

STAFFING PRACTICES IN LEBOWA

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by

STEPHEN MATOME MMOLA

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University of the North

Private Bag X5090, Pietersburg 0700


Supervisor: Prof. Dr. Brian Philip Botha

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DECLARATION

I declare that the dissertation for the degree  
MASTER OF ADMINISTRATION

at the University of the North hereby submitted  
by me, has not previously been submitted by me  
for a degree at this or at another University ,  
and that it is my own work in design and in  
execution and that all material contained  
therein has been duly recognised.

  
S M MMOLA  
1983-01-28

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DEDICATIONS

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To my wife, Motlago Maggie, my daughter Kholofelo Moshibudi and my brother Mochai Phillip.



## TABLE OF CONTENTS

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	page	
DEDICATIONS	ii	
ACKNOWLEDGEMENTS	iii	
TABLE OF CONTENTS	iv	
Chapter 1		
INTRODUCTION		
1.1	Historical synopsis of Lebowa's constitutional development since 1951	1
1.2	Definition of the problem	3
1.3	Frame of Reference	4
1.4	Methodology	6
1.5	Chapter sequence	7
Chapter 2		
LEGISLATIVE AND EXECUTIVE INSTITUTIONS CONCERNED WITH PERSONNEL ADMINISTRATION		
2.1	Introduction	8
2.2	Hierarchy of political and executive institutions for the administration of personnel	9
2.2.1	Political institutions	9
2.2.1.1	Legislative Assembly	9
2.2.1.2	The Cabinet	11
2.2.2	Executive institutions	13
2.2.2.1	The Public Service Commission	13
2.2.3	Other institutions and functionaries	23
2.2.3.1	Department of Cooperation and Development	23
2.2.3.2	Supervisors	23
2.3	Conclusion	23

	page
Chapter 3	
PRESENT STAFFING IN LEBOWA - POLICY ASPECTS	
3.1	Introduction 25
3.2	The Public Service Act as policy for staffing 26
3.3	The influence of policy-making institutions on staffing policy in Lebowa 31
3.3.1	Parliament of the Republic of South Africa 31
3.3.2	The Lebowa Legislative Assembly 32
3.3.3	Africanization policy 35
3.3.3.1	Meaning and content of Africanization policy in Lebowa 36
3.3.3.2	Secondment versus Africanization 41
3.3.4	Lebowa Cabinet 41
3.4	Other institutions and functionaries which influence the staffing policy in Lebowa 42
3.4.1	The Public Service Commission 42
3.4.2	Role of the senior officials 44
3.4.3	Department of Cooperation and Development 45
3.5	Conclusion 46
Chapter 4	
PERSONNEL PROVISION PRACTICES IN LEBOWA	
4.1	Introduction 47
4.2	Recruitment 47
4.2.1	Recruitment policy 48
4.2.2	Sources and methods of recruitment 50
4.3	Personnel selection 58
4.3.1	Job description as the basis for personnel selection 60
4.3.2	Selection practices and devices used in Lebowa 63
4.3.2.1	Application form as selection device 64

	page	
4.3.2.2	Employment interviews	72
4.3.2.3	Employment tests	77
4.4	Placement	79
4.5	Probationary period as a selection device	80
4.5.1	Role of the supervisor during the probationary period	82
4.6	Transfers: a means of filling posts from within	87
4.7	Promotion: a means of filling posts from within	90
4.7.1	Merit assessment for promotion	92
4.7.2	Who should rate other officers	94
4.8	Conclusion	96

## Chapter 5

### TRAINING AND DEVELOPMENT OF PERSONNEL

5.1	Introduction	98
5.2	Training policy in Lebowa	99
5.3	Training needs in Lebowa	101
5.3.1	Transfer of departments and services to Lebowa	104
5.4	Organizational arrangements for training	106
5.4.1	Institutions and functionaries for training	106
5.4.1.1	Homeland Training Division of the Department of Cooperation and Development	106
5.4.1.2	The Training Division of the Commission	107
5.4.1.3	Heads of departments: role in training	107
5.4.1.4	Departmental training sections	108
5.4.1.5	Departmental training officer	109
5.4.1.6	Supervisors	109
5.4.1.7	The individual himself	110
5.5	Pre-entry training	111
5.5.1	Pre-entry training by means of the Public Service Bursary Loan Scheme	112

	page	
5.6	In-service-training	116
5.6.1	Forms of in-service-training	116
5.6.1.1	Formal in-service-training	117
5.6.1.2	The manner in which formal in-service-training is undertaken in Lebowa	118
5.6.1.2.1	Part-time studies	118
5.6.1.2.2	The desirability for part-time studies	120
5.6.1.3	University training with the retention of salary	122
5.6.1.3.1	Institute of Public Service Training: University of Zululand	123
5.6.1.3.2	Technical Training	126
5.7	Financial implications of formal training by government	127
5.8	Informal training	129
5.8.1	The induction training courses	131
5.8.2	Administrative specialization	133
5.8.3	Management orientation course	134
5.9	Methods of training	136
5.9.1	Group training	136
5.9.2	On-the-job-training	136
5.9.3	Audiovisual aids	137
5.9.4	Reading	138
5.10	Conclusion	138

## Chapter 6

### FINANCIAL IMPLICATIONS OF PERSONNEL ADMINISTRATION

6.1	Introduction	140
6.2	Sources of revenue in Lebowa	141
6.2.1	Revenue from Lebowa's own resources	141
6.2.2	Grants from the Republic of South Africa	143
6.3	Financial relationship between personnel administration and other governmental activities	146

	page
6.4 Financial handicaps in the building of a strong personnel corps	153
6.5 Conclusion	155
Chapter 7	
CONCLUSION	156
Appendix I	162
Appendix II	164
Appendix III	167
Appendix IV	169
Appendix V	173
Appendix VI	174
Appendix VII	175
Appendix VIII	176
Appendix IX	188
BIBLIOGRAPHY	189
SUMMARY	199
SAMEVATTING	201



## LIST OF FIGURES AND TABLES

---

	page
Fig.2.1 Organizational arrangements of the Public Service Commission	18
Table 5.1 Number of new recruits in need of training	105
Table 5.2 Degrees and number of grants per year	114
Table 5.3 Number of employees gainfully employed	115
Table 5.4 Officers enrolled at the University of South Africa	119
Table 5.5 Different categories of bursaries	128
Table 6.1 Sources of revenue	144
Table 6.2 Standard item expenditures	149
Table 6.3 Relationship between standard item expenditures	150
Table 6.4 Relationship between expenditure on personnel and the total governmental budget	151
Table 6.5 Personnel expenditure in Qwaqwa	152

Chapter 1  
INTRODUCTION

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1.1 Historical synopsis of Lebowa's  
constitutional development since 1951

Before 1948, the year in which the National Party came into power, there was no uniform policy concerning Blacks in the Union of South Africa. The Nationalist government immediately embarked on the formulation of a uniform policy concerning the government of Black peoples in South Africa. This policy known as the Policy of Separate Development was given expression in terms of various Acts of the South African Parliament. These Acts are chronologically the following:

1. *Black Authorities Act*, 1951 (Act 68 of 1951),
2. *Promotion of Black Self-government Act*, 1959 (Act 46 of 1959),
3. *Transkei Constitution Act*, 1963 (Act 48 of 1963), and
4. *National States Constitution Act*, 1971 (Act 21 of 1971).

The above-mentioned Acts provided *inter alia* for the following matters.

- a. *Black Authorities Act*, 1951 (Act 68 of 1951): This Act provided for the introduction and the establishment of uniform local and central governments for each National State in the form of tribal, community, regional and territorial authorities. The Act also provided for the manner

in which each authority will be constituted, its powers, duties and functions as well as other related matters.

b. *Promotion of Black Self-government Act, 1959* (Act 46 of 1959): This Act, which was an elaboration of the *Black Authorities Act, 1951* (Act 68 of 1951), became a legal cornerstone of subsequent developments. It provided for the gradual development of each of the national units toward fully-fledged independent states. These national units are the following:

1. the North Sotho Unit
2. the South Sotho Unit
3. the Swazi Unit
4. the Tswana Unit
5. the Venda Unit
6. the Tsonga Unit
7. the Xhosa Unit (Transkei & Ciskei)
8. the Zulu Unit

The South Ndebele Unit was later included.

It was after this Act had been passed that most of these territories, (with the exception of Transkei which became a territorial authority in 1956) gained the status of being territorial authorities. For example Ciskei became a territorial authority in 1961, Bophuthatswana 1961, Gazankulu 1962, Lebowa 1962, Venda 1962, Qwaqwa 1969 and Kwazulu in 1970.

In 1963, after most of these regions had acquired the status of territorial authorities in 1962, the *Transkei Constitution Act, 1963* (Act 48 of 1963) was passed. This Act made it possible for the Transkei to become a self-governing territory - the last stage towards ultimate independence.

In 1971, eight years after the Transkeian experiment had demonstrated to be a success, the South African Parliament passed an Act known as the *National States*



*Constitution Act*, 1971 (Act 21 of 1971). This Act made it possible for the promotion of all the territorial authorities to self-governing status, similar to the Transkei, which attained self-governing status in 1963. Lebowa became a self-governing territory on 2nd October 1972 in terms of *Proclamation R225 of 1972*.

It is at this stage of the constitutional development that staffing practices are considered. Since 1972, Lebowa acquired more legislative, executive and judicial powers and responsibilities transferred to her by the South Africa Government.<sup>1</sup> Personnel institutions started developing. This was evidenced by the passing of the *Lebowa Public Service Act*, 1972 (Act 2 of 1972), which provided and still provides for the regulation of appointments, conditions of employment, discipline, retirement and discharge of the members of the Public Service in Lebowa and other incidental matters.

## 1.2 Definition of the Problem

Severe shortage of skilled manpower coupled with inadequately qualified personnel resulting in a poor quality personnel corps is a feature and problem common to Lebowa as a developing country. This problem arises partially from the fact that little or no account of future manpower requirements is taken into consideration for anticipated socio-political and economic developments following each stage of constitutional development. The Lebowa Government is always late in making up for the country's manpower needs,

1 Republic of South Africa, *Lebowa Constitution Proclamation*, 1972 (Proclamation R225 of 1972) (Pretoria: Government Printers, 1972), sec.2.

namely, to increase the supply of suitably qualified local candidates for every grade of the Public Service. Lebowa enters each stage of its constitutional development with insufficiently qualified personnel.

The graveness of the situation is partially obscured by the fact that seconded officials from the Republic of South Africa are presently assisting in those work categories where few or no well-qualified Lebowa citizens exist to fill the posts. As the governmental machinery is proceeding sight is lost of the fact that the Lebowa Government has a shortage of qualified personnel and that its personnel needs are far from being met. Seconded officials, as the term suggests, are not to remain in Lebowa for ever. At one or another stage they will have to be withdrawn and failure to withdraw them will be defeating the essence and purpose of the policy of Separate Development as far as it concerns the creation of work opportunities for Black peoples in their own territories. Unless vigorous measures are taken to remedy the situation the probability is that Lebowa, like many other African countries, will fall prey to bitter experience of severe shortage of skilled personnel.

From this problem formulation, the hypothesis that

- a) Lebowa does not give adequate attention to its staffing practices; and that
- b) Lebowa's personnel provision methods are inadequate and deficient, can be formulated.

### 1.3 Frame of Reference

The following terms *Civil Service* and *Public*

*Service* are often used interchangeably. Adu defines the Civil Service as follows:

The Civil Service comprises all servants of the State, other than holders of political or judicial offices, who are employed in a civil capacity and whose remuneration is paid wholly and directly out of moneys voted by Parliament.<sup>1</sup>

The *Lebowa Public Service Act, 1972* (Act 2 of 1972), explains that members of the public service or public servants consist of all those officials other than members of the Legislative Assemblies who are employed in government departments. This body of public servants consists of persons who hold posts on the fixed establishment classified in Administrative, Professional, Clerical, Technical, General A and General B divisions and also those in the services.<sup>2</sup>

The term Public Service which has a wider scope of reference will be used for the purposes of this study. The term Public Service includes the police and defence forces as well as teaching and nursing personnel. For this reason the term Public Service will be preferred with its wider meaning.

For the purpose of this study attention will be paid in general to the whole Public Service and in particular to the Administrative and Clerical Divisions. Officials in these categories are the most influential public servants particularly in matters of policy-making. These two divisions are selected because they

- 1 Adu, A.L.: *Civil Service in Common Wealth Africa* (London: Staples Press, 1965), p.26.
- 2 De Crespigny, A. & R. Schrire: *The Government and Politics of South Africa* eds (Johannesburg: Juta & Co., 1978), p.63.



consist of persons who are or may be in some supervisory capacity and again they are or may be likely to have a bearing on political and other national developments.

It is these public servants who may be called upon to provide policy counsel, to assist in the formulation of programmes and to engage in the administration and direction of people in the interest of directing policy aims into realities. The emphasis upon the importance of these divisions should not obscure the influence exerted by officials belonging to other divisions, hence reference will also be made to these divisions.

#### 1.4 Methodology

In preparing this study the following were used as sources of information:

##### 1.4.1 Existing literature on the topic

An intensive study of the existing literature, government publications and pamphlets was made. Government publications constituted the primary source of information. The problem encountered here was the absence of literature about Lebowa, resulting in use being made of other literature dealing with this topic and adapting it to the peculiarities of Lebowa.

##### 1.4.2 Visits and Interviews

Visits to the Lebowa government were undertaken and interviews conducted with relevant officials. This method also posed some difficulties as the officials

were suspicious of these interviews since interviews by an outside person not connected with the government was never conducted with them. This led to reluctance in volunteering information.

#### 1.4.3 Letter writing

Letters to government departments were written, seeking information on this topic.

#### 1.5 Chapter sequence

This study has been divided into seven chapters. Chapter 2 deals with the Legislative and Executive institutions which play a role in personnel provision of the government service. Policy aspects of personnel provision is the subject of Chapter 3. Chapter 4 which is the core of this study deals with the actual practices followed in the provision of personnel for the Lebowa Government. Personnel development as a means of building up a strong personnel corps for the government service is discussed under Chapter 5. Attention is also given to training and its role in personnel development. Financing remains a crucial factor in personnel administration and Chapter 6 outlines the financial burden which the government has to cope with in order to keep the government machinery moving. Chapter 7 concludes this study by recommending a line of action which can assist in better personnel administration for the government.

## Chapter 2

### LEGISLATIVE AND EXECUTIVE INSTITUTIONS CONCERNED WITH PERSONNEL ADMINISTRATION

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#### 2.1 Introduction

No administrative activity takes place in a vacuum. Institutions are necessary for the performance of all administrative activities. This also applies to personnel administration. Organizational structures should be provided for undertaking the activities constituting personnel administration. These structures, which will indeed be organizational units each with an appropriate structure, should also indicate what the relationship among themselves are. They will also have to maintain close contact with each other in order to function as a team in personnel administration, providing an effective personnel administration system.

In this chapter the structural and functional aspects of the various legislative and executive institutions which deal with personnel administration are discussed. Their relationships are depicted to indicate the authoritative and legitimate area of operation of each institution. The functional aspects of each of these institutions are implicitly evaluated in order to indicate their *de jure* and *de facto* role in public personnel administration.



## 2.2 Hierarchy of political and executive institutions for the administration of personnel

### 2.2.1 Political institutions

#### 2.2.1.1 Legislative Assembly

The Lebowa Legislative Assembly in accordance with the provisions of the *National States Constitution Act, 1971* (Act 21 of 1971), is the legislative body in and over the areas described in the Schedule to Proclamation R156 of 1971. These areas are Bochum, Bolobedu, Mapulaneng, Mokerong, Moutse, Naphuno, Nebo, Phalaborwa, Sekgosese, Sekhukhune, Seshego and Thabamooopo.

The Legislative Assembly consists of one hundred (100) members of whom sixty (60) are designated chiefs, one member being designated by the chieftainess of Bolobedu to serve as her permanent representative in the Legislative Assembly. The remaining forty (40) members are elected by Lebowa citizens who qualify as voters.<sup>1</sup>

The Legislative Assembly has authority to legislate on all matters relating to personnel, for example, appointments, conditions of service, discipline, discharge, pensioning of officials and employees employed in the various government departments.<sup>2</sup> Even if there are other bodies which can promulgate

1 Republic of South Africa: *Proclamation R225 of 1972* (Pretoria: Government Printers, 1972), sec.3.

2 Republic of South Africa: *National States Constitution Act, 1971* (Act 21 of 1971), (Pretoria: Government Printers 1971), Schedule 1 section 1.

regulations governing certain aspects of personnel administration, the statutory requirement is that such regulations have to be tabled in the Legislative Assembly before they become valid.<sup>1</sup> The Legislative Assembly has powers to invalidate the force and the effectiveness of such a regulation as from the date specified in a resolution disapproving of such a regulation.<sup>2</sup> This confirms the fact that the Legislative Assembly is the highest personnel authority within its area of jurisdiction.

Though the Legislative Assembly is the highest authority in Lebowa as far as personnel matters are concerned, this body cannot in detail deal effectively with all personnel matters. Furthermore personnel matters are not the only matters which need the attention of the Legislative Assembly. Coupled to this is the short period of the sessions the Legislative Assembly annually has at its disposal to consider the numerous matters mentioned in Schedule 1 of the *National States Constitution Act, 1971* (Act 21 of 1971), which are among others the following, the administration and control of departments; education for Blacks; welfare services; control of business and trading undertakings; labour matters; erection and maintenance of buildings and other structures; the protection of life; maintenance of public safety; public peace, order and good government; licensing; housing schemes; and sport and recreation. It is therefore logical that they provide by way of legislation a broad personnel policy as evidenced by the *Lebowa Public*

1 Republic of South Africa: *Lebowa Public Service Act, 1972* (Act 2 of 1972), (Pretoria: Government Printers, 1972), section 26.

2 Republic of South Africa: *National States Constitution Act, 1971*, *ibid.*, sec.26(4).



*Service Act, 1972 (Act 2 of 1972)*, the provision of finance for the administration of personnel, approval of establishments and institutions for personnel administration for example the Public Service Commission and its secretariat. The aforementioned explains and justifies the need for other bodies other than the Legislative Assembly to deal with personnel matters.

#### 2.2.1.2 The Cabinet

The executive government of Lebowa is vested in a Cabinet consisting of all serving ministers under the leadership of the Chief Minister. The Cabinet is constituted from the members of the Legislative Assembly appointed by the Chief Minister. Members of the Cabinet hold office for five years.<sup>1</sup>

Among other functions, Cabinet members are collectively and individually responsible for personnel matters. Unlike the Legislative Assembly, the Cabinet has a more direct say in personnel matters. In the first instance, it is the Cabinet which appoints the members of the Public Service Commission.<sup>2</sup> The Cabinet also determines the salaries and the conditions of service of the members of the Public Service Commission which is the central personnel institution.<sup>3</sup> The permission of the Cabinet is needed for members of the

1 Republic of South Africa: *Proclamation R225 of 1972, op.cit.*, sec.19.

2 Republic of South Africa: *Lebowa Public Service Act, 1972, op.cit.*, sec.4(2).

3 *Loc.cit.*

Public Service Commission to engage themselves in performing any remunerative work outside their office.<sup>1</sup> If a vacancy exists in the Commission the Cabinet has to appoint a person to either fill it permanently or to act temporarily. The Cabinet can suspend or remove members of the Commission in accordance with the provision of the *Lebowa Public Service Act, 1972* (Act 2 of 1971).<sup>2</sup>

Individually members of the Cabinet, by virtue of being political heads of their respective departments, are charged with personnel matters. This concerns the appointment, transfer, retirement and the discharge of the officials. The *Lebowa Public Service Act, 1972*, provides that: "... the appointment or promotion of any person in the Public Service shall be made by the Minister".<sup>3</sup> As far as appointment on probation is concerned the minister may extend the period of probation or discharge such a person. The *Lebowa Public Service Act, 1972*, stipulates that "... an officer who is serving on probation may be discharged from the Public Service either during or after the expiry of the period of probation".<sup>4</sup> Transfers from one office to another or appointment in another post can be made by the minister.<sup>5</sup>

From the foregoing paragraph it is clear that the Cabinet members, collectively and individually, have much to do with personnel matters and can play

1 *Ibid.*, sec.4(5).

2 *Ibid.*, sec.4(8).

3 *Ibid.*, sec.11.

4 *Ibid.*, sec.13(4)(b).

5 *Ibid.*, sec.14(1).

a determining role in these matters. The *Lebowa Public Service Act*, 1972, gives them extensive powers over personnel matters and they can exert great influence in personnel administration of the Lebowa Government service. Another factor which strengthens the position of the minister in regard to personnel matters is the fact that as the executive political head of the department, he is responsible for the good administration of the department.<sup>1</sup> Personnel matters are part of this responsibility and it will be impossible to administer the department without sound personnel administration.

## 2.2.2 Executive institutions

### 2.2.2.1 The Public Service Commission

Public personnel administration like all other activities in the public sector is subject to the scrutiny of the legislature. Establishment arrangements, recruitment programmes, promotions and transfer policies as well as disciplinary procedures are all matters of interest to the legislature.<sup>2</sup> The members of the public service serve under various ministers and perform a wide variety of functions in the government departments. Because of the vast scope of the activities for which each minister and consequently the Cabinet must take the responsibility, there has to be central institutions to take care of the specialized matters such as personnel. Provision must be made for the administration

1 Adu, A.L.: *The Civil Service in Commonwealth Africa* (London: George Allen & Unwin, 1969), p.178

2 *Ibid.*, p.66.



of the service under uniform policy, rules and regulations. This policy has to provide for adaptations to suit the wide variety of circumstances as they occur in each department.<sup>1</sup> Provision has been made in the various Acts<sup>2</sup> for the establishment of a central personnel institution known as the Public Service Commission. The *National States Constitution Act, 1971* (Act 21 of 1971), provides that:

... there shall be the Public Service Commission for an area for which a legislative assembly has been established, consisting of three (3) persons to be appointed by the Cabinet with such powers and duties relating to appointment, conditions of service, discipline, retirement and discharge of public officers and other matters incidental as the legislative assembly concerned may determine.<sup>3</sup>

i) Composition of the Public Service Commission

Section 4 of the *Lebowa Public Service Act, 1972* (Act 2 of 1972) in accordance with the provisions of section 16 of the *National States Constitution Act, 1971* (Act 21 of 1971), makes provision for the establishment of the Public Service Commission. In terms of this section the Commission shall consist of three members appointed by the Cabinet and who shall at least be forty years of age. These persons are not to be members of the Legislative Assembly. The underlying reason for this is obviously that the Commission should be an independent body without party political affil-

1 *Loc.cit.*

2 *National States Constitution Act, 1971* (Act 21 of 1971).

3 *National States Constitution Act, 1971, op.cit., sec.16.*

iation.<sup>1</sup> Because of the functions entrusted to them, it is indeed desirable that this institution should operate without party political influence and also that its members should have the status which ensures them independence of decisions or judgement in their legitimate areas of jurisdiction.<sup>2</sup> One of the three members is designated by the Cabinet as the chairman and another member as the vice-chairman of the Commission.

The members of the Commission are appointed for a period of three years and are eligible for re-appointment on the expiry of the term of office.<sup>3</sup> Should a member of the Commission be nominated for election as a member of the Legislative Assembly, the statutory requirement is that he relinquishes his office as a member of the Commission, with effect from the date he is nominated.<sup>4</sup>

Should the chairman for one reason or another, be absent, the vice-chairman acts as chairman.<sup>5</sup> If the chairman or vice-chairman is absent, the Cabinet may appoint a person to act in such a member's stead.<sup>6</sup> This also applies where any one or more than one member of the Commission is absent.<sup>7</sup> A member of the Commission may be suspended or removed from office by the Cabinet for misconduct, unfitness, incapacity to carry out the duties of his office efficiently or when such a removal will promote efficiency or economy.<sup>8</sup> Such removal or

1 Cochrane "The public services of Bantu Homelands in South Africa", *Saipa*, vol.12, no.1, March 1977, p.12.

2 *Lebowa Public Service Act*, 1972, *op.cit.*, sec.4(3).

3 *Loc.cit.*

4 *Loc.cit.*

5 *Ibid.*, sec.4(6).

6 *Loc.cit.*

7 *Loc.cit.*

8 *Ibid.*, sec.4(8)a.

suspension ought to be communicated to the Legislative Assembly by the Cabinet for approval.<sup>1</sup> The Cabinet determines the salaries of the members of the Commission.<sup>2</sup>

ii) Functional aspects of the Commission

Under this subheading an outline of only relevant functional aspects of the Commission to this study will be provided. The functions of the Commission are detailed in the *Lebowa Public Service Act, 1972* (Act 2 of 1972). The Commission's functions in personnel matters relate to its general mission as a central personnel institution for Lebowa. Among other powers, functions and duties, the Commission makes recommendations to the Cabinet on the number of persons to be employed temporarily or under a special contract, whether in a full-time or part-time capacity or when it is necessary to provide staff for the performance of a class of work for which the staff is not ordinarily maintained on a permanent basis.<sup>3</sup> The Commission may whenever it is considered necessary make recommendations for the employment of an officer additional to the fixed establishment, or in a post graded higher or lower than his grade.<sup>4</sup>

The Commission may in order to promote efficiency and economy in the public service, limit the number of employees and officers in the departments and branches.<sup>5</sup>

1 *Loc.cit.*  
2 *Loc.cit.*  
3 *Ibid.*, sec.6(2).  
4 *Loc.cit.*  
5 *Loc.cit.*



The Commission may whenever it is necessary also make recommendations for the appointment or promotion of an officer to a prescribed post on the establishment.<sup>1</sup> The Commission keeps records of officers employed in the prescribed posts, determines qualifications of persons to be appointed, transferred or promoted.<sup>2</sup> Examinations for such posts may be conducted or caused to be conducted by the Commission.<sup>3</sup>

In order to enable the Commission to effectually exercise these powers, perform its functions and carry out its duties, provision is made for the appointment of the secretary to the Commission and as many other officers or employees as may from time to time be necessary.<sup>4</sup> This body of officials is generally known as the Public Service Commission's Secretariat and will receive attention under a separate subheading. Another point to be noted is that the Commission is not an executive institution like an ordinary government department. It is indeed intended that the Commission should serve as a central personnel institution to assist the departments to carry out their personnel function in a co-ordinated and effective manner.

iii) The place and status of the Public Service Commission in relation to other governmental institutions

Organisationally the Commission is attached to

1 *Loc.cit.*

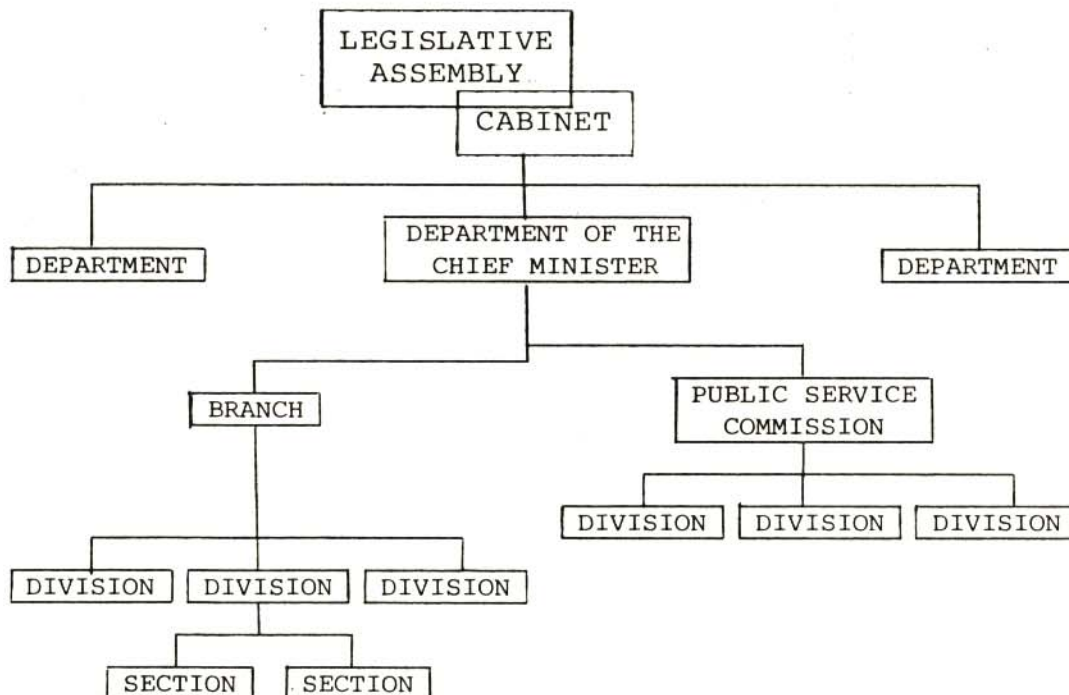
2 *Loc.cit.*

3 *Loc.cit.*

4 *Ibid.*, sec.10(1).

the department of the Chief Minister and in this manner becomes a special institution under the head of the government. Though organizationally the Commission is integrated with a senior ministry, i.e. the Department of the Chief Minister, functionally the Commission lies outside the hierarchy of the Department. It does not form part of the line establishment of the Department of the Chief Minister, but has its own secretariat. These arrangements ensure that the Commission is placed in a favourable position to handle all personnel matters of the Lebowa Government. The organizational arrangements are schematically illustrated in figure 2.1.

Figure 2.1 Organisational arrangements of the Public Service Commission



An analysis of the Commission's powers and functions, particularly the provision that the



Commission may

... make recommendations on the creation or abolition of departments, sub-departments, branches or offices, the transfer of department from one department to another or from a department to any other body or from any other body to the department<sup>1</sup>

may lead to a conclusion that the Commission has supra-departmental powers which will be incorrect. This provision does not empower the Commission to order ministers and heads of departments to carry out activities which are unacceptable to them. The use of the word *recommend* in the provisions dealing with the powers, functions and duties of the Commission is crucial. It means that the Commission has in the matters referred to only recommendatory or advisory powers and not executive or instructory powers. Of course this applies only in those areas where the Commission can only act by way of recommendation. On the other hand, the Act provides that the recommendations of the Commission has to be carried out, or that a specific procedure be followed to reject them.<sup>2</sup> Indeed in relation to the following matters the Commission is empowered to issue directives; e.g. regarding age, educational, language and other qualifications required to be possessed by persons on appointment, transfer or promotion to or in the public service, conducting examinations or cause examinations to be conducted in such subjects and languages as it may direct.<sup>3</sup> In these matters the Commission has unquestionable authority over the departments. It can be said that

1 *Loc.cit.*

2 *Ibid.*, sec.7(1).

3 *Ibid.*, sec.6(2).

the Commission has advisory as well as delegated executive powers.

iv) The Commission's Secretariat

Taking into account the diversity of duties which the Commission has to carry out, it will be extremely difficult if not impossible for the Commission consisting of three persons to deal effectively and efficiently with all personnel matters falling under its scope of operation. The Commission will need personnel to undertake its activities. Provision is made for the appointment of the Secretary to the Commission and as many other officers as may from time to time be necessary to enable the Commission to effectually exercise its powers, to perform its functions and to carry out its duties.<sup>1</sup> As far as the Secretariat is concerned, the office of the Public Service Commission is comparable with an ordinary government department. Presently the Secretariat of the Commission consists of the Secretary and officers who undertake certain specialized activities for which the Commission is responsible.

v) Departmental staff sections

As far as personnel matters of all other departments are concerned, the Commission and its Secretariat exercise co-ordinating and supervisory functions

1 *Ibid.*, sec.10(1).

ensuring uniformity and the maintenance of the prescribed standards throughout the public service. Except for its Secretariat the Commission is not concerned with the functional aspects of personnel administration. Most of the Commission's time is devoted to the generic enabling processes of administration which are policy making, organization for personnel, financing of personnel administration, personnel for the administration of personnel matters, work methods and procedures and also with control of personnel administration for the whole service. The functional aspects of personnel administration are dealt with in each department mainly by its staff section. Later in this work more detailed attention will be given to the functional aspect as dealt with by the departmental staff offices.

The *Lebowa Public Service Act, 1972*, provides that "the appointment or the promotion of any person in the Public Service shall be made by the minister".<sup>1</sup> *De jure* the minister makes all these appointments and promotions but *de facto* the functional activities leading to the appointment or promotion of an officer is done by an officer to whom authority has been delegated by the Minister concerned.<sup>2</sup> The officials referred to are those employed in the departmental staff section.

They are the officials who in actual fact undertake the functional personnel activities in the departments. Stahl describes the functions of the

1 *Ibid.*, sec.11.

2 *Ibid.*, sec.8(1).



departmental staff sections as being among other the following.<sup>1</sup>

- a) Policies and instructions; developing these in all areas of personnel administration for approval by higher authorities and promulgating them in usable form.
- b) Staffing which entails ascertaining staffing needs to be satisfied by recruitment. The departmental personnel offices work with the central personnel institution - the Commission - in establishing qualifications and testing standards, developing and administering tests in specialized and areas peculiar to the institution or arranging for board of examiners to do so, participating in developing sources of qualified candidates, requisitioning lists of candidates qualified for appointment.
- c) Investigating work histories of persons outside the service is done by these offices. The departmental staff offices assist the selecting of any appointing officials in evaluating candidates from outside the institution and even from the examination registers. They process appointments, promotions and other actions also checking for adherence to law and regulations. They interview and correspond with all employees interested in placement and evaluate placement through followup enquiry.

From this it is clear that the scope given to these units is indeed vast, and the minister will only be called in to authorize these activities.

1 Stahl, O.G: *Public Personnel Administration*, (New York: Harper & Row Publishers, 7th ed., 1976), p.451.

### 2.2.3 Other institutions and functionaries

#### 2.2.3.1 Department of Cooperation and Development

This Department has a share in personnel matters of Lebowa as far as it concerns White seconded officials. These officials occupy positions for which the Lebowa Government does not as yet have qualified indigenous candidates. The recruitment, selection and the placement of these seconded officials are done by this Department on behalf of the Lebowa Government.

#### 2.2.3.2 Supervisors

These functionaries are concerned with recruitment, selection and placement of employees in non-prescribed posts. These employees are employed on a temporary basis and can be discharged within twenty-four hour's notice by the appointing officer who can be a foreman or a supervisor. What is required of the foreman or supervisor in connection with the appointment or the dismissal of this category of employees, is that he should follow the channels and notify the staff office of the department concerned.

### 2.4 Conclusion

From the exposition given above of the legislative and executive institutions concerned with personnel in Lebowa it can be concluded that Lebowa has a well-developed organizational infrastructure for personnel administration. If each institution and functionary as

outlined above functions as it is expected to, the quality of personnel administration could be of an acceptable standard.

## Chapter 3

### PRESENT STAFFING IN LEBOWA - POLICY ASPECTS

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#### 3.1 Introduction

In this chapter attention is given to the role of the institutions and functionaries which are concerned with personnel administration in Lebowa. In particular reference is made to the influence each of these institutions and functionaries has on personnel policy.

In the widest sense policy may be understood to mean what the government of the day chooses to do or not to do! It entails the authoritative allocation of resources on the basis of values and factual information relating to the whole society. Legislators as representatives of the people have been given the mandate and the right to choose what to do and what not to do. What they decide to do becomes the policy of that government concerning that particular aspect. This is the beginning - the first step - for every reasonable activity in the public sector. Policy means the determination of objectives by the legislature. In determining policy, an objective or goal is firstly set, the question *what* is therefore prominent, thereafter the *how*, *by whom*, *when*, *whereby* will follow.<sup>1</sup>

1 Cloete, J.J.N.: *Inleiding tot die Publieke Administrasie* (Pretoria: J.L. van Schaik, Beperk, 1976), p.57.



Policy-makers will as far as public personnel administration is concerned and in accordance with the societal values, determine what personnel system they would like to have in their country, what the conditions of service will be, what values should prevail to the system, who will administer the system, who will be appointed and how and by whom will the appointments be done.

All these questions will usually be answered broadly in an Act of Parliament. This Act will be the embodiment of the policy of the government-of-the-day and as supplemented from time to time by other documents and regulations, for example, the Lebowa Personnel Regulations and policy directives issued by the Public Service Commission. It should be noted that the questions posed above do not constitute only a political policy but also for executive, administrative and operational policies in order to provide for an effective personnel administration system.

### 3.2 The Public Service Act as policy for staffing

The *Lebowa Public Service Act, 1972* (Act 2 of 1972) can be considered to be the basic policy directive issued by the Legislative Assembly on personnel matters.

The Act describes the type of personnel system applicable in Lebowa. The type of personnel system had to be decided upon at the outset because a public service can be manned only after it has been laid down what personnel system is to be applied because the system which will be applied will have a decisive



influence on personnel provision and utilization activities.<sup>1</sup> In order to determine what personnel system is applicable in Lebowa the following classification of Cloete is used.<sup>2</sup>

Cloete<sup>3</sup> distinguishes between four personnel systems which he described briefly as follows:

- i) *The Aristocratic System* which is found in countries where the population is stratified into classes and where the higher public posts are reserved for the members of the aristocracy.
- ii) *Democratic System*: Whereby public officials are elected by voters as it is done on a limited scale in the United States of America.
- iii) *The Spoils System*: Where the political party in power view public posts as spoils to be divided among its supporters.
- iv) *The Merit System*: Where it is accepted and established by legislation that public posts will be filled by selecting the best qualified of the interested candidates contesting for the posts. Meritorious candidates are appointed, promoted and kept in the public service until their services are terminated as a result of ill-health, proven incompetence or the attainment of the prescribed pensionable age limit.

According to Cloete's classification the Lebowa public service make use of the Merit System. The following paragraph will substantiate this. The basic ingredients of the merit system are that whenever someone is appointed, promoted, demoted, discharged or affected by any other personnel action it must be

1 Cloete, J.J.N.: *Personeel Administrasie* (Pretoria: J.L. van Schaik, 1975), p.18.

2 *Loc.cit.*

3 *Loc.cit.*

as a result of the individual's performance.<sup>1</sup> In this way the government will ensure that it will obtain the best possible employees, who will be treated fairly and that all the employees will have the opportunity to progress as far as their ability will carry them. It implies recruitment from all sections of the population, with selection and advancement on the basis of ability, knowledge and skill under fair and open competition.<sup>2</sup> This further implies that everyone from all walks of life and from all parts of the population should have equal opportunity for public employment and that the candidates employed will be the best qualified. The Merit System acknowledges the virtue for fair and equitable treatment in all personnel administration without regard to politics, religion, tribal origin, sex, marital status, age or handicapping condition. Under this system no one should receive preferential treatment or less than equal treatment for any reason not related to the work.<sup>3</sup>

Section 12(3) of the *Lebowa Public Service Act*, 1972 (Act 2 of 1972) provides that

In the filling of any post in the Public Service due regard shall be had to the qualifications, relative merit, efficiency and suitability of the persons who are eligible for promotion, transfer or appointment.<sup>4</sup>

Merit, efficiency and suitability - which are the

1 *Federal Facts*, reproduced with permission for the members of SAJPA, p.1.

2 *Loc.cit.*

3 *Loc.cit.*

4 Republic of South Africa: *Lebowa Public Service Act*, 1972 (Act 2 of 1972), sec.12(3).

ingredients of the Merit System - are endorsed by the fact that appointment to posts on the fixed establishment shall be made on probation and that it should be certified that the probationer has during the period of probation been diligent and his conduct uniformly satisfactory and that he is in all respects suitable for the post which he holds.<sup>1</sup> Only after the candidate's successful completion of the probationary period will the minister confirm the candidate's permanent appointment.

The Act further provides that appointment to the fixed establishment shall be made from all qualifying Lebowa citizens.<sup>2</sup> This means, unlike under the Aristocratic System where members of the aristocracy are reserved public posts, all the Lebowa citizens have equal opportunity to obtain public employment.

The requirements that the policy should respect the values of the society, is evidenced in the Lebowa personnel policy. In terms of section 10 of the *Lebowa Public Service Act*, 1972 (Act 2 of 1972), all the officials of the Lebowa Public Service must be of good character. Section 18 of the Act clearly outlines all those actions which can be regarded as misconduct. For example, it is provided that any officer shall be guilty of misconduct should he conduct himself in a disgraceful, improper or unbecoming manner or while on duty is grossly discourteous to any person; or uses intoxicating liquor or habit forming drugs excessively; or becomes insolvent; or commits a criminal offence or

1 *Ibid.*, sec.13(3).

2 *Ibid.*, sec.12(2)a.



absents himself from his office.<sup>1</sup>

In the pursuance, and to ensure the enforcement of the aforementioned provisions, the Commission devotes a section of each of its annual reports to report to the Legislative Assembly on cases of misconduct dealt with during the period under review and also on the outcome of each case. For example the Commission reported that for the year 1978, thirty-seven cases of misconduct were considered.<sup>2</sup> Of the various types of misconduct, theft, fraud and bribery constituted the highest numbers.<sup>3</sup>

Mention has been made<sup>4</sup> that in determining policy one of the prominent questions to be answered is "by whom". The *Lebowa Public Service Act, 1972* (Act 2 of 1972) as a primary policy document concerning personnel administration, also reflects this aspect of a policy. The Act stipulates the functionaries who will be responsible in the administration of the Lebowa personnel system. The *Lebowa Public Service Act, 1972* (Act 2 of 1972) is indeed a policy document giving broad political, executive and administrative directives as far as the public personnel administration of the territory is concerned.

1 *Ibid.*, sec.18.

2 Lebowa Government: *Public Service Commission Report, 1978*, p.6.

3 *Loc.cit.*

4 Cf par.3.1 *supra*.



### 3.3 The influence of policy-making institutions on staffing policy in Lebowa

#### 3.3.1 Parliament of the Republic of South Africa

The passing of the *National States Constitution Act, 1971* (Act 21 of 1971), was in a way the authorization by the South African Parliament that legislative assemblies of National States to be granted self-government, should among other things, have to fend for themselves as far as personnel matters were concerned. Section 16 of the *National States Constitution Act, 1971* (Act 21 of 1971), provides for a public service for each and every self-governing national unit. This Act provides that there shall be a public service for an area for which a legislative assembly has been established, consisting of the three persons to be appointed by the Cabinet with such powers and duties relating to appointment, conditions of service, discipline, retirement and discharge of public officials and other incidental matters as the Legislative Assembly concerned shall determine.<sup>1</sup>

This means that personnel matters are to be administered as far as possible by these self-governing territories. The State President's assent on the passing of the *Lebowa Public Service Act, 1972* (Act 2 of 1972), is further proof and indication of the South African policy as regard personnel matters in Lebowa. The financial grants which the Lebowa Government receives annually from the South African Government is also an

1 Republic of South Africa: *National States Constitution Act, 1971* (Act 21 of 1971), sec.16.

endorsement of the South African Government's policy that the Lebowa authorities should provide for their own personnel matters. A large part of the money paid to Lebowa by the Republic of South Africa, as will be shown later,<sup>1</sup> is devoted to personnel.

As far back as 1974, the Government of the Republic of South Africa declared its policy on personnel administration in the National States in these words:

... it is ... government policy that the non-White national groups in their own areas and for purposes of serving their own peoples, to an increasing extent undertake work of more advanced nature.<sup>2</sup>

The statement continues:

In regard to various Bantu ethnic groups, it is government policy that these groups should as far as possible live and work mainly in their homelands. Every possible effort should be made to provide employment for the maximum number in and or near their homelands.<sup>3</sup>

Lebowa was given control of its public service even before 1974 as is evidenced by the *Lebowa Public Service Act, 1972* (Act 2 of 1972).

### 3.3.2 The Lebowa Legislative Assembly

The Lebowa Legislative Assembly is, within its

1 Cf Chapter 6, par.6.3 *infra*.

2 Republic of South Africa: *White Paper on the Report by Inter-departmental Committee on the decentralization of industries* (Pretoria: Government Printers, 1974), p.3.

3 *Loc.cit.*

legal and geographical jurisdiction, the highest policy-making institution. Its policy-making power includes all aspects of human endeavour within the scope of the provisions of the legislation applicable to Lebowa. This implies that, among other spheres of influence, the Legislative Assembly will indeed be influential, and can prescribe staffing policy and personnel practices for the Lebowa Public Service. The influence of the Legislative Assembly on personnel policy can be seen in the *Lebowa Public Service Act, 1972* (Act 2 of 1972). The provisions of this Act broadly indicate the policy and the value premises of the Legislative Assembly as far as personnel matters are concerned.

There are other policy documents which supplement the *Lebowa Public-Service Act, 1972* (Act 2 of 1972) as the main policy document of the Legislative Assembly, for example, the *Lebowa White Paper on Development Policy*,<sup>1</sup> the *Lebowa Personnel Code*,<sup>2</sup> and the *Personnel Regulations*.<sup>3</sup> The *Lebowa White Paper on Development Policy* as an example of other policy documents outlines amongst other objectives of development, the following objectives which relate to personnel provision and utilization:<sup>4</sup>

- i) Creation of job opportunities and the generation of incomes within the country.
- ii) Decrease the flow of productive manpower to the outside centres.
- iii) Development of the manpower skills for use inside the country.

1 Lebowa Government: *White Paper on Development Policy*, (Seshego: Government Printers, 1979).

2 Republic of South Africa: *Lebowa Personnel Code* (Pretoria: Government Printers).

3 Lebowa Government: *Personnel Regulations* (Seshego: Government Printers).

4 Lebowa Government: *White Paper on Development Policy, op.cit.*, p.1.



As far as objective (ii) above is concerned, the Lebowa Government still faces some difficulties in retaining the productive manpower in its service. The cause for the outward flow of the productive manpower from the Public Service of Lebowa will be discussed in a subsequent chapter. As regard point (iii) above, the Lebowa Government is doing its utmost to attain this objective by means of the *Public Service Bursary Loan Scheme* in order to enable the Lebowa citizens and officials to undertake studies in various fields. This matter will also be discussed in more detail in a subsequent chapter dealing with training in the Lebowa Public Service. The objectives outlined above apply for the public service just as they are intended for the private sector.

As far as the policy on the development of human potential is concerned, the Lebowa Government

... is convinced that the development of the human potential is the first priority for development. Although aid in the form of finances and expertise makes a valuable contribution, it is the quality of the people which will in the final analysis determine the pace and direction of development.<sup>1</sup>

Because of this high priority is attached to education and training to improve the quality of the workforce.<sup>2</sup> Education and training are also priorities in the Public Service. The Lebowa Government is convinced of the need for a definite manpower policy which will assist in forecasting the present and future manpower needs in the Public Service. Under labour regulation policy,

1 *Ibid.*, p.3.

2 *Loc.cit.*



the White Paper states that the highest priority must be attached to the filling of local vacancies from the available best trained labour group.<sup>1</sup>

### 3.3.3.1 Africanization Policy

As indicated above, the White Paper on Development Policy provides that the highest priority in Lebowa should be to fill local vacancies from the best trained local group. The Lebowa Government adopted as a workable policy the policy of Africanization both in the public and private sectors. The following expressions by the members of the Legislative Assembly indicate the desire of this body to localize the Lebowa Public Service. For example, one member expressed himself as follows:

Ek wil graag van die Kommissie weet of hulle nie gevind het dat ons voldoende van ons mense het wat inderdaad die Blankes kan vervang nie? Want as ons hulle nie het nie, dink ek ons moet hulle vind en as ons hulle het, dink ek ons moet hulle gebruik.... As die Kommissaris gevind het dat ons die Departement van Finansies met Swart mense kan beman, laat hulle ons vertel wie hierdie mense is. As die voorstel is dat in my eie Departement, die Departement van Binnelandse Sake, hulle mense vind wat die posisie van ... my Sekretaris, en al die ondergeskikte Blankes kan inneem, wil ek graag weet.<sup>2</sup>

Another expression is recorded in these words:

I am also looking forward, as we said in this House last year, to the day when the assistant secretaries are Lebowa citizens....<sup>3</sup>

1 *Ibid.*, p.13.

2 Lebowa Government, *Second Lebowa Legislative Assembly Verbatim Report*, vol.3, 1974, p.1139.

3 Lebowa Government, *Second Lebowa Legislative Assembly Verbatim Report*, vol.5, 1975, p.161.

These expressions by the members of the Legislative Assembly indeed show their desire and support for an orderly policy of Africanization in the Lebowa Public Service. Their values and views are the values and the views of the people, and consequently of the Public Service as a whole. The Public Service Commission also supports this view as can be deduced from the Public Service Commission's Report of 1976. The Commission bemoaned the slow pace at which Africanization was taking place in the Lebowa Public Service in these words:

As concerns Africanization of posts in Lebowa, the Commission feels that the rate of progress is too slow as only two posts of Assistant Secretaries have been recommended for the filling thereof by Lebowa citizens. Much has to be covered in this aspect and departments are expected to make positive moves in this aspect.<sup>1</sup>

### 3.3.3.2 Meaning and content of the Africanization policy in Lebowa

Africanization can be defined as "the process of transforming the colonial type Civil Service into a national service".<sup>2</sup> It implies the filling of key policy advising and formulating posts by citizens of Lebowa. The importance of Africanization is, therefore, the creation of a public service which in structure and spirit works in consonance with the policies of the new independent governments which are trying to transform their national societies into prosperous

1 Lebowa Government, *Public Service Commission Report*, 1976, p.9.

2 Adu, A.L.: *The Civil Service in Common Wealth Africa* (London: George Allen & Unwin, 1969), p.118.

communities with retention and development of the African personality.

The question is now whether Africanization is justified in Lebowa. If reference is made to the quotations of the views expressed by the members of the Legislative Assembly above, it can be said that these views represent the prevailing opinion of the general acceptability of Africanization. Adu outlines six reasons which justify Africanization in developing and newly independent countries. These reasons can be summarised as follows:

i) Political

As far as Africanization is concerned the first and burning issue is that of politics. The desirability that the Public Service of Lebowa should be manned by indigenous citizens has already been pointed out with reference to the views expressed by members of the Legislative Assembly.<sup>1</sup> The views expressed by these members are no doubt, made to give expression to their political convictions because "Political independence not matched by an administration which is African in complexion would eventually result in disharmony."<sup>2</sup> It can indeed be said of Lebowa that the measure of self-government which they have attained if not matched by the administration which is predominantly Black would eventually result in a certain measure of misunderstanding between expatriates and the citizens of Lebowa. It is on record<sup>3</sup> that because of the presence of many

1 Cf. par.3.3.3.1, *supra*.

2 Adu, A.L.: *ibid.*, p.118.

3 Lebowa Government, *Main Report of Mothapo Commission*, 1973.



Whites in the Public Service of Lebowa, disharmony between the two racial groups was caused, hence the appointment of the Mothapo commission in 1973.<sup>1</sup>

As can be expected and for political reasons, seconded officials will remain loyal firstly to the South African Government which employs them and secondly to the Lebowa Government. This creates doubts in the minds of the Lebowa citizens that the White seconded officials may not sincerely represent and pursue that which is in the interest of the citizens of Lebowa. Such behaviour is seen as constituting double standards.

Daar is wat ons bestempel as dubbele standaarde. Wanneer ons hier met hulle is, gee hulle voor dat hulle met ons is en wanneer hulle in Pretoria is, is dit net andersom. Hoe kan u met 'n man werk wat 'n twee gesig is?<sup>2</sup>

Because of this type of problem, it can be safely concluded that if the majority of posts are Africanized there will be few of these sayings. That Africanization is advocated does not in any way suggest that the principles of good public administration, in particular efficiency, be violated as this can cause a more chaotic situation than it would have been without such Africanization. Africanization should be undertaken in an orderly and soberly manner if benefits are to be derived from it.

ii) Economic

The second of Adu's justification for Africanization

- 1 Lebowa Government: *Main Report of Mothapo Commission*, 1973, p.2.
- 2 *Second Lebowa Legislative Assembly Verbatim Report, op.cit.*, p.1138.



is the economy. He writes that "... the more important ... and the real justification of Africanization is based on reasons of economy."<sup>1</sup> He attributes this to the fact that it is more economic to employ local citizens than expatriate personnel. This may be true in other countries but not in Lebowa. In Lebowa the opposite is true, because the seconded officials are not remunerated by the Lebowa Government, but by the South African Government. The Lebowa Government pays only allowances for travelling and subsistence.

Africanization is justifiable because it ensures stability in the staffing of government service.<sup>2</sup> This is also true of Lebowa if note is taken of the fact that there is no post reserved for the seconded or non-citizens of Lebowa.

No person shall be appointed permanently, or be transferred and appointed permanently, whether on probation or not, to any post on the fixed establishment of the Public Service unless such person is a citizen.<sup>3</sup>

Seconded officials in Lebowa are South African citizens and as such they are not entitled for permanent appointment in Lebowa. The secondment of officials from the Republic of South Africa can be regarded only as an interim measure to alleviate shortage of manpower in the Lebowa Public Service. To ensure personnel stability the answer should be found in the building up of a cadre of officers whose careers and fortunes are tied up with those of the state in which they are

1 Adu, A.L.: *op.cit.*, p.119.

2 *Ibid.*, p.121.

3 *Lebowa Public Service Act, 1972, op.cit.*, sec.12(2).

employed and who are bound to their jobs by ties of pensionability and national loyalty.<sup>1</sup>

iii) Experience

Another factor justifying Africanization in newly independent countries, which is equally true of the Lebowa Government, is the importance of the retired officers to the state.<sup>2</sup> For example, a person who has retired from the public service may be appointed and be used in an advisory capacity. If the public service is manned by indigenous candidates, the state will be assured of good advice from experienced persons who once worked in the public service. Non-citizens of Lebowa do not have a claim to permanent appointment in the Lebowa Public Service. Even though they occupy prescribed posts on the fixed establishment, seconded officials are regarded as temporary employees. This means that they may sooner or later resign from the Lebowa Public Service and go back to South Africa with the vast knowledge and experience which they have gained during their service in Lebowa. If such an officer was a Lebowan citizen, his knowledge and experience could be used even after his retirement in an advisory capacity.

In the ultimate, the real justification for Africanization is the natural and understandable desire of every people to be able to manage its own internal affairs.<sup>3</sup>

- 1 Adu, A.L.: *op.cit.*, p.121.
- 2 *Ibid.*, p.122.
- 3 *Loc.cit.*

### 3.3.3.2 Secondment versus Africanization

The following quotation when analysed can be said to indicate the attitude of the Lebowa Legislative Assembly on Africanization as well as secondment policy:

Ek wil graag van die Kommissie weet of hulle nie gevind het dat ons voldoende van ons mense het wat inderdaad die Blankes kan vervang nie....<sup>1</sup>

This quotation indicates the desire that the Lebowa Public Service be manned by Lebowa citizens. This desire is in a question form. The move toward Africanization and the tempo would be controlled by the availability of qualified Lebowa citizens. "Want as ons hulle nie het nie dink ek ons moet hulle vind...."<sup>2</sup> This shows the determination for progressive search for qualified Lebowa citizens who will replace seconded officials. This also shows that Lebowa is careful not to staff its public service indiscriminately by unqualified citizens in the name of Africanization. The policy of secondment should therefore be seen as an interim measure to alleviate the shortage of skilled manpower in the Lebowa Public Service.

### 3.3.4 Lebowa Cabinet

The Cabinet as the political executive body and the powers entrusted to it in terms of the *Lebowa Public Service Act*, 1972 (Act 2 of 1972), is placed at a position which is more influential than any other

1 *Second Lebowa Legislative Assembly Verbatim Report*, 1974, *op.cit.*, p.1139.

2 *Loc.cit.*



institution or body in the public sector as far as personnel matters are concerned. The following citation indicates the legitimate jurisdiction of the members of the Cabinet both collectively and individually to exercise power and consequently influence policy relating to personnel: "... the appointment or promotion of any person in the Public Service shall be made by the Minister".<sup>1</sup> It is the Cabinet which appoints the members of the Public Service Commission,<sup>2</sup> who together with their Secretariat form a central personnel institution. The Cabinet also determines the salaries and the conditions of service of the members of the Commission. Recommendations by the central personnel institution are directed to the Cabinet for its sanctioning.<sup>3</sup>

These points indicate that the Cabinet has unequalled powers and consequently influence as regards personnel matters in Lebowa.

### 3.4 Other institutions and functionaries which influence the staffing policy in Lebowa

#### 3.4.1 Public Service Commission

The Public Service Commission's activeness and enthusiasm in the execution of its functions and duties can greatly influence policies in the public service. The policy influence in this regard is due to the fact that the Commission may make recommendations to the

1 Republic of South Africa: *Lebowa Public Service Act*, 1972, *op.cit.*, sec.11.

2 *Ibid.*, sec.4(2).

3 *Ibid.*, sec.7.



Cabinet on any matter falling within its legitimate jurisdiction of operation.<sup>1</sup> The acceptance of the Commission's recommendations to the Cabinet gives such recommendations the force of law which is the mechanism whereby values are authoritatively allocated to the whole public service. If the Commission is desirous of a particular course of action being pursued, it makes a recommendation to the minister concerned who if in agreement with the recommendation will instruct the head of the department concerned to implement such a recommendation. As such a recommendation by the Commission if not withdrawn, varied or rejected, effectively becomes an instruction.<sup>2</sup>

In certain prescribed areas, for example, the keeping of records of officers employed in the prescribed posts, and the giving of directives regarding the age, educational, language and other qualifications to be possessed by persons on appointment, transfer or promotion in the public service where such qualifications are not prescribed by the *Lebowa Public Service Act, 1972*, or any other law or regulation, the Public Service Commission has unquestionable authority.<sup>3</sup> In these matters the directives of the Commission carry the sanction of law and must be executed by all those who are affected by such a directive. As law is the means whereby policy can be expressed, it follows that in these matters the Commission will direct the course of events.

1 *Ibid.*, sec.6(1)b.

2 *Ibid.*, sec.7(1).

3 *Ibid.*, sec.6(2)i,j,k & l.

### 3.4.2 Role of the senior officials

It is a well-established and accepted fact that policy-making proposals, initiation and contributions are not the sole responsibility of only political office-bearers such as members of the Legislative Assembly and the various political heads of departments. Authors such as Cloete<sup>1</sup> and Gladden<sup>2</sup> outline four levels of policy-making, thereby indicating the meaningful contributions which can be made by the various levels of officials, particularly those serving on the administrative and operational levels. The four levels of policy-making referred to here are the political, executive, administrative and operational or technical policy levels.<sup>3</sup>

Adu states the role of the higher graded officials as far as policy is concerned in these words:

The Civil Servant in the more senior posts of responsibility, ... has an important role in policy formulation. He is ... an officer with long personal experience and expert knowledge, and is able to bring that knowledge and experience to bear on policy matters which should greatly assist his Minister. This is particularly the case with officers such as Permanent ... Heads of Departments and their immediate deputies and assistants. They have a normal responsibility of advising their Ministers over the whole range of their official duties. The topmost Civil Servants may therefore put forward policy proposals.<sup>4</sup>

- 1 Cloete, J.J.N.: *Inleiding tot die Publieke Administrasie*, *op.cit.*, p.70 *et.seq.*
- 2 Gladden, E.N.: *The Essentials of Public Administration* (London: Staples Press Limited, 1958), p.67 *et.seq.*
- 3 Cloete, J.J.N.: *ibid.*, p.70.
- 4 Adu, A.L.: *op.cit.*, p.29.

From this extract it can be concluded that senior officials in the departments have formidable influence on policy matters relating to personnel administration in the public service.

### 3.4.3 Department of Cooperation and Development

This Department does influence personnel policy and practices in Lebowa particularly as far as seconded officials from the Republic of South Africa are concerned. The appointment of seconded officials, their grading and also conditions of service are the responsibility of the South African Government through this Department. It is stated that:

... die indiensneming en die gradering van Blanke personeel is 'n saak waaroor die Lebowaanse Regering geen bevoegdheid het nie....<sup>1</sup>

Because of this state of affairs, the Department of Cooperation and Development will have a say in policy matters relating to seconded personnel.

The influence of this Department will also be felt as far as it concerns the staffing of the highly placed administrative officials. The influence is due to the fact that most of the highly placed administrative and supervisory posts are held by allocated officials over whom the Lebowa Government has little control, except with prior agreement with this Department. This has an implicit influence on the

1 Lebowa Government, *Second Lebowa Legislative Assembly Verbatim Report*, 1974, *op.cit.*, p.1134.



staffing practices particularly in the administrative posts.

### 3.5 Conclusion

It is true that for the proper administration of personnel matters clear policy directives are necessary for each and every institution or functionary involved in the administration thereof. The policy and directives should be clearly written and readily available to all those concerned. The need for the availability of clear and understandable policy cannot be overemphasized, as personnel administration is a sensitive field of government because it concerns itself with the administration of rational human beings.

The policy of Africanization though desirable, should not be implemented in an unrealistic manner. Prevailing conditions in the country should always be taken into consideration when embarking on such a policy. The availability of suitably qualified citizens in the various fields of the public service should also be taken into consideration. In order to avoid undesirable consequences, the implementation of the policy of Africanization should be undertaken rationally. Under the conditions of inadequate, suitably qualified citizens, the pursuence of the policy of secondment as an interim measure is logical. Secondment should not be seen as undesirable because even in relatively developed countries expatriate personnel may be used. Conditions should dictate what is supposed to be done.



## Chapter 4

### PERSONNEL PROVISION PRACTICES IN LEBOWA

#### 4.1 Introduction

The quality of the public service depends on the quality of the public servants. The quality of the public servants depends greatly on the manner in which they are recruited and selected from the available candidates for public posts.

This chapter deals with the various measures which are in use in Lebowa for the recruitment and selection of candidates for the public service. The various functions constituting recruitment and selection are dealt with.

#### 4.2 Recruitment

Recruitment is the term applied to that part of personnel administration which is concerned with reaching out and attracting a supply of candidates from which to select those qualified for vacancies.<sup>1</sup> Specific steps are thus taken to attract potential employees with the required characteristics and in sufficient numbers for the vacancies available.

1 Megginson, L.C.: *Personnel: A Behavioral Approach to Administration* (Illinois: Richard Irwin Inc., 1967), p.268.

Recruitment of personnel is an important function which should be undertaken with care and in a responsible manner.<sup>1</sup> Laws and regulations which prohibit the easy dismissal of permanently appointed public servants without just cause, dictates that care be taken to prevent the appointment of unsuitable candidates.

#### 4.2.1 Recruitment policy

The *Lebowa Public Service Act*, 1972 (Act 2 of 1972), prescribes the personnel policy to be adhered to.<sup>2</sup> An analysis of the provisions of the Act reveals a distinction between posts which can be filled by new recruits and those which can be filled by either transfer or promotion.<sup>3</sup> The Act provides that for the filling of any prescribed post above the entry grades on the fixed establishment the Commission shall recommend the transfer or the promotion of an officer.<sup>4</sup> This means that the majority of posts in the Public Service will be filled by persons who are already in the Public Service. This practice of filling posts from within the Service will be given full attention in later paragraphs because it constitutes the major source of labour supply in the Public Service of Lebowa.

The only condition for not filling posts which are above the entry grades from the existing personnel already in the Service is when such posts cannot be

1 Cloete, J.J.N.: *Personeel Administrasie* (Pretoria: J.L. van Schaik, 1975), p.18.

2 Cf Chapter 3, par.3.2, *supra*.

3 Republic of South Africa: *Lebowa Public Service Act*, 1972 (Act 2 of 1972), (Pretoria: Government Printers, 1972), sec.12.

4 *Ibid.*, sec.12(4)a.

satisfactorily filled by such a transfer or promotion.<sup>1</sup> Under such circumstances the Commission can recommend the appointment of a person who is not an officer.<sup>2</sup> The appointment of such a candidate must be reported by the minister concerned to the Legislative Assembly within one calendar month from the commencement of each ordinary session of the Legislative Assembly. Further the minister has to furnish the Legislative Assembly with the name of such a person, the post to which he has been appointed, the salary scale attached thereto, the qualifications of the officer and the special reasons for his appointment.<sup>3</sup>

The question of citizenship preference as a condition of service is rated very high in Lebowa. This is also the case in the more developed countries; for example South Africa, as provided for in Article 11(3) of the Republic of South Africa *Public Service Act*, 1957 (Act 54 of 1957). Citizens of good character without infirmities which will render them incapable of executing the normal duties attached to their posts can be considered for appointment. In addition they must possess the prescribed qualifications.<sup>4</sup> The relative merit, i.e. general suitability of candidates for appointment to the entry as well as post entry grades must also be taken into consideration.<sup>5</sup>

- 1 *Ibid.*, sec.12(4)b.
- 2 *Loc.cit.*
- 3 *Loc.cit.*
- 4 *Loc.cit.*
- 5 *Ibid.*, sec.12(3).



#### 4.2.2 Sources and methods of recruitment

Sources or fields of recruitment refer to the various avenues from which an institution can draw its employees. These sources are many and varied and may not be of the same importance to different institutions. These sources may be the general public as a whole, specific sections thereof, the institution itself, any other institution - public or private, or may be one of the two sexes or a particular age group. All these are sources from which a particular institution may draw candidates for appointment.

Methods of recruitment refer to the devices and procedures for reaching and making contact with and persuading members of the public whom the institution desires to recruit for appointment.<sup>1</sup> The labour markets have to be exploited with specific practices to attract a supply of candidates from whom the best may be chosen or induced to apply for specific Public Service posts.<sup>2</sup>

In an effort to identify and induce prospective employees to apply for existing or contemplated vacancies in the Public Service, it is essential and desirable that a personnel institution make use of multifarious appropriate recruiting methods. Recruiting becomes positive if the institution seeks actively to find and encourage promising candidates from whom selection can be made.<sup>3</sup> The following are the recruitment practices employed in Lebowa in order to attract

1 Powell, N.J.: *Personnel Administration in Government* (Englewood Cliffs: Prentice Hall Inc., 1956), p.217.

2 *Loc.cit.*

3 *Ibid.*, p.219.

and hold the interest of prospective employees.

a) Staffing from inside the service

This practice is used for most Public Service posts in Lebowa. The *Lebowa Public Service Act, 1972* (Act 2 of 1972), provides that for the filling of any prescribed post on the fixed establishment above an entry grade, the Commission shall recommend either the transfer or promotion of an officer.<sup>1</sup>

There are many advantages attributed to this practice. Firstly, staffing from within involves a source closer at hand and the candidate is better known to his supervisors as against an outsider who could meet all appointment qualifications whilst his real personality and work performance are unknown. Secondly, recruitment from within by way of promotion or transfer, strengthens the morale of the personnel. It also motivates them in their job performance.

Opportunity for advancement and the chance to make the best possible use of one's capacities form one of the wellsprings of human motivation.<sup>2</sup>

Thirdly, this practice can minimize costs involved in recruitment as recruitment from within the service involves a known source which need not be exploited with for example expensive advertisements.<sup>3</sup>

1 Republic of South Africa: *Lebowa Public Service Act, 1972, op.cit.*, sec.12(4)a.

2 Stahl, O.G.: *Public Personnel Administration* (New York: Harper & Row Publishers, 7th ed., 1976), p.163.

3 *Loc.cit.*

Strict adherence to this practice without the necessary adjustments and adaptations to the prevailing circumstances can cause it to yield chronic inefficiency in the public service. It should not be assumed that outside recruitment is undesirable except for the lowest grades in the public service. Staffing from within should only be seen as part of the overall staffing policy, i.e. the policy to fill the posts with the ablest available candidates. Outside recruitment should remain an acceptable recruitment practice for all levels in the establishment structure to be resorted to where posts cannot be filled satisfactorily by the transfer or the promotion of serving officials.

The Lebowa Government is aware of the shortcomings of recruitment from within the service and provision has been made to combat such shortcomings. The *Lebowa Public Service Act, 1972*, provides that if such a post cannot be satisfactorily filled by such a transfer or promotion, (i.e. staffing from within) the Commission may recommend the appointment of a person who is not an officer.<sup>1</sup> This provision provides a solution for unsatisfactory behaviour which can result from slavish adherence to staffing from within. This practice of staffing from within the service will be discussed further when dealing with transfers and promotions further on in this chapter.

Staffing from within the service requires that vacancies should be advertised with circulars issued to all departments by the Public Service Commission. The heads of the departments are then to make the

1 Republic of South Africa: *Lebowa Public Service Act, 1972*, *ibid.*, sec.12(4)b.



contents of the circulars known to all eligible officials within the establishment. The circulars usually give direction as to the requirements to be met and the application procedure to be followed by eligible candidates. For example, it can be directed that candidates apply on the prescribed form to be submitted to the Public Service Commission by the heads of the departments in which the candidates are employed.<sup>1</sup> Requirements may be set out as follows: "Candidature is limited to Chief Clerks, equivalent ranks and above."<sup>2</sup>

b) Recruitment from outside the service

Recruitment from outside the service is another practice to fill public service posts. If properly utilized this practice can benefit the public service as a whole.

It has been pointed out<sup>3</sup> that the *Lebowa Public Service Act, 1972* (Act 2 of 1972), requires that except in exceptional cases new recruits be appointed only to the entry grades in the Public Service. This is the case also in the Republic of South Africa whence the Lebowa Government inherited much of its personnel practices. As staffing from within is a tightly knit system with only few inlets, note should be taken that the quality of the official will in the long term be greatly influenced by those recruited for the entry grades. As entry grades are stepping stones to higher grades, it is desirable that particular attention be

1 Lebowa Government: The Public Service Circular Minute No.1 of 1980 (File No.4/2/1).

2 *Loc.cit.*

3 Cf par.4.2.2(a), *supra*.

paid to the manner in which they are filled.

The following methods may be used to recruit candidates outside the public service for entry grades:

i) Advertisements

Advertisements can be placed in daily newspapers or can be broadcasted by radio and television. This method can be utilized to reach the general public. This method does not show much selectivity, but it does attract candidates in great numbers, but unfortunately these candidates are of highly variable quality.<sup>1</sup> For a specific group from which selection is to be made, it is desirable that advertisement be placed in newspapers and periodicals catering for particular readership; e.g. SAIPA - the journal for Public Administration, The Public Servant, business magazines and trade journals. Such specialised advertisements have the advantage that they will reach the members of particular professions resulting in a homogeneous group responding to the advertisement in the journal. The utility of this recruitment method in Lebowa is directed at the entry grades and to a lesser extent at recruits to higher graded posts for which Lebowa cannot satisfactorily fill from serving members of the Public Service.

ii) School recruiting

This method entails the use of schools, colleges and universities as recruitment fields. Unlike many

1 Strauss, G. & L.R. Sayles: *Personnel: The Human Problems of Management* (Englewood Cliffs: Prentice Hall, 1967), p.460.

private institutions which sent their representatives to interview final year students at schools, colleges and universities,<sup>1</sup> the Lebowa Government uses a different version of this method. Their college and university recruitment entails awarding bursary loans to the Lebowa citizens to study at these institutions in those fields for which a need has been diagnosed, e.g. medical practitioners. As a condition to obtain a bursary, the bursar undertakes to work in the Public Service after the completion of his studies for a number of years equal to those for which a bursary was granted.<sup>2</sup> After serving the contract, the contract lapses and the official may choose to continue in the Government service or may seek employment elsewhere. With this method it is hoped that after the contract period the official might have developed a liking for the Public Service and thus remain in Public Service.

As far as schools are concerned, no concerted effort is being made to recruit final year students to the Public Service.<sup>3</sup> Yet these high school leavers are the ones who occupy most of the clerical and other posts and who by promotion or advancement may come to hold top posts in the Public Service. Concerning this field of recruitment, Lebowa practices what Powell terms "negative recruiting", that is, when government institutions wait for qualified candidates to "write-in" or "walk in" rather than to seek them and encourage them to apply for positions.<sup>4</sup>

1 *Loc.cit.*

2 Republic of South Africa: *Lebowa Personnel Code* Chapter C.

3 Discussions held with Personnel Officers of the Departments of Interior, Finance and Economic Affairs and Justice on 1980-09-12.

4 Powell, N.J.: *op.cit.*, p.223.



As the quality of the personnel corps will ultimately depend upon the quality of the recruits for the entry grades, it is desirable that particular attention be paid to the high school leavers because most of the entry grades, which form the basis for higher graded posts in the Public Service, are filled by them. This is not to discredit without qualification the "walk-ins" and "write-ins" as sources of candidates for recruitment because this method can also yield good results as will be indicated in the subsequent paragraph.

iii) "Walk-ins" and "write-ins"

"Walk-ins" and "write-ins" though termed negative recruiting, still serve as sources of manpower supply, particularly for entry grades. "Walk-ins" and "write-ins" are unsolicited applicants who either apply by mail or personally at the off chance of finding an opening.<sup>1</sup>

The Lebowa Government relies on this source of candidates particularly for the recruitment of candidates for entry grades. The "walk-ins" and "write-ins" consist mostly of recent school leavers looking for employment in the Public Service. If these work-seekers write or apply personally to a department for a vacancy, they are not disregarded or ignored, but welcomed. If there is a vacant post for which a work-seeker qualifies he may immediately be considered for appointment. If no vacancy exists, but the candidate meets all the

1 Calhoun, R.P.: *Managing Personnel* (New York: Harper & Row Publishers, 1964), p.139.

requirements laid down for appointment to an entry grade, he is asked to fill in the application form for employment and also to provide other required documents. The application form together with all the required documents are classified in what is popularly known as an "Application File". The applicant's name is then placed on a waiting list for future reference.

iv) Application file (waiting list)

If no vacancy exists for a "write-in" or "walk-in" qualified for appointment, his name is placed on a waiting list for consideration in the future should a vacancy occur. The applicant's name is kept on the list for a maximum period of six months,<sup>1</sup> i.e. a new list must be compiled repeatedly after every six months. This is apparently standard practice. Stone and Kendal write that

... an arbitrary time limit of from three to six months is set as the maximum for keeping any application in the active file.<sup>2</sup>

These files become sources of employee supply. When a vacancy occurs the personnel office refers to such a file and selects a number of suitably qualified candidates. These candidates are then contacted and requested to present themselves for selection on a specified date, time and location. The waiting list has proved to be an important source of manpower in Lebowa. The advantage of the application file in the public

1 Discussions held with the Personnel Officer of the Department of Interior, Lebowa Government, on 1981-02-03.

2 Stone, C.H. & W.E. Kendal: *Effective Personnel Selection* (London: Staples Press Limited, 1956), p.75.

sector where services always have to be rendered with limited resources available, is emphasized by Stone and Kendal in the following words: "... in terms of a recruiting budget, this source offers perhaps the greatest economy...".<sup>1</sup>

There are other related recruiting methods such as recruitment by word of mouth and recommendations by employees but these are not popular in Lebowa and therefore will not be dealt with further in this study.

#### 4.3 Personnel Selection

At the beginning of this chapter recruitment was defined as that phase of personnel administration which is concerned with reaching out and attracting a supply of people from which to *select* (my italics) the best qualified for the vacancies. The function is undertaken to attract potential employees with required qualifications and personal characteristics and in sufficient numbers for the posts available. As soon as candidates become available, the next logical step to follow is to select from this pool of prospective employees those best qualified for the vacancies by means of the process known as personnel selection.

Yoder defines personnel selection as follows:

Selection, in its restrictive meaning, is the process by which potential employees, recruited from various

1 *Loc.cit.*



sources, are examined and separated into two classes - those to be employed and those who are not to be accepted.<sup>1</sup>

Essentially selection consists of identifying and eliminating those who are not established to be appropriate candidates for available posts.<sup>2</sup> Strictly speaking, therefore, selection refers to the negative, practice of eliminating from among many candidates those not suitable. It involves making a decision as to which of the candidates are to be employed. To obtain a personnel corps of good quality, proper personnel selection is vital. The significance of proper selection is emphasised by the fact that laws and regulations operative in the public service do not allow without just cause for an easy dismissal of an employee after he has served his probationary period successfully and has been permanently appointed on the fixed establishment.

The personnel selection function is not a new practice, but has been used even before the Birth of Christ. This is recorded in the book of Judges in the following words:<sup>3</sup>

The Lord said to Gideon 'The people with you are too many for me to give the Medianites into their hand.... Now proclaim in the ears of the people saying "Whoever is fearful and trembling let him return home"'. And Gideon *tested* (my italics) them; twenty-two thousand

- 1 Yoder, D.: *Personnel Management and Industrial Relations* (New York: Prentice Hall Inc., 1953), p.182.
- 2 *Loc.cit.*
- 3 May, H.G. & Metzeger, B.M.: *The New Oxford Annotated Bible with Apocrypha, expanded edition RSV* (New York: Oxford University Press, 1977), Book of Judges Chapter 7:2-7. See also Deutronomy Chapter 20.

returned and ten thousand remained. And the Lord said to Gideon, 'The people are still too many; take them down to the water and I will *test* them for you there; and he of whom I say to you "This man shall go with you" shall go with you; and any man of whom I say to you "This man shall not go with you," shall not go.' So he brought the people down to the water; and the Lord said to Gideon 'Everyone that laps the water with his tongue, as a dog laps, you shall set by himself; likewise everyone that kneels down to drink.' And the number of those who lapped, putting their hands to their mouth was three hundred men, but all the rest of people knelt down to drink the water. And the Lord said to Gideon 'With the three hundred men that lapped I will deliver you and give the Medianites into your hand; and let all the others go every man to his home.

The method by which Gideon finally selected his small force was soundly practical. By a process of elimination Gideon's army of thirty-two thousand was reduced to three hundred men to fight an uncountable number of the Medianites whom they defeated. This effectively illustrates that quality and not quantity is essential for the effective and efficient execution of duties. This, however, does not suggest that proper quantity is not necessary, for the two complements each other.

#### 4.3.1 Job description as the basis for personnel selection

The need for job descriptions, popularly known as "Duty Sheets", has not been overlooked in Lebowa. Provision is made for a duty sheet and procedure manual for all posts on the fixed establishment. The Form L.K.9<sup>1</sup> is used for this purpose. The L.K.9 is divided

1 See Appendix I.

into four sections or paragraphs dealing with the following; the first section gives instructions to be observed when using the duty sheet; the second section with particulars of posts; the third section with particulars of (a) incumbent and (b) supervisor; and lastly a complete list of duties attached to the post.<sup>1</sup>

In Lebowa the official who recruits and screens a candidate for a vacant post is seldom the one who is responsible for the performance of the duties in that post. Sometimes the responsibility for final selection is shared by personnel specialists (i.e. personnel officers in the staff section of the department concerned) and the immediate supervisor or head of the office concerned, who is responsible for the performance of the work in a particular section.<sup>2</sup> Where the functionary who recruits and screens is not the one responsible for the performance of the recruit's work, accurate duty sheets are vital to give the recruiting and the screening personnel a clear picture of what duties are attached to the post and consequently the qualifications and personal traits expected of the incumbant. There are instances where the personnel officer accepts final responsibility for the selection of candidates, e.g. in the Department of Justice.<sup>3</sup> This necessitates that such a personnel officer has to rely strongly on the specifications concerning knowledge, responsibility and physical working requirements as contained in the duty sheet. If these are not clearly

1 *Loc.cit.*

2 Discussions held with the Personnel Officer of the Department of Works, on 1981-02-04.

3 Discussions held with the Personnel Officer of the Department of Justice on 1981-02-03.



specified, it will be impossible to select a candidate whose qualifications match those required by the post. Duty sheets are essential for matching applicants with duties they are to perform if appointed. If the skills required are adequately described in a duty sheet, the functionary undertaking the selection function can more readily match an applicant's qualifications and skills with the qualifications and skills required for the vacant post.

Duty sheets are also useful to determine the tests to which the applicant must be subjected. It is an accepted practice that variety of testing procedures be used in screening and appointment. However, every test must be strictly in line with the requirements of the post contained in the duty sheet. Failure to observe this will nullify the validity of the objectives such a test ought to achieve, i.e. matching the applicant's qualifications and personal traits with the requirements of the post. Unfortunately in Lebowa this specific use of the duty sheet is not realised and in cases where it is utilized it is used only to determine tests for typists and filing clerks in the registry. This is a step in the right direction and should also be extended to other posts for which appropriate selection tests can be devised and administered. This testing aspect will be given adequate treatment in the subsequent sections.<sup>1</sup>

Another basic function of the duty sheet relates to the advertising of vacancies. Employment officers prepare their classified advertisements based on the

1 Cf par.4.3.2.3, *infra*.

information extracted from the duty sheet.<sup>1</sup> There are other uses of the duty sheet which bear relevance to personnel administration in general but very little to this study hence no effort will be made to discuss them.

#### 4.3.2. Selection practices and devices used in Lebowa

##### Selection of personnel

... involves making a decision as to which of a number of candidates for positions are to be given an opportunity to work.<sup>2</sup>

In order to make a sound and rational decision it is always necessary to have sufficient relevant factual data. Calhoon writes in this regard that

... acquiring relevant data is critical for reaching sound decisions on selection....<sup>3</sup>

The selection function will, therefore, consist of the various practices and devices to be used in order to obtain information upon which decisions can be based. The following practices are used in varying degrees in Lebowa as primary selection tools:

The application form  
Interviews  
Tests and examinations  
Probationary period

- 1 See Appendix I in relation to Appendix II.
- 2 Yoder, D.: *op.cit.*, p.183.
- 3 Calhoon, R.P.: *op.cit.*, p.147.

#### 4.3.2.1 Application form as selection device

In the words of Calhoon,

The main objective of an application form is to provide information that will aid management in reaching a decision in selection.<sup>1</sup>

The information required will enable the recruiting officer to take decisions that are in accordance with government recruiting policy.

An analysis of an application form<sup>2</sup> for employment in Lebowa (Form Z83) reveals that the form is in accordance with the requirements of the *Public Service Act*, 1972 (Act 2 of 1972). The form contains questions which relate to the recruitment policy and consequently selection. If properly completed and each question well answered, the information supplied will indeed enable the employing officer to decide whether or not to subject the applicant to further selection measures. This information will be provided in parts B, C, D and E of the application form.<sup>3</sup>

Part B deals with personal particulars of the applicant. Of relevance to this study are B5, B7 & B8, B9, B14, B17, and B19. These will be given attention in the following paragraphs.

B5 requires the date of birth of the applicant. This is indeed relevant for selection purposes as

1 *Ibid.*, p.148.

2 See Appendix III.

3 *Loc.cit.*



candidates who are below or above a stipulated age may not be employed in the Public Service regardless of other qualifications unless under very special circumstances as will be explained below. As far as minimum age limit is concerned the regulations state that

Niemand word in 'n pos op die vaste diensstaat van die Regeringsdiens aangestel alvorens hy die ouderdom van 16 jaar bereik het nie.<sup>1</sup>

The age requirement does not apply to only the minimum age limit for employment in the Public Service, but also to the maximum age limit. The *Lebowa Public Service Act, 1972* (Act 2 of 1972), provides that on attainment of the age of sixty (60) years, the officer shall have the right to retire unless it is in the public interest to retain such an officer in his post beyond the age at which he was supposed to have retired, with the proviso that his continued retention in the Public Service shall from time to time be subjected to recommendations by the Commission and approval by the Minister for further periods which shall not, except with the approval of the Legislative Assembly, exceed in the aggregate two years.<sup>2</sup>

A person who is at least sixty years old or at most sixty-two years old may not be considered for appointment to the Public Service. These age restrictions are necessary and desirable as they are sufficiently realistic that for the most part they will certainly not hamper direct recruitment. On the desirability of

1 Lebowa Regering: *Personeelregulasies*, Hoofstuk B3.

2 Republic of South Africa: *Lebowa Public Service Act, 1972*, *op.cit.*, sec.15(1&2).

such restrictions Stahl writes that:

... the only circumstances under which age restrictions may properly continue are: for the minimum, to protect against the exploitation of children; and for the maximum, to apply to jobs calling for extraordinary stamina or agility, ... and to trainee jobs in which the investment in training must be recouped by some prospect of continued employment for a number of years.<sup>1</sup>

B9 requires permanent postal address. This may also be used to double check B7 & B8 below.

B7 & B8 require population and or ethnic group. The Act stipulates that no person shall be appointed permanently ... whether on probation or not to any post on the fixed establishment of the Public Service unless such a person is a *citizen* of Lebowa.<sup>2</sup> Preference is given to Lebowa citizens for permanent appointment, but citizens of other countries can be appointed temporarily or on a contract basis.

In this connection Cloete writes:

Voorkeur sal aan ... burgers gegee word en vreemdelinge sal aangestel word slegs waar dit in die openbare belang is.... Voorkeur aan die burgers van 'n land is 'n normale praktyk vir alle lande....<sup>3</sup>

Stahl is also in agreement with Cloete on this issue for he writes that:

1 Stahl, O.G.: *op.cit.*, p.123.

2 Republic of South Africa: *Lebowa Public Service Act*, 1972, *ibid.*, sec.12(2).

3 Cloete, J.J.N.: *op.cit.*, p.22.

Practically all American jurisdictions have some requirement that candidates be U.S. citizens. Ordinarily this is not unreasonable, but occasionally exceptions are necessary. Some units of Government, including the federal service, have the authority to waive this requirement, usually to fill highly specialized posts for which candidates are extremely rare.<sup>1</sup>

What the two authors write is also true of the Lebowa Government Service. Lebowa is still in a transitional stage. Use is thus being made of seconded officials from the RSA in those posts for which Lebowa does not have adequately skilled and qualified citizens. Seen in the light of critical shortage of skilled manpower or professional persons, this practice of using seconded personnel is acceptable. But for permanent appointments the employment of non-Lebowa citizens in the Public Service will be a violation of the provisions of the Act. When considering candidates for appointment, and it is found that a candidate is not a Lebowa citizen, such a candidate will be disqualified.

B4 requires information to be furnished about health conditions of the applicants. This is also significant for personnel selection because the *Lebowa Public Service Act, 1972* (Act 2 of 1972) provides that no person shall be appointed, promoted or transferred and appointed whether on probation or not to any post on the fixed establishment of the Public Service if such a person in the opinion of the Commission is not free from mental or physical defect, disease or infirmity which would be likely to interfere with the proper carrying out of his duties or to cause his

1 Stahl, O.G.: *op.cit.*, p.122.



retirement from the Public Service before reaching the pensionable age.<sup>1</sup>

A health questionnaire<sup>2</sup> (Form Z27) is to be completed by all candidates for employment and together with the completed application forms be submitted or forwarded to the department in which the appointment is desired. It is clearly stated that:

This form must be completed by candidates for permanent appointment in the Public Service.<sup>3</sup>

This is a common practice which has been described as follows by Yoder:

An almost universally used selective device is the physical examination. Almost all ... governmental agencies require that an applicant pass a physical examination before he can be accepted for employment.<sup>4</sup>

Care should of course be exercised as far as this requirement is concerned. The *Lebowa Public Service Act, 1972* (Act 2 of 1972), provides that only those candidates who in the opinion of the Commission have a mental or physical defect which would hamper the officer's proper carrying out of duties should not be appointed. If an applicant has a physical defect which will not in any way interfere with the proper carrying out of his duties and if he qualifies in all other respects, such a person should be appointed if there is a vacancy and he has proven to be suitable.

- 1 Republic of South Africa: *Lebowa Public Service Act, 1972, op.cit.*, sec.12(2).
- 2 See Appendix IV.
- 3 *Loc.cit.*
- 4 Yoder, D.: *op.cit.*, p.205.

Part C of the application form requires information about the applicant's knowledge of the official languages. The *Lebowa Public Service Act, 1972*, (Act 2 of 1972), provides that included in the conditions for the filling of the post is the possession by the applicant of the knowledge of the languages which are recognized in terms of section 108 of the *Republic of South Africa Constitution Act, 1961* (Act 32 of 1961), as languages additional to Northern Sotho.<sup>1</sup> The additional official languages referred to in this section are Afrikaans and English. Lack of knowledge of any of these languages may subject the candidate to disqualification. It is, however, interesting to note that this requirement is not strictly applied in the case of seconded officials. Further more it will be noted that for a considerable time to come the Lebowa Public Service will still have to make use of specialized staff that cannot be recruited from the ranks of the Lebowa citizens. Even if Lebowa decides to opt for independence and seconded officers replaced, officers with knowledge of only English will have to be appointed. It will therefore be necessary to stretch this requirement to provide for the realities which exist in Lebowa.

Part D calls for information requiring the applicant's educational qualifications. The *Lebowa Public Service Act, 1972* (Act 2 of 1972), provides that "In filling of posts in the Public Service due regard shall be had to the qualifications ...".<sup>2</sup> The Lebowa Personnel Regulations clearly provide in so far as

1 Republic of South Africa: *Lebowa Public Service Act, 1972, op.cit.*, sec.12(1).

2 *Lebowa Public Service Act, 1972* (Act 2 of 1972), sec.12(3).

clerical officials are concerned that:

Geen manspersoon word as Klerk, Graad II of Klerk, Graad I, aangestel nie, tensy hy geslaag het in 'n matrikulasie-eksamen of in 'n eksamen wat, na die mening van die Kommissie, van 'n standaard gelyk aan of hoër is as 'n matrikulasie-eksamen.<sup>1</sup>

For appointment in other posts the Regulations provide that:

Die kwalifikasies van kandidate vir aanstelling in ander poste ... sal wees soos deur die Kommissie gelas ooreenkomstig artikel 6(2)(k) van die Wet,<sup>2</sup>

which states that:

... the Commission shall give directions regarding ... educational ... and other qualifications to be possessed by persons on appointment ... in the Public Service where such qualifications are not prescribed by or under this Act or any other law; ...<sup>3</sup>

The Commission made the conditions for appointment to clerical posts even stricter in 1979 by a circular to all the departments concerning the Senior Certificates of candidates to be appointed to clerical posts in the Lebowa Public Service. The circular stated that:

The Public Service Commission directs that in the future candidates who seek employment in the Lebowa Public Service should be provisionally employed if their Senior Certificate grading is E and above. Those in possession of lower grading should be employed only after the commission has given recommendation. The

- 1 Lebowa Regering: *Personeelregulasies*, Hoofstuk B, B2(1).
- 2 *Loc.cit.*
- 3 Republic of South Africa: *Lebowa Public Service Act*, 1972 (Act 2 of 1972), *op.cit.*, sec.6(2)k.



contents hereof should be observed in full by officers who are entrusted with the duty of appointing officials.<sup>1</sup>

Candidates who do not satisfy the requirements laid down cannot be appointed.

The intentions of this directive are clear, namely to set high standards for appointment in the Public Service. Under normal conditions of full employment this is desirable. However, under the present conditions in Lebowa this directive has undesirable consequences such as high turnover of officers in the entry grades. Applicants with good subject grading use the Public Service employment only to obtain money to pay school fees or until they can obtain accommodation at educational institutions where they want to further their studies. They do not have the intentions of staying in the Public Service before acquiring better qualifications. At a certain point they quit the Public Service to take up positions in the private sector. Unless remedial measures are sought to remedy this practice, entry grades will continue to serve to a greater extent as temporary posts. This also influences in a negative manner continuity in the functional activities of the departments. It also places unnecessary training responsibility at the entry grades on supervisors and training officials. This phenomenon also has an adverse influence in obtaining suitable candidates to promote to higher grades.

Strict adherence to these qualification directives

1 Lebowa Government: Policy: Recruitment of Staff - File No.S3/1, 1979-06-01.

is therefore not in all cases a proper selection measure. It was found that only candidates for appointment as typists and filing clerks were subjected to selection tests.<sup>1</sup> If tests geared to the post requirements are administered, it could be found that candidates with low subject gradings could be quite suitable for appointment in the Public Service. This aspect of testing will be elaborated on further in the subsequent paragraphs.

#### 4.3.2.2 Employment interviews

The employment interview is another widely used selection measure in the Lebowa Public Service. It comes second to selection by checking the information furnished in the application form for employment. This is a common arrangement reported on by the writers on personnel administration. For example Yoder writes that:

Aside from the application blank, (form) no other device is so generally used as a basis for selection as the interview.<sup>2</sup>

Stone and Kendall are of the same opinion on this point and they write that:

In employment procedures no selection device has a longer history. No selection device other than the application blank enjoys such a general acceptance.<sup>3</sup>

- 1 Discussions held with the Personnel Officer Department of Interior, Lebowa Government, on 1981-02-03.
- 2 Yoder, D.: *op.cit.*, p.200.
- 3 Stone, C.H. & W.E. Kendall: *op.cit.*, p.203.

Employment interviews in the Lebowa Public Service play an important and decisive role in personnel selection. They are in fact the primary selection device. In all the departments this method of personnel selection is used.<sup>1</sup> If an applicant undergoes an interview successfully, and depending on the availability of vacancies he is sure to obtain employment. As it is a decisive tool for personnel selection, the nature and the manner in which the interview is conducted will indeed have a bearing on the quality of an officer accepted for employment as a result of the outcome of such an interview.

It has been found in the Lebowa Public Service that the employment interviews are not patterned or structured.<sup>2</sup> This implies that the interviews do not consist of a series of predetermined questions which have been standardized and validated.<sup>3</sup> As such they are of a general nature seeking answers to general questions with little relevance to the requirements of a particular post. What can be ascertained with these interviews (in addition to verification of personal particulars and academic qualifications) is the information relating to the neatness and appearance of the applicant, his motives to work for the government, his background and conduct and lastly his language proficiency.<sup>4</sup> From these the interviewer can determine the applicant's suitability for appointment.

1 Information collected from the Staff Sections of the departments of the Lebowa Government on 1981-02-03.

2 *Loc.cit.*

3 Calhoon, R.P.: *op.cit.*, p.165.

4 Lebowa Government: Department of Works - Interviewing Guide. See Appendix V.



Unstructured interviews are undesirable particularly when they are used as primary selective tools as it is the case in the Lebowa Public Service. If a number of candidates present themselves for an interview, the selecting officer will find it difficult if not impossible to ask the same questions for evaluation unless the structured interview is used. Unstructured interviews make it difficult if not impossible to compare competitors.

A critical look at the characteristics sought for with interviews in personnel selection reveals that they are defective or irrelevant. For example, neatness and appearance are less relevant in determining the capabilities of an individual on the work. It is desirable that public servants be neat and presentable but taking neatness and appearance as determining factors and a measuring stick in the selection of personnel will not be of much benefit. Almost all candidates will try their best to be presentable so as to give good impressions to the interviewing officer that they are always neat. Applicants will surely not reveal their weak points which will reduce their chances of being accepted when called for interviews. Coupled to this is the fact that appearance is relative and thus measuring neatness and appearance will elicit subjective and personal evaluation, and cannot be accepted as an indicator to decide on the potential competency of an applicant on the job. As regards the desire to work in the Public Service, it is self-evident that answers obtained will be of little use unless the questions are properly structured. Very few people, if ever, who are in dire need of employment will give any indication that they are not interested

in the Public Service. Even when interviewed by a skilful interviewer, applicants will pretend that they have an interest in the Public Service. Another trait sought by the interview officer is the background and past conduct of an applicant. The information which will be obtained in this regard will be of little value in determining the applicant's capabilities for a specific post. Applicants are always on guard when being interviewed and will not volunteer information which will incriminate them and lessen their chances of being employed. The assessment of language proficiency of the candidates is relevant because communication is essential whenever two or more people are working together towards the attainment of a common goal.

In all departments, except the Department of Education where panels of interviewers consisting of the heads of the various sections conduct interviews, employment interviews for the entry grades are conducted by the senior personnel officer in each department.<sup>1</sup> A Senior Clerk can "Interview applicants ... in the lower ranks".<sup>2</sup> Sometimes in the Department of Finance and the Department of Agriculture, applicants may be subjected to further interviews by the supervisor of a particular section in which if successful he will assume duty. In all these cases the approval of the personnel officer is decisive in the whole selection process. Except in the Department of Agriculture where there was a case of a candidate who was returned by a

1 Information collected from the Staff Sections of the Departments of the Lebowa Government on 1981-02-03.

2 Department of Justice Inspection Report Annexure C, 1978, p.25.

supervisor after further interview, there is no record in other departments of candidates who were regarded as unsuitable on further interview by their respective supervisors.<sup>1</sup>

Another factor which makes the interview lose its validity in the Lebowa Public Service as a device for measuring the suitability of candidates for appointment is that they are greatly influenced by the prevailing conditions in the labour market. The labour market in Lebowa is of course not properly explored because little efforts are made to induce and attract potential candidates in order to select from them the most suitable for appointment in the Public Service. If a candidate avails himself for interview and there is a vacancy where such an individual is needed, such a candidate is normally appointed regardless of whether he is of an inferior quality. The main concern is that the vacant post be filled. This practice is indeed undesirable, but can be remedied by advertising vacancies to attract as many applicants as possible in order that the best qualified for the post be selected.

Unless applicants are subjected to further selection measures than interviews, it is necessary that interviews be of such a nature that their application will not create loopholes, and that they be administered by knowledgeable and skilful officers.

1 Information collected from the Staff Section of the Department of the Lebowa Government on 1981-02-03.



#### 4.3.2.3 Employment tests

Other devices for collecting data on which personnel selection can be based are tests of various types. Selection tests are indeed indispensable for personnel selection particularly in a personnel system which claims to be based on merit principles.

No merit system worthy of the name can afford to take less than a fully professional approach to examining applicants for employment. In today's government ... nothing less than the best examination system ought to be tolerated.<sup>1</sup>

The merit system requires that candidates be accepted on the basis of their good results obtained after being subjected to competitive examinations with their equals. Through tests it can be established as to who of the many applicants is more suitable than others. Tests administered under the same conditions, time and place, provide more objective indications of the competence of an individual than are other evaluation measures. Their use have the effect of discouraging reliance on examination administered at schools, which are of course, not geared to the peculiar needs of the public service. Properly designed tests, i.e. tests designed with the purpose of measuring the capabilities of the applicant against post requirements, are tools which cannot be dispensed of by functionaries entrusted with the duty of selecting candidates for appointment. This does not imply that without the formal tests advocated here, personnel selection cannot be made, but tests have the advantage that the results obtained

1 Stahl, O.G.: *op.cit.*, p.128.

are unbiased and not subject to the subjectivity of the person administering them and thus can be relied upon for the purpose of personnel selection.

It is regrettable that employment tests are used in the Lebowa Public Service only for the selection of typists and filing clerks.<sup>1</sup> As far as these are concerned performance tests which appraise the individual's actual proficiency,<sup>2</sup> are administered. This is a desirable practice and should not be confined to only two groups of employees, but should be extended to other groups. Occasionally aptitude tests of a general nature are administered.<sup>3</sup> This occurs when there are few posts to be filled and many applicants to select from. The use of these tests should not depend upon the number of candidates available if the results obtained serve to match the applicant with the post requirements. The tests should be administered even where there is only one applicant and many posts to be filled, as long as the objective of the test is to measure the suitability of an applicant for a particular post.

Because of the importance of this selective device, there is a need in the Lebowa Public Service that in each department a full-time qualified testing officer should be appointed. His duties should include among others the following: (i) the administration of tests to entry as well as post entry grades, (ii) test

1 Information collected from the Staff Sections of the Departments of the Lebowa Government on 1981-02-03.

2 Yoder, D.: *op.cit.*, p.179.

3 Information collected from the Staff Sections of the Departments of the Lebowa Government on 1981-02-03.

design for the various categories of posts, (iii) evaluation of the validity and the reliability of these tests, (iv) conducting research about the employment tests as a selection device and (v) the safekeeping of test results. These results can be used in the case of those applicants who have been successful in order to determine their training needs, and should therefore, together with the application form constitute part of the individual's personal file.

The desirability of testing should not be interpreted to mean their use to the exclusion of other selection devices as this method is not immune from imperfections and defects. When used with other methods the chances are that those aspects which have been overlooked by the use of one method will be covered by another. The aggregate results obtained will more nearly predict the performance of the applicant on the job.

#### 4.4 Placement

An applicant who has successfully undergone selection and has been found suitable and acceptable then awaits placement. By placement is meant a process whereby newly selected applicants are allocated to their tasks and responsibilities in the institution.<sup>1</sup> This appointment is made on probation for one year. The advantage of probation is that during this period it can be determined whether

1 Yoder, D.: *op.cit.*, p.183.



the candidate is suitable or not for the post in which he is placed. If during the probation period it can be proved that the candidate is unsuitable, then corrective measures can be taken, for example, by training the probationer on the job or by transferring him to another post in which he may be suitable. These aspects are discussed in more detail in the following subheading.

#### 4.5 Probationary period as a selection device

From the preceding subheadings, selection devices which are applicable in the Lebowa Public Service have been discussed. Unfortunately these selection devices are not applied satisfactorily in Lebowa. It is, however, clear that the initial selection of an officer for a government post should be based on a thorough evaluation of an application form, interviews, tests and examinations. These initial selection processes do not always give a true reflection of the prospective employee's ability to perform on the job. Experience has shown that a certain number of applicants do not have the skills or character traits essential for government posts though they have already passed the initial screening tests.<sup>1</sup> Because of this, it cannot be safely and wholly be relied upon these selection devices to do a perfect work. There is therefore a need in the public service to appoint people on probation. This is the last and the most important test for government employment. The point that the selection devices as discussed are not immune from the imperfections is endorsed in the words of Cloete that

1 Neville, R.: "The probationary period: The last and most important test"; *The Public Servant*, August 1980, p.20.

Daar geen volmaakte keuringsmatreëls bestaan nie....

and as such

... is dit gebruiklik in die openbare sektor om kandidate op proef aan te stel.<sup>1</sup>

The probationary period is the period when candidates have to prove their worth and suitability to perform the function for which they have been appointed. This period is actually part of the selection process and should be viewed as such by the personnel officers and supervisors.<sup>2</sup> It is a period during which the probationers who do not or cannot meet adequate performance standards can be transferred to other positions or if proven to be completely unsuitable, can be discharged without much formality.

The probationary period is incorporated in the sections of the *Lebowa Public Service Act, 1972* (Act 2 of 1972), because it is a very important step in the selection of candidates for public offices. The Act prescribes that appointment on the fixed establishment shall be made on probation.<sup>3</sup> Probation is necessary in the public sector because the Public Service Act does not allow for the easy dismissal of misfits or those who are found to be incompetent in performing their duties. The discharge of an officer is a distasteful task in the public sector greatly because of the societal values and tradition attached to

1 Cloete, J.J.N.: *op.cit.*, p.116.

2 *Loc.cit.*

3 Republic of South Africa: *Lebowa Public Service Act, 1972, op.cit.*, sec.13.

government employment. Once employed, it is more difficult to dismiss an employee after the probationary period has expired, except under exceptional circumstances combined with elaborate procedures.<sup>1</sup> The procedure to be followed in discharging an inefficient officer is outlined in sections 16 and 17 of the *Lebowa Public Service Act, 1972 (Act 2 of 1972)*.

Under these circumstances the probationary period provides a solution. The probationary period is

... a valuable management tool that provides managers with an opportunity to seriously assess the employees' ability to perform the jobs for which they were hired, and to remove unsatisfactory performers in a relatively uncomplicated manner.<sup>2</sup>

Though incompetent officers are to be removed during the probationary period, this should not lead to the relaxation of other selection devices. Such an action is expensive in terms of money and time. Dismissal of a probationer should be undertaken as a last resort after other efforts like transfers, training and replacement have failed.

#### 4.5.1 Role of the supervisor during the probationary period

The probationary period, which under normal circumstances is twelve calendar months in Lebowa is the most decisive period to the probationer. It is during this period that supervisors complete the

1 Neville, R.: *op.cit.*, p.20.

2 *Loc.cit.*



selection procedures by careful observation and evaluation of a probationer.

For the purposes of this evaluation it is expected that the supervisor completes and submit a quarterly progress report,<sup>1</sup> about the officer concerned. The system of quarterly progress reports has an object of exercising control over the progress of an officer during the probationary period. It is intended to form the basis upon which the confirmation, extension or termination of the probationary period will ultimately be considered.<sup>2</sup> The reports are to be drawn by the controlling officer at the end of each third calendar month with effect from the date of the probationary appointment.<sup>3</sup>

The supervisor is not only expected to keep a watchful eye over the probationer in order to identify his shortcomings but he is also expected to assist the probationer to effectively and efficiently execute his duties up to the required standards. This is desirable because the discharge of an officer who was never given adequate guidance means wasted efforts, money and also a loss of a potential officer.

In this regard Neville writes that:<sup>4</sup>

The employee must be given adequate training and guidance throughout the probationary period ....

and he continues to write that

- 1 Republic of South Africa: *Lebowa Personnel Code*, Chapter A(iv).
- 2 *Loc. cit.*
- 3 Cf Annexure A.
- 4 Neville, R.: *op. cit.*, p.20.

- ... this means that the immediate supervisor... should:
- a. Provide orientation early in employment to assure that the new employee fully understands responsibilities, rules and policies;
  - b. Instruct the new employee carefully on each new work assignment;
  - c. Inform the employee of the standards of conduct and performance against which he will be measured;
  - d. Insist that the probationer meets the standards within a reasonable time and keep on meeting them;
  - e. Help the employee to do so;
  - f. Let the probationer know how well he or she is doing.

After this affirmative action and deliberate efforts to help the probationer to succeed, can the supervisor determine the fate of the probationer without feeling guilty, whether he can or cannot be retained in the Public Service. The decision to be taken may be one of the following; either

- a. to discharge the officer,
- b. to extend his probationary period or
- c. to confirm his permanent appointment in the Public Service.

The decision to discharge an officer who during his probationary period has been found to be unsuited for the Public Service, is provided for in the *Lebowa Public Service Act, 1972* (Act 2 of 1972). It provides that

... an officer who is serving on probation may be discharged from the Public Service by the Minister either during or at or after the expiry of the period of probation by giving one month's notice....<sup>1</sup>

1 Republic of South Africa: *Lebowa Public Service Act, 1972, op.cit.*, sec.13(4).

Cases of termination of probationary periods and discharge of officers who are on probation are very rare in the Lebowa Public Service. In most of the departments there is no record of those officers whose probationary period was terminated as a result of inefficiency. In the Department of Agriculture and Forestry, however, only one incident could be traced<sup>1</sup> for the year 1979. For the same period in the Department of Justice two officers were discharged. In 1980 only one such case was recorded in the Department of Justice.<sup>2</sup> The reasons for their discharge were poor performance in the case of two officers, misconduct in the case of one and continued ill-health in the case of another officer.

The probationary period may be extended if the officer is not discharged. This may be done in accordance with the provision which states that the Minister may on the evidence provided by the head of the department for not confirming such an appointment extend the period of probation.<sup>3</sup> The Personnel Code states that there is no limit to the period by which a probationary period may be extended, except in the case of pupil technicians whose maximum period of extension may not exceed two years.<sup>4</sup> A warning is, however, given to the departments to the effect that the departments should guard against the extension of the probationary period of officers at will when sufficient evidence already exist that their probationary appointment will not be confirmed.<sup>5</sup> Therefore

1 Data furnished by the Senior Personnel Officer of the Department of Agriculture and Forestry on 1981-02-12.

2 *Loc.cit.*

3 Republic of South Africa: *Lebowa Public Service Act*, 1972, *op.cit.*, sec.13(3)b.

4 Republic of South Africa: *Lebowa Personnel Code*, Chapter A(iv).

5 *Loc.cit.*



probationary period ought to be extended only in exceptional cases and in this regard the Personnel Code stipulates the maximum permissible years for the extension of the probationary period to be two years though this is not provided for in the *Lebowa Public Service Act*, 1972 (Act 2 of 1972). There are very few cases recorded under this condition.<sup>1</sup> From 1978 to 1980 only two cases of officers whose period of probation was extended was recorded in the Department of Justice.

The last instance concerns the confirmation of appointment. The confirmation takes place when an officer on probation has proven that he can undertake the functions of the post to which he was appointed satisfactorily in all respects. The head of the office has to satisfy himself that during the period of probation or extended period of probation the officer under probation has been diligent and his conduct uniformly satisfactory and that he is in all respects suitable for the post which he holds. He then may recommend the confirmation of the official's permanent appointment and the Minister may if the officer has complied with all the conditions to which his appointment was subject, confirm the appointment.<sup>2</sup> The conditions referred to here relates to the submission of the documents as set out in the fourth chapter of the Personnel Code.<sup>3</sup> The certification may read as follows:

- 1 Data furnished by the Senior Personnel Officer of the Department of Justice on 1981-02-03.
- 2 Republic of South Africa: *Lebowa Public Service Act*, 1972, *op.cit.* §ec.13(3).
- 3 Republic of South Africa: *Lebowa Personnel Code*, (Pretoria: Government Printers).

It is certified herewith that the above-mentioned officer during his ... probationary period namely from date of appointment to date, was zealous, that his ... behaviour generally was satisfactory and that he ... is in all respects capable for the post he occupies.<sup>1</sup>

This certification is the final endorsement that the applicant has successfully undergone the selection processes and is suitable for the government post and henceforth he is a full member of the public service personnel corps.

#### 4.6 Transfers: a means of filling posts from within

A transfer may be regarded as a lateral shift involving the movement of employees from one position or department to another, generally without involving a significant change in duties, responsibilities, skills required or compensation.<sup>2</sup> There is a clearcut policy in respect of productive personnel transfers in the Lebowa Public Service. This policy states when and under what circumstances transfers in the government service may be made, and it has uniform application in all the departments. The *Lebowa Public Service Act*, 1972 provides that whenever it is desirable and it is in the public interest, every officer or employee shall be liable to be transferred from his post to any other post in the same or any other department regardless of whether such a post into which he is being transferred is of lower or higher grading.<sup>3</sup>

1 See Annexure G.

2 Yoder, D. *et al.*: *Handbook of Personnel Management and Labor Relations* (New York: McGraw Hill Book Co., 1958), p.920.

3 Republic of South Africa: *Lebowa Public Service Act*, 1972, *op.cit.*, sec.14.

The conditions governing such a transfer are that such an officer whether transferred to a post higher or lower than the one he is currently holding shall not suffer any reduction or change in his salary scale.<sup>1</sup> The transfer of a person from a higher to a lower grading can lead to dissatisfaction. The same will also be true if an officer is transferred to a higher grading without an increase in salary. In curbing possible dissatisfaction provision is made that as soon as a suitable vacancy occurs to which his salary is appropriate, the Commission shall recommend the transfer of such an officer from either a higher or lower graded post to an appropriately graded post.<sup>2</sup>

Under normal circumstances the practice of transferring an officer particularly those who hold prescribed posts on the establishment, from his post to the post graded either higher or lower is not preferred by the Public Service Commission. This occurs rarely in the departments. If such a transfer becomes necessary the Commission should make its recommendation and the authority of the Minister for such a transfer be obtained.

The type of the transfer referred to above is called *production transfer* which is designed to facilitate the production requirements of the institution.<sup>3</sup> Another type of transfer is called *personnel transfer* which represents shifts made to meet the needs of employees rather than those of the employer.<sup>4</sup> This may be pursued

1 *Loc.cit.*

2 *Ibid.*, sec.14(1)b.

3 Megginson, L.C.: *op.cit.*, p.261.

4 Yoder, D.: *op.cit.*, p.528.



by the institution in order to comply with the request of a particular employee.

The causes of personnel transfers have been found to be many and varied. The request may be as a result of interpersonal conflicts, faulty placement into posts where employees have been put to work in jobs unsuited to their abilities, the physical conditions of the employee, the unfavourable climatic conditions of such a location, change in the marital status of an employee particularly female employees. Personnel transfers are a necessary tool in order to solve all or some of the mentioned problems.

Whether transfers are for production or personnel reasons, they are used to fill posts internally. This seems to form the basis of the primary policy of filling posts in the Lebowa Public Service, and as such ought to be handled with great care. Cloete writes in this connection that

Oorplasings moet ... volgens 'n program gereël word en nie op 'n *ad hoc*- en willekeurige grondslag onderneem word nie.

And that

Die persoonlike omstandighede van personeellede moet in berekening gebring word wanneer die oorplasings-programme opgestel word.<sup>1</sup>

This is very important as negligence of this may result in decreased morale, dissatisfaction and ultimately

1 Cloete, J.J.N.: *op.cit.*, p.118.

resignation of personnel, thus defeating the effort of building a strong personnel corps.

4.7 Promotion: A means of filling posts from within

The primary staffing policy in Lebowa as is the case in the Republic of South Africa whence the Lebowa Government inherited much of its personnel practices,<sup>1</sup> is to appoint new recruits to entry grades and to fill higher posts by promotions. This policy is set out in the *Lebowa Public Service Act, 1972* (Act 2 of 1972). The Act provides that

For the filling of any prescribed post on fixed establishment the Commission shall ... recommend either the transfer or the promotion of an officer....<sup>2</sup>

This provides for a more effective method of recruitment and selection of personnel for higher grades. It also acts as an incentive to personnel in the lower grades to better their qualifications and to undertake their work in a more productive manner in order to be considered for promotion. It also has the advantage that it stimulates healthy competition among the officials for positions. It is only when a higher post cannot satisfactorily be filled by this method that the departure from this policy can be condoned that the Commission recommend the appointment of a person who is not an officer.

1 Cf par.4.2.2(b), *supra*.

2 Republic of South Africa: *Lebowa Public Service Act, 1972, op.cit.*, sec.12(4).

Promotion implies a movement from a position or status on a lower level of responsibility to a position or status on a higher level of responsibility.<sup>1</sup> As a rule in the Lebowa Public Service, on promotion of an officer or an employee to a higher grade or rank a salary increase of at least one full notch on the appropriate key scale is granted.<sup>2</sup> Promotion may be based on seniority which refers to the individual's length of service, merit which refers to the individual's ability and capability to perform the job better than others. This condition is laid down by the *Lebowa Public Service Act*, 1972 (Act 2 of 1972), which states that in filling any post due regard shall be taken of the relative merit of the persons who are eligible to be considered for promotion, or the combination of the two.<sup>3</sup> Promotion in the Lebowa Public Service is based on the combination of seniority and merit. The latter weighs more than the former. This is more desirable from the incentive point of view, for it induces officers to increase their productivity in order to demonstrate their merit.

The principal object of this policy, i.e. filling existing vacancies by promoting officers from lower ranks to higher ranks is to secure the best possible incumbents for higher positions while maintaining the morale of the whole institution. Regard should of course be had to the fact that the main interest to be served by these promotions is that of the public and not the personal interests of individual members of the Public Service. Only public servants with superior

1 Charlesworth, J.C.: *Government Administration* (New York: Harper and Brothers Publishers, 1951), p.549.

2 Republic of South Africa: *Lebowa Personnel Code*, *op.cit.*, Chapter Aiv.

3 Republic of South Africa: *Lebowa Public Service Act*, 1972 (Act 2 of 1972), *op.cit.*, sec.11(7). See Megginson, L.C.: *op.cit.* p.260.



ability should be enabled to move up the promotion ladder as their merits deserve and as vacancies occur.

#### 4.7.1 Merit assessment for promotion

The *Lebowa Public Service Act, 1972* (Act 2 of 1972), provides that merit shall form the basis for promotion into higher grades on the fixed establishment.<sup>1</sup> The procedure to be followed in this connection is outlined in Chapter DIII of the Lebowa Personnel Code, and applies to officers who occupy prescribed posts in the Lebowa Public Service. For an officer to qualify to be considered for promotion he should have served an actual or nominal period of three (3) years in a particular rank before he can be rated for promotion to a higher post.

There are various methods of merit rating, e.g. the Chart Method, the Rank Order Method and the Forced Distribution System.<sup>2</sup> The Chart Method will be discussed as it is the system in use in the Lebowa Public Service. The Chart Method lists a number of traits or personal characteristics. The individual is rated by the Reporting Officer, who is usually the supervisor of the ratee, on each of the traits listed. Each trait on the Merit Report Form LK13,<sup>3</sup> is rated on a numerical scale and the totals of these traits are added to obtain a single numerical value for the overall rating.

- 1 Republic of South Africa: *Lebowa Public Service Act, 1972, op.cit.*, sec.12(3).
- 2 Doohar, M.J. & V. Marquis, (eds.): *Rating employee and supervisory performance* (New York: American Management Association, 1954), p.12.
- 3 See Appendix VIII.

The number of traits included in the merit form varies greatly depending on the objectives the form is intended to attain.<sup>1</sup> The LK13 merit form used by the Lebowa Public Service reflects five (5) traits.<sup>2</sup> The traits are responsibility, insight, human relations, organization and productivity.

For each quality as mentioned above relevant questions and its ratings are made in the appropriate space provided on the form. An example of how this is done follows hereunder.

QUALITY	MARKING X			SCORE
	Except- ional	Good	Satis- factory	Unsatis- factory
If any question not applicable state N/A in "Marking".				
a. <u>Responsibility</u>				
Is the officer punctual in observing hours of duty, appointment?				
Does he give immediate attention to his work without probing?				
Is his own work and that which flows through him accurate and correct?				
Does he carry out instructions, care for government property and renders returns on due date?				
If work demands it does he perform overtime voluntarily?				
The reporting officer must give hereunder a brief but full motivation with reference to specific examples of the officer's work performance and or conduct for the above grading.				

1 Doohar, M.J. *et al.*: *op.cit.*, p.12.

2 See Appendix VIII.

This is how the officer will be rated for each of the questions and ultimately of all the remaining characteristics. At the end of the rating the reporting officer will then add all the scores in order to obtain the final total score. A total score required for one in order to be considered for promotion is +50 marks.<sup>1</sup>

#### 4.7.2 Who should rate other officers?

The question, who is to rate other officers, is central to the effectiveness of merit rating. The quality of the rater will indeed have a bearing on the results of this system. In the Lebowa Government Service the Merit Report Form LK13 expressly stipulates on the first page that

The reporting officer must be at least one grade senior to the officer being reported on.<sup>2</sup>

This practice of seniors having to report on their subordinates is almost universal. The general rule in deciding upon who should rate is that the rater be the person who is in closest contact with the ratee's work.

Allied with the question of who is to rate is that of whether several persons should rate an individual. Much has been published about the increase in the reliability of ratings when ratings by several raters are averaged.<sup>3</sup> In pursuance of this the duly completed Merit Form and two recent bimonthly reports

1 Republic of South Africa: *Lebowa Personnel Code*, Chapter Diii.

2 See Appendix VIII.

3 Doher, M.J. *et al.*: *op.cit.*, p.24.



on an officer are to be presented to the Merit Committee in each department for modifications.<sup>1</sup> If the Merit Committee so feels, it may on the basis of its investigations increase or decrease the marks allotted to the officer by his supervisor.

One very important point to be borne in mind when making use of ratings by several persons is that the reliability of ratings will be increased by averaging the ratings made if the raters are equally competent to rate. Averaging ratings which were made by the raters who are unfamiliar with the ratee's work with a rating made by the person who really knows the ratee's work merely lessens the validity of this procedure. Ratings by those who are not conversant with the work may result in what is known as the "hallo effect" whereby the same ratings as made by the reporting officer are endorsed by those who are supposed to be checking on him. This will place the reporting officer in a more powerful position as far as the promotion of his subordinate officers is concerned. This may result in the most undesirable position of favouritism and nepotism by the supervisor and they will find their abode in this type of practice.

The quality of the highly placed officers in the Public Service will depend on how thorough and accurate the method whereby they were promoted to the higher ranks was applied. Relaxation of standards in order to promote the less competent officer to fill a vacancy of higher rank is undesirable and contrary to the provisions of the *Lebowa Public Service Act, 1972* (Act 2

1 See Appendix IX.

of 1972). The practice of filling higher vacant posts by those who are not fit to occupy them do occur in the Public Service.<sup>1</sup> This is done because of the many vacant higher posts and the officials found themselves "obliged to promote a man because you have a vacancy to fill".<sup>2</sup> This can be curbed by advertising these posts in order to invite suitable applicants from outside the Public Service. The *Lebowa Public Service Act*, 1972 (Act 2 of 1972), also makes provision for this and it ought to be implemented.<sup>3</sup>

#### 4.8 Conclusion

The quality of officers is central to the quality of the public service. Therefore the manner whereby these are recruited and selected is crucial for the public service.

It seems recruitment and selection in the Lebowa Public Service are just undertaken in order to satisfy the formalities thereof without attaching much meaning and the consequences which may follow after such an activity. From the recruitment and selection processes as practiced in the Lebowa Public Service it is clear that the quantity and not the quality is the main objective of staffing practice in the Lebowa Public Service.

The *Lebowa Public Service Act*, 1972 (Act 2 of 1972), gives room for effective personnel provision but

1 Lebowa Government: First and Second Report on the Sessional Committee on Public Accounts, Part III, p.2.

2 *Loc.cit.*

3 Republic of South Africa: *Lebowa Public Service Act*, 1972 (Act 2 of 1972), *op.cit.*, sec.12(4)b.

practice and approach to personnel provision have rendered these provisions such as recruitment from outside the service to be less operative.

The Lebowa Government should design policies which are geared towards the satisfaction of its manpower requirements and clear guidelines should be given to all those who are entrusted with the duty of staffing the Public Service. The services of outside consultants should be employed if no suitable candidate is available to undertake the work satisfactorily.



## Chapter 5

### TRAINING AND DEVELOPMENT OF PERSONNEL

#### 5.1 Introduction

The need for well-trained manpower in an institution is an indisputable fact. No institution should be satisfied with mediocre personnel but should endeavour to obtain personnel being second to none. Selection processes might be well-conducted and suited for contemporary needs. Public Administration is, however, dynamic and continually taking place within an ever changing environment. It is therefore necessary to ensure that public servants are up to date with all the aspects of their work. It is through training that these objectives can be achieved. New services, consequently procedures of performing them, expected standards, technological developments demand that people be trained to be suitable for the performance expected from a specific post.

This chapter deals with training as implemented in the Lebowa Public Service in order to increase the efficiency and productivity of those people who may aspire for public positions and those who are already occupying public posts. It assesses the profitability of this undertaking, and also its desirability in Lebowa as a developing state. Alternative ways of undertaking the training programmes will also be dealt with, in order to endeavour to suggest favourable solutions to the manpower shortages presently

experienced.

## 5.2 Training policy in Lebowa

In the filling of any post in the Public Service due regard should be given to the qualification of persons who are eligible for appointment. The fact that there are educational qualifications prescribed for appointment in certain grades, for example Grade II, in the Lebowa Public Service, indicates that public officials should comply with a certain level of educational training.

Though the *Public Service Act 1972* (Act 2 of 1972) does not explicitly provide for a training policy, other policy documents such as the *White Paper on Development Policy* do. The *White Paper on Development Policy* states that the Lebowa Government is

... convinced that the development of the human potential is the first priority ...

and that

... it is the quality of the people which will in the final analysis determine the pace and direction of development ...

and because of this conviction the Lebowa Government

... attaches a high priority to *education* and training in order to improve the quality of the labour ...<sup>1</sup>

1 Lebowa Government: *White Paper on Development Policy*, 1979, p.4.

both in the public and private sectors. Unless efforts are directed towards an identifiable object it will not benefit to pursue such. In order to attain the desired results, education and training should be goal oriented, aimed at the satisfaction of the already existing needs. The White Paper is explicit on this point. It states that:

The government determines that education and training must be geared to the identified development needs of the country.<sup>1</sup>

Literacy is one of the pre-conditions for development. Prof. M.H.H. Louw writes that:

There should be a substantial degree of literacy. Literacy is essential in the sense that development concerns everybody, especially the response part of development....<sup>2</sup>

This implies a desirability for a minimum level of education for all the citizens. It is the goal of the Lebowa Government to provide compulsory minimum education for all children in Lebowa.<sup>3</sup> Where this literacy is presently absent, adult education should be instituted to improve basic proficiency in reading, writing and reckoning skills. This general education will be treated in more detail under pre-entry training.

Because of the absence of legal documents little

1 *Ibid.*, p.4.

2 Louw, M.H.H.: The relation between socio-economic development and a civil service system, *Symposium on the economic and administrative development in Bantu territories*, University College of the North, 1966, p.28.

3 Lebowa Government: *White Paper on Development Policy*, 1979, p.4.



can be said of a legal basis for training in Lebowa. Nevertheless training has been undertaken ever since the attainment of self-governing status by Lebowa in 1972. The Public Service Commission Report of 1973 and subsequent reports devotes a section to both formal and informal training. The Report states that:

Bursaries have been awarded to various Lebowa citizens in order to improve their efficiency for careers as Public Servants.<sup>1</sup>

As training efforts have been undertaken since the granting of self-government, it can, therefore, be accepted that a training policy, though not formally contained in documentation, has been followed.

### 5.3 Training needs in Lebowa

... there are problems in connection with the availability of trained personnel.<sup>2</sup>

This was an observation made in 1973 by the Public Service Commission in its annual Report. It was hoped that the position would improve in the future but the position is not far better than it was in 1973. By 1980, 7 years later, similar statements about manpower shortages and untrained personnel have been uttered in the Lebowa Public Service.

It is not only a matter of manpower but shortage of trained manpower.<sup>3</sup>

1 Lebowa Government: *Public Service Commission Report*, 1973, p.12.

2 *Ibid.*, p.18.

3 Lebowa Government: *First and Second Reports on the Sessional Committee on Public Accounts*, 1980, Part II, p.2.

In 1973 it was bemoaned that

... the prolonged use of relative junior personnel against senior posts is not promotable for the efficiency of any administration.<sup>1</sup>

It was hoped that as training attempts proved and show results, a considerable improvement should be derived. By 1980 the same situation prevailed.

... in some cases we have to make use of junior officials to fill the senior posts due to the fact that we have no experienced senior officials.... There are several cases where we had to make use of junior officials to occupy those posts.<sup>2</sup>

As this situation is undesirable there is therefore a need for training in Lebowa. There is also a need that the training policy be contained in legislation to provide for training needs in Lebowa. It must be categorically stated that if the training policy is not contained in legislation the situation described above will continue thus hampering the attainment of the development goals of Lebowa. It must be remembered that the effectiveness of the services rendered by the government is determined by the quality of personnel and this can be obtained by quality training programmes.

The prerequisite for filling entry grades to clerical posts in Lebowa is a matriculation certificate with a grading of not less than an E symbol.<sup>3</sup> The

1 Lebowa Government: *Public Service Commission Report*, 1973, p.18.

2 Lebowa Government: *First and Second Reports on the Sessional Committee on Public Accounts*, 1980, Part II, p.2.

3 Lebowa Government: *Personnel Regulations*, Chapter B, B2(1).

majority of the entry grades candidates are high school leavers with little knowledge or experience of government functions and responsibilities. This group forms the basis of the Lebowa Public Service. By way of promotion, from clerks Grade II emanate clerks Grade I and from clerks Grade I emanate Senior Clerks and so on. If there is no basis of quality Grade II's there can therefore be no quality Grade I's and even less quality Senior Clerks.<sup>1</sup>

The type of education received at schools is to a greater extent not geared towards satisfying manpower requirements in the Public Service because the syllabi is of a general nature. So then, schools are not yet in a position to provide specialists for the entry grades in the Public Service. Even if specialists could be provided from educational institutions, such a person will definitely need orientation about the post for which he has been recruited.<sup>2</sup> Even when an experienced employee is recruited from outside the Public Service, he should be trained to the employer's way of doing things. Because of the nature of the system for filling posts in the Lebowa Public Service, there is therefore a need that officers in all grades be trained as each grade forms a basis for a higher and a more responsible one.

1 Lebowa Government: First and Second Reports on the Sessional Committee on Public Accounts, 1980, p.2.

2 Cloete, J.J.N.: *Personeel Administrasie*, (Pretoria: J.L. van Schaik, 1974), p.136.



### 5.3.1 Transfer of departments and services to the Lebowa Government

As the need arises, departments and services are transferred progressively from the South African Government to the Government of Lebowa.

Funksies soos Inligting, Ekonomiese Sake, Padverkeer, Motervervoer word geleidelik oorgedra, en by bestaande departemente ingedeel.<sup>1</sup>

As these services were never undertaken by the Lebowa Government before, it becomes necessary that officials should be trained for the proper execution of the new services. A good example is that in 1976 thirteen hospitals were taken over by the Government of Lebowa necessitating the training of the Black officials for a variety of functions required in a hospital.

The growth and the dynamic nature of the government service is another factor which necessitates training. The introduction of services such as data processing and the increase in the activities of the various departments, resulting in the increase in the administrative duties, necessitated the creation of additional posts. Table 5.1 below, indicates the number of new recruits during the period 1977 to 1980 who were in need of training.

1 Botha, M.C.: Opening address for the Thirteenth Annual General Meeting and Conference of South African Institute for Public Administration, *SAPPA*, Vol.11, No.4, December 1976, p.145.

Table 5.1 Number of new recruits in need of training<sup>1</sup>

PERIOD	PERMANENT POSTS	PERIOD	PERMANENT POSTS	INCREASE
1.1.77	2246	31.12.77	3278	1032
1.1.78	3278	31.12.78	4691	1413
1.1.79	4691	31.12.79	5163	472
1.1.80	5163	31.12.80	6233	1070

From the original figure of 2246 on the 1st January 1977 to 6233 in 1980 the increase has been nearly three times the original number. If efforts were made to train in 1977, tripple the efforts were necessary in 1980 to train public servants. The need for training will progressively increase from year to year.

In the previous paragraphs it was indicated that the Lebowa Government does not have a comprehensive training policy but rather undertakes training in an manner. The figures in Table 5.1 indicating the number of candidates in the entry grades in need of training, present a purturbing picture. If the number of the officials in higher grades who are in need of advanced training, is also taken into account, the picture worsens and the necessity of a comprehensive training policy, preferably contained in legislation becomes very clear. It must therefore be categorically stated that if the Lebowa Government wishes to have an effective personnel corps it wil have to give urgent attention to the formulation of a training policy, preferably contained in legislation.

1 Lebowa Government: *Public Service Commission Reports*, 1977 to 1980.

#### 5.4 Organizational arrangements for training

##### 5.4.1 Institutions and functionaries for training

##### 5.4.1.1 Homelands training division of the Department of Cooperation and Development

This division forms part of the Republic of South Africa's Department of Cooperation and Development. The main objective of this division is to accelerate the training of personnel of the National States.<sup>1</sup> Among other functions this division is to:<sup>2</sup>

1. Conduct research in connection with training,
2. Undertake liaison in connection with and the co-ordination of;
  - a. training schemes and
  - b. the maintenance of the existing schemes,
3. Stimulate the training in the Government Service of the National States,
4. Promotion of particular training schemes.

This training division actively participates in the training of staff for the Lebowa Government.

1 Cochrane, C.B.: "Aspects of personnel development and the organising of training in the Bantu Homelands in South Africa", *SAJPA*, Vol.12, No.2, June 1977, p.79.

2 *Loc.cit.*



#### 5.4.1.2 The Training Division of the Public Service Commission

Structurally this division consists presently of three officers of the following ranks: Principal Clerk, Senior Clerk and Clerk Grade I.<sup>1</sup> The ranks of these officers are in consonance with what Adu regards as proper grading for training officers. He writes that the head of the training division should be an officer of very high rank, keenly interested in training, preferably an officer at or near Permanent Secretary Level.<sup>2</sup> This division has as its objective the provision of training to officers of the Lebowa Public Service.<sup>3</sup> Its functions are to:<sup>4</sup>

- i) Create training opportunities;
- ii) Determine training needs; and
- iii) Assist in training.

#### 5.4.1.3 Heads of departments: role in training

As far as training and development of personnel is concerned the permanent heads of departments have a higher calling and responsibility. As much as they are responsible for the efficient administration of their departments, so they are also responsible for

1 Lebowa Government: Organisation and Establishment Report, of the Department of the Chief Minister, 1978, p.19.

2 Adu, A.L.: *The Civil Service in Commonwealth Africa*, (London: George Allen & Unwin Ltd., 1969), p.114.

3 Lebowa Government: Training Policy Document, undated, p.73.

4 Lebowa Government: Organisation and Establishment Report, *op.cit.*, p.18.

creating opportunities whereby their subordinates may be prepared for their present tasks and gradually for their future tasks. This task can be achieved through training. Each department should therefore have its own specific training policy in compliance with the general training policy of the whole Public Service.

Carstens writing about the task of the supervisor in the National States states that high priority should be given to training and that the head of the department should see to it that training facilities are provided and also that this training as far as practical be goal oriented.<sup>1</sup> He writes that the training of the Black officers in the National States is the greatest task of the permanent head of the department.<sup>2</sup>

Die hoofamptenaar moet toesien dat die Bantoe so spoedig doenlik opgelei en voorberei word om sy eie gemeenskap op alle vlakke van administrasie te dien.... Om die beleid van afsonderlike ontwikkeling van die Suid-Afrikaanse Regering te kan laat slaag en om te verseker dat die openbare administrasie in die bantoe-tuisland met die politieke ontwikkeling tred hou is die doelmatige opleiding van die Bantoe-amptenare een van die hoogste prioriteite wat 'n hoofamptenaar moet stel.<sup>3</sup>

#### 5.4.1.4 Departmental training sections

Adu expresses the need for the existence of the departmental training section in each department with the responsibility for organizing, operating and

1 Carstens, P.J.A.: *Die taak van die hoofamptenaar in die Bantoe-tuisland*, (Pretoria, Unpublished M.A. dissertation, University of Pretoria, 1974), p.51.

2 *Loc.cit.*

3 *Loc.cit.*

superintending all training required for the needs of all sections and classes of posts in the departments.<sup>1</sup> This responsibility is undertaken in Lebowa by a Departmental Training Committee consisting of supervisors who work in conjunction with the head of the department.<sup>2</sup>

#### 5.4.1.5 Departmental training officer

A departmental training officer is a person nominated from among the members of the Departmental Training Committee. The primary task of this person is to advise heads of departments and supervisors in regard to training.<sup>3</sup> These people are regarded as specialists in training techniques and determination of training needs but not as such as far as all functional aspects of their respective departments are concerned. Because of this there is therefore a need for some individuals to fill this gap which cannot be filled by departmental training officers in certain sections of their departments. This gap is filled in Lebowa by supervisors in each section of the department, by giving on-the-job training.

#### 5.4.1.6 Supervisors

The responsibility for functional training in Lebowa is primarily the task of the supervisor.

1 Adu, A.L.: *op.cit.*, p.114.

2 Data furnished by the Training Division of the Lebowa Government on 1981-02-03.

3 *Loc.cit.*



It is the responsibility of supervisors, at the various levels, to identify the training needs of their subordinates and to derive ways and means to meet these needs.<sup>1</sup>

This responsibility of developing subordinates by training is specifically listed in the duty sheets as a task of all those serving in a supervisory capacity.<sup>2</sup>

The Lebowa training policy clearly outlines that supervisors should:

- (a) display interest in the training and development of their subordinates and utilize all the available training facilities to broaden the knowledge and skills of their subordinates and favourably influence their attitudes.
- (b) not only counsel subordinates in connection with their training and development, but also take positive steps to compile and implement programmes of training and development for their subordinates, and
- (c) include "self development" as an additional duty on all duty sheets and report regularly on the manner in which it is fulfilled by their subordinates.<sup>3</sup>

#### 5.4.1.7 The individual himself

In the final instance individuals have to accept the responsibility for their own training. Unless an officer is willing to be trained no other effort

1 Lebowa Government: Training Policy Document, undated, p.73.

2 Lebowa Government: Organisation and Establishment Report of the Department of Justice, 1978, Annexure C, p.10.

3 Lebowa Government: Training Policy Document, *ibid.*, p.73, *et seq.*

can serve as an incentive, the responsibility to be trained rests squarely on the shoulders of the employee.

### 5.5 Pre-entry training

The need for pre-entry academic training has already been dealt with and mention was made that appointment in most of the entry posts in the public sector requires and prescribes a certain minimum level of educational qualifications.<sup>1</sup> For the purposes of this study, education and training as offered by high schools will not be looked into. This does not suggest that high school education is not important to the Public Service but to the contrary, as all clerical posts prescribe such qualifications. For example, the Personnel Regulations stipulate that

No person shall be appointed to the post of Clerk Gr. II and Clerk Gr. I unless he has a matric certificate or the equivalent thereof.<sup>2</sup>

In Lebowa and most countries of the world the requirements of the less responsible and clerical type of posts are filled by the existing post-primary education.<sup>3</sup> The reason for not giving this form of training attention is that presently there is no shortage of the supply of high school candidates. Attention will be given to university and technician qualifications as this, as will be shown later, is the field in which the Lebowa Government still experiences much shortages.

1 Cf Chapter 4, par.4.3.2.1, *supra*.

2 Lebowa Government: *Personnel Regulations*, Chapter B3.

3 Raphaeli, N.: *Readings in Comparative Public Administration*, (Boston: Allyn & Bacon Inc., 1969), p.262.

Pre-entry training relates to courses offered at universities and technicons usually leading to academic degrees or diploma certificates, designed for the more specialized governmental callings such as public health inspectors, medical practitioners, dieticians, civil and chemical engineers, city planners, agriculture officers and many others.<sup>1</sup> The curriculum for such pre-entry training is aimed at preparing students for careers in both the public and the private sectors.

#### 5.5.1 Pre-entry training by means of the Public Service Bursary Loan Scheme

In order to cater for pre-entry training, the Lebowa Government has instituted a Public Service Bursary Loan Scheme having as its objectives the following:<sup>2</sup>

- (a) to train persons or officers for appointment in prescribed posts or posts which cannot be filled by means of the normal methods of recruitment,
- (b) to enable officers of the public service to study in certain approved and appropriate fields.

As it can be deduced from these objectives, the Public Service Bursary Loan Scheme is therefore

... not a national training scheme, but was instituted solely to provide for the specific needs of the Public Service.<sup>3</sup>

1 Stahl, O.G.: *Public Personnel Administration* (New York: Harper & Row Publishers, 7th ed., 1976), p.229.

2 Republic of South Africa: *Lebowa Personnel Code*, Chapter C.

3 *Loc.cit.*



It is clear from this statement that any person who completes his degree or diploma as a result of the financial assistance received from this scheme, is expected to enter the Public Service for a period equal to the number of years taken to complete the degree or the diploma.<sup>1</sup> This form of training is indeed desirable in the public service, particularly in a development situation. Granting scholarships and bursaries to train staff should be one of the legitimate and normal practice of governments to obtain persons for specific positions in the public service.<sup>2</sup>

Bursary loans are competed for by persons who wish to undertake full-time study at a residential university. The University of the North near Pietersburg which is situated in Lebowa serves as an institution for higher learning for Lebowa Government officials. Until 1976, except for medical courses, the University of the North has in actual fact been the only university where full-time students holding Lebowa bursaries were allowed to study. Table 5.2 indicates the degrees and the number of grants per year made for study at the University of the North from the year 1973 to the year 1976.

1 *Loc.cit.*

2 Adu, A.L.: *op.cit.*, p.104.

Table 5.2 Degrees and number of grants per year<sup>1</sup>

Degree	1973 Grants	1974 Grants	1975 Grants	1976 Grants
B.Admin.	2	-	2	1
B.A.	-	1	-	2
B.A.(SS)	-	2	-	1
B.Iuris.	1	1	-	1
B.Com.	1	6	6	9
B.Sc.	-	1	1	1
B.Pharm.	-	-	2	1
D.LB.	1	-	-	-
PSLE	-	3	-	-
Total	5	14	11	16

Very few students favour diplomas as can be seen from Table 5.2. This is an unfortunate situation because diplomas are very important under the present development circumstances existing in Lebowa. Their worth and importance will be illustrated when the in-service training programmes are discussed under subsequent headings.

Though desirable, this method of training persons who never demonstrated an interest for the public service career, yields very low results and has proven in the meantime to be ineffective in providing highly needed manpower for the Public Service in Lebowa. Table 5.3 indicates the number of students who completed their qualifications as a result of the Public Service Bursary Scheme, the number of those who are gainfully

1 Lebowa Government: *Public Service Commission Reports*, 1973, 1974, 1975 & 1976.

employed and those who left for other sectors. For candidates with degrees such as B.Com., B.Sc., and B.Admin. to a lesser extent, the private sector is giving the Lebowa Government stiff competition. Most of these degree holders do not stay in the employ of the Government.

Table 5.3 Number of completors gainfully employed<sup>1</sup>

Year of Completion	Number Completed	Number Employed	Loss to other sectors
1973	6	2	4
1974	2	0	2
1975	4	1	3
1976	7	2	5
Totals	19	5	14

For the period 1973 to 1976 nineteen (19) students completed their studies at the University of the North with the aid of the Public Service Bursary Loan Scheme. Of the nineteen who completed their degrees, only five (5) were gainfully employed in the Public Service. Of the remaining fourteen (14) some worked only for the contractual period while others preferred to repay the loan and did not take up the position in the government service.

1 The figures were obtained from the Training Division of the Lebowa government on 1981-02-03.



## 5.6 In-service training

In-service training is an important form of training in the public service.<sup>1</sup> Specialised training of officials in the Lebowa Public Service has been common for some years. If the official is required to have specific skills in posts reserved for government action it is the responsibility of the state to train him.<sup>2</sup> This training becomes necessary because in a contemporary government the old apprenticeship idea that a top public servant learns through experience has been fully and finally rejected.<sup>3</sup> The reason for this is that the administrative sciences have progressed and advanced in their theory and practices that the elements of this theory and practice can only be transferred to an officer in a training situation.

### 5.6.1 Forms of in-service-training

In-service-training in the Lebowa Public Service takes place formally as well as informally. Formal training for the serving officials is undertaken by institutions such as colleges, technicons and universities. Informal or functional training is undertaken by the Public Service Commission itself in collaboration with other institutions, e.g. the Department of Co-operation and Development, and can also be undertaken on the job by the various functionaries entrusted with the responsibility of training.

1 Cochrane, C.B.: *op.cit.*, p.77.

2 Chapman, B.: *The Profession of Government* (London: George Allen & Unwin, 1959), p.222.

3 Cloete, J.J.N.: *op.cit.*, p.136.

#### 5.6.1.1 Formal in-service-training

Formal in-service-training takes the form of instruction at the various academic institutions leading to the attainment of formal qualifications. Formal training may be undertaken on a full-time or part-time basis by the serving public servants at an academic institution. Formal training of officials or persons who will after the completion of their studies come and take up employment in the Public Service is an investment and not a loss. This point is recorded in the following words of Adu:

An investment in the training for formal qualifications of persons who have already demonstrated interest, aptitude in a certain chosen career and have proved their loyalty is more likely to yield better returns in terms of efficiency, stability and morale.<sup>1</sup>

The movement away from and the rejection of the idea that top public servants learn through experience has led to a greater demand for candidates for the public service who are in possession of post-school qualifications. Cloete writes that this demand is

... so great and so urgent and that it is doubtful whether the traditional organizational structure of the South African Universities is still appropriate.<sup>2</sup>

As far back as 1966 wishes were expressed that universities and other similar institutions should not only train young people, but should involve matured

1 Adu, A.L.: *op.cit.*, p.104.

2 Cloete, J.J.N.: "The need for professional training in public administration, with special reference to the role of the Black graduate in the South African context". *The Public Servant*, February, 1981, p.10.

people from all walks of life in training programmes which will enable them to effectively and efficiently undertake their duties and functions in the Public Service.<sup>1</sup> The wishful thinking of those days have now become a reality. Universities now train people for various specialised fields. The reason why this type of training was not popular with public servants who occupy senior positions in the governmental institutions is explained by Cloete as the long held belief that university education was unnecessary for public administrators.<sup>2</sup>

#### 5.6.1.2 The manner in which formal in-service-training is undertaken in Lebowa

Formal in-service-training in the Lebowa Public Service is undertaken on the same line as it is the case with pre-entry training. For the formal training of the Public Servants use is made of the Public Service Bursary Loan Scheme. These loans may be granted for either full-time or part-time studies.

##### 5.6.1.2.1 Part-time studies

In order to equip the public officials more academically and to improve their post-school qualifications, bursary loans are awarded to serving public servants, to study part-time with any approved university for any course prescribed by the Commission

1 Louw, M.H.H.: *op.cit.*, p.30.

2 Cloete, J.J.N.: *op.cit.*, p.10.



and which will enable the official to effectively serve the government. For many years the University of South Africa served as the only institution for part-time studies. This will be shown in the following table. Now of late the University of the North has joined Unisa as far as part-time studies for post-graduate students are concerned.<sup>1</sup>

Table 5.4 Officers enrolled at Unisa

Degree	1977 Grants	1978 Grants	1979 Grants	1980 Grants
B.Admin.	-	-	5	10
B.A.	-	3	2	2
B.A.(SS)	-	-	-	-
B.Iuris.	5	-	11	7
B.Com.	2	-	8	8
L.LB.	2	-	4	4
PSLE	-	-	-	-
Senior PSLE	1	-	6	2
Total	10	3	36	33

Bursary loans for part-time studies are only awarded to serving public officials. The officials making use of this bursary loan agreement are expected to continue serving the government in any capacity for which the government deems him suitable for the period equal to the contractual period after having complied with the requirements of their prescribed courses.<sup>2</sup> As

1 Discussion with Prof. Dr. B.P. Botha, Head: Department of Public Administration, University of the North, May 1980.

2 Republic of South Africa: *Lebowa Personnel Code*, Chapter C.

far as this group is concerned the conditions for bursary agreements are stricter than those relating to the bursary holders who are non-officials. Should the official who has been granted the bursary to study part-time resign or be discharged for any reason other than being mentally or physically incapacitated before the completion of the contract period, he should immediately repay in one amount all monies which he received in terms of the agreement, plus six percent interest per annum calculated from the day of resignation.<sup>1</sup>

#### 5.6.1.2.2 The desirability for part-time studies

From Table 5.4 it becomes clear that many full-time students who obtained their degree qualifications as a result of the financial assistance received from the Government seldom take up employment in the Public Service. The majority of those who take up employment come to serve only for the contract period and very few remain in the employ of the Government. Though the agreement states that bursary holders should come and serve for the contract period the underlying motive is that these people should continue serving the Government though now under no obligation other than serving the public. The initial stages of employment are not very productive because such a person still needs to be oriented and to be shown and taught the functional aspects of his work. As such there is a need that an officer who is fresh from school be retained for a number of years so that the money

1 *Loc.cit.*

invested in him during his training be recovered from the productive service which he will be rendering after the induction phase. It is only after some years that an officer can be more productive, creative and innovative.

Because of the salary differences between new graduates who take up employment in the public sector and those who take up employment in the private sector, the private sector lures more trained candidates to its service which is detrimental to the government who financed the education of such an officer. Well-controlled part-time studies can to a greater extent help to solve this problem though it may have the disadvantage of prolonging the period of study thus affecting the immediate manpower requirements of the Public Service. In most cases an official studying part-time may take five to seven years before satisfying the requirements of the qualification for which he is studying. In the meantime this person would be utilising the knowledge he is gaining from his studies to the benefit of the Public Service. Added to this, the officer will be progressing upward as a result of promotion and simultaneously improve his salary. If on being granted the bursary loan the officer was Grade I and it takes him six years to complete his degree, by promotion this officer could have progressed through the rank of a Senior Clerk to that of a Principal Clerk. The salary attached to the post of a Principal Clerk may be more or less equal to that which is offered in the private sector for a new graduate. This will cause the official to think twice before leaving the public sector to a position in the private sector of which he is not sure of the prospects. By



this time the official shall have identified the prospects in the public sector and will be hesitant about taking up an employment in the private sector.

5.6.1.3 University training with  
the retention of salary

During the symposium on "the economic and administrative development of the Bantu territories" held at the University of the North in 1966, Dr Eiselen expressed his wish for the training of public servants in these words:

I am looking to this University and to other similar institutions, not only to train young people, but to take some of our mature people from other walks of life and to give them ... training which will enable them to take on jobs in the civil service.<sup>1</sup>

This type of training which has for many years been offered at the University of Zululand, is now being offered at the University of the North. The bursary agreement stipulates that:

During the period of study the officer's annual salary shall be paid to him in equal instalments at the end of every month. Any allowances and bonuses payable to the officer shall be payable to him.<sup>2</sup>

As it is the case with the officials studying part-time, the officials who study full-time with the retention of their salary are for disciplinary purposes subject to the *Lebowa Public Service Act, 1972 (Act 2 of 1972)*,

1 Louw, M.H.H.: *op.cit.*, p.38.

2 Lebowa Government: *Public Personnel Code*, Chapter C.

Personnel Regulations and the Personnel Code.

5.6.1.3.1 Institute of Public Service Training:  
University of Zululand

In order to cater for the training needs of public servants the Institute of Public Service Training was instituted at the University of Zululand. Structurally the Institute is an integral part of the University of Zululand and is therefore subject to the Council and the Senate of the University.<sup>1</sup>

The following diplomas which are designed in accordance with the needs of the public service are at present being offered by the Institute.<sup>2</sup>

- a) The Diploma Iuris
- b) The Diploma Legum
- c) The Diploma in Organization and Method Study
- d) The Diploma in Local Government and Administration
- e) The Diploma in Public Administration
- f) The Diploma in State Financing and Auditing
- g) The Diploma in Data Processing and Systems Analysis
- h) The Diploma in Cooperative Management and Administration

Cochrane writes that in this institute

The actual training of the students is done mainly through the medium of lectures ... where possible use is made of various modern training aids.<sup>3</sup>

1 Cochran, C.B.: *op.cit.*, p.16.

2 *Loc.cit.*

3 *Loc.cit.*

At the University of the North the following diplomas and certificates are offered.<sup>1</sup>

- a) The Diploma in Public Administration
- b) The Diploma in Municipal Administration
- c) The Diploma in State Finance
- d) The Diploma in Municipal Finance
- e) Proficiency Certificate in Public Administration

The Diploma in Public Administration and the Proficiency Certificate in Public Administration will be discussed as examples of the above-mentioned diplomas in order to highlight on curricula composition.

The Diploma in Public Administration consists of the following courses which are taken over a period of three years.<sup>2</sup> The Diploma requires that the students should attend classes full-time for a semester every academic year.

- First year:
- 1. Public Administration 111/112
  - 2. Political Science 111/112
  - 3. Municipal Administration 111/112
  - 4. Administrative Law 111/112

- Second year:
- 1. Public Administration 211/212
  - 2. Municipal Administration 211/212
  - 3. Interpretation of Statutes 211/212
  - 4. Professional Afrikaans 211/212 or Practical English 211/212

1 University of the North Calendar, 1982, p.160.

2 *Ibid.*, p.162.



- Third Year:
1. Public Administration 311/312
  2. Labour Law 311/312
  3. Municipal Law 311/312
  4. Professional Afrikaans 311/312 or  
Practical English 311/312

To be admitted to the Diploma the prospective student should possess a Senior Certificate and the selection is done in consultation with the student's respective government.

A Proficiency Certificate in Public Administration is offered as a part-time study for serving officers who are above the rank of administrative officer with academic qualifications acceptable to the Senate of the University.<sup>1</sup> These officers are expected to attend two compulsory symposia arranged specifically for the course. They are also expected to submit a research paper approved by the head of the Department.

Full-time academic training of the serving public servants at the University for a particular diploma, yields desirable results. The personnel turnover of such trained officers is very low.<sup>2</sup> Officers who followed this training are gainfully engaged in the service of the Government. An added advantage of this method of training to the public servants is that it makes it easy for them to pursue part-time studies with any other institution as they shall have been introduced to the basics of certain courses.

1 *Ibid.*, p.165

2 Information furnished by the Training Division of the Lebowa Government on 1981-02-10.

#### 5.6.1.3.2 Technical Training

The Lebowa Government has a great shortage of qualified technical staff. Efforts are being made to train Public Servants in order to remedy this situation. The training takes place at the following institutions: Shikwane Matlala Technical College, Tseke Maboea; and for agriculture at Tombi Seleka Agricultural College.<sup>1</sup> To a certain extent universities are also used to train public servants in technical fields such as land surveying.

The problem which faces the Lebowa Government as far as technical staff is concerned, is the unfair competition which is exerted by the private sector. The shortage of technically trained personnel is not a phenomenon only experienced by the public sector but also by the private sector. Because of this shortage and the private sector's flexibility in determining higher wages which induce more persons to apply for employment in that sector, the Public Service can retain only those officials who are Public Service spirited. Out of the thirty-three technicians who completed their studies at technical institutions, twenty-three were absorbed by the private sector and only ten remained in the public service.<sup>2</sup> The reason attributed to the ten officials remaining in the Public Service was found to be that these officials could not repay the loans granted to them. This included the tuition fee and the monthly salary they had received during their training.<sup>3</sup>

1 Lebowa Government: *Public Service Commission Report*, 1975, p.6.

2 Information furnished by the Training Division of the Lebowa Government on 1981-02-10.

3 *Loc.cit.*

It is suspected that some of these officials after completing their service will also leave the Public Service to take up positions in the private sector.<sup>1</sup> It is unfortunate that nothing is being done by the Government to curb this outward flow of trained personnel to the private sector, especially those who acquired their qualifications as a result of the financial assistance received from the Government. In principle there is a clear cut policy as far as this aspect is concerned. The Lebowa Government deems it as its objective to "decrease the flow of productive manpower to the outside centres",<sup>2</sup> but in actual fact nothing is being done in this connection.

The opposite is true of those persons who have been offered study loans to follow agricultural courses. These are retained in the Government Service.<sup>3</sup> The contributory factor here is that the nature of their courses is purely government oriented and a person leaving the service will have to be self-employed. These people have few alternatives as far as employment is concerned and can only find gainful employment in the public service.

#### 5.7 Financial implications of formal training by government

Government service bursary loans are classified as follows:<sup>4</sup>

- 1 *Loc.cit.*
- 2 Lebowa Government: *White Paper on Development Policy*, 1979, p.2.
- 3 Information furnished by the Training Division of the Lebowa Government on 1981-02-10.
- 4 Lebowa Government: *Public Service Commission Report*, 1977, p.10.



1. Full-time studies at the University,
2. Part-time studies at the University of South Africa.
3. Serving officials at universities with retention of salary.
4. Serving officials at technicons and colleges.

The total expenditure in connection with formal training of Lebowa citizens by means of granting study bursaries or study loans, excluding salaries paid in respect of those officers who study with the retention of salaries, is outlined in Table 5.5 for the years indicated.

Table 5.5 Different categories of bursaries<sup>1</sup>

Category of study bursary	1977	1978	1979	1980
Full-time at university	11800	17601	82780	109284
Part-time with Unisa	3250	750	13000	11850
Colleges and technicons	6379	6352	12717	7133
Serving officials at universities	7200	8400	19250	10530
Total	28629	33103	127747	138797

For the years mentioned above it seems that except for training schools and colleges the amounts granted each year had a tendency of rising. These figures should indeed serve as a stimulus to all those who are entrusted with the duty of training to be more alert in devising ways and means of retaining officials who received financial assistance from the Government for

1 Lebowa Government: *Public Service Commission Report*, 1977, 1978, 1979 and 1980.

their training. The bursary holders should be discouraged as far as possible to repay the bursary. They should be encouraged to remain in the service of the Government. This is necessary because the value of money spent on the training of the officer is more than what he can pay thereafter.

#### 5.8 Informal training

Mention has been made that the demand for candidates who are in possession of advanced qualifications is great and urgent. This aspect is not ignored in the Lebowa Government. Efforts are made to train officials for higher qualifications appropriate for the Public Service. The bursary scheme is accepted as instrumental for the training of officials in the Lebowa Public Service. This scheme, however, has some limitations. The scheme is, for example, limited to the granting of bursaries for those degree and diploma courses which are relevant to the existing government service. Little or no scope is provided for growth which might take place in the government service.<sup>1</sup> The practical implication is that only after new developments have taken place appropriate steps are then taken to train officials academically for the new responsibilities.<sup>2</sup> Limited financial resources for this scheme also have the effect of limiting the number of officials to be trained academically within a particular financial year. Coupled to this, is the point that the more officials are taken out of service for training in the

1 Cochrane, C.B.: *op.cit.*, p.78.

2 *Loc.cit.*

various institutions the greater the difficulty in obtaining suitable replacement personnel. The duration of courses at training institutions is also a limiting factor on the maximum utility of this method of training.

These shortcomings necessitate the implementation of other training strategies which will keep the government service going whilst officials are undergoing a training programme. This can be attained through informal training. The informal training in the Public Service is the function of the Public Service Commission through its Training Division. the courses offered by the Commission for the accomplishment of informal training in the Public Service are the following:<sup>1</sup>

- a) Management Orientation Courses  
which concern the fundamentals of administrative practices.
- b) Administrative Specialisation Courses  
which includes courses for Training Officers in collaboration with the Department of Cooperation and Development.
- c) New Entrants Orientation Courses  
which concern induction training courses.

The aim of these courses is in the case of Management Orientation Courses

... to acquaint supervisors in the public service with the basic principles of guidance and supervision of

1 Republic of South Africa: *Lebowa Personnel Coce, op.cit.,* Chapter C.



a group of workers and to lay foundation for more advanced management development.<sup>1</sup>

The training in Administrative Specialisation is aimed at assisting the training officers in acquiring knowledge and skills and attitude required for the proper execution of their training function while the induction courses are aimed at assisting the departments with the orientation of the new employees to the broad public service.<sup>2</sup>

As mentioned in the previous paragraphs functional or informal training provides a solution to the severe shortage of skilled and trained manpower in the public service. Attention will now be focussed to the syllabi and contents of these courses in order to assess their suitability and the extent to which they can alleviate the problem.

#### 5.8.1 The induction training courses

The contents of this training are as follows:<sup>3</sup>

- a) The Legislative Authority
- b) The Judiciary
- c) The control of the Executive Authority
- d) How the activities of the Public Service are financed.
- e) The Public Service
- f) The conditions of service

1 *Loc.cit.*

2 *Loc.cit.*

3 *Loc.cit.*

- g) Communication
- h) The officer and his work

Viewed in the light of the first year course in Public Administration at the University of the North this course is lacking in certain aspects, e.g. an introduction to Public Administration and the principles of public administration. Items a, b, and c above are included in the aspect known as the descriptive outline of the executive, legislative and the judiciary of the government.<sup>1</sup> Items c, to g are included in the introduction to the generic administrative processes<sup>2</sup> which are policy-making, personnel administration, financial administration, organisation, work methods and procedures and control over government activities. Item g can be included in the part played by the various governmental functionaries.

The mastery of this induction training course will put the officer on a favourable footing with a Course One student in Public Administration at the University of the North. That which will hold him back will be the limitations of the details of the course as imposed by the duration of the course which is seven days. This can of course be overcome by giving the officer who has attended the course typed notes to read on his own as a way of self-development after such a course. Officers can also be expected to write tests after a certain period in order to demonstrate their mastery of the course.

1 University of the North Calendar, 1982, p.

2 *Loc.cit.*

Unfortunately it seems from the Public Service Commission's Reports of 1973, 1974, 1975 and 1976 that no induction courses were conducted.

#### 5.8.2 Administrative Specialisation

Although the heading of the official documents of the Lebowa Government refer to the administrative specialization, I am of the opinion that it is not correct and should rather be seen as training specialization on the training of training officers. The contents of the course are as follows:<sup>1</sup>

- a) The assignment for the training officer
- b) The requirements for training
- c) Organisation of a training programme
- d) Planning of training
- e) Assessment of training needs
- f) How to meet training needs
- g) How to conduct a lecture
- h) How to utilise and manipulate questions
- i) Man to man training
- j) How to use conference methods in training
- k) How to conduct interviews
- l) Training problems
- m) Communication

An evaluation of this course content against the background of the literature on personnel training,<sup>2</sup> indicates that most of the aspects on training as discussed in these works are covered in this course.

1 Republic of South Africa: *Lebowa Personeel Code*, *op.cit.*, Chapter C.

2 Adu, A.L.: *Civil Service in Commonwealth Africa*; Cloete, J.J.N.: *Personeel Administrasie*; and Stahl, O.G.: *Public Personnel Administration*.



The duration of the course which is seven days is reasonable if coupled by lecture notes to be given to the officials for self-study and to serve as training manuals for them. This can also be made effective if a well-programmed follow-up after the course is established to ensure that officials will continually use their training manuals in order to increase their effectiveness from the training received.

Though a section is provided in the Public Service Commission Report for training, it seems from the annual reports as if no training was provided for the years 1973 to 1976. This is most probably because of the fact that training officers are not distinguished from the ordinary supervisor. In actual fact each and every supervisor in the Lebowa Public Service is expected to be a training officer.<sup>1</sup> This is not abnormal but is in accordance with on-the-job-training, but care should be taken that training officers be distinguished from an ordinary supervisor. It will be realised that training received from these officers will be greatly functional thus lacking in many aspects as outlined in the course contents.

### 5.8.3 Management orientation course

The contents of this course are related to most of the aspects found in the literature on administration. The contents are:<sup>2</sup>

- 1 Lebowa Government: Organisation and Establishment Report of the Department of Justice, 1978, Annexure C, p.10.
- 2 Republic of South Africa: *Lebowa Personnel Code*, *op.cit.*, Chapter C.

- a) Work planning
- b) Systematic method
- c) The supervisor in an organisation
- d) How to study and improve procedures and methods
- e) Principles of human relations
- f) The induction of new employees
- g) How to train workers
- h) Coordination and communication
- i) How to conduct interviews, discipline and grievances
- j) How to determine work standards and control work reports on subordinates
- k) The supervisor and his work

The duration of this course is nine days<sup>1</sup> which is indeed very little for the work of this nature. The same recommendations as made in the previous two courses are still applicable here, and can be of great value.

As far as this course is concerned there are some indications that efforts are being made to train supervisors in the proper execution of their duties. For example during September 1975 eighteen supervisors from the different departments attended a supervisory course<sup>2</sup> and the 1976 annual report of the Public Service Commission reflects that a supervisory course was held during June of the same year.<sup>3</sup>

Because of the conditions in which the Lebowa

1 *Loc.cit.*,

2 Lebowa Government: *Public Service Commission Report*, 1975, p.7.

3 Lebowa Government: *Public Service Commission Report*, 1976, p.3.

Government finds herself as far as trained manpower is concerned, it is desirable therefore that more efforts be made in functional training. This can indeed alleviate in a short term the severe shortage of skilled and trained manpower in the Lebowa Public Service.

## 5.9 Methods of training

The following methods of training are used in the Lebowa Public Service in pursuance of the objectives as outlined in the previous headings.

### 5.9.1 Group training

This method entails bringing people together in a group. The common kind of group training is the formal class or course patterned after the prototype educational institutions.<sup>1</sup> In most cases a lecture is given by an expert who is presumed to have superior knowledge, insight and experience in the course being given. For these purposes facilities have been made available in the Lebowa Public Service, for example a room equipped with the necessary facilities for training is made available for group training.

### 5.9.2 On-the-job-training

This is the most important method of training in

1 Stahl, O.G.: *op.cit.*, p.243.



the Lebowa Public Service. The responsibility of on-the-job-training is primarily the task of the skilled supervisors. This responsibility of training is listed in the duty sheet as the task of all those who are serving in a supervisory capacity.<sup>1</sup> This training is carried out in the work situation by means of man to man instruction and group instruction where necessary or possible.<sup>2</sup>

As far as on-the-job-training is concerned and in particular the role the supervisor has to play in such training Cochrane made this observation that the problem is that many of the supervisors, be they Black or White, seem to have a rather old fashioned approach to their training function. Subordinates are left to themselves or to the mercy of their raw colleagues. Although the development of the subordinate is specifically listed as a task of those serving in a supervisory capacity, there are too many instances where the task is grossly neglected and excuses for it not being done easily found.<sup>3</sup> If carried out properly many advantages can be derived from this method.

### 5.9.3 Audiovisual aids

This method emphasises the usefulness of films and other exhibit materials. Audiovisual aids include such media as: still pictures, models, specimen posters, film strips, slides and films. It was found during

1 Lebowa Government: Organisation and Establishment Report of the Department of Justice, 1978, Annexure C, p.10.

2 Cochrane, C.B.: *op.cit.*, p.77.

3 *Ibid.*, p.78.

the research that devices such as slides and films were being used as training aids.<sup>1</sup> These aids are used to train the officials of various ranks, ministers included.

#### 5.9.4 Reading

Among other tasks included in a duty sheet of each and every officer is the task named *self-development*.<sup>2</sup> The supervisor is expected to ensure that this task is not neglected by the subordinate officer. Reading is used as a training device for the attainment of this purpose. Officials should be encouraged to read extensively so as to improve their knowledge and experience in the job.

#### 5.10 Conclusion

Training is indeed indispensable for personnel development. At present this is the only effective tool available to the Lebowa Government in the building of an effective personnel corps, both by the Government herself and other training institutions.

What is left to be done in the Lebowa Public Service is that conscious efforts be made in the execution of this training function, and that proper organisational arrangements be made for the execution of this function.

1 Lebowa Government: Organisation and Establishment Report of the Department of Justice, 1978, Annexure C, p.10.

2 Lebowa Government: Inspection Report on the Office of the Magistrate: Naphuno, Annexure C, p.5.

As it is now, training is not undertaken on an orderly basis. The need for well-trained manpower warrants that training be undertaken on a full-time scale, particularly functional training, for the satisfaction of immediate and short-term needs.

A training policy should be well-defined for the Public Service as a whole and in particular for each and every department. Qualified officers should be appointed for the realisation of training needs in the Lebowa Public Service.



## Chapter 6

### FINANCIAL IMPLICATIONS OF PERSONNEL ADMINISTRATION

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#### 6.1 Introduction

In a contemporary government very little if ever can be accomplished without sufficient money. Money is needed to undertake and execute activities and projects by individuals as well as institutions of different sizes both public and private. Money is needed for the financing of different governmental services and also for the payment of those officials who render such services.

This chapter deals with the crucial aspects of the financial implications of personnel administration in the Lebowa Public Service. Attention is given to the actual governmental expenditure on its officers in the form of salaries and allowances. The financing of functional personnel activities such as recruitment, advertisements, selection of candidates and training have been left out as these constitute administrative expenditure and are thus budgeted separately. An attempt is also made in this chapter to prove the correctness of the view that the provision and utilization of personnel is the most expensive single undertaking of the government. Financial consequences which may befall the government if its personnel corps is not efficient and effective will be depicted in this chapter.

## 6.2 Sources of revenue in Lebowa

There are basically two main categories of sources of revenue in Lebowa. These categories consist of the following:

- a) revenue from Lebowa's own resources and
- b) revenue from the Republic of South Africa.

These sources are provided for in the *National States Constitution Act, 1971* (Act 21 of 1971). Detailed attention will be given to them and the constituent parts thereof in the subsequent headings.

### 6.2.1 Revenue from Lebowa's own resources

In accordance with the provisions of the *National States Constitution Act, 1971* (Act 21 of 1971), a Revenue Fund for the Lebowa Government was established. The Act provides that:

There shall be a Revenue Fund for any area for which a legislative assembly has been established.<sup>1</sup>

All the monies raised by or accruing to the Lebowa Government are paid into this Revenue Fund.

The following constitute the sources of revenue for the Lebowa Government which are in accordance with

1 Republic of South Africa: *National States Constitution Act, 1971* (Act 21 of 1971) (Pretoria: Government Printers, 1971), sec.6.

the provision of the *National States Constitution Act*, 1971 (Act 21 of 1971). This Act provides that:<sup>1</sup>

... there shall be paid into the Revenue Fund all moneys payable

- (i) by any citizen in respect of taxes, levies, and rates imposed in terms of the Black Taxation Act, 1969 (Act 92 of 1969) ... or the Black Trust Land Act, 1936 (Act 18 of 1936) and in respect of taxes, levies and rates imposed by or under any law of the legislative assembly....
- (ii) in terms of any Act of Parliament ... imposing any tax on incomes, profits or gains ... by any company which is recognized as a private company....
- (iii) all revenues and incomes including licence fees, taxes, fees of office, fines, forfeitures, rents and other moneys....

The Lebowa estimates<sup>2</sup> classifies these sources as follows:

- 01. General tax
- 02. Local and general sales tax
- 03. Special tax on citizens of Lebowa
- 04. Hire of vehicles
- 05. Licences
- 06. Stamp duties and fees
- 07. Fines and forfeitures
- 08. Pound fees
- 09. Rent of government property
- 10. Forestry revenue
- 11. Agricultural revenue

1 *Loc.cit.*

2 Lebowa Government: *Lebowa Estimates of Revenue*, March 1981, p.ix.



12. Motor and drivers' licences
13. Patient fees
14. Interest
15. Boarding fees
16. Towns
17. Departmental and miscellaneous receipts

All these sources as will be shown in Table 6.1, yielded for the financial year 1979/80 R24 830 000 and for 1980/81 financial year it was estimated at R32 621 000.<sup>1</sup> As can be seen from Table 6.1, taxes such as general tax, local and general sales tax, special tax on the citizen of Lebowa, motor and drivers' licences and others, yield more income for the Government.

#### 6.2.2 Grants from the Republic of South Africa

Grants from the Republic of South Africa represent the second but the most important category of the sources of revenue for the Lebowa Government. The grants are paid out of the South African Revenue Fund and may include any additional amounts voted by the South African Parliament each year for certain specified purposes and other incidental matters.<sup>2</sup> The grants from the Republic of South Africa amounted to R62 100 000 in 1979/80 financial year and for 1980/81 financial year the grants were estimated at R81 579 000.<sup>3</sup> Hereunder follows Table 6.1 which indicates the two

1 *Loc.cit.*

2 Republic of South Africa: *National States Constitution Act, 1971, op.cit., sec.6 & 7.*

3 Lebowa Government: *Lebowa Estimates of Revenue, op.cit., p.x.*

main categories of the Lebowa's sources of revenue and their constituent parts and what each category yielded for the financial years 1979/80 and 1980/81 respectively.

Table 6.1 Sources of Revenue

Category 1 Heads of revenue	Revenue (R)	
	1979/80	1980/81
General tax	11 400 000	12 000 000
Local and general sales tax	66 000	1 500 000
Special tax on citizens of Lebowa	1 000 000	1 100 000
Hire of vehicles	2 523 710	4 253 000
Licences	171 720	295 000
Stamp duties and fees	73 000	100 000
Fines and forfeitures	615 050	570 000
Pound fees	86 500	50 000
Rent of government property	476 910	547 000
Forestry revenue	941 510	1 400 000
Agriculture revenue	1 539 450	1 800 000
Motor and drivers' licences	915 750	1 000 000
Patient fees	1 099 320	1 100 000
Interest	733 000	1 000 000
Boarding fees	825 910	920 000
Towns	1 330 610	1 600 000
Departmental and miscellaneous receipts	1 031 560	2 786 000
<b>Total revenue from own sources</b>	<b>24 830 000</b>	<b>32 621 000</b>

1 Lebowa Government: *Lebowa Estimates of Revenue*, 1979/80 and 1980/81 respectively.

Table 6.1 (continued)

Category 2 Heads of revenue	Revenue (R)	Revenue (R)
	1979/80	1980/81
Grants payable out of the State Revenue Fund in terms of section 6(2)(c) of the Black States Constitution Act, 1971	40 426 000	44 558 000
Additional amount to be voted by Parliament	2 362 750	2 711 000
Other	19 311 250	34 310 000
Total revenue from State Revenue Fund	62 100 000	81 579 000
Grant Total	86 930 000	114 200 000

The above Table reveals that the revenue from Lebowa's own sources in 1979/80 financial year amounted to R24 830 000 of the total revenue of R86 930 000 which was 28,5%, an amount just slightly above a quarter of Lebowa's financial requirements for that financial year. For the financial year 1980/81 Lebowa's own resources yielded R32 621 000 of the R114 200 000 which was the amount needed to enable the government to undertake its activities, and this amount constituted 28,5% of the total governmental budget. From these estimates it is clear that the Lebowa Government cannot raise half of its financial requirements from its own sources. This implies that the South African Government has to shoulder much of Lebowa's financial responsibility because the Lebowa Government is still under the guardianship of the government of the Republic of South Africa. The Lebowa Government depends on the South African Government for most of its financial requirements.



The implication of these figures to the South African Government as far as the Lebowa Government Service is concerned and in particular personnel administration in Lebowa, is that if money is misused by paying salaries and allowances to an ineffective and inefficient personnel corps, South Africa stands to lose much because the salaries of Lebowa's officials constitute more than what the Lebowa Government can raise from its own sources as will be indicated later.<sup>1</sup> This suggests that though the Lebowa Government is responsible for the efficiency of its own Public Service, the South African Government is also responsible as a guardian to ensure that this efficiency is attained. The cost of the low standards of personnel practices will be defrayed from the two governments, that is the Lebowa Government and the government of the Republic of South Africa. Ultimately this means an unnecessary taxation burden on the citizens for unproductive governmental activities.

### 6.3 Financial relationship between personnel administration and other governmental activities

Personnel provision and utilisation is one of the most expensive undertakings in the public sector. Cloete, writing about this point, states that:

n Groot deel van die fondse van elke owerheidsinstelling word aan personeel bestee - gewoonlik ongeveer 60% van die totale uitgawe.<sup>2</sup>

1 Cf par.6.3, *infra*.

2 Cloete, J.J.N.: *Inleiding tot publieke administrasie* (Pretoria: Van Schaik Beperk, 1976), p.14.

Venter<sup>1</sup> also found that the payment of salaries and allowances to the public service personnel to be of the highest and important government expenditure of its budget. The same is also true for the Lebowa Government. Personnel expenditure which includes all the expenditure concerned with the conditions of service of officers and employees, e.g. salaries, wages, remunerative allowances, overtime pay, bonuses and gratuities,<sup>2</sup> constitute the highest expenditure of all standard items of the budget which are, personnel administration inclusive, the following:<sup>3</sup>

1. Administrative expenditure: which is the normal administrative commitments of the departments such as subsistence and transport, postal and telecommunication, advertisements, entertainment expenditure and other such expenditures.
2. Stores and livestock: This relates to the expenditure on the acquisition of the store's items of consumable nature such as chemicals, paint, oil, fodder, provisions, medicines and others.
3. Equipment: This expenditure relates to the purchase and the acquisition of store items of non-consumable nature such as heavy and expensive machines, furniture and labour saving devices.
4. Professional and special services: are expenditure which have been incurred as a result of the

1 Venter, J.J.: *The transition from a colonial public service to self administration in Malawi* (Pretoria, Unpublished M.A. dissertation, Unisa, 1974), p.137

2 Lebowa Government: *Lebowa Estimates of Revenue*, 1981, p.iv.

3 *Loc.cit.*

services received and rendered by professional and specialised persons and firms. These may include payment to physicians, architects, accountants and such others in respect of a service which is not performed by a department with its own resources.

5. Land and buildings: is the expenditure on the purchase of or the renting of land, buildings and other structures.
6. Transfer payments: are moneys which are not spent on goods and services but are paid over to other persons and bodies. These include among others grant-in-aids, social pensions and subsidies.
7. Miscellaneous: These are expenditures on all those other items which are not covered by the aforementioned standard items of expenditure.

As can be seen from Table 6.2 personnel expenditure from 1974/75 to 1978/79 constituted more than thirty-six percent of the total governmental budget which is in relation with what was stated previously,<sup>1</sup> more than Lebowa's revenue from its own income sources which was 28,5% for 1979/80 and 1980/81 respectively.

Table 6.2 indicates the financial relationship between personnel expenditure and other standard items of expenditure of the Lebowa Government for the three financial years namely 1975/76, 1976/77 and 1977/78.

1 Cf par.6.2.2, *supra*.



Table 6.2 Standard Item Expenditures<sup>1</sup>

	THE DEPARTMENT OF																					
	CHIEF MINISTER		INTERIOR		WORKS		EDUCATION		AGRICULTURE & FORESTRY		JUSTICE		HEALTH & WELFARE									
	1975/76	1976/77	1975/76	1976/77	1975/76	1976/77	1975/76	1976/77	1975/76	1976/77	1975/76	1976/77	1975/76	1976/77								
A. PERSONNEL EXPENDITURE	128 600	229 700	278 200	147 800	257 900	292 200	846 300	964 200	1 752 300	486 200	384 500	686 400	958 900	728 500	750 200	4 000	6 000	8 000	170 300	2 794 400	3 905 900	6 385 600
B. ADMIN. EXPENDITURE	25 000	46 800	66 400	46 800	28 000	33 900	602 200	658 700	714 000	79 000	79 800	84 400	594 400	805 400	877 800	97 000	162 500	187 300	-	285 100	509 400	
C. STORES & LIVESTOCK	500	500	500	30 700	42 300	43 500	8 000	5 000	5 300	12 500	14 200	4 200	10 000	10 200	10 200	6 500	14 000	14 500	-	1 000	34 100	
D. EQUIPMENTS	102 700	92 000	72 500	90 200	122 900	166 200	4 600	3 600	3 900	24 600	24 400	14 200	18 600	18 500	11 100	10 000	11 000	7 500	-	8 900	6 000	
E. LAND & BUILDINGS	1 137 900	1 875 500	2 221 400	99 500	115 900	259 200	23 300	25 900	25 800	416 400	642 600	7 300	57 800	56 500	63 200	4 900	4 800	11 400	100	3 500	19 000	
F. TRANSFER PAYMENTS	167 000	170 000	190 000	30 000	23 000	23 000	2 570 000	2 476 000	3 555 300	486 200	384 500	686 400	958 900	728 500	750 200	4 000	6 000	8 000	170 300	2 794 400	3 905 900	6 385 600
	R1 000 000	R1 000 000	R1 000 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000	R10 000

1 Lebowa Government: Extract of the Estimates of Expenditures for the year ending 31st March 1976, 31st March 1977 and 31st March 1979 respectively.

An analysis of Table 6.2 indicates that:

- a) expenditure on personnel, unlike on other standard items, has a characteristic of constant rise and increase.
- b) personnel expenditure of the departments indicated on the table is the highest item of expenditure in comparison with each standard item of expenditure of all the departments.
- c) except in the Department of Works where personnel expenditure was the second highest in 1975/76, personnel expenditure for the same period in all the remaining departments was the highest expenditure item.
- d) for the two financial years namely 1976/77 and 1977/78 and except for the Department of the Chief Minister and the Department of Works in which personnel expenditure was the second highest expenditure item, personnel expenditure in other departments was the highest.
- e) personnel expenditure of the departments indicated on the table in relation to each standard item expenditure was the highest for each of these financial years namely 1975/76, 1976/77 and 1977/78.

This relationship can be seen also from Table 6.3 below.

Table 6.3 Relationship between  
standard item expenditures<sup>1</sup>

Year	Personnel	Adminis- trative	Stores & Livestock	Equip- mets	Land & Buildings	Transfer Payments
1975/76	14 197 300	1 444 400	68 200	250 700	1 739 900	4 386 400
1976/77	19 639 000	2 066 300	87 200	281 300	2 724 700	6 582 400
1977/78	27 349 900	2 473 200	112 300	281 400	2 607 388	8 989 900

1 *Loc.cit.*

Table 6.4 below shows the relationship between expenditure on personnel and the total governmental budget of the Lebowa Government for the financial years 1974/75 to 1978/79.

Table 6.4 Relationship between expenditure on personnel and the total governmental budget<sup>1</sup>

Period	Total budget (R)	Estimated total personnel expenditure	Personnel expenditure %	Daily expenditure
1974/75	26 330 000	10 475 300	39,8	28 699
1975/76	37 250 000	14 197 300	38,1	38 896
1976/77	53 876 700	19 639 000	36,5	53 805
1977/78	69 608 000	27 349 900	39,29	74 931
1978/79	80 858 000	34 020 710	42,07	93 207

The above table does not include labourers' wages who are engaged in governmental projects because their wages form part of the project on which they work. If this was not the case, expenditure on personnel would have been higher than what is indicated in the above table. It is clear from this table that expenditure on personnel constitute more than one quarter of the total governmental budget. The average daily expenditure on personnel as at the 31st March 1979 for the financial year 1978/79 was R93 207 as can be seen in Table 6.4 above. The average daily expenditure like the total expenditure on personnel have increased considerably since 1974. This rise can be expected in the future as other departments may be established and

1 *Loc.cit.*



additional services rendered which will have the effect of more persons being employed.

The point that expenditure on personnel administration is the highest has been established also for other self-governing Black States.<sup>1</sup> For example the the following financial statistics depicted in Table 6.5 below shows the personnel expenditure for the Qwaqwa Government.<sup>2</sup>

Table 6.5 Personnel expenditure in Qwaqwa

Period	Total budget (R)	Estimated total personnel expenditure	Personnel expenditure %	Daily expenditure
1974/75	4 062 039	392 393	9,66	1 075
1976/76	7 686 527	2 229 093	29,00	6 107
1976/77	9 921 115	3 174 757	32,00	8 698
1977/78	11 512 230	4 950 259	43,00	13 562
1978/79	13 438 400	6 853 584	51,00	18 777

The above tables confirm the point that personnel administration in the public sector is the most expensive item. If it is borne in mind that salaries, allowances, bonuses and gratuities of seconded officials are not included in these figures, there is no doubt that these figures would have been higher if posts which are presently filled by seconded officials from the Republic of South Africa were filled by the Lebowa citizens. This has the effect of reducing the

1 Qwaqwa Government: Letter from the Secretary; Qwaqwa Public Service Commission, dated 1980-02-10.

2 *Loc.cit.*

expenditure on the actual number of all officers who serve the Lebowa Government as the remuneration of the seconded officials is the responsibility of the South African Government.

From all these figures one point is eminent namely that unless the Public Service is manned by the most competent officials a considerable number of millions of rands is being engaged yearly to nonbeneficial ventures. The need for quality officials in the public sector is a point which needs no debate. The introduction and the retention of less qualitative officials in the public service means running the public service at a loss and cost which cannot be defrayed.

#### 6.4 Financial handicaps in the building of a strong personnel corps

In the introduction to this chapter it was stated that no institution can function effectively without adequate financial resources and it was pointed out in Chapter 5 of this work that the reason for the outward flow of relatively trained and experienced officials was among others their dissatisfaction about their remuneration. Financial availability and the ability of the government to pay its personnel does influence the acquisition and the retention power of the government of those officials who are more competent. As has been indicated in Chapter 5 the most competent and highly trained officials do not stay in the employment of the government service due to the fact that the Public Service pays less than the private sector. In actual fact the Public Service is used as a training ground and springboard. People align themselves with the Public

Service only for the purposes of equipping themselves for greener pastures and careers in the private sector.

The outward flow of the more competent people from the public sector to the private sector is not peculiar only to the less developed National States but also in the relatively more developed countries such as South Africa. It is for example on record in the South African Public Service that there is a

... trend of capable people training with the civil service, then leaving at the height of their powers for senior jobs in the private sector. At present the public service loses seven out of 10 employees within the first decade of their careers, and they are usually the best.<sup>1</sup>

This situation is untenable for the less developed countries such as Lesotho and immediate remedial action is necessary. There is no need for the Lesotho Government to learn from its own bitter experiences. Those who are responsible for the smooth running of the Public Service should learn from the experiences of other relatively developed countries such as South Africa and immediately adjust their personnel practices in accordance with the prevailing circumstances. Thought should be given to decisions such as having "a small but efficient administration" as put by the South African Public Service Commission chairman in these words:

We want a smaller, more effective and well-paid civil service. Our theme will be to provide more for the better man.<sup>2</sup>

1 *Financial Mail*, June 1979, p.9.

2 *Loc.cit.*



This should enable the Public Service to recruit and retain more competent people should there be a need and if no suitable official already in the government service presents himself for such a position. This should not be confined to lower levels and entry grades only but should permeate to all levels.

#### 6.5 Conclusion

The most restraining and pinching aspect which the Government has to cope with is the limited financial resources. Limited financial resources has a retarding effect on the country's development in all the spheres. In this Chapter it has been shown that the Lebowa Government operates within these financial constraints. This awareness calls for a quality personnel corps that will be more effective and efficient in the execution of its daily activities and that each and every cent available to the government should be used to the maximum benefit of the citizen.

This Chapter made it clear that within these financial constraints personnel administration claims the greater share. This knowledge and the realisation that the government is operating within certain financial constraints should lead to research being conducted into ways and means of effectively and efficiently utilising that which the government has. Attention is not given to this aspect. It is highly desirable that something in this line should be done.

## Chapter 7

### CONCLUSION

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Before 1948 no uniform policy existed for the government of the Black peoples of the Union of South Africa. After the National Party gained power in 1948, a uniform policy for the government of the Black peoples, known as the policy of Separate Development, was introduced. The policy of Separate Development made it possible for the national states to become self governing and to ultimately attain independence. The political and constitutional developments of the national states resulted in more responsibility being transferred from the South African Government to the self governing national states. The new responsibilities brought along problems, such as, the shortage of skilled and suitably qualified personnel corps, which the self governing national states had to cope with.

The purpose of this study was to illuminate and to determine the staffing practices which are in operation in the Lebowa Public Service, and also the contributions of these practices in solving the problem of the shortage of skilled and suitably qualified personnel. In doing so, aspects such as policy for personnel, organisation for personnel, personnel provision, personnel training and development and financing for personnel, came under scrutiny for the purposes of this study. A descriptive analytic approach was adopted in tackling the problem.

Chapter 2 depicted organisational arrangements for public personnel administration in the Lebowa Public Service. Institutions and bodies concerned with personnel administration, namely, the Legislative Assembly, the Cabinet, the Public Service Commission, the Departmental Staff Sections and other functionaries, have been discussed. The importance of good organisational arrangements for the institutions concerned with public personnel administration cannot be over-emphasised. Good organisational arrangements are necessary because no activity can take place in a vacuum. For public personnel administration, the Lebowa Public Service has adequate institutions with good organisational structures. There is, therefore, no immediate need for complex organisational arrangements to deal with personnel matters in the Lebowa Public Service.

Chapter 3 made it clear that an understandable policy on any contentious matter is a pre-requisite for the efficiency and the effective operation of an institution. A policy is a foundation for orderly activities in government. For the orderly personnel provision and utilisation, and personnel training and development, clear and understandable policies are essential. A policy is essential in order to outline broadly what the wishes of the government-of-the-day are concerning a particular issue. Clear policy directives are necessary to map out the way along which all those concerned have to move towards the desired destination.

The *Lebowa Public Service Act, 1972 (Act 2 of 1972)*, is the primary policy document for personnel administration in the Lebowa Public Service. Unfortunately,



the *Lebowa Public Service Act, 1972 (Act 2 of 1972)*, does not provide explicitly for all personnel matters. For example the Act does not lay down explicitly what personnel system is to be applicable in the Lebowa Public Service. On aspects such as secondment and Africanisation of posts in the Lebowa Public Service, the *Lebowa Public Service Act, 1972 (Act 2 of 1972)*, is silent. These matters need a definite and clear policy. The policy should state how and when will secondment take place and what conditions will govern such a practice. As far as Africanisation is concerned, the policy should lay down clear directives as to how and on which conditions will Africanisation of posts in the Lebowa Public Service be embarked upon. Clear policies which will take into account the environmental peculiarities existing in Lebowa should be developed. The practice of importing policies which ignore the prevailing conditions in the Lebowa Public Service should be discouraged.

Chapter 4 has demonstrated clearly that personnel provision practices in the Lebowa Public Service leave much to be desired. Personnel provision practices seem to be applied without much direction. The prevailing conditions in the Lebowa Public Service should pinpoint the line of action. The shortage of skilled manpower in the Lebowa Public Service can be overcome by making sustained efforts to recruit and retain those present and qualified in certain fields to the Public Service. Fields of recruitment are not sufficiently explored and as such qualified Lebowa citizens may be left out of employment of their own government. Selection devices are inadequately employed thus hampering the efforts to create a quality personnel corps.

In order to overcome this problem of personnel provision, a deliberate and vigorous approach should be followed. Efforts should not be spared in exploring the possible areas of recruitment in order that the best available recruits be enticed to the public service. If the government does not have officials who can undertake this function, the services of outside professionals and consultants should be engaged even if it may entail some costs.

This study proved that it is an indisputable fact that the Lebowa Public Service experiences many problems as far as the availability and the retention of suitably qualified personnel is concerned. The problem of scarcity and unavailability of well-qualified personnel is predominant in the Lebowa Public Service. In order to overcome this, even if partially, sustained training efforts should be undertaken. Personnel training and development programmes should be undertaken in order to increase the potentials, skills and capabilities of the existing personnel. For conditions as they exist in the Lebowa Public Service, training is highly recommended as other efforts such as importing skilled workers from elsewhere may be expensive.

Though in principle it is agreed that training of personnel in the Lebowa Public Service is essential, no statutory provision is made for training. It is recommendable that the training policy be contained in legislation in order to accord training the necessary place it deserves. Training programmes which are presently being undertaken should be reinforced because the need for trained personnel still exists.

For a balanced development in a country, sufficient financial resources are needed. The availability of financial resources has an important role to play in the country's development. Finance is one of the greatest obstacles the Lebowa Public Service has to cope with. The unavailability of money affects development adversely. There does not seem to be an immediate solution for this in the Lebowa Public Service. Under these circumstances the correct attitude to be adopted should be that of maximising the benefits with the existing limited resources.

In the light of all the arguments advanced in this study, it remains now to determine whether the hypothesis stated in Chapter 1 has been satisfactorily verified. The original hypothesis read as follows:

- a) Lebowa does not give adequate attention to its staffing practices; and that
- b) Lebowa's personnel provision methods are inadequate and deficient.

Concerning the first hypothesis, Chapter 4 has indicated that sufficient attention is not given to the personnel provision in the Lebowa Public Service. The fact that:

1. not all the recruitment areas are explored - thus increasing the possibilities of leaving out capable employees from the Public Service,
2. recruitment methods are not sufficiently used,
3. interviews are not patterned and standardised - thus making the selection of candidates less effective because of lack of the same measuring standard,



4. unqualified junior officials are used to fill higher posts for which no suitable candidates exist.
5. there is no standard of performance required,
6. recruitment policies do not take into account the prevailing manpower shortages in the Lebowa Public Service,

is proof enough that personnel provision in the Lebowa Public Service does not receive the necessary attention it deserves. Much is said about the perturbing manpower shortages in the Lebowa Public Service but less done to remedy the undesirable situation.

The second hypothesis about the inadequacy of the personnel provision methods has been proved true because of the lack of well-trained officials who administer these methods. Chapter 5 in particular has demonstrated the need for training while Chapter 6 indicated the financial obstacles which have to be contented with.

For the Public Service to cope with the provision of quality employees, the Government should adopt a professional attitude to its staffing practices. Qualified people in personnel administration should be appointed. Vacant posts should be advertised in order to attract suitably qualified candidates. The emphasis should not only be on the filling of posts from within, but all the Lebowa citizens who qualify, whether they be in the public sector or the private sector should have the opportunity to apply for positions in the Lebowa Public Service.

Training and personnel development should be

continuously undertaken as an alternative way of enhancing the quality of the personnel corps in the Public Service of Lebowa. These efforts to enhance the competency of the officials by the government by giving them formal training, do not serve much of the desired purpose in certain fields such as science and commerce. The contributing factor here may be ascribed to lack of legislation on training in the Lebowa Public Service. Lack of legislation on training renders the training efforts futile.

On this question the Government should be strict. It should be made clear to all the bursary holders that after the completion of their studies, nothing less than a service equal to the contractual period will be accepted. A bursary holder should be under a definite obligation to fulfil the requirements and the conditions of the bursary agreement. The Lebowa Public Service cannot afford to lose its trainees and high quality personnel to other sectors. All possible efforts should be made to halt such an exodus. Competitive salaries for key posts in the Public Service should be considered. With these recommendations it can be hoped that the situation in the Lebowa Public Service will improve.

From the facts which emanated from this study, it can be said in conclusion that the Lebowa Government will be well advised to completely review her staffing practices. Those practices which do not promote economy and efficiency need to be overhauled or discarded in the Public Service.







BURSARY LOAN AGREEMENT : FULL TIME STUDY

AGREEMENT ENTERED INTO BY AND BETWEEN .....

in his capacity as Secretary for the Public Service Commission on behalf of the .....

Government (hereinafter called the "Commission") on the one part; and

born ....., address .....

(hereinafter called the "student")

in the other part, assisted by his/her father or guardian, if minor:-

Full name of father or guardian .....

Relationship ..... Address .....

1. The Commission hereby undertake to make a bursary loan available to the student as follows, subject to the conditions mentioned hereinafter :-

First-year course	R .....	Fourth-year course	R .....
Second-year course	R .....	Fifth-year course	R .....
Third-year course	R .....	Sixth-year course	R .....

in order to enable him/her to study within the Republic of South Africa for the

degree/qualification, the course which extends over a minimum period of .....

year(s) continuously from .....

with major subjects .....

2. Yearly grants are paid in two equal instalments direct to the relative university. The first instalment shall be paid on production by the student of -

- (a) this agreement duly completed and signed;
- (b) an acceptable medical certificate; and
- (c) satisfactory proof of enrolment for the above-mentioned course of study.

Thereafter payment of the moneys shall be made half-yearly in advance upon receipt of a report from the authorities of the University concerned, to the effect that the student's progress has been satisfactory in all the relative subjects.

3. The student undertakes -

- (a) to take the necessary course of study full time at a university approved by the Commission in order to obtain the aforementioned degree/qualification with the aforementioned major subject(s) - within the aforementioned period ;
- (b) to undergo practical training during vacation periods, as may be prescribed by the university or institution, in an office indicated by the Commission. (for any period spent in this manner, the student normally receives the remuneration paid to university students employed in the Public Service during vacation periods) ;
- (c) to furnish the Commission with a certified copy of his/her examination results in respect of any annual examination within a period of one month after such results have been released by the university or institution;



- (d) to enter the Government Service \* if the Commission so desires, after having complied with all the requirements of the degree/qualification, and within a period of two months after he/she has been called upon in writing to do so, and to serve for a continuous period of at least ..... years (hereinafter called the "contract period" in the grade and on the salary scale applicable to the post to which he/she may be appointed, transferred or promoted; provided that the Commission shall not be entitled to direct the student to fulfill his/her obligations under this agreement after a period of six months calculated from the date on which notice was received by the Commission from the student that he/she has complied with all the requirements of the degree/qualification. Provided further that if the Commission desires that the student should enter the Government Service and he/she complies with all the other conditions of this agreement and has completed the contract period indicated above, the Commission will absolve the student from the payment of full amount of the bursary moneys plus interest that would otherwise have been payable in terms of this agreement;
- (e) to repay immediately, after he/she has been called upon in writing to do so, the following moneys, should he/she leave the Government Service or be dismissed for whatever reason, except when he/she becomes incompetent through mental derangement or is bodily incapacitated before completion of the contract period -
- (i) an amount equal to 40% of the bursary moneys, plus
  - (ii) the remaining 60% of the said bursary moneys, which 60% will be reduced pro rata in proportion to the period he/she has rendered actual service in terms of this agreement as against the contract period, plus
  - (iii) interest at the rate of 6% per annum on the amounts mentioned in sub-paragraphs (i) and (ii) above, calculated from the first day of the month following the month in which he/she has completed his/her studies.
- (f) if, in the event of death, the conditions of this agreement cannot be fulfilled, the student's liability for repayment of any moneys in terms of this agreement will lapse on the date of his/her death.

4. The student further agrees to the following conditions attaching to the bursary loan :-

- (a) The Commission may at any time withdraw the bursary loan if, in its sole discretion, it considers that the student has misconducted himself/herself or has not made satisfactory progress in his/her studies or that the student fails to comply with any other obligation in terms of this bursary loan agreement ;
- (b) In the event of the Commission withdrawing the bursary loan where it, in its sole discretion, is of opinion that the student has not made satisfactory progress in his/her studies, it may permit the student to continue at his/her own expense the course for which he/she entered, or any other course approved by the Commission, and required the student to accept the post which may be offered to him/her after he/she has completed the course. Provided that he/she complete such course within a period not longer than two years in excess of the minimum period prescribed for the relative course; and provided further that, if, in the opinion of the Commission, the student makes satisfactory progress, the Commission may grant the student a further bursary loan on such conditions as it may determine.
- (c) In the event of the Commission withdrawing the bursary loan or if the student abandons his/her studies at any time or if the student renounces the bursary loan at any time or if the student fails to complete his/her studies within the aforementioned period or such extended period as mentioned in sub-paragraph (b) above, the Commission may require the student to -
  - (i) repay immediately the following moneys after he/she has been called upon in writing to do so -
    - (aa) all bursary moneys paid to or on behalf of him/her; and
    - (bb) interest at the rate of 6% per annum on the amounts mentioned in sub-paragraph (aa) above, calculated from the first day of the month following the month in which the bursary loan has been withdrawn, it has been renounced, the student has abandoned his/her studies or the prescribed minimum period of study, or the extended period of study as the case may be, has lapsed;

OR

- (ii) serve in the Public Service in any capacity and in any office for which the Commission considers him/her suitable, for a period, at a salary and on a salary scale, and on such conditions in regard to full or partial exemption from the repayment of the said moneys and interest as the Commission may determine, and in the student's failing or neglect to comply with this sub-paragraph, the Commission is entitled to apply paragraphs (c)(i)(aa) and (bb) above *mutatis mutandis*.
- (d) The eventual appointment of the student shall be in terms of the Regulations governing appointment to the Public Service, or the Teaching Service \* as the case may be. In the case of female bursary holders, the attention is invited to the instructions regarding the appointment and retainment of services of married women. If a female bursary holder's permanent appointment is so terminated, she may be called upon -
  - (i) to serve temporarily in the capacity in which she was appointed under such conditions as the Commission or the Director of Education and Culture, as the case may be, may determine, for the unexpired portion of the contract period she has undertaken to serve the Government Service, or
  - (ii) to repay the amount of the bursary moneys, plus the interest thereon as aforesaid ;
- (e) Vacation and study leave with full or partial remuneration (excluding vacation leave which may be granted to him/her for purposes of study) will count as service in fulfilment of the contract period in terms of clause 3(d) above, and should leave of any other nature be granted to him/her, or if he/she is absent from duty without permission before the contract period has expired, the contract period will be extended with a number of days equal to the period(s) of such granted to him/her and/or the period(s) he/she has been absent from duty without permission ;



- (f) If and when the contract period is extended in terms of clause 4(e) above, he/she will during the extended contract period be subject to the provisions of this agreement in the same manner as if the extended contract period originally formed a part of the contract period mentioned in clause 3(d) above ;
  - (g) The contract period mentioned in clause 3(d) above, may be served simultaneously with one or more of any other service obligation(s) which may rest upon him/her in terms of a training, study leave or another similar agreement.
5. The student elects as his/her *domicilium citandi et executandi* and for the purposes of any notice or for the service of any legal process arising out of this agreement, the following address :-
- .....
- .....
- .....
6. The undersigned ..... will in no way be personally liable for any claims or other matters arising out of this agreement.

Signed at ..... on this .....  
 day of ..... 19.....

**Witnesses:**

- 1. ....
  - 2. ....
- .....  
 on behalf of the  
 ..... Government.

Signed at ..... on this .....  
 day of ..... 19.....

.....  
 Student

**Witnesses:**

- 1. ....
- 2. ....

(If the student is a minor, this agreement must be countersigned by his/her father or guardian).

Assisted by me,

.....  
 Countersigned by father or  
 guardian of the student.

**Witnesses:**

- 1. ....
- 2. ....

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\* For the purpose of paragraphs 3(d), 3(e) and 4(d) of this agreement "Teaching Service" shall be deemed to be service in the various educational institutions which are under the direct or indirect control of the Department of Education and Culture.

G.P.-S.

81/97143 Z BJ

REPUBLIEK VAN SUID-AFRIKA



REPUBLIC OF SOUTH AFRICA

## AANSOEK OM 'N BETREKKING—APPLICATION FOR EMPLOYMENT

Let wel.—Die applikant moet hierdie vorm in sy/haar eie handskrif met ink invul en, indien beskikbaar, afskrifte van opvoedkundige sertifikate aanheg. Please note.—This form must be completed in ink by the applicant in his/her own handwriting and, if available, copies of educational certificates must be attached.

## A. WERK VERLANG—EMPLOYMENT DESIRED

1. Betrekking verlang Employment desired		2. Departement(e) in voorkeurorde Department(s) in order of preference	
3. Verwysingsnommer (indien enige) Reference number (if any)		4. Wanneer kan u diens aanvaar? When can you assume duty?	5. Sentrum(s) waar aanstelling verkies word in voorkeurorde Centre(s) where appointment is preferred in order of preference

## B. PERSOONLIKE BESONDERHEDE—PERSONAL PARTICULARS

1. Van (soek naaiers toe indien van toepassing) (in blokletters) Surname (also maiden name if applicable) (in block letters)		3. Telefoonnommer Telephone number		4. Dui aan met 'n X in die toepaslike ruimtes. Mark with an X in the appropriate spaces.
2. Voornam(e) (in blokletters) First name(s) (in block letters)				
5. Geboortedatum Date of birth	6. Identiteitsnommer Identity number	7. Bevolkingsgroep Population group	8. Etniese groep (in geval van Bantoes) Ethnic group (in the case of Bantu)	
9. Permanente posadres—Permanent postal address		10. Naaste spoorwegstasie Nearest railway station		
11. Naam en beroep van vader—Name and occupation of father				
12. Is u 'n Suid-Afrikaanse burger? Are you a South African citizen?		13. Indien nie, meld nasionaliteit If not, state nationality		
14. Het u 'n liggaamlike en/of geestelike gebrek of siekte? (Indien wel, beskryf) Have you any physical and/or mental defect or disease? (If so, describe)				
15. Datum waarop u onderbroke militêre diensplig/tuisfrontopleiding voltooi is Date on which you completed your compulsory continuous military service/home front training				
16. Getal en ouderdomme van afhanklike kinders Number and ages of dependent children			Vir amptelike gebruik For official use (Sertifisering van geboortebesonderhede, ens.) (Certifying of particulars of birth, etc.)	
17. Is u al ooit skuldig bevind aan 'n kriminele oortreding of ontslaan uit diens? Have you ever been convicted of a criminal offence or been dismissed from employment?  Indien wel, meld besonderhede op aparte vel If so, furnish particulars on separate sheet				
18. Ingeval u 'n profesie of beroep broefen wat Staats- of amptelike registrasie vereis, meld datum en besonderhede van registrasie If your profession or occupation requires State or official registration, state date and particulars of registration				
19. Amptelike taal waarin u u korrespondensie verkies Official language in which you prefer to receive your correspondence				

Blaai om/Turn over







**GESONDHEIDVRAELYS.  
HEALTH  
QUESTIONNAIRE.**

HIERDIE VORM MOET DEUR KANDIDATE VIR PERMANENTE AANSTELLING IN DIE STAATSDIENS VOLTOOI WORD.  
THIS FORM MUST BE COMPLETED BY CANDIDATES FOR PERMANENT APPOINTMENT IN THE PUBLIC SERVICE.

**VIR DEPARTEMENTELE GEBRUIK.  
FOR DEPARTMENTAL USE.**

Aanvaar/verwerp ingevolge voorskrifte  
Accepted/rejected in accordance with directions

*Handrekening-Signature*

Datum / 19 Rang  
Date Rank

Departement  
Department

**A**

1. van (in blokletters) Surname (in block letters)				
2. Voorname First Names				
3. Ouderdom Age	jr. yrs.	4. Lengte Height	m	5. Gewig Weight kg

**B**

1. Is u suksesvol ingrent? Have you been successfully vaccinated?		Ja Yes	Nee No
LY U, OF HET U AL OOIIT GELY ARE YOU SUFFERING OR HAVE YOU EVER SUFFERED FROM-	DUI AAN MET 'N KRUIS IN DIE TOE- PASLIKE KOLOM. MARK WITH A CROSS IN THE AP- PROPRIATE COLUMN	INDIEN ENIGE ANTWOORD JA IS, GEE BESONDERHEDE VAN DIE AARD, GRAAD, DATUM EN DUUR VAN DIE SIEKTE. IF ANY ANSWER IS YES, GIVE DETAILS OF THE NATURE, SEVERITY, DATE AND DURATION OF THE ILLNESS.	
2. Enige veliekte? Any skin disease?	Ja-Yes	Nee-No	
3. Enige aandoening van die beenskiel en/of gewigte? Any affection of the skeleton and/or joints?	Ja-Yes	Nee-No	
4. Enige aandoening van die oe, ore of neus? Any affection of the eyes, ears or nose?	Ja-Yes	Nee-No	
5. Enige aandoening van die hart of bloedsomloopstelsel? Any affection of the heart or circulatory system?	Ja-Yes	Nee-No	
6. Enige aandoening van die bors of asemhalingstelsel? Any affection of the chest or respiratory system?	Ja-Yes	Nee-No	
7. Enige aandoening van die spysverteringstelsel? Any affection of the digestive system?	Ja-Yes	Nee-No	

LY U, OF HET U AL OOI CELY AAN- ARE YOU SUFFERING OR HAVE YOU EVER SUFFERED FROM-	DUI AAN MET 'N KRUIS IN DIE TOE- PASLIKE KOLOM MARK WITH A CROSS IN THE AP- PROPRIATE COLUMN		INDIEN ENIGE ANSWOORD JA IS, GEE BESONDERHEDE VAN DIE AARD, GRAAG, DATUM EN DUUR VAN DIE SIEKTE. IF ANY ANSWER IS YES, GIVE DETAILS OF THE NATURE, SEVERITY, DATE AND DURATION OF ILLNESS.
8. Enige aandoening van die urinêre stelsel en/of geslags- organe? Any affection of the urinary system and/or genital organs?	Ja-Yes	Nee-No	
9. Enige senuwee aandoening of geestes afwyking? Any nervous affection or mental abnormality?	Ja-Yes	Nee-No	
10. Enige ander siekte? Any other illness?	Ja-Yes	Nee-No	

C

	Ja-Yes	Nee-No
1. Het u enige gehoor-, spraak- of gesigsgebrek? Do you suffer from any defect of hearing, speech or sight?		
2. Is u ligesamlik gestrem en maak u gebruik van kunstledemate? Are you physically disable and do you use artificial limbs?		
GEE BESONDERHEDE VAN DIE AARD EN GRAAD VAN DIE GEBREK. GIVE DETAILS OF THE NATURE AND SEVERITY OF THE DISABILITY.		

D

	Ja-Yes	Nee-No
1. Het u ooit enige operasie(s) ondergaan? Have you undergone any operation(s)?		
GEE BESONDERHEDE VAN DIE AARD EN DATUM VAN DIE OPERASIE(S). GIVE DETAILS OF THE NATURE AND DATE OF THE OPERATION(S).		

E

Ek verklaar dat die inligting hierbo waar en juis is en dat ek geen inligting oor my gesonderheidstoestand verwyg het nie. I declare that the above information is true and correct and that I have not withheld any information regarding my health.	
Handtekening-Signature	Datum-Date

## GESONDHEIDVRAELYS. HEALTH QUESTIONNAIRE.

HIERDIE VORM MOET DEUR KANDIDATE VIR PERMANENTE  
AANSTELLING IN DIE STAATSDIENS VOLTOOI WORD.  
THIS FORM MUST BE COMPLETED BY CANDIDATES FOR PER-  
MANENT APPOINTMENT IN THE PUBLIC SERVICE.

### VIR DEPARTEMENTELE GEBRUIK. FOR DEPARTMENTAL USE.

Aanvaar/verwerp ingevolge voorskrifte  
Accepted/rejected in accordance with directions

Handtekening/Signature

Datum Date	/	19	Rang Rank
---------------	---	----	--------------

Departement  
Department

A

1. van (in blokketters) Surname (in block letters)				
2. Voornaam First Names				
3. Ouderdom Age	jr. yrs.	4. Lengte Height	m	5. Gewig Weight
				kg.

B

1. Is u suksesvol ingeent? Have you been successfully vaccinated?		Ja Yes	Nee No
LY U, OF HET U AL OOI GELY AAN- ARE YOU SUFFERING OR HAVE YOU EVER SUFFERED FROM-	DUI AAN MET 'N KRUIS IN DIE TOE- PASLIKE KOLOM. MARK WITH A CROSS IN THE AP- PROPRIATE COLUMN	INDIEN ENIGE ANTWOORD JA IS, GEE BESONDERHEDE VAN DIE AARD, GRAAD, DATUM EN DUUR VAN DIE SIEKTE. IF ANY ANSWER IS YES, GIVE DETAILS OF THE NATURE, SEVERITY, DATE AND DURATION OF THE ILLNESS.	
2. Enige veliekte? Any skin disease?	Ja-Yes	Nee-No	
3. Enige aandoening van die beenstelsel en/of gewigte? Any affection of the skeleton and/or joints?	Ja-Yes	Nee-No	
4. Enige aandoening van die oë, ore of neus? Any affection of the eyes, ears or nose?	Ja-Yes	Nee-No	
5. Enige aandoening van die hart of bloedomloopstelsel? Any affection of the heart or circulatory system?	Ja-Yes	Nee-No	
6. Enige aandoening van die bors of asemhalingsstelsel? Any affection of the chest or respiratory system?	Ja-Yes	Nee-No	
7. Enige aandoening van die spysverteringsstelsel? Any affection of the digestive system?	Ja-Yes	Nee-No	



1. Y U, OF HET U AL OOIT GELY AAN- ARE YOU SUFFERING OR HAVE YOU EVER SUFFERED FROM-	DUI AAN MET 'N KRUIS IN DIE TOE- PASLIKE KOLOM MARK WITH A CROSS IN THE AP- PROPRIATE COLUMN		INDIEN ENIGE ANTWOORD JA IS, GEE BESONDERHEDE VAN DIE AARD, GRAAG, DATUM EN DUUR VAN DIE SIKTE. IF ANY ANSWER IS YES, GIVE DETAILS OF THE NATURE, SEVERITY, DATE AND DURATION OF ILLNESS.
8. Enige aandoening van die uriniere stelsel en/of geslags- organe? Any affection of the urinary system and/or genital organs?	Ja-Yes	Nee-No	..... .....
9. Enige senuwee aandoening of geestes afwyking? Any nervous affection or mental abnormality?	Ja-Yes	Nee-No	..... .....
10. Enige ander siekte? Any other illness?	Ja-Yes	Nee-No	..... ..... .....

**C**

	Ja-Yes	Nee-No
1. Het u enige gehoor-, spraak- of gesigsgebrek? Do you suffer from any defect of hearing, speech or sight?		
2. Is u liggaamlik gestrem en maak u gebruik van kunstledemate? Are you physically disable and do you use artificial limbs?		

GEE BESONDERHEDE VAN DIE AARD EN GRAAD VAN DIE GEBREK.  
GIVE DETAILS OF THE NATURE AND SEVERITY OF THE DISABILITY.

.....  
.....  
.....

**D**

	Ja-Yes	Nee-No
1. Het u ooit enige operasie(s) ondergaan? Have you undergone any operation(s)?		

GEE BESONDERHEDE VAN DIE AARD EN DATUM VAN DIE OPERASIE(S).  
GIVE DETAILS OF THE NATURE AND DATE OF THE OPERATION(S).

.....  
.....  
.....

**E**

Ek verklaar dat die inligting hierbo waar en juis is en dat ek geen inligting oor my gesondheidstoestand verwyg het nie.  
I declare that the above information is true and correct and that I have not withheld any information regarding my health.

.....

Handtekening-Signature Datum-Date

**CONFIDENTIAL**

DEPARTMENT OF WORKS  
INTERVIEWING GUIDE

1. NAME:						
2. AGE:						
3. SEX:						
4. ACADEMIC QUALIFICATIONS:	A-5	B-4	C-3	D-2	E-1	a
5. POST-SCHOOL QUALIFICATIONS:	ONE MARK PER RELEV. COURSE				b	
6. NEATNESS AND APPEARANCE	EXCEPT	GOOD	AVERAGE	POOR	c	
7. DESIRE TO WORK FOR GOVERNMENT	EXCEPT	GOOD	AVERAGE	POOR	c	
8. APPLICANT'S BACKGROUND AND CONDUCT	EXCEPT	GOOD	AVERAGE	POOR	c	
9. LANGUAGE PROFICIENCY	EXCEPT	GOOD	AVERAGE	POOR	c	
10. SUITABILITY FOR APPOINTMENT	EXCEPT	GOOD	AVERAGE	POOR	c	
11. GENERAL REMARKS . . . . .						
. . . . .						
. . . . .						
. . . . .						
12. SIGNATURE:..... DATE:.....						

- (a) Marks are allocated according to symbols on the relevant certificate A: 5 marks, B:4 marks, C:3 marks, D:2 marks, E:1 mark.
- (b) One mark per relevant courses already obtained up to a maximum of 10 courses.
- (c) Marks here are allocated as follows: Exceptional:4, Good:3, Average:2, Poor:0



REPUBLIC OF SOUTH AFRICA.  
LEBOWA GOVERNMENT SERVICE.

Z. 187  
81/97345

QUARTERLY REPORT: OFFICER ON PROBATION.  
KHUPANARAMA : CONFIDENTIAL

- N.B.-(1) This form should be completed immediately after the expiration of the period mentioned and in the light of the comments on the Supervisor's Report. It should then be shown to and signed by the officer on probation, and forwarded to the Head of the Department through the usual channels.
- (2) Cases of maladjusted officers should be brought to the notice of the Public Service Commission without delay.

Name .....		Report No. ....	
Rank .....		Period .....	
Insert X in appropriate column.	Satisfactory	Unsatisfactory.	(xi) Is the officer in your view placed correctly? If your answer be "no", what do you propose?
(i) Attendance			.....
(ii) Zeal			.....
(iii) Thoroughness and accuracy			.....
(iv) Willingness to learn			.....
(v) Conduct			.....
(vi) Friendliness and helpfulness			(xii) Do you anticipate that at the expiration of the probationary period the officer will be suitable for a permanent appointment?
(vii) General progress			.....
(viii) Language proficiency: N. Sotho/Afrikaans/ English.			.....
(ix) Sobriety			.....
(x) Appearance and dress			.....

.....  
Supervisor. Rank. Date

COMMENTS OF HEAD OF OFFICE OR DIVISION.

.....  
Signature Rank. Date

If officer on probation desires to submit representations in connection with the contents of the report, he should do so separately.

NOTED.

.....  
Officer on probation Date.



ANNEXURE "G"

GOVERNMENT SERVICE

.....  
 Certificate: Confirmation of Probationary Appointment.  
 Mr./Miss. ....  
 Identification Number: ....  
 Rank(s) during Probationary Period .....  
 Present Department .....

It is certified herewith that the above-mentioned officer during his/her probationary period, namely from date of appointment to date, was zealous, that his/her behaviour generally was satisfactory and that he/she is in all respects capable for the post he/she occupy.

Certified for the period ..... 19 .....  
 (commencement of probationary period)  
 till ..... 19 .....  
 (plus extension of probationary due to leave taken).

<u>Leave taken</u>	<u>Number of days</u>
Vacation leave	.....
Sick leave	.....
Special leave	.....

.....  
 (Signature of Head of office) ..... Date .....

Rank .....

Countersigned by Supervisor .....  
 Rank ..... Date .....

L.K. 13

REPUBLIEK VAN SUID-AFRIKA  
REPUBLIC OF SOUTH AFRICA

LEBOWA-REGERINGSDIENS  
LEBOWA GOVERNMENT SERVICE

(Kode Hoofstuk D III)  
(Code Chapter D III)

**MERIETEVERSLAG**  
**MERIT REPORT**

- (a) Die verslaggewende beampte moet ten minste een rang hoër wees as die beampte waaroor verslag gedoen word.  
The reporting officer must be at least one grade senior to the officer being reported on.
- (b) Voordat die verslag deur die verslaggewende beampte voltooi word moet hy/sy die relatiewe deel van sy handleiding en Personeelkode D III bestudeer.  
Before completing this report the reporting officer must study the relative portion of his procedure manual and Staff Code D III.
- (c) Personeel Afdeling moet uitvoering gee aan die relatiewe deel van sy handleiding wanneer hierdie verslag opgestel word.  
Staff Section must give effect to the relative portion of its procedure manual when processing this report.

<p>I. PERSOONLIKE BESONDERHEDE : (Moet sover doenlik deur Personeel Afdeling ingevul word voordat dit aan die verslaggewende beampte wat dit moet invul, teruggestuur word.)</p> <p>PERSONAL PARTICULARS : (To be completed as far as possible by Staff Section before being sent to the Reporting Officer who must complete the rest.)</p>		
<p>Van: Surname:</p>	<p>Voorname en N.I.N. Initials and N.I.N.</p>	
<p>Departement: Department:</p>	<p>Tak: Branch:</p>	<p>Afdeling/Seksie: Division/Section:</p>
<p>Standplaas: Stationed at:</p>	<p>Is daar enige besondere rede waarom die beampte nie oorgeplaas moet word nie? Indien wel, gee volle redes op 'n afsonderlike blaai .....</p> <p>.....</p> <p>Is there any particular reason why the officer should not be transferred? If so, state fully on a separate sheet .....</p> <p>.....</p>	

2.

Rang: Rank:		Werklike datum van toetred tot huidige rang Actual date of entry into present grade:		Nominale datum van toetred tot huidige rang Nominal date of entry into present grade:	
Ouderdom: Age:	Jare Years	Huweliksstaat: Marital state:	Gesondheid: (Indien swak besonderhede op afsonderlike vel) Health: (If poor, detail on separate sheet)		

## 2. OPVOEDKUNDIGE KWALIFIKASIES, EDUCATIONAL QUALIFICATIONS:

Hoogste skoolksamen geslaag: Highest school examination passed:		Jaar: Year:
Toepaslike naskoolse kwalifikasies (Voltooi) -- gee besonderhede van kursusse -- Appropriate post-school qualifications (i.e. fully completed) -- give details of courses --		
<p>Studeer die beampte tans deelyds? Indien wel, vir watter kwalifikasie?</p> <p>Ja <input type="checkbox"/>                      Nee <input type="checkbox"/></p> <p>.....</p> <p>Watter vakke kursusse reeds geslaag? (brei uit): As hy nie studeer nie, hoekom nie.</p> <p>Is officer at present studying part-time?</p> <p>Yes <input type="checkbox"/>                      No <input type="checkbox"/></p> <p>If so, for what qualification?</p> <p>.....</p> <p>What subjects courses already passed (enumerate):</p> <p>.....</p>		





4. MERIETFBEPALING (Die aanslae moet ooreenstem met die aanslae in tweemaandelikse verslae)  
 MERIT ASSESSMENT (Markings must correlate with the markings reflected in the bi-monthly report)

EIGENSAP / QUALITY		DUI AAN MET 'N X MARK WITH AN X			
(a) VERANTWOORDELIJKHEID RESPONSIBILITY		Uitsonderlik Exceptional	Goed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Die beampete se verantwoordelikeheidsin met betrekking tot nakoming van diensure, amptelike afspraak en die beskerming van die Regeringsdiensciendom, ens. is .....					
The officer's sense of responsibility in respect of observing of working hours, official appointments, care of government property, etc. is .....					
(ii) Sy nougesetheid is .....					
(d.w.s. Gee hy dadelik aandag aan sy werk of moet hy aangespoor word?)					
His conscientiousness is .....					
(i.e. Does he give immediate attention to his work or must he be prodded?)					
(iii) Sy aandrang op korrektheid, akkuraatheid en behoorlike afronding van werk is .....					
His insistence upon correctness, accuracy and the proper rounding off of his work is .....					
(iv) Sy gewilligheid om meer as wat van hom verwag word te doen is .....					
His willingness to do more than is expected of him is .....					
(v) Sy gewilligheid om op hoogte van sake te bly van nuwe ontwikkelinge op eie gebied en belangstelling in amptelike sake asook dié buite sy eie ampspligte is .....					
His willingness to keep abreast of new developments in his field of activities and his interest in official matters including matters beyond his own official duties are .....					

5.

(b) INSIG INSIGT	Uitsonderlik Exceptional	Goed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Sy kennis van sy werk is ..... His knowledge of his work is .....				
(ii) Die mate waar tot hy in die aanwending van sy kennis suksesvol regerlik slaag is ..... The extent to which he succeeds in applying his knowledge successfully/judiciously is .....				
(iii) Sy vermoë om te leer en maklik te snap is ..... His ability to learn and grasp easily is .....				
(iv) Sy vermoë om oplossings vir probleme te vind; besef is ..... His ability to realise solutions to problems is .....				
(v) Sy vermoë om die gevolgtrekkings en ruimer implikasies van 'n saak is ..... His ability to realise the consequences and wider implications of a matter is .....				



(c) MENSEVERHOUDINGS HUMAN RELATIONS	Uitsonderlik Exceptional	Goed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Sy vermoë om leierskap aan te neem is ..... His ability to assume leadership is .....				
(ii) Sy karakter in die algemeen met betrekking tot vriendelikheid, wellewendheid en getrouheid, ens., kan beskrywe word as ..... His character in general as far as friendliness, courtesy, loyalty, etc. are concerned, can be described as .....				
(iii) Sy vermoë om goedsmoeds te handel in 'n krisistoestand is ..... His ability to act calmly in a crisis situation is .....				
(iv) Sy disposisie (insluitende opleiding van ondergeskiktes waar van toepassing) teenoor sy seniors, ondergeskiktes (indien enige) kollegas en die publiek (waar van toepassing) is ..... His disposition conduct (including training of subordinates where applicable) towards his seniors, subordinates (if any), colleagues and the public (where applicable) is .....				
(v) Sy vermoë om flink te handel maar nogtans taktvol wanneer nodig, is ..... His ability to act firmly, but still tactfully, when necessary is .....				

(d) ORGANISASIE ORGANISATION	Uitsonderlik Exceptional	Goed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Sy vermoë om rekords tot op datum te hou is ..... His ability to keep records up to date is .....				
(ii) Sy vermoë om aangeleenthede stelselmatig in orde van hulle prioriteite te behandel is ..... His ability to deal with matters in order of their priority is .....				
(iii) Sy vermoë om bedrywighede te reël sodat maksimum produksie met die minimum besteding van energie en tyd verkry word is ..... His ability to organise his work in such a way as to obtain maximum productivity with the least expenditure of time and energy is .....				
(iv) Sy beplanning en voorbereidheid vir onvoorsiene omstandighede is ..... His planning and preparedness for unforeseen circumstances are .....				
(v) Sy koördinerings van sy/haar seksie se werk met daardie van ander kantore/seksies is ..... His co-ordination of his/her section's work with that of other offices/sections is .....				

(e) <b>PRODUKTIWITEIT</b> <b>PRODUCTIVITY</b>	Uitsonderlik Exceptional	Goed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Die beampte se benutting van amptelike tyd is ..... The officer's utilising of official time is .....				
(ii) Sy dryfkrag en bekwaamheid om te volhard ten spyte van beletsels is ..... His drive and ability to persevere in spite of hindrances are .....				
(iii) Die kwaliteit van sy werk in die algemeen met inagneming van die tyd daaraan toegewys, is ..... The quality of his work in general, taking into consideration the time devoted to it, is .....				
(iv) Sy normale werktree is ..... His normal work pace is .....				
(v) In aggenome die kwaliteit, sy produksie is ..... Bearing in mind quality, his output is .....				



5. AANSLAG VAN PERSOONLIKE EIENSKAPPE OP GROND VAN DIE AFGELOPE TWEE MAANDE  
PERSONAL QUALITY ASSESSMENT BASED ON THE PAST TWO MONTHS.

EIENSKAP / QUALITY	EVALUERING / MARKING (X)	
	JA / YES	NEE / NO
<b>(a) WANGEDRAG / MISCONDUCT</b>		
Was die beampte gedurende hierdie tydperk skuldig aan en gestraf of gewaarsku vir — Has the officer during this period been guilty of and punished or reprimanded for —		
(i) die oormatige gebruik van sterk drank of verdowingsmiddels aan diens of elders? / the excessive use of liquor or drugs on duty or elsewhere?		
(ii) ongemagtigde afwesigheid van diens? / unauthorised absence from duty		
(iii) ongehoorsaamheid of ander onreëlmatige optrede? / insubordination or other irregular action?		
Indien wel, was dit 'n herhaling van vorige wangedrag? If so, was it a repetition of earlier misconduct?		
<b>(b) GEBRUIK VAN STERK DRANK WAT NIE AS WANGEDRAG BESKOU WORD NIE / USE OF LIQUOR NOT AMOUNTING TO MISCONDUCT</b>		
Ruik die beampte na sterk drank aan diens? / Does he smell of liquor on duty?		
<b>(c) VOORKOMS / APPEARANCE</b>		
(i) Lei hy aan enige fisiese gebreke? (as nie voorheen besonderhede gegee is nie, doen dit nou op 'n afsonderlike papier) / Does he suffer from any physical abnormalities? (if not detailed before, do so now on a separate sheet).		
(ii) Is hy netjies geklee en skoon, met inagneming van die aard van sy werk? Having regard to the nature of his duties is he neatly dressed and clean?		

6. ALGEMENE INLIGTING  
GENERAL INFORMATION

(a) Is die beampte reg geplaas in sy huidige pos werkringing?  
Is the officer correctly placed in his present post field of work?

.....

Indien nie, waar meen u kan sy dienste tot die grootste voordeel aangewend word?  
If not, where, in your opinion, can his services be utilised to the greatest advantage?

.....

.....

L.W. — Enige ongunstige opmerking onder (b) moet ingevolge die bepalinge van die Personeelregulasies en ander voorskrifte behandel word.

N.B. — Any adverse remark under (b) must be dealt with in accordance with the provisions of the Staff Regulations and other instructions.

(b) Is daar enige tekortkominge, swakhede, wat sy bevordering/verplasing kan beïnvloed (bv. ten opsigte van drankgebruik, stiptheid, kleredrag, persoonlike optrede, persoonlikheid, ens.)?

Are there any shortcomings, weaknesses which may influence his promotion/transfer (e.g. in regard to the use of liquor, punctuality, dress, personal address, personality, etc.)?

.....

.....

.....

.....

7. GESKIKTHEID VIR BEVORDERING  
SUITABILITY FOR PROMOTION

MERKING X / MARKING X			
	Hoog Highly	Gemiddeld Average	Swak Poor
Hoe slaan u die beampte se potensiaal aan op te slaag in 'n hoër pos? How do you rate the officer's chances of succeeding in a higher grade post?			
Motivering/Motivation .....			
.....			
.....			
.....			
.....			

II.

8.

**VIR GEBRUIK DEUR REGERINGSDIENSKOMMISSIE OF PERSONEEL AFDELING ALLEENLIK  
FOR USE BY PUBLIC SERVICE COMMISSION OR STAFF SECTION ONLY**

<u>PUNTE TOEGEKEN</u> <u>MARKS AWARDED</u>	<u>MERITE KLAS</u> <u>MERIT CLASS</u>
Verantwoordelikheid Responsibility	
Insig Insight	
Menseverhoudings Human relations	
Organisasie Organisation	
Produktiwiteit Productivity	
TOTAAL: TOTAL:	

KLAS  
CLASS

**9. SERTIFIKAAT DEUR VERSLAGGEWENDE BEAMPTTE  
CERTIFICATE BY REPORTING OFFICER**

Ek heg die beampte se omslag met tweemaandelikse verslae in sy huidige rang aan en sertifiseer dat my aanslae onder die opskrifte in die meriteverslag die gemiddelde verteenwoordig van die aanslae in die tweemaandelikse verslag vir die twaalf maande wat hierdie verslag voorafgaan.

I attach hereto the officer's bi-monthly report and its cover in his present grade and certify that my markings under the various headings in the merit report represent the average of the markings reflected in the bi-monthly reports relating to the twelve months immediately preceding this report.

Naam van Verslaggewende Beampte :  
Name of Reporting Officer: \_\_\_\_\_

Rang:  
Rank: .....

Plek:  
Place: .....

Datum;  
Date: .....

Handtekening:  
Signature: \_\_\_\_\_



12.

10. SERTIFIKAAT VAN DIE HOOF VAN KANTOOR AFDELING/TAK  
 CERTIFICATE BY HEAD OF OFFICE/BRANCH DIVISION

Ek het die aanslae van die verslaggewende beampte in hierdie verslag gekorreleer met dié in die tweemaandelikse verslae en is tevrede dat hierdie merieteverslag regverdig en akkuraat is, behalwe waar ek 'n kruis met rooi ink (x) in 'n ander aanslagblokkie aangebring het, wat my gemodereerde aanslag verteenwoordig.

I have personally correlated the markings of the reporting officer in this report with markings in the bi-monthly report and am satisfied that this merit report is fair and accurate except where I have placed a red-ink cross (x) in different assessment blocks which represents my moderating assessment.

Naam van hoof van kantoor/afdeling/tak:  
 Name of head of office/branch/division: \_\_\_\_\_

Rang: \_\_\_\_\_ Plek: \_\_\_\_\_ Datum: \_\_\_\_\_  
 Rank: \_\_\_\_\_ Place: \_\_\_\_\_ Date: \_\_\_\_\_

HANDTEKENING: \_\_\_\_\_  
 SIGNATURE: \_\_\_\_\_

11. OPMERKINGS DEUR DEPARTEMENTSHOOF  
 REMARKS BY HEAD OF DEPARTMENT

Indien geen opmerkings gemaak word nie, sal dit 'n aanduiding wees dat saamgestem word met die merieteverslag, soos gemodereer, waar van toepassing.

If no remarks are made, it will signify agreement with the merit report as moderated, where applicable.

Datum: \_\_\_\_\_ HANDTEKENING \_\_\_\_\_  
 Date: \_\_\_\_\_ SIGNATURE \_\_\_\_\_

L.K. 12

**VERSLAG DEUR TOESIGHOUER  
REPORT BY SUPERVISOR**

(Moet tweemaandeliks voltooi word)  
(To be completed bi-monthly)

1. (a) Dié verslag moet verkieslik deur 'n beamppte of werknemer se onmiddellike toesighouer voltooi word. Die verslaggewende beamppte moet ten minste een rang hoër wees as dié waaroor verslag gedoen word.

This report must preferably be completed by an officer's or employee's immediate supervisor. The reporting officer must in any case be at least one grade senior to the officer being reported on.

- (b) Voordat die verslag deur die verslaggewende beamppte voltooi word moet hy/sy die relatiewe deel van sy handleiding en Personeelkode DII bestudeer.

Before completing this report, the reporting officer must first study the relative portion of his procedure manual and Staff Code DII.

2.

Tweemaandelikse verslag Nr. .... vir die maande  
Bi-monthly report No. .... for the months .....

19 ..... oor:  
.....

Naam: .....  
Name: .....

Rang: .....  
Rank: .....

Departement: .....  
Department: .....

Tak: .....  
Branch: .....

Afdeling: .....  
Division: .....

3. MERIETEBEPALING VOLGENS DIE AFGELOPE TWEË MAANDE SE WERKVERRIGTING.  
 MERIT ASSESSMENT ACCORDING TO THE PAST TWO MONTHS' WORK PERFORMANCE.

Kwaliteit Quality	Dui aan met 'n X Mark with an X			
<b>(a) VERANTWOORDELIKHEID Responsibility</b>	Uitsonderlik Exceptional	GOed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Die beampte se verantwoordelikeidsin met betrekking tot nakoming van diensure, amptelike afsprake en die beskerming van die Regeringsdienseiendom ens. is ..... The officer's sense of responsibility in respect of observing of working hours, official appointments, care of government property, etc. is .....				
(ii) Sy nougesetheid is ..... (d.w.s. Gee hy dadelik aandag aan sy werk of moet hy aangespoor word?) His conscientiousness is ..... (i.e. Does he give immediate attention to his work or must he be prodded?)				
(iii) Sy aandrang op korrektheid, akkuraatheid en behoorlike afronding van werk is ..... His insistence upon correctness, accuracy and the proper rounding off of his work is .....				
(iv) Sy gewilligheid om meer as wat van hom verwag word te doen, is ..... His willingness to do more than is expected of him is .....				
(v) Sy gewilligheid om op hoogte van sake te bly van nuwe ontwikkelinge op eie gebied en belangstelling in amptelike sake asook dië buite sy eie ampspligte is ..... His willingness to keep abreast of new developments in his field of activities and his interest in official matters including matters beyond his own official duties are .....				



(b) INSIG INSIGHT	Uitsonderlik Exceptional	Goed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Sy kennis van sy werk is ..... His knowledge of his work is .....				
(ii) Die mate waar tot hy in die aanwending van sy kennis suksesvol regterlik slaag is ..... The extent to which he succeeds in applying his knowledge successfully, judiciously is .....				
(iii) Sy vermoë om te leer en maklik te snap is ..... His ability to learn and grasp easily is .....				
(iv) Sy vermoë om oplossings vir probleme te vind/besef is ..... His ability to realise solutions to problems is .....				
(v) Sy vermoë om die gevolgtrekkinge en ruimer implikasies van 'n saak is ..... His ability to realise the consequences and wider implications of a matter is .....				

4.

(c) MENSEVERHOUDINGS HUMAN RELATIONS	Uitsonderlik Exceptional	Goed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Sy vermoë om leierskap aan te neem is ..... His ability to assume leadership is .....				
(ii) Sy karakter in die algemeen met betrekking tot vriendelikheid, wellewendheid en getrouheid, ens., kan beskrywe word as ..... His character in general as far as friendliness, courtesy, loyalty, etc. are concerned, can be described as .....				
(iii) Sy vermoë om goedsmoeds te handel in 'n krisistoestand is ..... His ability to act calmly in a crisis situation is .....				
(iv) Sy disposisie (insluitende opleiding van ondergeskiktes waar van toepassing) teenoor sy seniors, ondergeskiktes (indien enige) kollega en die publiek (waar van toepassing) is ..... His disposition/conduct (including training of subordinates where applicable) towards his seniors, subordinates (if any), colleagues and the public (where applicable) is .....				
(v) Sy vermoë om flink, maar nogtans taktvol te handel wanneer nodig, is ..... His ability to act firmly, but still tactfully, when necessary is .....				

5.

<b>(d) ORGANISASIE ORGANISATION</b>	Uitsonderlik Exceptional	Goed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Sy vermoë om rekords tot op datum te hou is ..... His ability to keep records up to date is .....				
(ii) Sy vermoë om aangeleenthede stelselmatig in orde van hulle prioriteite te behandel is ..... His ability to deal with matters in order of their priority is .....				
(iii) Sy vermoë om bedrywighede te reël sodat maksimum produksie met die minimum besteding van energie en tyd verkry word is ..... His ability to organise his work in such a way as to obtain maximum productivity with the least expenditure of time and energy is .....				
(iv) Sy beplanning en voorbereidheid vir onvoorsiene omstandighede is ..... His planning and preparedness for unforeseen circumstances are .....				
(v) Sy koördinering van sy/haar seksie se werk met daardie van ander kantore/seksies is ..... His co-ordination of his/her section's work with that of other offices/sections is .....				



<b>(e) PRODUKTIWITEIT PRODUCTIVITY</b>	Uitsonderlik Exceptional	Goed Good	Bevredigend Satisfactory	Onbevredigend Unsatisfactory
(i) Die beampte se benutting van amptelike tyd is ..... The officer's utilising of official time is .....				
(ii) Sy dryfkrag en bekwaamheid om te volhard ten spyte van beletsels is ..... His drive and ability to persevere in spite of hindrances are .....				
(iii) Die kwaliteit van sy werk in die algemeen met inagneming van die tyd daaraan toegewys, is ..... The quality of his work in general, taking into consideration the time devoted to it, is .....				
(iv) Sy normale werktree is ..... His normal work pace is .....				
(v) In agneming der kwaliteit, sy produksie is ..... Bearing in mind quality, his output is .....				

4. AANSLAG VAN PERSOONLIEK EIGNSKAPPE OP GROND VAN DIE AFGELOPE TWEE MAANDE.  
PERSONAL QUALITY ASSESSMENT BASED ON THE PAST TWO MONTHS.

EIENSKAP / QUALITY	EVALUERING / MARKING (X)	
	Ja / Yes	Nee / No
<p><b>(a) WANGEDRAG / MISCONDUCT</b></p> <p>Was die beampte gedurende hierdie tydperk skuldig aan en gestraf of gewaarsku vir — Has the officer during this period been guilty of and punished or reprimanded for —</p> <p>(i) die oormatige gebruik van sterk drank of verdowingsmiddels aan diens of elders? / the excessive use of liquor or drugs on duty or elsewhere?</p> <p>(ii) ongeinagtigde afwesigheid van diens? / unauthorised absence from duty?</p> <p>(iii) ongehoorsaamheid of ander onreëlmatige optrede? / Insubordination or other irregular action?</p> <p>Indien wel, was dit 'n herhaling van vorige wangedrag? / If so, was it a repetition of earlier misconduct?</p>		
<p><b>(b) GEBRUIK VAN STERK DRANK WAT NIE AS WANGEDRAG BESKOU WORD NIE / USE OF LIQUOR NOT AMOUNTING TO MISCONDUCT</b></p> <p>Ruik die beampte na sterk drank aan diens? / Does he smell of liquor on duty?</p>		
<p><b>(c) VOORKOMS / APPEARANCE</b></p> <p>(i) Lei hy aan enige fisiese gebreke? (as nie voorheen besonderhede gegee is nie, doen dit nou op 'n afsonderlike papier) / Does he suffer from any physical abnormalities? (If not detailed before, do so now on a separate sheet).</p> <p>(ii) Is hy netjies geklee en skoon, met inagneming van die aard van sy werk? / Having regard to the nature of his duties is he neatly dressed and clean?</p>		

5. VGORVALLE GEDURENDE AFGELOPE TWEE MAANDE WAT VERMELDING VERDIEN.  
NOTEWORTHY OCCURRENCES DURING THE PAST TWO MONTHS.

(Haal lêerverwysings en datums aan as dit betrekking het)  
(Quote file references and dates where these have a bearing on the matter)

<p>(a) Gunstig (Groot take gedoen, oorspronklike idees, ens.) FAVOURABLE (Big jobs well done, original ideas etc.)</p>	<p>(b) Ongunstig (Swak werk, onmatigheid, kontant tekorte, surplusse, ens.) UNFAVOURABLE (Poor work, insobriety, cash shortages, surpluses, etc.)</p>
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6. HANDTEKENING / SIGNATURES	7. VERTOË / REPRESENTATIONS
<p>(a) Verslaggewende Beampte Reporting Officer .....</p> <p>(b) Beampte oor wie verslag gedoen is Officer reported on: .....</p>	<p>(Moet, wanneer nodig, ingedien word op 'n afsonderlike blad. (To be submitted, where necessary, on a separate sheet)</p>

8. OPMERKINGS DEUR HOOF VAN KANTOOR (INDIEN ENIGE)  
COMMENTS BY HEAD OF OFFICE (IF ANY)

.....

.....

Handtekening / Signature ..... Datum / Date .....

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Title: STAFFING PRACTICES IN LEBOWA  
By: Stephen Matome Mmola  
Supervisor: Prof. Dr. B.P. Botha  
Department: Department of Public Administration  
Degree: M.Admin.

### SUMMARY

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A personnel corps of high quality is essential for the proper execution of functions in the public service. Factors of production such as land, money and machinery without the skilful manipulation by a competent person, will not help much in the achievement of the desired objectives. Good policies, organizational arrangements, enough financial resources, good work procedures and methods and an effective control system will be of little value unless there is a high quality personnel corps to make use of them.

Good policies are essential for the efficient and effectiveness of the public service. They are necessary in all the spheres of government undertakings and more so in personnel administration because personnel administration concerns the administration of rational human beings. Policy-makers should provide clear and understandable policy guidelines for the public service. Clear and understandable policies preferably contained in legislation, are necessary for personnel provision, utilization and development.

Personnel provision practices in the public service is an aspect which needs to be handled with great care. The manner in which personnel is recruited, selected, placed and promoted has a direct bearing on the efficiency of the institution. If personnel provision is undertaken on an unprofessional basis in the public service a practice which cannot be condoned, disastrous consequences will follow. The procedures followed and the methods used in personnel provision in the public service deserve particular attention.

Personnel training in the public service remains one of the legitimate functions of the government. The need for training and its desirability is more felt in developing countries such as Lebowa. The dynamic nature of the contemporary government necessitates that training in the public service be undertaken on a continuous basis. The government is dutybound to train and develop its officials. Good training programmes will assist the government in upgrading and improving the skills of the officials, thus making it possible for the maximization of benefits through the utilization of limited resources.

Financial resources have a direct limiting effect on the scope of the activities which the government can undertake. It is a fact that the Lebowa Government has insufficient financial resources, but this should not be taken as an excuse for inefficient officers employed under improper personnel provision practices. It should always be born in mind that the manner in which people are recruited and selected for posts in the public service will ultimately determine the success and the effectiveness of the public service.

Titel: PERSONEELVOORSIENINGSPRAKTYKE IN LEBOWA  
Deur: Stephen Matome Mmola  
Leier: Prof. Dr. B.P. Botha  
Departement: Departement van Publieke Administrasie  
Graad: M.Admin.

#### SAMEVATTING

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Personeel van hoë kwaliteit is noodsaaklik vir die behoorlike uitvoering van funksies in die openbare diens. Sonder die bekwame manipulasie van 'n bevoegde persoon is faktore van produksie soos grond, fondse en toerusting nie van veel waarde in die bereiking van die verlangde doelstellings nie. Gesonde beleidsrigtings, organisatoriese reëlings, voldoende fondse, regte werksprosedures en 'n behoorlike kontrole sisteem sal van minder waarde wees tensy daar 'n hoë kwaliteit personeelkomponent bestaan om daarvan gebruik te maak.

'n Gesonde beleid is noodsaaklik vir doeltreffendheid en effektiwiteit in die openbare diens. Dit is verder nodig in alle kringe van staatsondernemings, en soveel te meer in die personeeladministrasie, omdat dit rasionele menslike wesens raak. Beleidmakers behoort duidelike en verstaanbare beleidsriglyne vir die hele openbare diens te voorsien. Duidelike en verstaanbare beleide, verkieslik vervat in wetgewing, is nodig vir personeelvoorsiening, benutting en ontwikkeling.

'n Aspek wat met groot sorg hanteer behoort te



word is personeelvoorsieningspraktyke in die openbare diens. Die wyse waarop personeel gewerf, gesellekteer, geplaas en bevorder word, het 'n direkte uitwerking op die doeltreffendheid van die instelling. Indien personeelvoorsienings op 'n onprofessionele basis in die openbare diens onderneem word, 'n praktyk wat nie gekondoneer kan word nie, sal die gevolge ramspoedig wees. Besondere aandag moet geskenk word aan die prosedure en voorsiening van personeel in die openbare diens.

Een van die normale funksies van die regering is die opleiding van personeel vir openbare diens. Die noodsaaklikheid en wenslikheid van opleiding word meer prominent waargeneem in ontwikkelende lande soos Lebowa. Die dinamiese aard van die huidige regering maak dit belangrik dat opleiding in die openbare diens voortdurend onderneem moet word. Die regering is pligsgebonde om sy beamptes op te lei en te ontwikkel. Effektiewe opleidingsprogramme kan die regering bystaan in die verbetering en opgradering van die vermoëns van amptenare wat sal lei tot die maksimum benutting van beskikbare mannekrag.

Beskikbare finansiële bronne het 'n direkte beperkende uitwerking op die omvang van regeringsaktiwiteite. Dit is algemeen bekend dat die Lebowa regering oor onvoldoende fondse beskik, maar dit mag geen inbreuk maak op die effektiwiteit van amptenare in diens onder ondoeltreffende personeelvoorsieningspraktyke. Die wyse waarop mense gewerf en gesellekteer word vir posisies in die openbare diens sal uiteindelik die sukses en effektiwiteit van die openbare diens bepaal.