo (1993:3) argues that training opportunities should be accessible to all personnel. According to Hays and Reeves (1984:368) that this can improve employee morale and motivation as they develop assertiveness, improve their self-images and view promotions as an opportunity, rather than as a threat. Nigro and Nigro (1981:221) states that when making provision for training, the organisation should ensure that all employees are informed of the training opportunities available to them.

Wessels (1992:5) argues that various types of training are viewed as essential in developing employee skills. Among them are in-service or proficiency training, management training and race related training.

In-service training usually occurs on – the – job and is directed at imparting to employees, in their own work situation, the technical knowledge and skills needed to meet their employer’s specific requirements. For such training to succeed, it is essential for management to define performance and behavioural expectations which should ideally be personalised to suit individual developmental requirements.

Management training should train public managers in concepts such as managing diversity and employee empowerment. In this way, they are trained to acknowledge the existing diversity in the population and in the individual abilities of personnel. Management diversity should aim at accepting and respecting cultural differences, as well as creating people development systems whereby
people from diverse background can express themselves, grow, develop and are promoted on merit.

According to Human and Bowmaker (1992:29) race related training is also aimed at those employees in management positions and focuses on the exploration of personal prejudices and stereotypes; as well as the process whereby these can be overcome or avoided.

However, muddling through an affirmative action programme even guided by the best intentions and enthusiasm of staff and management is not the most effective and promising approach.

Basic human resource principles suggest a logical sequence of steps through which an affirmative action programme should go.

There cannot be a mechanical precision about the elements, the sequence or life-span of each phase, since management styles differ, personalities often play a critical role and the socio-political and economic environment of each country and region differs.

The following flow model in figure 1 shows an 18 month time-table for assessing progress in affirmative action programme recommended for the Sundays River Valley Municipality.
The following model depicts this process:

**FIGURE 1**

<table>
<thead>
<tr>
<th>External Environment</th>
<th>Internal Environment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community</td>
<td>Trade Unions / Employer</td>
</tr>
<tr>
<td>Employees</td>
<td></td>
</tr>
</tbody>
</table>

**Input Phase**

1. Obtain stakeholder input
2. Survey attitudes
3. Identify training and development needs
4. Review employment profiles
5. Audit employment, training and development policies.

**Process Phase**

1. Develop and negotiate affirmative action policies
2. Develop and implement training, development and attitudinal change strategies
3. Develop management control systems
4. Set and agree on goals and time-tables

**Output Phase**

1. Affirmative action agreement negotiated by all the relevant stakeholders
2. Improved diversity of workforce in all employment categories
3. Affirmative action progress reports

Feedback

National Legislation on Affirmative Action

<table>
<thead>
<tr>
<th>Economy</th>
<th>Technology</th>
<th>Political parties</th>
</tr>
</thead>
</table>

**4.7 LESSONS TO BE LEARNT FROM AFFIRMATIVE ACTION**

Affirmative action is a contentious issue, and, therefore, when formulated and implemented it needs to be handled with care.

The Sundays River Valley Municipality needs to follow the following guidelines, so to ensure that those factors impacting on the development and implementation of an affirmative action plan i.e. the negative expectations and their impact on performance and self-confidence can be minimised.

Visser (1994:3) cites the following:

- Start from the top;
• Ensure that there is wide and interactive communication to dispel fears and quell unrealistic expectations;

• Make sure that the general functioning of human resource management is excellent throughout the organisation (not just staff department);

• Cultivate a general culture of learning and development. For example, demands for performance are balanced by a healthy tolerance for mistakes;

• Manage performance effectively – identify critical outputs, monitor regularly, give feedback and reward achievement;

• Reward managers for developing people;

• Devise some form of organisational challenge to be reached at a certain time or there will be a lot of talk and no action;

  However, the following would not be part of such an approach;

• Do not appoint people without the necessary potential or sufficient readiness;

• Do not over-emphasise qualifications and experience that are not critical for job performance;

• Do not only develop employees with potential. Improve the development of all people at all levels, including the lower ones;

• Do not alienate the current levels; they have to implement affirmative action;

• Do not narrow jobs down for the sake of achieving targets; and
Do not exclude the potential beneficiaries when drawing up affirmative action programmes. Important information might be missed or unknowingly create resistance.

4.8 CHALLENGES FACING THE SUNDAYS RIVER VALLEY MUNICIPALITY

Affirmative action should not be seen simply in terms of a redistribution of control; it should be seen as a means of challenging current human resources strategies and of creating an environment in which employees can develop and be promoted on merit, irrespective of race and gender.

Development, in turn, involves not only the ability and motivation of the individual but also environmental or organisational expectations and opportunities.

The Sundays River Valley Municipality need to realise that it is merely through understanding the factors impacting on development that both individuals and the organisations in which they work are provided with the opportunities to overcome them.

Thus, to ensure the positive outcomes of affirmative action, emphasis should not merely be placed on training the individual in terms of knowledge relating to the specific job, but developing the individual into a mature, responsible and loyal employee is of utmost important. Emphasis should thus be placed on both training and development without undue emphasis on either of the processes.

The purpose of development should be to ensure that the employee has sufficient knowledge and proficiency to meet the demands of the work. As such, development is assumed to build an applicant’s motivation topped in the recruiting phase and to refine and focus the basic competencies identified in the selection process. Further, it is of importance that development will provide the confidence necessary for skilled and motivated job performance. Employee development is thus a natural phase of the process by which applicants should be transformed into successful employees.
Personal development should be concerned with fitting the individual to the job and to the organisation by promoting the acquisition of information, skills, attitudes and patterns of social behaviour through training.

### 4.9 TIME TABLE FOR IMPLEMENTING AN AFFIRMATIVE ACTION PROGRAMME IN THE SUNDAYS RIVER VALLEY MUNICIPALITY

The following represents the time-table for assessing progress in affirmative action programme for the Sundays River Valley Municipality as depicted below:

<table>
<thead>
<tr>
<th>Programme Phases and Elements</th>
<th>Time phase in Month</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A Preparatory Phases</strong></td>
<td></td>
</tr>
<tr>
<td>1. Awareness of needs – organisation out of step – internal</td>
<td>1</td>
</tr>
<tr>
<td>2. Pre-assessment of internal situation: <em>ad hoc</em> or more systematic – initiative sometimes crisis-triggered</td>
<td>1-2</td>
</tr>
<tr>
<td>3. Top level commitment to non-discrimination with respect to blacks, women and other disabled segments</td>
<td>3</td>
</tr>
<tr>
<td>4. Preparation of a systematic programme with specific targets by in-house human resources specialists, external consultants or a management task group</td>
<td>3-5</td>
</tr>
<tr>
<td>5. Securing commitment at middle management level</td>
<td>4-5</td>
</tr>
<tr>
<td>6. Comparing plans with other organisations</td>
<td>5</td>
</tr>
<tr>
<td>7. Formal commitment to programme; announcement / launch; and establishment of monitoring committee(s)</td>
<td>6</td>
</tr>
<tr>
<td></td>
<td>Task Description</td>
</tr>
<tr>
<td>---</td>
<td>---------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>8.</td>
<td>Adjusting the recruitment process</td>
</tr>
<tr>
<td>9.</td>
<td>Internal sensitising at all levels and in all sections</td>
</tr>
<tr>
<td>10.</td>
<td>Negotiation with unions (if applicable) or staff association(s)</td>
</tr>
<tr>
<td>11.</td>
<td>Supplementary training of staff</td>
</tr>
<tr>
<td>12.</td>
<td>Adjustment of promotion and advancement system</td>
</tr>
<tr>
<td>13.</td>
<td>Working out other areas of equalisation and black female involvement. Facilitating development and providing a conducive environment through social development and support; education and training (e.g. bursaries and literacy programmes); improving the work atmosphere; and recreation and inter-personal contact.</td>
</tr>
<tr>
<td>14.</td>
<td>Establish/fine-tune the monitoring system, including regular board/executive feedback</td>
</tr>
<tr>
<td>15.</td>
<td>Refinement of the programme in the light of problems and ongoing performance evaluation</td>
</tr>
<tr>
<td>16.</td>
<td>Expansion of the programme to effectively reach all relevant groups</td>
</tr>
<tr>
<td>17.</td>
<td>Internal and external public relations of the programme</td>
</tr>
<tr>
<td>18.</td>
<td>Sharing of experience with other firms</td>
</tr>
<tr>
<td>19.</td>
<td>Preparation of first major audit, including internal</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>.</td>
<td>discussion by monitoring committee</td>
</tr>
<tr>
<td>20</td>
<td>Release of first annual programme audit with top-level response and confirmation of commitment.</td>
</tr>
</tbody>
</table>

### 4.10 SUMMARY

As long as affirmative action is seen as an inconvenience taken on by organisation through the need to be seen as open and fair or because of legislative necessity, the uphill battle will continue. Only when the real benefits of affirmative action are recognised by the organisation and individuals within the organisation, will true development and integration begin to take place.

Seen as a necessary evil, affirmative action remains just that. Seen as a proactive mechanism for the recruitment and development of competent individuals and for professionalising people management systems, affirmative action becomes a method of optimising the potential of all of South Africa’s Human Resources and of truly respecting and managing diversity in the process.

The Sundays River Valley Municipality has to conduct its selection processes with skill and precision. It cannot be undertaken haphazardly without any scientific basis for maintaining objectivity and impartiality. An Equity Plan and Affirmative Action need to be develop for the Sundays River Valley Municipality.
CHAPTER 5

EMPIRICAL SURVEY OF COUNCILLORS AND OFFICIALS AT THE
SUNDAYS RIVER VALLEY MUNICIPALITY

5.1 INTRODUCTION

In the previous chapter, the implementation of affirmative action, with specific reference to the development and training of personnel at the Sundays River Valley Municipality, was discussed. In this chapter, an empirical study of recruitment and selection policies, with specific reference to the Sundays River Valley Municipality, will be undertaken.

In Chapter one, the following questions were asked:

(a) Do the councillors who are elected to govern and represent and officials who are appointed possess the necessary skills to correctly interpret legislation dealing with the transformation of local government institutions?

(b) Are the officials and councillors competent to professionally, efficiently and effectively implement the policies for better service delivery?

(c) What is the current level of understanding and knowledge of officials and councillors with respect to the implementation of legislation, in particular, labour relations from the Sundays River Valley Municipality?

(d) Have capacity building workshops and training programmes been held to equip councillors and officials from the Sundays River Valley Municipality to meet the changes facing local government?

(e) Is the South African Local Government Association (SALGA) effectively organisating training programmes to empower officials and councillors in
order to meet specific legislative prescriptions pertaining to human resource development and management?

(f) Can suitable criteria for the efficiency of officials and councillors be extracted from the available literature?

(g) What is the current level of efficiency with which capacity building programmes are implemented to meet the requirements of officials and councillors with regard to labour legislation?

(h) Can suitable criteria for recruitment and selection be extracted from existing literature and be used as guidelines for designing a recruitment and selection policy?

(i) Have the recruitment and selection policies been revised by the Sundays River Valley Municipality since the 1995 local government elections?

(j) Do the councillors and officials possess a public service work ethic commensurate with the rendering of quality goods and services to the tax-paying public?

The abovementioned questions form a vital part of the research methodology to study recruitment and selection policies, with specific reference to the Sundays River Valley Municipality. In this chapter, possible answers to the abovementioned questions will be proposed based on the results of the empirical survey of recruitment and selection policies with specific reference to the Sundays River Valley Municipality. Furthermore, the methodology used in the empirical survey and the operationalisation of the questionnaire used for gathering the empirical data needed for analysis and interpretation, will be discussed.
The premise of the empirical survey is based on the assumptions stated in Chapter one. Some of the key assumptions are that the Sundays River Valley Municipality does not have adequate recruitment and selection policies in place and that no clear division of duties between councillors and officials has been made with respect to employment processes, for example, the criteria to be used in recruiting and selecting candidates.

Another assumption is that in order for councillors and officials to be able to execute their duties effectively and efficiently and meet the requirements of the laws governing local government, they need to be knowledgeable and possess special skills and expertise. These assumptions will be tested against the available empirical survey data.

In order to achieve the above, research needs to be based on objective, reliable and valid knowledge. Fox et al (1991:296) state that the research process is generally concerned with the obtaining and valuating of knowledge about reality. It supplies relevant knowledge in a controlled way to address problems. Best (1981:18), argues that research is the formal, systematic and intensive process of implementing a scientific method of analysis.

Based on the research objective of this dissertation, as defined in Chapter one, the normative survey method was selected as the appropriate research method to be utilised. The aim was to determine the level of knowledge and understanding of labour legislation among the councillors and officials of the Sundays River Valley Municipality in an attempt to compile a policy on recruitment and selection that could also be used by other municipalities throughout the country.
5.2.1 Data collection

According to Willemse (1990:7), the basic resource for any statistical experiment is data. The quality of the final product depends on the quality of the raw material used. Neter et al (1993:9) argues that the statistical analysis requires that the facts of an investigation be assembled and organized in a meaningful manner. Such facts are referred to as data. If the data is not properly organised, misleading or erroneous conclusions may be drawn from them. A data set is a collection of facts assembled for a particular purpose.

5.2.2 Methods of data collection

The data collection strategy is integral to the implementation of a research plan (O' Sullivan and Rassel, 1995:177). According to Willemse (1990:8), data can be obtained by making use of the questionnaire, personnel interviewing, observation of events as they happen, abstraction where the sources of information are documents and postal questionnaire if the targeted geographical area or number of respondents is large. The abovementioned methods all have unique strengths and weaknesses. For the purpose of this research, a self-administered questionnaire was used.

5.3 STRUCTURE OF THE QUESTIONNAIRE AND DESIGN

Sax (1979:244) defines a questionnaire as a set of questions dealing with some topic or related group of topics, given to a selected group of individuals for the purpose of gathering data on a problem under consideration.

Willemse (1990:9) states that in drawing up a questionnaire, the following requirements must be taken into account:

- Questions should be short, simple and to the point.
- Confidentiality should be assured.
• Questions should not be offensive.

• Questions should not require any calculations.

For the purpose of this study, the questionnaire constituted fully structured statements with no open-ended statements. The questionnaire was general so as not to obtain a particular answer from respondents. Importantly, confidentiality was adhered to at all times.

At the Sundays River Valley Municipality, the three main local languages, namely Xhosa, Afrikaans and English are used during Council meetings. However, as English is the language most commonly used during meeting proceedings, the questionnaire and covering letter were completed in English.

To satisfy the researcher that the questionnaire would capture the desired data, it was subjected to numerous revisions regarding length, content and wording. According to Neter et al (1993:19), once a questionnaire has been designed, it is often pre-tested in a preliminary small-scale study. Pre-testing revealed unforeseen difficulties in the layout of the questionnaire and in the arrangement and wording of the questions. Such difficulties can then be corrected before the full-scale study is undertaken. This is sometimes referred to as a pilot study. For the purpose of this research, no pilot study was conducted at the Sundays River Valley Municipality.

The questionnaires were administered to councillors and officials of the Sundays River Valley Municipality. These councillors and officials provided the empirical base for the extraction of data from which reliable conclusions could be drawn for the purposes of this research. The abovementioned was agreed upon after consultation with the study supervisors and statistician.
5.3.1 Variables

A variable is a concept of which the value, state or type may differ from time to time, place to place, person to person, or unit to unit. Variables are the conditions or characteristics that the researcher manipulates, controls or observes (Sax, 1979:359; Cohen and Holliday, 1979:8; and Best, 1981:59).

According to Bless and Higson-Smith (1995:30), a variable is an empirical property that is capable of taking two or more values, for example the age, sex, social background and place of residence of a particular population. Dependent and independent variables are the two most important types of variables.

A dependent variable measures or represents the characteristics of events being explained, whereas an independent variable is used to explain the variation in the characteristics or events of interest. Raga (1997:134) defines dependent variables as those that may have the presumed effect, or that which takes place second. According to Bless and Higson-Smith (1995:31), an independent variable is that factor that is measured, manipulated or selected by the researcher to determine its relationship to an observed phenomenon, which constitutes the dependent variable.

The empirical survey of the councillors and officials of the Sundays River Valley Municipality was achieved by the distribution of the self-administered questionnaires, which consisted of dependent and independent variables. The aim of the survey was to study the recruitment and selection policies, knowledge of labour legislation, and the training needed by both councillors and officials in order for them to make the correct decisions in the recruitment and selection of employees for the Sundays River Valley Municipality.

The questionnaire was divided into two main sections, with twenty statements, namely:
• **Section A** (independent variables), requiring biographical details, containing capacity, gender, educational status and length of service.

• **Section B** (dependent variables), included training programmes undertaken by councillors and officials, knowledge on matters of personnel management and the co-ordination function for the training of councillors and officials.

The five-point Likert scale of response, as described by Zimbardo-Ebbeson (1969:125) and Taylor (1998:184), was selected and employed as the measuring instrument in consultation with the supervisors and statistician. In terms of this method, a person's attitude score is the sum of his individual ratings (Raga, 1997:135).

The opinion per statement to be tested was rated on a five-point Likert scale and was adopted for the dependent variable statements as follows:

**Rating value**

<table>
<thead>
<tr>
<th>Rating value</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Strongly disagree</td>
</tr>
<tr>
<td>2</td>
<td>Disagree</td>
</tr>
<tr>
<td>3</td>
<td>Undecided</td>
</tr>
<tr>
<td>4</td>
<td>Agree</td>
</tr>
<tr>
<td>5</td>
<td>Strongly agree</td>
</tr>
</tbody>
</table>

Information on recruitment and selection policies and the level of knowledge of personnel management was obtained from the councillors and officials of the Sundays River Valley Municipality.
A target population of thirteen councillors and 30 officials of the Sundays River Valley Municipality were determined. The group of officials was selected from a broad spectrum of staff, operational to senior management, from the entire Municipality. This group was selected on the basis of seniority and the experience needed to understand the questionnaire. All councillors selected were from the proportional representation list, the ward system and currently serving in the Council of the Sundays River Valley Municipality.

A total of 43 questionnaires were administered to councillors and officials. The research findings are based on 36 completed questionnaires, which represent 83 per cent of the target research population of 43.

The computer programme “Statistica Version 6” was utilised by the Port Elizabeth Technikon’s statistician to process the collected data and generate the various statistical results. The relative values pertaining to the set statements that emerged from the survey were transferred in codified form to a computer data-base.

5.3.2 Statistics

Willemse (1990:1) states that statistics are items of numerical information (or quantitative data). It refers to the science of collecting and processing data in order to produce information.

There are various methods of descriptive statistics for an example, mean, median and frequency description. The concepts will be briefly describe as follows:

- **The mean**

Willemse (1990:45) states that the mean is the measure of central tendency most commonly used. It is where the sum of the values obtained is divided by the number of observations. It is also known as the average.
• **The median**

Willemse (1990:45) contends that the median is the value that occupied the middle position of a group or numbers in a numerical order. Half of the items lie above this point, and the other half below.

• **Frequency distribution**

According to Ferreira (1995:299), a frequency distribution is a distribution that shows how many times a particular score appears. Willemse (1990:19) states that a frequency distribution is a table indicating how often each value or group of values occurred. The data is grouped into class intervals according to some observable characteristic together with the number of observed values or frequencies that fall into each class interval. For the purpose of this study, only frequency distribution will be utilised. According to Taylor (1998:190) and Cohen and Holliday (1979:15), frequency distribution indicates how many times a particular score appears. Use is made of class intervals. This implies that the frequency is not determined by particular scores but by a number of scores, regarded as a unit.

### 5.4 INTERPRETATION OF RESEARCH FINDINGS

The objective of the empirical survey was to test attitudinal responses such as training programmes for both councillors and officials of the Sundays River Valley Municipality, the knowledge of both councillors and officials of personnel management, and the co-ordination function of training.

The inherent subjectivity in an attitude survey was kept in mind during the analysis of the results. According to Zimbardo-Ebbeson (1969:123) and Taylor 1998:189), it is possible to measure subjective attitudes by using quantitative techniques, so that each individual’s opinion can be represented by some numerical score. It was also assumed that the measuring technique employed, namely the five-point Likert scale, would presuppose that a particular test item
has the same meaning for all respondents. A given response would therefore be scored identically for every respondent making it.

Frequency distribution tables will be provided in the illustrations on the following pages in respect of all twenty statements. Responses to the statements relative to the aforementioned analytical concepts will be illustrated in tabular form on the following pages.

**Table 1: Frequency distribution**

**Statement 1**

Current training programmes for councillors in the local authorities are adequate for the performance of their duties.

**COUNCILLOR**

<table>
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<th>VALUE</th>
<th>COUNT</th>
<th>% OF ALL CASES</th>
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</thead>
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<td>5</td>
<td>1</td>
<td>8,3</td>
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<td><strong>100</strong></td>
</tr>
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</table>
Table 2: Frequency distribution

Statement 2

Councillor training should be conducted by independent agencies.

COUNCILLOR
### Official

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</thead>
<tbody>
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<td><strong>VALUE</strong></td>
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</tr>
<tr>
<td><strong>TOTAL</strong></td>
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</tbody>
</table>

Table 3: Frequency distribution

Statement 3

Councillors have an adequate knowledge of recruitment and training functions.

### Councillor

<table>
<thead>
<tr>
<th>Statement 3</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>VALUE</strong></td>
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<tr>
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<td><strong>TOTAL</strong></td>
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</table>
OFFICIAL

Table 3: Frequency distribution

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<tr>
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<td>8</td>
<td>33,3</td>
</tr>
<tr>
<td>5</td>
<td>2</td>
<td>8,3</td>
</tr>
<tr>
<td>TOTAL</td>
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</tr>
</tbody>
</table>

Statement 4

Councillors should have a thorough knowledge of personnel management.

COUNCILLOR

<table>
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<tr>
<th>VALUE</th>
<th>COUNT</th>
<th>% OF ALL CASES</th>
</tr>
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### Official

#### Statement 4

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Table 5: Frequency distribution

### Councillor

#### Statement 5

Affirmative action is observed when officials are appointed.
### OFFICIAL

**Statement 5**

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Table 6: Frequency distribution

**Statement 6**

Councillors undergo regular orientation in labour legislation.

### COUNCILLOR

**Statement 6**

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<th>% OF ALL CASES</th>
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<td>TOTAL</td>
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**OFFICIAL**

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<td>TOTAL</td>
<td>24</td>
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</tbody>
</table>

**Statement 7**

Councillors have adequate knowledge to implement labour legislation.

**COUNCILLOR**

<table>
<thead>
<tr>
<th>VALUE</th>
<th>COUNT</th>
<th>% OF ALL CASES</th>
</tr>
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OFFICIAL

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<tr>
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</tbody>
</table>

Table 8: Frequency distribution

Statement 8

Councillors always inform communities of new appointments to the municipality.

COUNCILLOR

<table>
<thead>
<tr>
<th>STATEMENT 8</th>
</tr>
</thead>
<tbody>
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**OFFICIAL**

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<td>8.3</td>
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<tr>
<td>TOTAL</td>
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</tbody>
</table>

Table 9: Frequency distribution

Statement 9

Councillors spend more time attending sectoral meetings than attending council and standing committee meetings.

**COUNCILLOR**

<table>
<thead>
<tr>
<th>VALUE</th>
<th>COUNT</th>
<th>% OF ALL CASES</th>
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Statement 10

The co-ordination of training of councillors should rest with SALGA.

### Councillor

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Table 11: Frequency distribution

Statement 11

Recruitment officials have a thorough knowledge of personnel management.

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Table 12: Frequency distribution

STATEMENT 12

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Recruitment officials have a thorough knowledge of the personnel function.
**OFFICIAL**

Table 12: Frequency distribution

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**Statement 13**

Recruitment officials undergo regular in-service training in personnel management issues.

**COUNCILLOR**

Table 13: Frequency distribution

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Table 14: Frequency distribution

Statement 14

Local government officials are carefully selected for their ability to meet public needs.

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Effective and efficient personnel management practices are essential for the rendering of community-orientated services.
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Table 16: Frequency distribution

Statement 16

Officials undergo regular orientation training in labour legislation.

**COUNCILLOR**

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Table 17: Frequency distribution

Statement 17

Officials have the managerial and administrative knowledge to implement the labour legislation.

COUNCILLOR

Table 17: Frequency distribution

Statement 17

Officials have the managerial and administrative knowledge to implement the labour legislation.
OFFICIAL

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Table 18: Frequency distribution

Statement 18

Officials inform lower level employees of new appointments to the municipality.

COUNCILLOR

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Table 19: Frequency distribution

Statement 19

Officials spend more time attending sectoral meetings than attending council and standing committee meetings.

COUNCILLOR

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Statement 19

The co-ordination of training of officials should rest with organisations such as the Municipal Mentoring Programme (MMP), the Development Bank of Southern Africa (DBSA) and the Municipal Support Programme (MSP).

COUNCILLOR

Statement 20

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Table 20: Frequency distribution
The following are findings of the statistical analysis in respect of both councillors and officials.

Statement 1

Current training programmes for councillors in the local authorities are adequate for the performance of their duties.

The result indicates that 46% of the respondents supported the statement, while 42% responded negatively and 13% were undecided. An inference can be drawn that the current training programmes for councillors of the Sundays River Valley Municipality is adequate for them to perform their daily duties.

Statement 2

Councillor training should be conducted by independent agencies.

The result indicates that 75% of the respondents supported the statement, while 17% responded negatively and 8% were undecided. An inference can be drawn that councillors of the Sundays River Valley Municipality training should be conducted by independent agencies.

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Statement 3

Councillors have an adequate knowledge of recruitment and training functions.

The result indicates that 42% of the respondents supported the statement, while 42% responded negatively and 17% were undecided. These results indicate that the Sundays River Valley Municipality councillors have adequate knowledge of recruitment and training functions.

Statement 4

Councillors should have a thorough knowledge of personnel management.

The result indicates that 83% of the respondents supported the statement, while 8% responded negatively and 8% were undecided. These results indicate that the councillors of the Sundays River Valley Municipality have little knowledge of personnel management. Because of such notable trend, it is imperative for the Sundays River Valley Municipality to organise more training for their councillors, in particular, on human resource related matters so that they are empowered to handle personnel matters.

Statement 5

Affirmative action is observed when officials are appointed.

The result indicates that 81% of the respondents supported the statement, while 6% responded negatively and 13% was undecided. These results indicate that the Sundays River Valley Municipality is observing affirmative action when officials are appointed.
Statement 6

Councillors undergo regular orientation in labour legislation.

The result indicates that 46% of the respondents supported the statement, while 31% responded negatively and 23% were undecided. An inference can be drawn from these responses that different viewpoint in this statement has been highlighted. As a result of this, it is important for the Sundays River Valley Municipality to organise and make sure that the councillors undergo regular orientation in labour legislation.

Statement 7

Councillors have adequate knowledge to implement labour legislation.

The result indicates that 33% of the respondents supported the statement, while 50% responded negatively and 19% were undecided. These results indicate that the Sundays River Valley Municipality councillors have little knowledge to implement labour legislation. It is very imperative for the municipality to organise more training for councillors so that they can be acquainted with labour legislation.

Statement 8

Councillors always inform communities of new appointments to the municipality.

The result indicates that 46% of the respondents supported the statement, while 40% responded negatively and 15% were undecided. The results indicate that councillors of the Sundays River Valley Municipality not always inform communities of new appointments to the municipality as indicated in the responses.
Statement 9

Councillors spend more time attending sectoral meetings than attending council and standing committee meetings.

The result indicates that 35% of the respondents supported the statement, while 60% responded negatively and 10% were undecided. An inference can be drawn from the responses that the Sundays River Valley Municipality councillors spent little time in attending sectoral meetings. The results indicate that they attend more council meetings and standing committee meetings than the sectoral meetings.

Statement 10

The co-ordination of training of councillors should rest with SALGA.

The result indicates that 65% of the respondents supported the statement, while 25% responded negatively and 11% were undecided. The results show that the co-ordination of training should rest with the South African Local Government Association with little interference from other agencies.

Statement 11

Recruitment officials have a thorough knowledge of personnel management.

The result indicates that 48% of the respondents supported the statement, while 19% responded negatively and 33% were undecided. The results indicate that the Sundays River Valley Municipality recruitment officials have a thorough knowledge of personnel management. Training for some officials involve in the processes of recruitment need to be organised to enhance them with skills when vacancies are filled.
Statement 12

Recruitment officials have a thorough knowledge of the personnel function.

The result indicates that 48% of the respondents supported the statement, while 10% responded negatively and 42% were undecided. The results indicate that the Sundays River Valley Municipality recruitment officials have a thorough knowledge of the personnel function. However, the results also indicate that some officials need to be exposed more on personnel matters so that they can be able to perform their daily duties.

Statement 13

Recruitment officials undergo regular in-service training in personnel management issues.

The result indicates that 48% of the respondents supported the statement, while 25% responded negatively and 27% were undecided. The results indicate that the recruitment officials undergo regular in-service training in personnel management issues.

Statement 14

Local government officials are carefully selected for their ability to meet public needs.

The result indicates that 56% of the respondents supported the statement, while 23% responded negatively and 21% were undecided. The results indicate that the Sundays River Valley Municipality officials have been carefully selected for their ability to meet public needs.
Statement 15

**Effective and efficient personnel management practices are essential for the rendering of community-orientated services.**

The result indicates that 85% of the respondents supported the statement, while 8% responded negatively and 6% were undecided. There is a strong agreement that effective and efficient personnel management practices are essential for the rendering of community-orientated services.

Statement 16

**Officials undergo regular orientation training in labour legislation.**

The result indicates that 34% of the respondents supported the statement, while 28% responded negatively and 38% were undecided. The responses indicate that the Sundays River Valley Municipality officials do undergo orientation training in labour legislation on regular basis. This trend might have positive impact on the municipality as there are certain requirements that each employer is to meet and a failure can lead to unnecessary litigation and fines.

Statement 17

**Officials have the managerial and administrative knowledge to implement the labour legislation.**

The result indicates that 50% of the respondents supported the statement, while 29% responded negatively and 21% were undecided. There is a strong view that the Sundays River Valley Municipality officials have the managerial and administrative knowledge to implement the labour legislation.
Statement 18

Officials inform lower level employees of new appointments to the municipality.

The result indicates that 48% of the respondents supported the statement, while 40% responded negatively and 13% were undecided. The responses indicate that the Sundays River Valley Municipality officials are informing lower level employees of new appointments to the municipality.

Statement 19

Officials spend more time attending sectoral meetings than attending council and standing committee meetings.

The result indicates that 35% of the respondents supported the statement, while 33% responded negatively and 31% were undecided. This statement indicates that the Sundays River Valley Municipality officials are spending more time attending sectoral meetings than attending standing committee meetings. However, an inference can be drawn in this statement that others believe that officials are spending little time attending sectoral meetings and more time attending council and standing committee meetings.

Statement 20

The co-ordination of training of officials should rest with organisations such as the Municipal Mentoring Programme (MMP), the Development Bank of Southern Africa (DBSA) and the Municipal Support Programme (MSP).

The result indicates that 50% of the respondents supported the statement, while 29% responded negatively and 21% were undecided. The responses indicate that the co-ordination of training should rest with the Municipal Mentoring
Programme (MMP), the Development Bank of South Africa (DBSA), and the Municipal Support Programme (MSP).

5.4 SUMMARY

The empirical survey of the targeted population of councillors and officials at the Sundays River Valley Municipality was explained in this chapter. The results were interpreted against the background of the original assumptions, as stated in Chapter one of this study.

In Chapter six, brief summaries of the preceding chapters will be presented, as well as a number of recommendations, followed by concluding remarks.
CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

6.1 CONCLUDING REMARKS

The research undertaken in this dissertation was based on the assumptions stated in Chapter one. Some of the basic key assumptions were that the Sundays River Valley Municipality did not have adequate recruitment and selection policies in place and that no clear division of duties existed between councillors and officials with respect to the employment processes, for example, the criteria to be used in recruiting and selecting candidates.

Another assumption was that in order for councillors and officials to be able to execute their duties effectively and efficiently and meet the requirements of the laws governing the local government, they needed to be knowledgeable and possess special skills and expertise, et cetera.

Among the assumed concerns were, *inter alia*, lack of adequate knowledge of recruitment and selection functions; lack of understanding of personnel management; lack of regular orientation in labour legislation; and lack of training co-ordination.

The problem to be researched was stated in Chapter one and was based on the assumption that the Sundays River Valley Municipality did not have recruitment and selection policies in place and that the task of councilors and officials in appointing employees was therefore that much more difficult and complicated. It was assumed further that, the councillors and officials did not possess the necessary skills and knowledge of labour legislation, due to a lack of capacity-building programmes, to make the right decisions. The above assumptions formed the basis of this research.
6.2 SUMMARY OF CHAPTERS

CHAPTER 1

This chapter identified the skills required by the councillors and officials employed by the Sundays River Valley Municipality as a sphere of local government to execute and implement legislation, in particular, labour legislation. Specific questions were asked, and the significance of the research and the research methodology were explained.

6.2.1 CHAPTER 2

In this chapter, a theoretical investigation into recruitment to motivate why the Sundays River Valley Municipality needed to adopt formal guidelines to guide its recruitment processes, was presented. Further, this chapter described the Constitutional context and the most important legislative measures affecting local government. It also highlighted the procedures for recruiting employees.

6.2.3 CHAPTER 3

In this chapter, a theoretical investigation of the recruitment process as a personnel provisioning function of personnel administration was expounded. Further, this chapter attempted to formulate a uniform selection policy that officials and councillors could implement at all times when considering the appointment of employees. Also discussed, was the Codes of Conduct for councillors and officials, common denominators, democratic values, reasons, as well as the foundation and value of the Codes of Conduct.

6.2.4 CHAPTER 4

In this chapter, the development and training of personnel, with specific reference to the implementation of affirmative action, was discussed. This chapter further expounded on, *inter alia*, (a) the concept of affirmative action,
training and development; (b) the objectives of affirmative action; (c) the design and implementation of affirmative action plans; (d) lessons learnt from designing and implementing affirmative action plans; and (e) the proposed timetable for assessing the progress made with an affirmative action programme for the Sundays River Valley Municipality.

6.2.5 CHAPTER 5

This chapter contained an analysis, interpretation and description of the self-administered questionnaires distributed to selected respondents (councillors and officials) in all the departments of the Sundays River Valley Municipality, as part of the empirical study.

6.2.6 CHAPTER 6

This chapter, which is the final chapter of the mini-dissertation, contains a conclusive summary and proposes recommendations in respect of the key questions originally asked in this research.

The recommendations (see 6.3) are made against the background of the financial and human resource constraints facing local government in South Africa. Local municipalities are currently undergoing a restructuring process so as to be in line with developmental local government and to meet the requirements of labour legislation. It is therefore proposed that the recommendations stated below be adopted in the interest of the democratic, effective and efficient local government administration of the Sundays River Valley Municipality.

6.3 RECOMMENDATIONS

The following recommendations are made for consideration:
RECOMMENDATION ONE

More training programmes should be introduced to better equip Councillors to perform their duties

Councillors are elected by their constituencies to serve their needs and aspirations. In order for the councillors to perform their duties adequately, they need to acquire special skills, in particular, regarding labour legislation. In addition, to enable councillors to perform their duties effectively and efficiently, it is important that they keep up to date with the changes taking place within developmental local government. It is therefore imperative that the Municipality organise and present the training required, as councillors are responsible for taking decisions on all matters pertaining to council affairs. A lack of knowledge could *inter alia* result in councillors being misled during the decision-making process.

An analysis of the survey responses (Statement 1 of the questionnaire) indicated that 46% of the respondents supported the statement, while 42% responded negatively and 13% were undecided. This analysis indicates that the current training programmes for councillors in local authorities are adequate for the performance of their duties. However, councillors need to keep abreast of all changes taking place within developmental local government.

RECOMMENDATION TWO

The councillors’ training programmes should be conducted by independent agencies

In order for councillors to keep abreast of the changes taking place within developmental local government, it is recommended that training be presented on a regular basis. Where possible, the training must be conducted by independent agencies or institutions and such training should concentrate on the laws governing local government, in particular, labour legislation.
An analysis of the survey responses (Statement 2 of the questionnaire) revealed that 75% of the respondents supported the statement, while 17% responded negatively and 8% were undecided. There is an unfortunate general trend in all municipalities that councillors show less interest in capacity programmes organised by their councils through outside agencies. It is recommended that institutions offering training programmes for councillors should first make a presentation to councils where they will be able to spell out the benefits of attending their training programmes.

Further, it is recommended that municipalities negotiate and agree on special tariffs or fees with institutions offering training if they are unable to afford the high rates charged for certain training programmes. Most importantly, councillors need to be motivated to attend the training organised by their municipalities and the benefits of attending training need to be impressed on councillors. Outside agencies such as the Development Bank of Southern Africa, the Municipal Mentoring Programme and the Municipal Support Programme need to be approached by each individual council, as training through these is provided at no cost.

**RECOMMENDATION THREE**

**Councillors should possess adequate knowledge of recruitment and training functions**

An analysis of the survey responses (Statement 3 of the questionnaire) indicated that 42% of the respondents supported the statement, while 42% responded negatively and 17% were undecided. The fact there is a tie in the responses (42%), indicates that the councillors have adequate knowledge of recruitment and training functions. The municipality training in labour legislation issues needs to be intensified to enable councillors to take informed decisions in appointing employees.
It is further recommended that the Municipality adopt a formal recruitment policy so that when vacancies occur, the set procedures will be strictly adhered to enable councillors to take informed decisions in appointing personnel.

RECOMMENDATION FOUR

Councillors should have a thorough knowledge of personnel management

Councillors are operating in a changing political environment. As politicians, they are expected by their constituencies, to take correct decisions in all matters affecting their livelihood. In filling vacant positions, it is recommended that councillors should take full cognisance of the requirements of labour legislation.

It is further recommended that councillors work very closely with officials on matters that deal with personnel management, as officials are exposed to it on a daily basis. An analysis of the survey response (Statement 4 of the questionnaire) indicated that 83% of the respondents supported the statement, while 8% responded negatively and 8% were undecided.

This result should be seen as confirmation of the need for councillors to undergo training on personnel management matters, to equip them with special skills and knowledge in order to take correct decisions.

RECOMMENDATION FIVE

Councillors should observe affirmative action when an appointment is made

An analysis of the survey responses (Statement 5 the questionnaire) indicated that 81% of the respondents supported the statement, while 13% responded negatively and 6% were undecided. This analysis indicates that councillors agree that there is a need to continue to observe affirmative action when appointments are made.
It is further recommended that the above analysis be viewed against the past imbalances in most South African municipalities, including, the Sundays River Valley Municipality, where all seniors positions used to exclude African people.

Further, it is recommended that the Sundays River Valley Municipality should reflect the demographics of the area when positions are filled. This should be seen in the spirit of developmental local government as well as the political environment in which the councillors are operating to serve the needs of different communities and specific labour legislation requirements.

RECOMMENDATION SIX

Councillors should undergo regular orientation training in labour legislation

An analysis of the survey responses (Statement 6 of the questionnaire) indicated that 46% of the respondents supported the statement, while 31 responded negatively and 23% were undecided. It is recommended that both long serving and newly elected councillors be exposed to regular orientation training in labour legislation.

It is further recommended that the Sundays River Valley Municipality set aside funds for the training of councillors. The councillors are operating within the ambit of developmental local government brought about by the new democratic dispensation in South Africa. The new dispensation introduced into local government new legal prescriptions which require the transformation of local authorities. It is against this political transformation that councillors should be motivated to attend regular training. In addition, an evaluation system need to be developed to monitor their progress.
RECOMMENDATION SEVEN

Councillors should have adequate knowledge to implement labour legislation

An analysis of the survey responses (Statement 7 of the questionnaire) indicated that 33% of the respondents supported the statement, while 50% responded negatively and 19% were undecided. This analysis reveals that councillors are implementing labour legislation with little knowledge of what they are required to achieve and what the Municipality should look like.

A lack of adequate knowledge to implement labour legislation correctly could expose the Municipality to unnecessary labour actions. Further, incorrect decisions taken by councillors could result in legal action against the Council and individual councillors. It is recommended that councilors undergo regular training in labour legislation. The Corporate Directorate should evaluate the type of training necessary for councillors to be able to execute their duties effectively and efficiently. Special attention should be given to the relevance and contents of all training programmes regarding labour legislation conducted by outside agencies. Councillors should also be required to provide feedback on the completion of such programmes.

RECOMMENDATION 8

Councillors should inform communities of new appointments to the municipality

An analysis of the survey responses (Statement 8 of the questionnaire) revealed that while 15% of the respondents were undecided regarding the statement, 40% disagreed and 46% supported the statement. The result indicates the need for councillors to inform their constituencies about new appointments to the Municipality, as failure to do so could appear as secrecy and raise suspicions of nepotism. The above should be viewed within the changing political
environment and democratic climate in South Africa. It is recommended that the latter be done at the community meetings organized by the councillor and his / her Ward Committee members. It is further recommended that Ward Committee members be afforded an opportunity to give reports of these meetings to clear mistrust and allegations of dishonesty sometimes levelled against Ward Councillors.

RECOMMENDATION 9

Councillors should spend more time attending council and standing committee meetings rather than sectoral meetings

Councillors are elected to municipal councils to act as the servants of the communities. It is recommended that councillors devote more of their time attending to community affairs rather than attending other sectoral meetings. That is to say, councillors should show political commitment towards their communities by spending more time debating and resolving issues that have a direct impact on the quality of life of the communities.

Councillors should be devoted to issues at grassroots level, as representatives of the aspirations of the communities who voted them into power. It is further recommended that councillors prioritise their meetings schedule.

An analysis of the survey responses (Statement 9 of the questionnaire) indicated that while 10% of the respondents were undecided regarding the statement, 35% supported the statement, whilst 60% responded negatively. The results indicated that the councillors are attending more council and standing committee meetings than the sectoral meetings.

RECOMMENDATION 10

Co-ordination of councillor’s training should rest with SALGA
An analysis of the survey responses (Statement 10 of the questionnaire) revealed that 11% of the respondents were undecided and 25% responded negatively, while 65% of the respondents supported the statement. The results indicated that the co-ordination of training should rest with the South African Local Government Association. It is recommended that the content of training courses be constructed to meet the specific needs of the municipalities. It is further recommended that training should be contracted by the municipalities to encourage full attendance by the councillors as well as cutting the cost of traveling. Most importantly, those participating should be awarded with certificates on the completion of such training programme.

Recommendation 11

Officials should undergo regular in-service training in personnel matters

An analysis of the survey responses (Statement 13 of the questionnaire) revealed that 48% of the respondents supported the statement and 19% responded negatively, while 33% were undecided. It is recommended that in-service training or training by outside agencies be conducted for officials. It is further recommended that it be made mandatory for officials to undergo a number of relevant training courses within a specified time. Failure to attend such courses without a valid reason, should result in the imposition of a penalty or a sanction to the satisfaction of the council.

Recommendation 12

Officials should undergo orientation training in labour legislation

It is recommended that newly appointed officials undergo orientation training in local government, in particular, labour legislation. It could be argued that long-serving officials are already well versed in matters of local government administration and accordingly do not need ongoing training. However, considering the new Constitutional framework requirements in which officials are
to function, it is important that such officials also be retrained and reorientated to enable them to function effectively and efficiently within the political environment. For officials to function effectively and efficiently, it is of the utmost importance that they keep abreast of developmental local government issues. A lack of knowledge could result in officials misleading councillors into taking incorrect decisions.

An analysis of the survey responses (Statement 16 of the questionnaire) indicated that 42% of the respondents were undecided and 10% responded negatively, while 48% supported the statement. The results indicated that officials of the Sundays River Valley Municipality do undergo orientation training in labour legislation on regular basis.

It is further recommended that a method of evaluation should be devised to establish the effectiveness of the training as well as whether the desired aims and objectives of the Municipality have been attained.

**Recommendation 13**

*The Municipal Mentoring Programme (MMP), Development Bank of Southern Africa (DBSA) and Municipal Support Programme (MSP) should co-ordinate the training of officials*

An analysis of the survey responses (Statement 20 of the questionnaire) revealed that 50% of the respondents supported the statement and 29% responded negatively, while 21% were undecided. The results indicated that the co-ordination of training should rest with the Municipal Mentoring Programme, Development Bank of Southern Africa and the Municipal Support Programme agencies.

It is recommended that the above institutions should be responsible for the training of officials through agreed programmes relevant to the working
environment of individual employees within the Municipality. Such training courses should be designed in such a way that they are accredited.

6.7 CONCLUSION

This chapter reviewed the study as a completed project and considered the main aspects covered in the preceding chapters. A number of recommendations were made regarding a recruitment and selection policy for the Sundays River Valley Municipality. The proposed recommendations, if properly implemented, should reduce the current delay before appointments are made. Further, the proposed recommendations are expected to assist councillors and officials in arriving at correct decisions in appointing the right people to the right positions.

Councillors and officials are working under different conditions. They are required to take informed decisions. It is therefore necessary that they regularly undergo training in aspects of sustainable developmental local government, in particular, labour legislation.

Councillors are expected by their political parties to make correct decisions and to deliver services to the communities on an uninterrupted basis. Officials are required to advise councillors on all matters related to their duties, so that the latter can take correct decisions. This study has confirmed that councillors and officials need to keep abreast of local government aspects, in particular, personnel management, finance, and local government law. The misinterpretation of legislation by councillors and officials may result in legal action being instituted against a council, councillor(s) and official(s) for a wrongful decision taken.

With local government in the stage of sustainable development, it is imperative that councillors and officials take training very seriously so as to be able to render services effectively and efficiently. It is against the background mentioned above, that the training of councillors and officials must be
approached as a priority by the Sundays River valley Municipality. Funding should be set aside for the capacitation of all employees within the ambit of the Municipality.

Lastly, it is important to note that the proposed recruitment and selection policies are not an end in itself, but the means to an end. In other words, if the policies are correctly implemented, they could eliminate delays in appointing employees and minimise litigation against the Municipality. The policies can also be replicated by other by other municipalities in South Africa. If the policies are adopted by the Municipality, it is imperative that both councillors and officials commit themselves to all the requirements, as stated in the policies. Any deviation from the requirements could cause a delay in the appointment of employees within the Sundays River Valley Municipality.
BIBLIOGRAPHY


BROWN, N. (2001). “Interview with the Credit Control Manager, City Treasury Department, Nelson Mandela Metropolitan Municipality on effectiveness of the current municipal credit control policy.


Dear Municipal Manager

REQUEST FOR ASSISTANCE WITH THE COMPLETION OF QUESTIONNAIRES BY OFFICIALS AND COUNCILLORS

The attached questionnaire is part of my Masters Degree in Technology (Public Management) Study Project at the Port Elizabeth Technikon (Faculty of Commerce and Governmental Studies). The title of my dissertation is:

“A study of recruitment and selection policies with specific reference to the Sundays River Valley Municipality”.

The questionnaire has been designed in such a manner that I should not take more than ten minutes to complete by individual officials and councilors. Your co-operation in the completion of the questionnaire would be highly appreciated, as it will assist in meeting the requirements of this research.

Besides the biographical questions, the questionnaire consists of twenty questions only where an “x” is required in the appropriate block. You are assured of guaranteed anonymity as no names or identification of any kind is needed to be furnished. All the information received will only be used for the completion of this research project.

Your co-operation in assisting with this important study will be highly valued.

Thank you very much for your assistance. Your completed questionnaire will be collected from you or delivered to me at an agreed time.

Regards.

Yours faithfully

NK Singanto
(Researcher)
**ANNEXURE 2**

**A STUDY OF RECRUITMENT AND SELECTION POLICIES WITH SPECIFIC REFERENCE TO THE SUNDAYS RIVER VALLEY MUNICIPALITY**

NKOSIYABO KING SINGANTO

**QUESTIONNAIRE**

PLEASE MARK WITH AN X IN THE APPROPRIATE BLOCK

**SECTION A – BIOGRAPHICAL DETAILS**

**CAPACITY**

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**SECTION B – QUESTIONNAIRE**

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<td>2.</td>
<td>Councillor training should be conducted by independent agencies.</td>
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<td>3.</td>
<td>Councillors have an adequate knowledge of recruitment and training functions.</td>
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<td>4.</td>
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<td>7.</td>
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<td>Recruitment officials undergo regular in-service training in personnel management issues.</td>
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<td>Local government officials are carefully selected for their ability to meet public needs.</td>
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<td>Effective and efficient personnel management practices are essential for the rendering of community-oriented services.</td>
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<td>Officials spend more time attending sectoral meetings than attending council and standing committee meetings.</td>
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20. The co-ordination of training of officials should rest with organisations such as the Municipal Mentoring Programme (MMP), The Development Bank of Southern Africa (DBSA) and Municipal Support Programme (MSP).