

PHOSA, L L

HUMAN RESOURCES MANAGEMENT: THE FUNCTION OF THE
PUBLIC SECTOR MANAGER

MAdmin

UP

SYNOPSIS

HUMAN RESOURCES MANAGEMENT: THE FUNCTION OF THE PUBLIC SECTOR MANAGER

Presented by

LEKGOLO LAZARUS PHOSA

SUPERVISOR: DR D J. FOURIE

FACULTY: ECONOMIC AND MANAGEMENT SCIENCES
(UNIVERSITY OF PRETORIA)

DEGREE: M. ADMIN.

In this dissertation a study was undertaken of the function of the public sector manager at the central level of government and of the role which the public manager plays in the human resources management.

South Africa is a three-tier state, which consists of the central, provincial and local levels of government. The central government is the supreme body of government entrusted with the responsibility of making policies, rules and giving direction to the entire citizenry. The central government is manned by politicians from different political parties who have to decide on behalf of their electorates.

It is a given fact and a reality that politicians alone cannot deliver the services to the communities. So public officials are appointed to implement the policies enacted by Parliament. Public managers have to interpret policies and give direction to the various structures of government. Among the activities of government, public managers have also to give direction as to the management of human resources in the public sector.

This study investigated the function of the public manager at the central government with a reference to the management of human resources. This research was necessitated by the fact that since the new constitutional dispensation in South Africa, many changes have taken place most of which implied that the management of human resources in the public sector would have to reflect such changes. Public managers perform various functions, including generic administrative functions, auxiliary functions and functional activities. These functions are performed at senior management level. Furthermore, these functions performed by public managers will be viewed from the human resource management. Particular, attention is focused on the staffing in the public sector and how public managers can best perform their function in absorbing proper personnel in the public sector.

**HUMAN RESOURCES MANAGEMENT: THE FUNCTION OF THE
PUBLIC SECTOR MANAGER.**

Presented by

LEKGOLO LAZARUS PHOSA

DISSERTATION

Submitted in fulfillment of the requirements for the degree of
M.ADMIN at the University of Pretoria.

Faculty of Economic and Management Sciences
University of Pretoria

Supervisor: DR. FOURIE

ACKNOWLEDGEMENTS

This dissertation would not be complete without acknowledgements to certain individuals and institutions, who have assisted directly and indirectly in the development of this dissertation.

First and foremost, all praise is due to God almighty, for providing me with the knowledge, insight and ability to complete this task.

Secondly, I express my sincere appreciation to my supervisor, Dr D Fourie, for his encouragement, guidance, sound knowledge, valuable suggestions and ready assistance during my studies.

I am also grateful to the following to whom I extend my sincere appreciation:

My employer, Technikon Southern Africa, for providing financial assistance.

My whole family, in particular my mother, for her brave support.

My colleagues at the Technikon Southern Africa and other sectors.

Dr. Mathole Motshekga for his encouragement.

The Technikon Southern Africa library staff, in particular Marlette van der Merwe and Leslie Adriaanse for their kind assistance in the library.

My brothers and sisters for their support, understanding and encouragement.

To others, whom I may inadvertently missed out, thank you.

OPSOMMING

MENSLIKE HULPBRONBESTUUR: DIE FUNKSIE VAN DIE OPENBARE SEKTOR BESTUURDER

Voorgelê deur

LEKGOLO LAZARUS PHOSA

STUDIELEIER: DR D J FOURIE
FAKULTEIT: EKONOMIESE-EN BESTUURSWETENSKAPPE
(UNIVERSITEIT VAN PRETORIA)

GRAAD: M.ADMIN

'n Studie is onderneem om die funksie van die openbare sektor bestuurder op sentrale regeringsvlak te ondersoek asook die rol wat die openbare bestuurder speel in menslike hulpbronbestuur.

Die verantwoordelikheid van die openbare sektor is om dienste te verskaf aan die landsburgers en om dit suksesvol te bereik moet die openbare sektor oor goed opgeleide personeel beskik. Ten einde personeel te kan bestuur behoort openbare bestuurders kennis te dra van die behoeftes, vrese en verwagtinge van die publiek. Een van die vernaamste funksies van die openbare bestuurder is om leiding te gee aan andere.

Suid Afrika is 'n drielige staat, wat bestaan uit die sentrale, provinsiale en plaaslike vlakke van regering. Die sentrale regering is die hoogste regeringsliggaam verantwoordelik vir beleidmaking, die daarstelling van reëls en om rigting te gee aan alle landsburgers. Die sentrale regering word gevorm deur politici van verskillende politieke partye wat namens hul ondersteuners besluite moet neem. Dit is 'n onomstootlike feit en werklikheid dat politici nie alleen die dienste aan die gemeenskap kan verskaf nie. Daarom word openbare amptenare aangestel om die beleid wat deur die Parlement aanvaar is, te implementeer. Openbare bestuurders moet beleid interpreteer en leiding gee binne die verskillende strukture van die regering. Die aktiwiteite van die regering bring mee dat openbare bestuurders leiding moet gee rakende die bestuur van menslike hulpbronne in die openbare sektor.

Hierdie studie het die funksie van die openbare bestuurder in die sentrale regering ondersoek met verwysing na die bestuur van menslike hulpbronne. Die navorsing was noodsaak deur die feit dat sedert die nuwe grondwetlike bedeling in Suid Afrika baie veranderinge plaasgevind het waarvan meeste impliseer dat die bestuur van menslike hulpbronne in die openbare sektor sodanige veranderinge sal reflekteer. Openbare bestuurders voer verskeie funksies uit insluitende generiese administratiewe funksies, hulpfunksies en funksionele aktiwiteite. Hierdie funksies word op senior bestuursvlak uitgevoer. Verder word hierdie funksies wat deur openbare bestuurders uitgevoer word beskou vanuit 'n menslike hulpbron oogpunt. Spesifieke aandag is gegee aan die personeel in die openbare sektor en hoe openbare bestuurders hulle funksies tot die beste van hul vermoë kan uitvoer deur bekwame personeel in diens te neem in die openbare sektor.

Die studie toon aan dat daar tydens die transformasie van die Suid-Afrikaanse straatdiens politieke oorweging geskenk sal moet word aan die vervanging van wit persone met swartes, vrouens en gestremdes. In

partypolitieke terme beteken dit geensins 'n balans tussen diegene wat die waardes van die ou orde aanhang en diegene wat die waardes van die nuwe orde bevorder nie. Die Grondwet van die Republiek van Suid-Afrika, 1996 volg 'n humanistiese benadering, wat beteken dat die armes, werkloos, verwaarloosde en wanhopige mense gehelp moet word wat in sigself nie 'n partypolitieke kwessie is nie.

Verder toon internasionale ondervinding dat die radikale transformasie van grondwette dikwels vrees, onsekerheid en paniek onder inwoners veroorsaak. Hierdie gevoelens word dikwels op verskillende wyses deur verskillende gemeenskappe tot uiting gebring. S.A. is daarom geen uitsondering nie. Die vermoë van die staatsdiens om dienste te lewer sal nie net afhang van die politieke leierskap en bestuursvaardighede van die politieke ampsbekleders nie, maar ook van die professionalisme van staatsamptenare.

MENSLIKE HULPBRONBESTUUR: DIE FUNKSIE VAN DIE OPENBARE SEKTOR BESTUURDER

LEKGOLO LAZARUS PHOSA (STUDENT NO. 9631717)

SLEUTEL TERME

1. Openbare bestuurder
2. Menslike hulbronbestuur
3. Etieke
4. Dissipline
5. Normatief
6. Openbare sektor
7. Politieke ampoebekledels
8. Werwing
9. Regtellende aksie
10. Drie-vlak regiring

CONTENTS	PAGE
CHAPTER 1: INTRODUCTION	
1.1 STUDY PLAN	1
1.1.1 Approach	1
1.1.2 Chapter two	3
1.1.3 Chapter three	3
1.1.4 Chapter four	4
1.1.5 Chapter five	5
1.1.6 Chapter six	6
1.1.7 Chapter seven	7
1.2 METHOD OF STUDY	7
1.3 TERMINOLOGY	7
CHAPTER 2 : AN ANALYSIS OF THE PUBLIC SECTOR AND PUBLIC MANAGER	
2.1 INTRODUCTION	9
2.2 EXPLANATION OF PUBLIC SECTOR	11
2.3 THE NEED FOR PUBLIC SECTOR	17
2.4 LEVELS OF MANAGEMENT IN THE PUBLIC SECTOR	21
2.5 TASK OF THE PUBLIC MANAGER	23
2.5.1. Generic administrative functions	25
(i) Personnel policy	26
2.5.2 Functional activities	28
2.5.3 Auxiliary service	29

2.6	THE PUBLIC MANAGER'S EXECUTIVE FUNCTION	33
2.6.1	Authority of public managers	33
2.7	CHARACTERISTICS OF THE PUBLIC MANAGER	35
2.8	NORMATIVE GUIDELINES APPLICABLE IN THE EXECUTION OF THE PERSONNEL FUNCTION	38
2.9	ROLES OF PUBLIC MANAGERS	40
2.10	CONCLUSION	42

**CHAPTER 3: THE ENVIRONMENT AND CHALLENGES WHICH
INFLUENCES THE ACTIVITIES OF THE PUBLIC
SECTOR MANAGER.**

3.1	INTRODUCTION	44
3.2	THE INFLUENCE OF THE ENVIRONMENT ON THE FUNCTION OF THE PUBLIC SECTOR MANAGER	46
3.2.1	THE GENERAL ENVIRONMENT	52
3.2.1.(i)	The political environment	52
3.2.1.(ii)	The economic environment	57
3.2.1.(iii)	The social environment	60
3.2.1.(iv)	The cultural environment	62
3.2.1.(v)	The technological environment	63
3.2.1.(vi)	The physical environment	64
3.2.1.(vii)	The legal environment	65
3.2.2	THE SPECIFIC ENVIRONMENT	66
3.2.2.(i)	Regulators (Legislative, Executive and Judiciary)	67
3.2.2.(ii)	Suppliers (Treasury and Cabinet)	68
3.2.2.(iii)	Consumers	69
3.2.2.(iv)	Competitors	99
3.2.2.(v)	Ethical norms of society	70

3.2.2.(vi) Opportunities and threats	70
3.3 FUTURE DEMANDS AND CHALLENGES ON PUBLIC MANAGERS	71
3.3.1 Rendering public services	72
3.3.2 Political challenges	73
3.3.3 Social challenges	76
3.3.4 Technological challenges	78
3.3.5 Administrative and managerial challenges	79
3.3.6 Public manager's intellectual challenges	81
3.3.7 Affirmative action	82
3.4 WHAT PUBLIC MANAGERS SHOULD AND SHOULD NOT DO FOR BETTER EFFECTIVENESS IN GOVERNMENT	88
3.5 THE ROLE OF PUBLIC MANAGERS IN TRANSFORMING THE PUBLIC SECTOR	90
3.5.1 Government training structures	92
3.5.2 Public manager's responsibility in training to transform the public service	93
3.6 CONCLUSION	98
CHAPTER 4: THE HUMAN RESOURCE FUNCTION OF THE PUBLIC MANAGER	
4.1 INTRODUCTION	101
4.2 THE NEED FOR PLANNING IN THE PUBLIC SECTOR	102
4.3 DEFINITION AND SCOPE OF HUMAN RESOURCES PLANNING	105
4.4 PROVISION OF PERSONNEL IN THE PUBLIC SECTOR	107
4.4.1 Forecasting	111

4.5	FACTORS WHICH INFLUENCE HUMAN RESOURCES	
	PLANNING	114
4.5.1	Internal factors	114
4.5.2	External factors	115
4.5.3	Organizational decisions and Statistical data	118
4.5.4	Economic circumstance	119
4.5.5	Programming	120
4.6	HUMAN RESOURCES PLANNING	120
4.6.1	Determination of objectives	121
4.6.2	Demand for human resources	122
4.6.3	Supply of human resources	124
4.6.4	Reconciliation of supply and demand for human resources	125
4.6.4.1	The nett human resource requirements	126
4.6.4.2	Determination of personnel shortages	126
4.6.4.3	Consideration of alternatives	127
4.6.4.4	Decisions by top management	128
4.6.5	Establishing a human resource plan	130
4.6.5.1	Introducing a human resource plan	130
4.7	CONCLUSION	135

CHAPTER 5: RECRUITMENT, SELECTION, PLACEMENT AND UTILISATION OF PERSONNEL IN THE PUBLIC SECTOR

5.1	INTRODUCTION	137
5.2	THE ROLE OF PUBLIC MANAGER IN RECRUITMENT	138
5.3	RECRUITMENT: THE LEGACY OF THE PAST	140
5.4	POSSIBLE CHALLENGES ON RECRUITMENT	142
5.4.1	Institutional policies	142
5.4.2	Human resource plans	145
5.4.3	Affirmative action issues	145
5.4.4	Recruiter habits	147
5.4.5	Environmental conditions	148
5.4.6	Job requirements	148
5.5	OVERCOMING CONSTRAINTS AND CHALLENGES IN THE PUBLIC SECTOR	149
5.6	METHODS OF RECRUITMENT AND ATTRACTION	150
5.7	THE PROCEDURE FOR APPLICATION OF RECRUITMENT METHODS	153
5.8	THE HERITAGE OF THE PAST AND OBJECTIVES OF MODERN RECRUITMENT	155
5.9	THE SELECTION OF CANDIDATES IN THE PUBLIC SECTOR	157
5.10	INDUCTION OF EMPLOYEES	159
5.11	CONCLUSION	160

CHAPTER 1: INTRODUCTION

1.1 STUDY PLAN

The study plan hereunder sets out the approach, method of study and terminology used in this dissertation.

1.1.1 Approach

Institutions are formed to achieve certain objectives. The concern in achieving objectives is to know exactly what is required to achieve the targeted objectives. Whether an institution is private or public, it requires for example finance, organisational structure, planning, proper co-ordination and most of all the human resources.

The public sector has a responsibility of providing goods and services to its citizenry and to successfully achieve this, the public sector must be equipped with well-trained personnel. The public sector provides services at all government levels and it is therefore, important that in each of these levels there should be officials who can give direction to the rest of the employees. Such individuals responsible for providing guidelines are in the cadre of top management often referred to as public managers. To manage personnel, these managers should have knowledge of the needs, motivations, fears and expectations of the public. The task of providing direction to others is for example one of the major functions of the public managers.

The dissertation follows a normative approach in examining the functions of public managers. The following areas form the basis of the study:

- (i) The public sector and the public manager highlighting *inter alia*
 - (a) the need for public sector;
 - (b) the task of public managers;
 - (c) characteristics of public managers; and
 - (d) the normative guidelines applicable in the execution of the personnel function.

- (ii) The environment which influences the activities of public managers, describing the extent to which general and the specific environments influence the way in which the activities must be rendered and the demands facing public managers presently and in the future.

- (iii) The function performed by the public manager in providing human resources in the public sector.

- (iv) Description of recruitment, selection, placement and utilisation of personnel in the public sector.

- (v) The prevailing ethics in the public sector, disciplinary measures and guidance and supervision of personnel in the public sector.

These areas, apart from introduction and conclusion, set out the following areas of study:

1.1.2 Chapter two

Governance is a fundamental problem for any society. The root cause for governance, and also for government, refers to the steering of and with the ability of government institutions to control the public. Clarity should be given as to the meaning of public sector within the context of governing. This chapter focuses on the definition of the public sector and why there is a need to have the public sector. Different functions are performed in the public sector for smooth governance. It is generally accepted that the functions performed in the public sector are grouped into three categories, namely: the generic administrative functions, functional activities and auxiliary functions.

Policies and directives are provided so that these functions can be implemented properly. Public managers are therefore entrusted with the responsibility of ensuring that the above functions are performed according to the expectations of the government. This chapter also identifies the characteristics of public managers and the normative guidelines applicable in the execution of the personnel function.

1.1.3 Chapter three

The environment within which public sector structures and functions operate is of profound importance. Public managers, like other managers have to make decisions to optimally mobilise resources from the environment. More specifically, a proper analysis and assessment of the environment and its possible impacts is of

importance when exercising public management functions such as policy-making, planning, organising, leadership and motivation and control and evaluation. It is also necessary to consider the environment when making decisions, when communicating, bargaining and when managing change and conflict. Given the importance of the environment it is not strange that significant public management applications such as policy analysis, strategic management or organisational development require that the environment be considered. Given the general theoretical importance of the environment for management as well as its specific bearing upon public management, a proper conceptualisation of the environment is necessary.

This chapter outlines the distinction between the general and specific environment. The general environment is defined and then considered in terms of specific components such as political, cultural, social, economic, physical and technological. Chapter three will also analyse the effectiveness of the public manager, challenges facing public managers and covers those things which managers should and should not do. The last part of the chapter will outline the public manager's role in transforming the public service.

1.1.4 Chapter four

One of the most important tasks facing public personnel managers is the problem of the number of personnel are required to provide effective service without having to waste resources such as money.

In public institutions, active planning must consequently take place because the number of personnel cannot be increased or decreased at short notice.

Provision can be made by careful and effective planning to adapt to changing circumstances and to provide sufficient personnel so that government functions continue to be carried out. Public managers should plan in such a way that there are always trained personnel to replace (when necessary) those who resign in top positions, and to fill the vacancies which occur from time to time in the institution with suitably qualified candidates. This chapter focuses on the human resource planning, as a function which should be performed by the public manager to ensure that there is qualified personnel in the public sector.

1.1.5 Chapter five

Recruitment in public institutions at central government level is a matter of some magnitude, since many thousands of vacancies are often involved. The increase in the numbers of public officials is often offered as a reason for the existing personnel supply problems. Active steps should be taken to enlighten the public concerning the reasons for the expansion of government activities, so that newly created jobs are lauded rather than becoming the subject of criticisms. In this chapter, the processes followed in recruiting new entrants, the selection of applicants, the placement, utilisation the role which the public manager plays in recruitment are examined.

1.1.6 Chapter six

The origin of ethical norms and standards relevant to public institutions can be traced back to political, social and physical environments. Specific democratic doctrines provide standards of behaviour for public officials. Political office-bearers and public officials can be obliged by the voters to honour specific ethical norms and standards in the execution of their duties. It is always expected of political office-bearers that by their actions they provide a positive image to the public. The ethical norms and standards of the public officialdom form part of the historic and cultural background of any community. The social environment plays an important role in the ethics of state institutions because ethics implies any action which has a direct or potential impact on people.

Discipline and punishment are a component of personnel utilisation which refer to action by public managers when misconduct of personnel can be proven. Misconduct implies the conduct of a public officer, which is prohibited by acts as well as regulations with the force of the law. The prescriptions concerned define the procedures for when an employee is charged with misconduct or is found guilty thereof. The application of disciplinary measures must always be purposeful. The achievement of community objectives is subject to the co-operation among the people in every group. Each group of employees normally falls under the supervision and guidance of another employee who, because of exceptional performance, has been promoted or appointed to the job of public manager. In South Africa, this level refers to the cadre above the level of directors, also

known as top management. In this chapter, the concepts of ethics, discipline, guidance and supervision are analysed. Second, the need for ethics in the public sector is explained. Third, reasons for disciplinary action are outlined. Fourth, the types of disciplinary actions are also outlined. Fifth, measures for dealing with disobedience public servants are described. Lastly, factors which can influence the guiding functions and components of the guiding function are examined.

1.1.7 Chapter seven

This chapter focusses on conclusions drawn from the discussion presented from chapter two to chapter six.

1.2 METHOD OF STUDY

Books, journals, and periodicals are used to evaluate information in order to complete this dissertation. Acts of government are also used in this dissertation, particularly in aspects relating to the function of public managers.

1.3 TERMINOLOGY

The author will maintain the use of current terminology in this dissertation. However, to obtain multiplicity of meanings, clarity of the following terms is important:

(i) **Gender**

Only the male sex is referred to throughout by the use of pronouns “he” and “him” because it is impractical to refer to “his/her” and “him/she”. A references in this dissertation imply both genders.

(ii) **Public service/Public sector**

The public sector refers to all departments and administrations. The public sector includes the departments and administrations of the public service, para-statal and all divisions and departments that provides public services. Furthermore the Constitution of the Republic of South Africa Third Amendment Act, 1996, refers the public service as a public institution which must function, and be structured in terms of national legislation, and which must loyally execute the lawful policies of the government of the day with regard to service rendering.

(iii) **The Constitution**

The Constitution in this dissertation refers to “ The Republic of South Africa Constitution Act, 1996 (Act 26 of 1996).

CHAPTER 6: ETHICS, DISCIPLINE, GUIDANCE AND SUPERVISION IN THE PUBLIC SECTOR

6.1	INTRODUCTION	162
6.2	THE NEED FOR ETHICS IN THE PUBLIC SECTOR	164
6.2.1	Ethics in public institutions	165
6.2.2	Measures to maintain the actions of public officials on a higher ethical plane	167
6.2.2.(i)	Legislative measures	167
6.2.2.(ii)	Training	168
6.2.2.(iii)	Guidance	168
6.3	REASONS FOR DISCIPLINARY ACTION	169
6.4	TYPES OF DISCIPLINARY MEASURES	172
6.4.1	Self-discipline	173
6.4.2	Informal discipline	173
6.4.3	Formal disciplinary measures	174
6.5	APPROACHES TO DEALING WITH DISCIPLINARY ACTION	174
6.6	GUIDANCE AND SUPERVISION IN THE PUBLIC SECTOR	178
6.6.1	Factors which can influence the guidance function	179
6.7	CONCLUSION	180

CHAPTER 7: CONCLUSION

Human Resources Management: The Function of the Public Sector Manager	181
--	------------

BIBLIOGRAPHY

CHAPTER 2: AN ANALYSIS OF THE PUBLIC SECTOR AND PUBLIC MANAGER

2.1. INTRODUCTION

The Public Sector is comprised of institutions which vary from the pure government department to the quasi-autonomous government institutions. At the top of each organisational unit is a person who directs the course of activities in the organisation. This person is responsible for guiding the organisation in the direction of its ultimate goal. The success of the organisation depends largely on the managerial efficiency and effectiveness of those responsible for administration. The appointed leaders (public managers) must guide the work of their subordinates in a predetermined direction and they must be held responsible for this function. What governments should or should not do, is of fundamental concern to public managers. In countries that seem to be mixed economies, there must be some demarcation between activities and functions that fall either in the public or private sector. The dividing line varies between different nations and different times. The transfer of resources and functions to the private sector affects those who work in the public sector or rely on it in some way. If public values are less valued by the community, if activities historically provided and subsidised by government are being privatised, the rationale for doing this should be of interest to the public manager.

All public managers are in fact, supervisors, but all supervisors are not necessarily managers. Managers must supervise the unfolding of the government's policy as it is implemented and executed by their subordinates. The public manager is also a special type of leader in the sense that the public manager is continually involved in guiding the processes of policy-making, financial matters, personnel matters and organisational arrangements, as well as designing new procedures and controlling the entire process. The public manager is also able to attain this position because he knows best how to perform all above-mentioned functions and must accept responsibility and be accountable to the government, the tax-payer and the public in general. Public managers are appointed as heads of departments and other public institutions to serve the public interest and not to further their personal interest or the interests of unknown investors.

There is a much broader debate in South Africa about the role of the public sector. Whether some public services should be privatised is an issue for all citizenry. In the following chapter, the public sector will be defined and an attempt will be made to distinguish the functions and activities that should be performed by government under the supervision of public managers. The functions performed by public managers are generally grouped into three categories, namely; the generic administrative processes, the functional activities, and the auxiliary functions which will be examined.

2.2 EXPLANATION OF PUBLIC SECTOR

The public sector is comprised of institutions which vary from the pure government department to the quasi-autonomous government institutions and usually relates to the service rendering nature of activities of government institutions. On the other hand the primary motive of private sector institutions are profit-making. Each sector has its own vocabulary of concepts which one would assume, should be beneficial to a clear demarcation of terminology. The interplay of terminology and concept are treated as synonyms but different environments further clouds the distinction between the operational areas of each sector. The nature of public institutions conceived through the eyes of successful business people who enter the public service for the first time may, for example reveal to their surprise that:

- (i) public institutions are not just another form of business operation;
- (ii) the Constitution and its diffusion of power upholds the activities of public functionaries;
- (iii) public functionaries' powers are given to them in trust; they are therefore accountable for their actions in conformance with the law; and
- (iv) ethical behaviour is far more stringent for public functionaries than it is for anyone in business Siedman (1984:5) in Hanekom *et al*, (1985:9-10).

What can and cannot be regarded as public institutions in South Africa is a complex matter. It is not always easy to tell which institutions are public and which are private. One possible way out of this dilemma is to focus on various factors which determine the ultimate locality of decision-making in South Africa's public institutions.

In accordance with this approach an institution can be regarded as belonging to the public sector if one or more of the following criteria applies to it:

- (i) it is vested with coercive power over inhabitants in various geographical areas. Central, provincial and local authority's institutions can be classified under this criterion;
- (ii) it is financed wholly or partly from public revenue;
- (iii) policy-making is subject to ministerial control or political direction; and
- (iv) the institution has a formal organisational linkage with an institution qualified by the above criteria and the majority of its management body is appointed by the President, a minister or any authorised public functionary.

Certain organisations, for example government departments and local authorities, are obviously part of the public sector while others are not (Lawton & Rose 1994:2). One would not consider local news agent as part of the public sector, but the language that people use in describing the public sector sometimes only serve to confuse.

The public sector is engaged in providing services (in some cases goods) whose scope and variety are determined not by the direct wishes of the consumers, but by the representatives of the citizens. This definition, according to Hughes (1994:90), does not capture the full scope of the public sector activity, but it does contain the key point that the public sector is the result of public, political decision-making, rather than involving market processes. Governments are command-based and they can force people to comply whereas markets are voluntary. Although the private and public sectors are seen as quite separate, the division of the economy into two mutually exclusive sectors may be artificial and there is so much interaction between the two that setting up a strict dichotomy is rather misleading. It could be argued that the modern economy is a thoroughly mixed system in which public and private sector forces interact in an integral fashion and the economy system is neither private nor public, but involves the mix of both sectors.

The private sector relies on government for infrastructure and the system of laws, without which the private market could not operate (*ibid*). Government relies on the private sector for the production and supply of goods and services, and for tax revenue. The interaction between sectors is more subtle than simply seeing them as separate and necessary separate of opposing forces. According to Hughes (1994:1) all government activities require organisation and staff. But the operations of the bureaucracy, its theories and principles, are not well understood and there is a curious ambivalence in public attitudes towards it by the citizenry. At the same time as there are demands for government to do more and to do more effectively and

efficiently, the public service are often seen as parasitic on the private sector. Rather than been seen as an instrument of people, the public service is regarded with suspicion both for its power and for red tape, delay and inefficiency. Increasingly, the public sector have been encouraged to change their role from the provider of services to monitoring other organisations that actually deliver those services. This is particularly true of local authorities which are encouraged by central government to deliver services through the voluntary, communities or private sector. Public sector managers are acquiring the role of monitoring other organisations and developing skills in managing contracts. The development of such arrangements is blurring the boundary between public and other sectors (Hughes,1994:3).

In the public sector, external forces impinge on the public manager in a far greater and complex way than on his private sector counterpart (Cameron & Stone, 1994:116). In the private sector, the chief executive in most case has the broad authority to set policy for the organisation, limited by the guidance of the board and sometimes by the shareholders. Private management is characterised much more by direction and orders to subordinates. On the other hand, the public manager is regarded as guardian of the taxpayer's money. Everyone, therefore, feels that they own a portion of the public manager and that they can rightfully claim their share. Often public managers will have to deal with legislature, media, courts, unions, civics and officials from the government departments, all of whom have different interests and agendas. This means that government decisions often come from persuasion, negotiations and compromises.

The public manager has less power in this regard. This does not mean that the public manager needs to have good negotiation skills to get support for proposed policies. It is true to say that in the past, South African bureaucracy has tended to operate in a top-down fashion, more akin to private management. However, given the democratisation that has occurred in the country, the negotiating model is inevitable in the future. In the public sector, public managers would be transparent in their deliberations and accountable to their political superiors. Public organisations are publicly funded and therefore need to be accountable to the public. In the public sector managers are forced to apply limited resources to massive objectives. Goals of public agencies are often set by a variety of groups, that is, the legislature, the executive, courts, unions and various interest groups. Public managers have to place greater emphasis on providing equity among the different constituencies and have to ensure that citizens have access to certain basic minimum services, such as health and education (Cameron & Stone, 1994:117-118).

The many aims of the public sector cannot be quantified. The aim of this sector is to provide a service to the public at large. There is no bottom line, as in the private sector. Although performance measures have been introduced in the public sector, they are still highly underdeveloped. It is extremely difficult to measure certain aspects of government activity, such as the benefits of fresh air as a result of governments anti-population measures, or the benefit derived from the use of public parks (Cameron & Stone, 1994:117-119). Not only it is the case that the distinction between the public sector and other sectors is becoming blurred, it is also becoming increasingly difficult

who exactly is the recipient of the products and services of the public sector. Questions arise thereof which warrants clarity. Is there a difference between the citizen, client, customer, consumer or user? There is a tendency to use these terms indiscriminately, and yet is the customer of social services the same as the customer of a local supermarket? Can customers of social services exercise consumer choice and go elsewhere? Such definitional and conceptual problems are compounded when one considers who public services are provided for. This appears to be relatively straight forward; for example, it might be argued that education is provided for pupils. But the views of parents who have vested interest in the children' education might be considered; the views of citizens generally who desire to live in a society where education is deemed to be important in developing social and communal obligations. A major feature of the public sector is that many individuals and groups may have the stake in what it does. These will include the users of services, those who pay for them through taxation, politicians, public managers, local communities and so on. The public sector is characterised by a multiplicity of different stakeholders, all of whom have a legitimate interest in its performance (Hughes,1994:3-4). The overemphasis on the business approach by government could mean that citizens who cannot afford public service will be deprived of them. Given that the focus of the public service should be on equity rather than on efficiency, this is neither desirable nor practical.

2.3 THE NEED FOR PUBLIC SECTOR

The issue must be raised whether there is any need for a public sector at all. If a normal mechanism of exchange is through the market, what are the possible functions of government. Governments have a variety of roles and their full scope is not easily measured. It is no exaggeration to say that the public sector affects the entire economy and the society (Hughes,1994:88). Without a legal framework to enforce contracts, private business activity would not work. Regulations, taxes, permits, infrastructure, standards, conditions of employment all affect decisions made on private markets. The public sector is a large purchaser of goods and services from the private sector and redistributes income from better-off-members of the society to those who are not. The public sector therefore has a crucial role to play in determining real living standards which depend for most people on government services.

There is a central public service for the Republic which is structured in terms of the Public Service Act,1994 (Act 103 of 1994) to provide efficient state administration. Each of the nine provinces has its own provincial public service (Van der Waldt & Du Toit,1997:154). There is no difference between the public managers of the central public service and those of the provincial public services. The Public Service Act, 1994, Labour Relations Act,1997 and service conditions apply to all the public services. In addition, government influences national economic efficiency, the rate of technological and organisational innovation, the direction and the speed of structural adjustment, and the costs, to users of unpriced

resources like the environment. With the new constitutional dispensation in South Africa, the role of government may be more important now than ever before and in this regard, Hughes (1994:92), states that the prevalence of government may reflect the presence of political and social ideologies which depart from the premises of consumer choice and decentralised decision making. There are some things governments should or should not do, some that it does well and some that it does badly.

A more satisfactory, relative, pragmatic set of government roles is set out by Hughes (1994:104-106; *cf* Whicker & Areson, 1990:1-7) who see basic functions of government, which they claim are general roles as follows:

- (i) providing economic infrastructure;
- (ii) provision of various collective goods and services;
- (iii) the resolution and adjustment of group conflicts;
- (iv) the maintenance of competition;
- (v) protection of natural resources;
- (vi) stabilisation of the economy;
- (vii) regulation of natural monopolies; and
- (viii) provision for a minimum access by individuals to goods and services of the economy.

Van der Waldt & Du Toit (1997:155) also believe that the central government performs certain functions which are of national nature.

Section 212 of the Constitution, 1996, sets specific requirements for the public service. Since public managers are responsible for the effective and efficient functioning of the country's administration and have to ensure that national policy is executed, these requirements are of direct importance for their activities. The requirements are that the public service must :

- (i) be non-partisan, career oriented and function according to fair and equitable principles;
- (ii) promote an efficient public administration broadly representative of the South African community;
- (iii) serve all members of the public in an unbiased and impartial manner;
- (iv) be regulated by laws dealing specifically with such services, and in particular with its structure, functioning and terms and conditions of service;
- (v) loyally execute the policies of the government of the day in the performance of its administrative functions, and
- (vi) be organised in departments and other organisational components, and the heads of such departments or organisational components are responsible for the efficient management and administration of their departments or organisational components.

No government activity can be undertaken if the necessary funds are not available. With the commencement of the then interim Constitution in 1993 in South Africa, it became mandatory for a budget for each financial year to be submitted to the National

Assembly by the minister responsible for national financial affairs (Minister of Finance). The National Assembly allocates a percentage of the income to the respective provinces, after the national interest and recommendations of the financial and fiscal commission have been taken into consideration (Van der Waldt & Du Toit, 1997:156).

Lawton & Rose (1994:6-7) further argue that the public sector is unique and therefore the functions and roles of government are unique. A range of arguments have been advanced to indicate the uniqueness of the public sector:

- (i) public sector organisations are not exposed to the competitive world of the market and hence no incentives to reduce costs or operate efficiently;
- (ii) objectives are usually ill-defined and expressed in vague terms such as serving the public, maintaining law and order, reducing inequality, reducing poverty or improving health;
- (iii) strategic planning is more difficult because of the short-term considerations of politicians;
- (iv) the public sector organisation is more susceptible to greater and more open accountability with politicians, pressure groups, tax payers and voters all having an interest in the performance of the public sector;
- (v) the functions of the public sector are limited by statute;
- (vi) the public sector is funded by taxation and not by charging for its services; and
- (vii) certain goods have to be provided by the government. Defense, safety and security and street lighting are consumed

collectively and are, in theory available to all. The provision of such public goods cannot be left to the vagaries of the market.

These functions are performed by the central public service in terms of the Public Service Act of 1994. There is also the provincial and local public service responsible provincial and local administration and management. This makes it important to address the levels of management in the public sector.

2.4 LEVELS OF MANAGEMENT IN THE PUBLIC SECTOR

The size, scope and operations of the public sector are at the heart of the debate about the success of the economy, the nature of community relations, the state of safety and security and defense, the cultural climate and the freedom of individuals. The scope of government activity is extensive and the scale of government activities is also significant (Lawton & Rose, 1994:4-5). Depending on the scope and nature of the activities of public institutions, a number of management levels can be distinguished.

Van der Waldt & Du Toit (1997:159) state that the top management level of an institution in the public sector consists of the director-general, deputy director-general, and chief directors. Top management is responsible for the management of the institution in the totality, including strategic management. This entails, among other things, to determine a mission, strategy and aims, the compiling of strategic plans and organisational structures, control

and decision-making. Some of the other tasks of top management include:

- (i) Developing and reviewing organisational policy.
- (ii) Providing the political head with the necessary information and advice.
- (iii) Keeping abreast of government legislation and its implications for the institution reviewing labour practices.
- (iv) Maintaining and improving community relations.
- (v) Monitoring product and/or service quality.

The top management of a public institution, consisting of the director-general; deputy director-general, and directors is responsible for the tactical management of the institution. Every public manager should ensure that policy is implemented and the aims of the institution are achieved. Lower level managers consisting of supervisors are responsible for the operational management of smaller divisions in the institutions and are also responsible for the implementation of objectives set by top management. To do this, it is necessary to draw up operational plans and programmes to be executed by employees of the institution (Van der Waldt & Du Toit, 1997:160).

Management at this level play an important role in the productivity and functional activities of the institution since it serves as an important link between the employees and higher management levels. Officials in the government service are normally appointed on merit. This means that an official should show an ability to supervise subordinates and provide leadership in the attainment of goals. This implies that the official must not only know every aspect of his

functional work, but must also be able to plan the administration, to organise, to guide and continuously maintain effective control. The official should create an atmosphere of amicable co-operation, so that his co-workers and subordinates enjoy working together in their quest to attain the predetermined goal. Furthermore the official should minimise spending, eliminate wasteful practice, make sure that work is done in accordance with predetermined standards and that mistakes rarely occur. The efficiency of his section or division will be determined to a large extent by the measure of co-operation and production that he is capable of eliciting from his supervisor (Botes, 1994:2-3). Furthermore, aspects such as leading, motivation and communication, as described by Van der Waldt & Du Toit, (1997:160) play a significant role in developing positive relationship that should exist between management and employees.

2.5 TASK OF THE PUBLIC MANAGER

The task of the public manager embraces three areas. In the first place, a public manager attains his position not because of good writing skills or because of the interpretation of financial statements, but more comprehend to the ability to interpret functional mission of the department and to be able to carry out the mission with well thought-out plans.

In the second place, the public manager has the responsibility of determining and establishing the enabling functions necessary for carrying and pursuing the functional mission of the department namely:

- (i) determining and defining the aims and policy;
- (ii) calculating financial needs;
- (iii) determining staff structure and staff needs;
- (iv) creating an organisational structure and delegating functions, authority, responsibility and discretion;
- (v) analysing and continuously revising procedures and methods in the quest for reliable service in the civil service; and
- (vi) designing the overall plan as well as performance levels for individual officials (Botes et al., 1996:357).

In the third place, the public manager must direct actions and behaviour in the direction indicated by policy. Management as a human activity did not originate overnight. It is the task of a public manager to carry the institution with well thought out policy directions and functional obligations to new heights, which will meet the needs and desires of the community. In respect of each administrative processes, the public manager must manage planning, coordination, communication, human relations and similar functions. Public personnel administration is a distinctive field of activity which consists of all the functions undertaken by officials in public institutions to provide the community with public services and goods.

These functions, can be arranged into three distinct groups; namely

- (i) generic administrative functions;
- (ii) functional activities; and
- (iii) auxiliary functions.

Cloete (1993:1) is of the opinion that specific knowledge, skills and behaviour attitudes are needed for the performance of each of these functions or activities which are described below.

2.5.1 Generic administrative functions

As these functions must be undertaken in all public institutions irrespective of the line functions of the institutions, they are referred to as generic functions. These functions can, be classified into various categories, namely the function groups undertaken for :

- (i) policy-making;
- (ii) financing;
- (iii) organising;
- (iv) personnel determination;
- (v) determining and rationalising work procedures;
- (vi) controlling, and
- (vii) management (Botes et al,1996:358).

It should be stressed that for the performance of the innovative, directive and managerial dimensions of each function in each of these categories; specific knowledge, skills and behaviour attitude are needed. It is required of the public manager to possess these skills. According to Cloete (1993:2), the other groups of activities, that is, the functional and auxiliary activities, can be practiced only after the means (for example, infrastructure to enable these activities to be undertaken) have been created through the performance of the generic administrative functions. For example, without the personnel

policy, there cannot be any functional and auxiliary functions performed as human resources are needed and policy is required.

(i) **Personnel policy**

No public institution can operate without one or more policies and so it is fruitful to look at what is meant by policy, and whether it has any significance in the public service. Craythorne (1993:61) describes policy as a prudent conduct, sagacity, course of action adopted by government or party and also defines it as a plan of action adopted or pursued by an individual government, party or business. One thing that emerges from these definitions is that the term policy does not just mean an intended plan of action, it also has a strong element of wisdom, and this can only mean that before a policy is adopted, there must be careful thought and investigation before there can be an action. It goes without saying therefore, that activities performed in government institutions require a policy and have to be guided by policy directives. According to Andrews (1993:6) the necessity for an effective personnel policy, preparatory to any functional personnel work being initiated, cannot be overemphasised.

On closer examination on the function of policy determination, it appears then that in the public sector no purposeless action may be tolerated, because all public activities must always be directed toward a clear goal. The goal must be known to all parties concerned so that their actions may be directed toward the achievement of the goal. In fact, it must be pointed out *what* is

intended, *how* to go about it, *who* will take action, by *what* means it will be dealt with and also *when* actions should take place. The functions which precede the announcement of the goals and the measures for the achievement thereof are known as policy determination and the result is a policy which should be made public.

The objective, is a worthy state of affairs to be striven for in the future. Depending on the circumstances, the objective can be amended from time to time. Regarding personnel policy, the objective is providing, training, utilising, remunerating and retaining an effective, trained and motivated personnel corps. This, the public sector manager has to ensure it takes place. In this connection Stahl in Andrews (1993:7) states that the personnel function is absolutely central to the accomplishment of work to serving the mission of the agency. Most public sector managers are mindful to maintain a service attitude and appreciate that they are not the owners of authority but agents of public purpose.

With this in mind it becomes obvious that the goal in the determination of personnel policy should also be to ensure that employees in the public sector enjoy security of tenure and are treated in such a way that they will render excellent service to the public which is responsible for their remuneration. A personnel policy must therefore be determined according to which public servants may align their actions. The personnel function carries a stamp of the political milieu in which it is enacted. Because of this, the personnel policy must be determined by taking into consideration fundamental values such as the guidance function of the supreme

political authority, the recognition and acceptance of public accountability, the pursuance of public efficiency, deference to and compliance with South African administrative law, deference to community values acknowledged by a particular community and the pursuance of high ethical norms and standards. The political milieu therefore also determines the personnel system which is applied within a country as Andrews (1993:7) puts it and the goal which must be realised with the aid of the personnel policy is inherent in the personnel system

2.5.2 Functional activities

Functional work must be performed in each public institution to provide public services (for example, safety and security) or goods (for example, electricity). A public institution exists to render one or more services or goods and the rendering of such services requires appropriate work processes.

The functional activities of the personnel function are divided into the following components, namely:

- (i) provision of personnel and recruitment;
- (ii) personnel selection;
- (iii) personnel orientation and placement;
- (iv) personnel training and development;
- (v) personnel utilisation;
- (vi) personnel remuneration;
- (vii) personnel evaluation and retention (Cloete, 1993:2-3).

Although it is not the intention or purpose of this chapter to examine the above functional activities, it is worth mentioning that for the government to be able to provide goods and services to the communities, people have to be employed to deliver such goods and services, hence personnel provision and recruitment. Once the personnel is recruited, proper candidates must be selected from a pool of applicants. When public managers select suitable candidates, the previously disadvantaged members of the communities (for example, women, blacks and the disabled) should be considered.

The newly recruits should be properly orientated and proper training must be conducted to enable them to be efficient and effective. The remuneration of public servants should be in accordance with the prescribed standards if these officials are to be retained and encouraged to stay in the public sector (Cloete, 1993:3). It is further important that the personnel ethics be adhered to in order to render efficient service. For the public sector manager to succeed in the execution of the generic and functional activities, it is important that he has a sound knowledge of the auxiliary functions in his particular field of operation. The auxiliary functions are described below.

2.5.3 Auxiliary services

For each type of work, man has invented suitable tools for performing the work. To perform the above-mentioned administrative and functional activities, a variety of tools and aids are used. Specific functions have to be performed for the application of these tools and aids, and these functions are known as the auxiliary and

instrumental functions; for example, data processing, system analysis, planning, programming, public relations such as publicity, cost accounting and record keeping. These functions are in fact, neutral generic activities. The public managers have to have a working knowledge of these functions relevant to their work (Cloete, 1993:3).

This argument is further carried by Andrews (1993:27) who also is of the opinion that the application of analytical methods by public managers without the auxiliary aids such as computers and libraries is practically impossible. The effectiveness in the application of the results of the research depend upon the comprehensiveness, timeliness and speed with which the information can be retrieved. Therefore, without the use of such auxiliary services, information is usually incomplete, obsolete and takes long to retrieve that decisions are negatively influenced. The success of the execution of the public activities by public managers depend on normative guidelines which are idealistic principles that form basis for all types of public action and must therefore be adhered to. The conclusion that the effective management and service delivery of the public service requires a team effort between politicians and officials, implies that the scope must exist for both types of participants in this process. Politicians are needed to provide primarily the legitimacy and political direction and supervision, while the whole-hearted assistance of the bureaucrats in this policy making and implementation process are needed for the continuity and experience which they can provide in certain policy fields. If officials are reluctant to accept the policy changes or obstruct or delay the implementation of new policies, or

find it difficult to work in a new environment with politicians of a different political persuasion, more interventionist political strategies are, of course, called for. An effective compromise will have to be struck between political demands for dramatic policy change and managerial demands for maximum administrative stability in the delivery of services and facilities (Cloete, 1993:36). Furthermore, as seen above, the effective and success of these activities will depend on the policies as enacted by the politicians in conjunction with the expertise of the officials. The end result is that public managers should follow the agreed normative guidelines when performing their functions. When the task of the public manager is analysed it can be seen that it has three dimensions which Botes (1994:11) describes as follows:

- (i) The public manager is not appointed to his position because he/she is good at letter writing or because he is skilled in interpreting balance sheets and financial statements. The public manager is appointed because he understands the functional mission of the department or section and can realise this mission by means of well-considered plans. He can take the lead and guide the team in the public sector.
- (ii) It is the supervisor's task to determine and formulate the executive functions necessary to initiate and carry out the functional mission of the department such as to: determine the goals and policy for the department; determine the financial requirements of the department; determine the personnel structure requirements; determine the organisational structure

and handle delegations;analyse procedures and methods with service excellence in mind; design a total plan of control taking the performance levels of the individual official into account.

- (iii) The public manager must guide and direct all activities, behaviour and performance in accordance with the policy of the government of the day. The third function forms the essence of his job. Management as an activity was not invented overnight and it is the task of the public manager to manage the institution by way of rationally determined policy guidelines and functional responsibilities that the institution will satisfy the needs and requirements of the society. The public manager must be able to handle each of the processes of administration by thorough planning, coordination, communication, interpersonal relations and such functions. The human involvement is unavoidable and is inherently intergrated in each process (Botes,1994:11). The managerial world of the public manager consists of a combination of the functional and administrative activities in a meaningful harmony, so that the joint actions will result in achieving the aims required. It is futile to assert that aim and policy are the same thing, as the aim determines an ideal state of affairs in the future, while policy is the prescribed and approved way to be followed to achieve aims. Carrying out the task of public management successfully requires a critical frame of mind that allows a public official to pursue the ultimate goal of the institution with an innovative managerial style.

This according to Botes et al. (1996:15), implies that those filling management posts, or preparing themselves for such post, must have thorough knowledge and skills so that the challenges of the democratic South Africa can be met, guaranteeing a good life for the community.

2.6 THE PUBLIC MANAGER'S EXECUTIVE FUNCTION

Public managers perform a wide ranging group of functions inside their respective departments and also in collaboration with other institutions. According to Thornhill & Hanekom (1995:63) public managers also serve on interdepartmental and departmental committees (commissions of enquiry, or committees performing specific planning or the co-ordination functions). When necessary they appear before parliamentary committees and also to render advice and aid to advisory councils. Public managers often work in collaboration with other institutions in complex situations. This they have to do with authority as will be elaborated in the following discussion.

2.6.1 Authority of public managers

It is a *sine qua non* that the top management level of the public managers are in the position to make authoritative decisions on matters affecting society, either by their personal influence on the political office bearer or by the interpretation and the application of information at their disposal. Public officials control crucial information pertaining to their respective fields of operation and can

use this information in such a manner that projects could fail, or they could use information which differs, or is in conflict with the views of political office bearers over goals. If public managers can defer action and blur choices they can mislead political office bearers and can win by the cumulative advance of small steps- each one on its own, a barely perceptible move, but in aggregate causing a decisive shift of direction. As pointed out in Thornhill & Hanekom (1995:66), public managers act in an advisory capacity to political office bearers, and although the latter can give orders to the public managers, in practice decisions emerge as a result of the discussions between the political office bearers and the public managers. In an environment of the legislative and other pressures and loyalties, the authority relationship between political office bearers and public managers is not easily determined. The result is that when a policy is made known, for example the annual budget, it is difficult to determine the relative responsibilities of political office bearers either individually or collectively are not really free agents in the policy making process. Because of this, it is even more difficult to determine who has the more powerful voice in the apportionment process.

Moreover, public managers are often also responsible for conducting high level talks on an international level regarding envisaged governmental action in particular fields. A specific characteristic of public manager is required for the enhancement of such high profile actions. Cascio (1995:473) refers to this situation as negotiation, which public managers should conduct from time to time.

2.7 CHARACTERISTICS OF THE PUBLIC MANAGER

The duties which public managers should perform in the public sector require a great deal of knowledge, personal qualities and skills which will successfully enable the public manager to plan and have the ability to predict the future. A public manager must be able to read and sense the signs of the future. His ability to use logic must be well developed. After planning, the next thing a public manager must be able to do is to organise people as members of a team. As such he must have a thorough knowledge of human nature and no difficulty in getting along with people. The public manager must be able to communicate and have the ability to inspire people. The abilities to control and to coordinate people must be present in the leadership of a manager (Botes, et al,1996:357-358).

The essence of public management is vested in the distinctive feature of subordination, deference, dutifulness, and the willingness of the followers to accept the authority of the leader. The followers are prepared to hold their own values and preferences in obedience in favour of the preferences and values of their leader, because they accept his superior knowledge. From this comes discipline, dutifulness, motivation and teamwork. One of the cornerstones is mutual loyalty and support; ability to work together as a team with the same aspirations and to contribute meaningfully toward the achievement of the eventual goal. The leader, as Botes (1994:14) puts it, retains his leadership from a higher authority to regulate or direct the behaviour of subordinates; deliberates in a cooperative manner to test the views and feelings of the subordinates and has

the authority to sanction behaviour by rebuke, reprimand, dismissal or even by praise for a job well done.

The leader referred above is in the words of Perry (1996:619) regarded as visionary because he interpret reality, foster a group mission and shape collective visions of the future. This view is further recognised by Van der Waldt & Du Toit (1997:18) who are also of the opinion that public managers should lead with vision and judgement to identify the right things to do, and should be active participants and communicate their vision to their subordinates. Public managers work with and through other people and give direction and support. The most important function of the public manager is to achieve objectives together with his subordinate by utilising each person's maximum potential. Although authority usually accompanies the position; the incumbent's character and personal abilities are important aspects of his ability to lead. While it is the task of the public manager to lead, not every manager is necessarily a leader. Every public manager will have to identify and recognise the natural leader of the group, because this leader has something in his personality that makes him different from the others in the group. Despite the fact that the manager has the sanction as well as the authority to force his will upon subordinates, the natural leader gets results by influence, persuasion, and charisma. It is therefore desirable for every manager to be a leader but then again it is not always possible for every leader to become a manager. In practice management takes place amongst people; that is, the leader on the one hand and followers on the other. Just as the leader's task is to lead, so the followers must follow.

Robinson (1988:30-33) strongly feels that the public manager should have a vision; must be able to judge; should have the energy; have determination; be consistent; be fair; must be ruthless; must be knowledgeable; and must have skills. Leadership has two distinctive features, namely the subjective and objective superiority attributes of the leader. Botes (1994:14-15), argues that objective superiority attributes are those objective attributes over which a person has no control that give him particular leadership characteristics. These include physical build, attractiveness, dexterity, exceptional general knowledge, memory and the ability to exercise self control and self discipline. The objective factors or attributes that afford him this superiority over others distinguish the natural leader from the ordinary person. Nobody can really say what makes a particular person a leader, because it is almost inherent in some people to act as leaders while others will follow them without question. Subjective superiority attributes are those factors or attributes that the individual himself has the capacity to change or influence, such as self confidence, determination and the drive to achieve goals. The public manager personifies the aim of the institution, he is the one who has the final judgement over alternatives, as well as the power, authority and ability to obtain and utilise necessary means. Public managers lead by inspiration, guidance and instruction, by persuasion and correction, with empathy and with antipathy for weaknesses. What one finds also is that public managers are appointed to management positions because they can stubbornly persevere and bear the brunt of pressures; and can acknowledge the abilities of other and people acknowledge their authority. This creates a spirit of teamwork that

guide all behaviour, endeavours and activities in the same direction. These subjective superior attributes can be cultivated and nurtured. The effective public manager normally has three particular characteristics, namely dignity, self-confidence and magnanimity. The holder of the position must possess dignity (that is, authority, devoutness, and respect), but must also have sufficient confidence to make autonomous decision and enforce them. Furthermore, the public manager must also be magnanimous enough to admit when he made a mistake (Botes, 1994:15). There are norms and guidelines which public managers should follow and adhere to so that they can effectively and efficiently perform their duties with success.

2.8 NORMATIVE GUIDELINES APPLICABLE IN THE EXECUTION OF THE PERSONNEL FUNCTION

The statement that there are no normative guidelines to which public officials conform to as suggested by Botes (1994:6-7), will obviously create a dilemma for public managers. In attempting to solve this problem the above author (Botes), comes up with an explanation that normative guidelines refer to the idealistic principle that form basis for all type of public action. Whereas empiricism deals with that which reflects reality, that is the world of experience or real world, normativism deals with the ideal world, that is, those criteria that should be applied. Through the ages various ethical "codes" have been developed for the public servant, to provide a basic or guarantee that the servant of the state will act in good faith and with dignity and respect.

Furthermore, we are reminded by Perry (1996:738) that norms are an important resource in the political and social realms.

Normative guidelines have been evolved from traditions and conventions prevailing in the sphere of public office. The different components in the personnel function must be based on specific normative guidelines. The guidelines are unique to public administration and must serve as signposts for all public employees so as to always guide their actions and dispositions towards the realisation of the objectives of the institution. The most overriding guideline is the guidance function of the supreme political authority which implies that the legislative institution still has the final say over the personnel function. That is, the personnel policy is determined by the legislators by their prescribing recruitment, selection, training, retention and other personnel matters which are necessary for sustaining the personnel function. Standardised work procedures are prescribed and the funds required are supplied by the legislative institution along with prescriptions, according to which the funds must be used. In addition, specific control measures are instituted by the legislators to ensure that their instructions are carried out to the letter. The recognition and acceptance of public accountability is a second guideline to which employees are bound. Because all public employees are bound to specific ethical code of behaviour, it is necessary that at all times they can explain in public that they have in all respect carried out their duties in the correct manner (Andrews 1993:28).

The pursuance of public efficiency is a guideline to which public employees are bound because their primary objective is the advancement of the general welfare of the community. Therefore, all actions must be such that not only is the objective realised, but that it is realised effectively as well as inexpensively. Public employees must perform their functions with legality, which means that all rules of natural justice and the rule of law must be borne in mind with every action performed in public institutions. Deference to community values which are recognised by a specific community is a guideline to which public employees are bound because values may be considered signposts which indicate to employees what is right and good. The outcome of this should indicate that if public officials maintain high ethical norms and standards and defer to the other guidelines mentioned above, then it is assured that the personnel function will be effectively dealt with.

2.9 ROLES OF PUBLIC MANAGERS

Public managers are increasingly facing challenges in their management functions and these challenges are the result of political changes, economic changes, technological innovations and labour issues. The mentioned issues have existed before, but not to the degree that they exist at present. The future function of the public service will probably have to be transformed into a more appropriate and relevant organisation in order to meet the policy needs of the new political regime. This transformation will probably have to be a total transformation, both at value level and structural and functional levels.

Briefly, it entails more explicit objectives like the democratisation of public sector management along non-discriminatory and non-racial lines, including more accountability, transparency and developmental objectives. Future incumbents of these posts will further have to reflect more accurately the majority population compositioning of the country. The dramatic regime changes South Africa is currently experiencing will inevitably pressurise all top officials into playing two potentially contradictory roles: on one hand a very important stabilising role to prevent political instability from spilling over on the implementation of policies and services. On the other hand, top officials will have to assist the new political regime enthusiastically to design and implement new policies which may differ radically from those developed under National Party direction during the preceding half-century. This may prove to be a tall order for some existing bureaucrats, although others may adapt to this expected dramatic policy change more easily (Thornhill & Hanekom, 1995:37).

In this process explicit new political and administrative appointments and may be useful, depending on the circumstances involved. Care should be taken, however, that the new public service is not politicised too much, because it will inevitably have a detriment effect on its activities in the long run (Thornhill & Hanekom, 1995:37). This view is also shared by Human (1991:292) who states the fact that institutions are facing a period of fundamental change which will involve institutional transformation. Organisations are increasingly information intensive as the country develops from industrial society into information society. This means that public managers will require good oral and written

communication skills and also need to be computer literate and be able to summarise data. Furthermore, public managers will have to deal with a wide range of social permutations during the restructuring. From this discussion it is clear that the functions which public managers have to play is not an easy one but could be managed effectively if all the environment within which the administration take place is considered from time to time.

2.10 CONCLUSION

The personnel function is an activity which consists of a combination of activities which must be undertaken with the aid of the generic administrative processes and the auxiliary functions. The management of personnel in the public service is not an end in itself, but is undertaken to obtain results in a particular field of work. The combination of functional and administrative activities in a meaningful and harmonious way forms the infrastructure which is so necessary for achieving the ultimate goals which are determined for a particular department.

The public manager is the one who will guide, discipline and direct his subordinates into a harmonious workforce aimed at achieving predetermined goals. It is also the task of the public manager to clearly distinguish between the predetermined goal and the ways of achieving the ultimate goal. It is evident that there is no way in which the functions performed by public managers could be performed in isolation. Furthermore, the normative guidelines should be adhered to when services are being provided to the community.

The identified norms and guideline included; acknowledgment of political supremacy, public accountability, public effectiveness, administrative law, and respect for community values. These guidelines are to adhered to if the public institutions should be able to satisfy the society.

The roles and functions the public managers perform today are slightly different from those that were dealt with before the elections in 1994 when the new Government of National Unity (presently in turmoil) was put into power. It is important that when public managers exercise the personnel functions, they should take into account that the previously disadvantaged groups of people such as blacks, women and the disabled, be given preferences. Furthermore those officials who do not want to promote and adhere to the new policies will be face disciplinary actions. The next chapter will focus on the different environments and challenges which influence the activities in the public sector as performed by public managers.

CHAPTER 3: THE ENVIRONMENT AND CHALLENGES WHICH INFLUENCE THE ACTIVITIES OF THE PUBLIC SECTOR MANAGER

3.1 INTRODUCTION

Public managers are facing challenges which result from political, economic and social. But before decisions and actions are taken, a proper analysis and assessment of the environment is important. The environment is a critical factor that must be understood to recognise its influence on public institutions. The public manager has a responsibility of monitoring the environment and planning effectively in response to circumstances so that the institution can adapt to change in the environment. Public managers should be fully aware of how government services, policies and products are experienced and received by the public. Significant public management decisions require a consideration of the environment. There are two main categories of environments which have to be assessed and considered by the public managers when performing their functions.

The first category which is the general environment include such components as political, economic, cultural, technological, and physical environment. The second category which is the specific environment include such components as regulators, suppliers, consumers, and competitors. This second category of the environment, as shall be seen in the discussion, is that part of the environment which directly influences the availability of resources to

the institution. On the other hand, the general environment also has a wide ranging impact on the implementation of activities in the public sector and the function of the public manager is to a large extent influenced by it. For example the manner in which public officials exercise their functions is influenced by the political environment. For instance public managers, prior to the new dispensation in South Africa were performing their functions according to the political environment which was existent at that time. The same applies to the functioning of the public service today which is a reflection of the will of the political environment as is at the moment.

The environment of the nineties requires the public manager to identify changes in the environment in time, and to apply techniques through which changes and trends in the environment can be observed in time and managed effectively. This chapter will emphasise the public management environment with the specific aim of showing the influence of the environment on public institutions and the interaction between public institutions and the environment, in order to make public managers aware of managerial and organisational adjustments. Such adjustments are necessary to ensure that public institutions remain in contact with the environment, of which the public should be the most important component.

3.2 THE INFLUENCE OF THE ENVIRONMENT ON FUNCTIONS OF THE PUBLIC SECTOR MANAGER

The public manager operates in a complicated environment, from which he has to draw the knowledge to manage the organisation properly. A constant interaction between the public institution and the environment largely determines the institution's organisational form and functioning. Management must be aware of all internal and external forces, opportunities and threats that affect the public institution. When the environment changes, management is confronted with a choice between stagnation or dynamic adjustment in order to survive (Van der Waldt & Du Toit,1997:86). Deterioration can be prevented only if change and innovation take place continuously. The way in which public institutions are governed depends to a large extent on the general trends in societal development (Kicket & Van Vught,1995:203). The environment influences the organisation constantly, and it is only possible to observe these influences once they have been mediated through the intermediate environment. The public manager has to take cognisance of the constitutional and political dispensation. As a public official he has to adhere to the basic tenets of public administration that make the task of the public manager unique. Botes (1994:7), summerises these basic tenets as follows:

- (i) Obedience to the political authority: The public servant is employed by society and uses public funds to attain public goals. He has the moral duty to consider the needs, desires and demands of society when preparing plans, projects and

strategies. Exercising public choice in the realisation of human needs and desires is a political action and will be debated in the legislature. The public manager will have to bear in mind that his own choices and decisions will be guided by the choices of the political office bearers.

- (ii) **Public accountability and responsibility:** In contrast to the business manager, who is accountable only to the shareholders and board directions, the public has to account to the public for his actions. Public officials are appointed with the explicit sanction of the voters through the legislature. The public servant serves the public in accordance with their needs, desires, and demands, and uses public funds to finance all government undertakings. The public manager is therefore held accountable for any maladministration, corruption, embezzlement, irresponsible action or public misdemeanours. Furthermore, the public manager must be sensitive to the values that the public hold dear. The public officials must show true statesmanship in the execution of government policy.
- (iii) **Public efficiency:** Public officials must strive to achieve their objectives as effectively as possible with the cheapest means and at the lowest cost. Any undertaking by public servant must be effective, that is, of the lowest value and viable. Resources must be used as economically as possible.
- (iv) **Adherence to South African administrative law:** Administrative law is concerned with the relationships between the public

organisations, the legal rights and the privileges of the inhabitants in the decisions by administration and the legal defence of the citizen against unreasonable and unfair actions in administration. Botes (1994:8), stresses that the public servant has to be conversant with the principles of administrative law so that he can ensure that all actions in administration are legal and lawful. This requirement flows from the general principle of the rule of law. The public manager has to take cognisance of the legal rules of natural justice pertaining to the dictum of *audi alteram partem* (listen to the other party), *delegatus non potest delegare* (no person may delegate that which he himself does not possess), the *ultra vires* rule (acting beyond the authorisation of the law), and the rule of *nemo iudex in propria casa* (no man can be judge in his own judgement).

- (v) Respect for community: Most decisions and actions undertaken by the public servant have a direct or indirect bearing on the lives of the citizens. People are extremely sensitive when it comes to their personal and social values, such as the right to personal possessions, cultural heritage, language and religion. Whenever the public manager has to take a decision affecting the values of society, he must do so with great care.

- (v) Maintenance of high ethical norms and standards: The office of the public official is one of public trust. Public officials are sometimes entrusted with very personal secrets, for example, in the application forms for identity documents, or the

statement to the receiver of revenue. The public expects the public official to show high ethical norms and standards in carrying out the task. The public official should be trustworthy, respectful, friendly, diligent, correct, helpful, amiable and dignified (Botes, 1994:8).

The administration of public affairs results from political activities, and forms part of political life, and not only takes place in a political environment, but concerns all areas of societal life (Thornhill & Hanekom, 1995:16). All the levels of government comprises functions which must be undertaken in the interest of the community. In view of the fact that the needs and desires of the community differ, it stands to reason that, in spite of the ideal requirements and the universal functions which must be performed to ensure that public services are rendered in an efficient and effective way, the function of the manager will differ from one department to another. According to Thornhill & Hanekom (1995:210), the functions of the manager are influenced by various circumstances. The smaller the size or grade of the department the greater the variety of the functions undertaken by the manager. It can be deduced therefore that a manager refers to an official in a leadership post performing the actions of managing. In the bigger institutions, where the structures comprise various departments, sections and divisions, there are a number of posts from the first level supervisors to the directorate incumbents of which perform *inter alia* managerial functions. In this regard the influence of the environment in which the institution operates should not be underestimated (Thornhill & Hanekom, 1995: 216).

The administration of public affairs is, furthermore, shaped by the nature and extent of government action which could be of:

- (i) A classical nature, where the underlying idea is that the state should protect society against aggression from outsiders, and should provide circumstances for free competition. At the same time there should be little as possible interference by the government in the economic life of society;
- (ii) A socialistic, and in particular a collectivist nature, according to which a large number of economic institutions should operate as public institutions; and
- (iii) A welfare state nature, where the state is supposed to ensure the highest possible degree of material and spiritual well-being of all members of society by engaging in basically all areas of societal life, with a view to providing for societal needs.

Cognisance must be taken of aspects arising from the environment which could be classified as general and specific environment. According to Fox et al, (1991:18), the general environment is considered in terms specific components; political, economic, social, physical, cultural and technological. Many government officials have tertiary educational qualifications such as university degrees or technikon diplomas, it is still necessary to train every new entrant for the job he has to perform. The South African public service is in the process of dramatic transformation and it is obvious that new recruits will have to undergo an intensive training programme.

The training in the public sector has become essential for the following reasons (Fox et al, 1991:18):

- (i) Continuous expansion of government.
- (ii) Shortage of manpower.
- (iii) Interchangeability.
- (iv) Countering stagnation.
- (v) Promotion.
- (vi) Morale and enthusiasm of officials.
- (vii) Professional development.
- (viii) Occupations confined exclusively to the public service.
- (ix) Increased productivity.
- (x) Improvement of the public administration.

The need to work with the active involvement of the public provides opportunities for public managers to increase their effectiveness and legitimacy of government. This chapter focuses on the various challenges facing public manager and how managers should cope with the ever increasing challenges and demands for effective governance and proper utilisation of human resources in the public sector. These challenges include inter alia :

- (i) Rendering public services.
- (ii) Political challenges.
- (iii) Social challenges.
- (iv) Technological challenges.
- (v) Administrative and managerial challenges.
- (vi) Intellectual challenges; and
- (vii) Affirmative action.

3.2.1 THE GENERAL ENVIRONMENT

The general environment is defined very broadly as everything external to the organisation or everything outside of the boundaries of the institution. Hodge & Anthony in Thornhill & Hanekom, (1995:18) refer to the general environment as the “macro environment”. The general environment influences the management of the institution constantly. These influences and their effects are, however, not easy to observe directly. It is usually only possible to observe and experience the influence of the general environment once it has been mediated through the specific environment. It is the specific environment that makes the influence of the general environment concrete and observable. Nevertheless, it is important that public managers devise instruments for identifying and coping with trends in the general environment.

The macro or general environmental level consists of it political, economic, social, cultural, physical, and technological components. It includes all influences outside the boundaries of the institution, that is, all factors external to the institution’s micro and intermediate environment that influence the functioning of these environments outlined below.

3.2.1.(i) The political environment

The political environment affects almost every facet of the public manager’s activities, since these are influenced, directly or indirectly,

by factors such as the system of the government, the constitution, the bill of rights, and the nature, promulgation and implementation of laws (Van der Waldt & Du Toit, 1997:104). Public administration and management functions within a political milieu, which means that all the actions of a public manager are guided by the requirements of political authority. The political component comprises the regulations with which the authorities of a state regulate the structures and processes within a state. This includes the general political climate, the degree and nature of the concentration of political power and the existing party system.

Thornhill & Hanekom (1995:216) further state that the political environment embraces all activities concerned with the resolution of conflict and the authoritative allocation and enforcement of values in a community. For the public manager it is essential to know what will be in the interest of a community. A stable political environment would assist the manager in this regard. The political system of a society is the way in which the society is governed. The political system has a major impact on institutions within the society and should be considered by public managers. Political ideas, philosophy and especially political ideology form the basis of the political environment (Fox et al, 1991:19). These general aspects find concrete form in terms of political institutions. The institutions referred to include international and national power structures. International bodies such as the United Nations, the European Parliament and the Organisation of African Unity which have political effects that transcend national borders and may exert influences experienced by public organisations.

Public organisations are profoundly influenced by national power structures and processes such as political parties, pressure and interest groups, political policy, governmental laws, acts and regulations as well as political and executive authorities. These international and national power structures and processes can be analysed in terms of their nature, power positions, influences, legitimacy and stability. The results of such analyses have to be considered by public managers when exercising their functions (Fox, et al,1991:19).

Because of the important role played by public institutions in a country, it should be managed according to clear principles. Public managers are expected to adjust to the changes taking place in the country in order to effectively perform the duties. To this effect there is at present a Public Service Act 103 of 1994 which sets out the guidelines laid down by the Public Service Commission for the functioning and administration of the public service. Public managers must be accessible to all and must serve the public in an unbiased and impartial way. The public service should also be representative of all different population groups (Van der Waldt & Du Toit,1997:108). Underlying the transition is the sound principle that public managers may not promote party-political interests and that they must be regarded as officials carrying out the policy of the government of the day within the clearly defined and demarcated conventions of constitutional provisions. The current problems experienced by most South Africans originated in the political milieu. Apartheid, entrenched in a range of legislative measures, perpetuated racial discrimination

and created widespread inequalities, *inter alia*, employment, housing, health and education. Moreover, apartheid marginalised blacks, that is, most South Africans, excluding them from meaningful political decision making institutions. It is therefore important that public managers take cognisance of the political environment when performing their functions (Reddy, 1996:192).

In an unstable political environment it is of the utmost importance that the aspects regarding morality, equality, fairness and the right and freedom of individuals be taken into account when policy decisions are made. Public managers should be seen as supporters of the transition to a fairer system. If the majority of population does not have this perception, there will be a significant potential for conflict between the values of the majority on the one hand and the values of the public service on the other hand. To avoid conflict and serve the community Van der Waldt & Du Toit (1997:108), suggest that public managers must be aware of what the public regards as fair. The sense of fairness must be every one's goal and must ensure a stable society. Bayat & Meyer (1994:87-88), also suggest that public institutions should interact with their environment in such a way that it remains able to authoritatively allocate values in a society over time. From this perspective, the following additional concepts need to be understood and therefore the environment, input, output, and system maintenance:

- (i) Environment: Implicit in the discussion of systems is the assumption that a system has boundaries, that there is a discernible point where the system ends and the rest of the

world starts. The environment refers to the physical environment and all the other societal subsystems with which the political system interacts.

- (ii) Inputs: Inputs are all those activities or events that may have an influence on the way resources are allocated in a society. Generally speaking, inputs usually comprise demands by individuals or groups for a different allocation or support for the existing allocation.
- (iii) Outputs: Outputs are the consequences of decisions made by the authorities in response to the support they receive and the demands made on them.
- (iv) Feedback: Feedback represents the influence of the political system on its environment and comprises the support or demands that flow back into the system as a result of the decisions and actions of the authorities. In this perpetual cycle of inputs/throughputs/outputs/feedback/inputs, the elements of the environment are evidently in an ongoing, interdependent relationships with each other (Bayat & Meyer, 1994:88).

What is implied above, is that the actions of public managers must be of such a nature that the objectives of people's representatives are effectively pursued and the rights and freedom of the public are not infringed, and should accept responsibility, and be fair and reasonable. It may be concluded that public managers can be obliged by voters, through the casting of their votes, to respect specific norms and standards in performing their work. Due to the nature of their office, public managers must also work for granting equal rights and

providing opportunities and services to all citizens of South Africa in a fair and unbiased way. The political system is inextricably linked to other systems within a society. It must be realised that all systems function independently (Van der Waldt & Helmbold,1995:50). By a way of political system of a country the rules and regulations are made which are juridically enforceable owing to the authority vested in the subsystems of the political system.

3.2.1.(ii) **The economic environment**

The role of the government in the economic system of the country differs markedly from the role of the private sector. The main aim of the government is to provide goods and services to the community so as to improve the community's general welfare. In drawing up the national budget, provision should be made for the general interest of the community, as well as for setting priorities for the use of public funds. The public manager plays an important role in budgeting and should therefore be fully informed of the economic realities (Van der Waldt & Du Toit,1997:115). Economic variables such as policy cycle, inflation and recession influence the demand for goods and services, as consumers are repeatedly forced to reconsider their priorities. There is government reaction to every significant economic change. There is really no limit to the extent of services that the government is expected to render. In most cases the resources and means available to cater for these services are limited. It is therefore important that the monetary policies and fiscal policies of the government are controlled. It is also expected of authorities to contain inflation, to protect fair competition, to prevent monopolistic

condition, and to promote export. Hodge & Anthony in Schwella & Ballard, (1996:45) define the economic environment as the manner in which society creates and distributes wealth. It also include the condition within which the organisation exists. The climate and natural resources of the geographic area in which the organisation operates influence the type and use of many of its physical resources.

The availability of these resources influence the manner in which the organisation operates. The economic system of a society is the way in which the society creates and distributes wealth. It is also the system which allocates scarce resources to competing individuals and groups. Economic ideas, philosophy and ideology provide a basis for international and national economic structures and processes. International economic bodies such as the International Monetary Fund and the World Bank have wide-ranging influences on national economies (Fox et al, 1991:19). Furthermore, it should be remembered that the nature and scope of public activities are, to a large extent, determined by economic factors. Public activities at local level on the one hand, determine the economic environment within which public action takes place. On the other hand economic circumstances (Thornhill & Hanekom, 1995: 216) in the private sector determine the resources available to government which have a direct influence on the role of the public manager. The responsibility of public managers not only lies in determining the intensity of the business cycle for a particular institution, but also lies in determining the possible economic cycle over at least the following year. Each year the capital programmes of the government are extended for another fiscal year (Nigro & Nigro,1980:359).

Political objectives cannot be achieved without the necessary economic development to provide the fiscal base to meet such expectations. The greatest challenge facing public managers at the central government is how best to carry out redistribution and poverty alleviating policies and raise standard of living of most South Africans (Reddy, 1996:194). To alleviate this poverty and provide satisfactory service, public managers need to prepare a budget in order to accommodate the various service to be rendered to the communities. Gildenhuis (1993:395) presents a number of function which the budget perform, namely:

- (i) The budget serves a policy statement.
- (ii) Redistribution of wealth function.
- (iii) Economic regulation.
- (iv) The budget as an operating programme.
- (v) The budget as a source of information.
- (vi) The budget as a controlling instrument.
- (vii) The budget as an intergrating and co-ordinating instrument.

The functions of the budget have a great influence on the activities which the public manager performs. Public budgets describe what governments do by listing how government spend money. A budget links tasks to be performed with the amount of resources necessary to accomplish those tasks, ensuring that money will be available to provide inter alia housing, or maintain streets. Budgeting limit expenditure to the revenue available, to ensure balance and prevent overspending (Stillman,1996:350).

3.2.1.(iii) The social environment

The social environment implies the social influence of people aimed at satisfying *inter alia*, biological and psychological needs collectively by group activity. Interaction between people occurs usually in terms of different values, norms and customs. When large concentration of people live together, one can expect social needs, desires, and problems to arise. For example, needs relating to education, health, transport, and housing; desires for better towns and cities; and problems such as the containment of contagious disease. Public institutions are established to satisfy the requirements for these needs and desires and to eradicate these problems. The nature and scope of government activities will be determined by the nature and scope of social needs, desires and problems. People associating in any group seldom have the same needs, abilities, values and norms. Every person is a unique being differing from all other people. These human characteristics are transferred to the community within which the individual lives. The result is that communities also exhibit specific characteristics and therefore differ from each other. A community can thus be described as a particular geographic area in which the members of a specific group or groups live together in such a manner that emotional unity develops between them so that basic aspects of general life are common to them all and human social interrelationships occur (Thornhill & Hanekon, 1995:217). The role of the manager who serves the community is no doubt influenced by the social environment.

Fox et al (1991:20), also affirm the fact that a community is a pattern of interaction of social roles and institutions within a particular society. According to these writers, for management and organisational purposes factors to be considered when analysing the social environment include trends regarding the demographic characteristics of the population, trends in respect of urbanisation, housing, education and training and human development. These factors will, *inter alia*, influence the characteristics and the need for consumer groups as well as employees of the institution. They have to be considered by the policy makers and public sector managers. In South Africa, apartheid severely damaged the nature and fabric of the social environment through the policies of separation such as racial division, psychological complexities, mutual distrust, anxieties, and cultural intolerance. This situation must be decisively addressed by public managers. According to Anderson & Carter in Reddy, (1996:195), of particular importance to the social environment is the social system that has distinctive characteristics and interrelates with patterns of the social order. These writers are also of the opinion that a social system could be a family, interest group organisation, neighbourhood, society or cultural group, with the individual being the primary unit of all social systems. The object of the public manager is to ensure that the social environment is always worthy of the human being. The intergration of society is essential to foster South African nationalism and mutual respect among race groups. There is an urgent need to understand the diverse cultures, traditions and customs of South Africa's heterogeneous society.

The government act as facilitator and coordinator in bringing about greater interaction between communities. It should direct its expenditure to this end by providing energy: which relates to resources such as finance, personnel moral support, recognition and information; and organisational arrangements necessary for bringing organisations and groups together, giving role perceptions and definitions, and providing basic elements of communication and feedback (*ibid*). Moreover, this environment lends itself to encourage community participation and self - help in civic matters. It serves as an important locus for nation building. The public sector manager functioning within a government structure must coordinate and, if necessary, direct such activities so that a stable, tolerant and well-balanced society evolves (Reddy, 1996:195). The public manager may therefore be expected to meet certain requirements in terms of social responsibility. For example, public managers must use the resources effectively and transform threats into opportunities. They should also be in line with the expectations of the community. Social issues such as population growth, urbanisation and housing, AIDS and health services must be addressed.

3.2.1.(iv) **The cultural environment**

According to Hodge & Anthony in Fox et al, (1991:20), the cultural system of a society is the society's basic beliefs, attitudes, role definitions and interactions. It is the motive force by which the society perpetuate and transfers its basic belief systems. Institutions in the cultural system include the family, religious institutions and educational institutions. These institutions transmit cultural patterns

from one generation to the next and also redefine and build upon cultural values. The cultural values and norms held by a society or segment of that society are of importance when the preferences and needs are to be assessed. Public managers must not ignore these aspects as they are important in the management of the society. As one derives from the above discussion, the cultural environment can be regarded as part of the social environment, because the cultural component includes social aspects, such as religion, traditions and language.

3.2.1.(v) **The technological environment**

The technological environment refers to the state of science and technology within a certain environment. Changes in technology, of which the best known is probably the introduction of computers, are created by technological progress and innovation. Technological progress results from research and development, through which new products, processes, methods and management approaches are created. The public manager should always be aware of technological advances so that the necessary system adjustments in management processes can be made (Van der Waldt & Du Toit,1997:117).

Van Wyk in Thornhill & Hanekom, (1991:20) stresses the importance of considering the technological environment for public managers. The interaction between the technological environment and public institutions should encourage managers to cope with the changing technological environment by understanding the nature of these changes and by broadening their skills to handle these changes; learn

to monitor technological change and discern patterns as well as the impact of these changes and patterns on other policy areas; and actively explore the link between technology and public policy as one of the dominant issues of the future which will require unique skills and understanding. Factors identified for analysis in the technological environment include the nature of technology, trends in technological development and the natural and social impact of the uses of the technology. One of the greatest challenges facing the public manager is the application of the technological aids. Technological aids are those management aids that can make the working procedures of public administration easier and can bring about cost savings. This includes electronic equipment such as computers and fax machines. A variable that should be taken into account in the implementation of new technology is resistance against change. It is therefore the responsibility of the public manager to identify such resistance in time and to limit it as much as possible by, for example, changing perception and attitude toward new technology (Van der Waldt & Du Toit, 1997:117 *cf* Klingner, 1983:12-13).

3.2.1.(vi) **The physical environment**

The physical environment which inter alia comprises; climatological, hydrological and biological systems has a direct influence on the needs and desires of the community and all the policies which must be pursued to meet the needs and desires. For instance, the size of the area to be served will affect the means required for the rendering of the desired services, as well as the management functions which ensure the effective and efficient utilisation of such means.

Climatic conditions and geographic conditions have to be considered since they influence the availability of land, water, mineral and energy resources as well as the international competitiveness of the particular national economy (Fox et al, 1991:19; & Thornhill & Hanekom, 1995:216). It should further be added that in a country where a policy of religious freedom is in place, the religious environment differs from community to community. The public manager has to take cognisance of the religious environment that prevails in the community (Thornhill & Hanekom, 1995:216). This, the public manager will succeed in doing if he adheres to the Constitution because they are contained in it.

3.2.1.(vii) **Legal environment**

The legal environment includes factors such as the constitutional system, the nature of the legal system and legislation determining the form and control of government institutions (Van der Waldt & Du Toit, 1997:117-118). The above components form the total macro-environment encompassing international boundaries and physical elements. It is important to note that these environmental components are interdependent and that there are no absolute distinctions between them. Events in one environment can lead to changes in other environments. The specific environment will be analysed in the following discussion.

3.2.2 THE SPECIFIC ENVIRONMENT

The specific environment (sometimes referred to as micro environment) may be made up of three major sub-system: (1) the goal and work sub-system; (2) the structure, communication and authority; and (3) the human factor sub-system. Hodge & Anthony in Fox *et al* (1991:22) explain these three major sub-system as follows. Firstly, the goal and work system of the organisation comprises the primary mission, the specific objectives, and the type of work undertaken to accomplish the mission and objectives. Secondly, the structure, communication and authority is concerned with the way an organisation allocates decision-making authority throughout its network. Finally, the human factor system is the network of interpersonal and behavioural patterns within the organisation.

The specific environment is, therefore, the mechanism for the transformation of resources from the environment into distributable products or services through the utilisation of the three sub-systems as identified. As the environment represents the organisation, it is accepted that a series of decision-making processes must take place throughout the organisation in order to facilitate the transformation of resources from the environment into distributable products and services (Schwella & Ballard, 1996.:45). The specific environment is the concrete manifestation of more general environmental forces. It is that part of the environment which directly influences the availability of resources to the organisation. As such these environmental components are observable and directly experienced by the institution

(Fox et al, 1991:21). The components of the specific environment are discussed below.

3.2.2.(i) **Regulators (Legislative, Judiciary and Executive)**

The work of public manager is subject to various rules, regulations, ordinances and legislation. Regulators mediate, control or regulate the relationships between the institution and its suppliers, consumers and competitors. Regulators are usually vested with some form of authority to provide enforceable rules by which the institutions within their sphere of authority have to abide. In terms of their authority these regulators have the powers to sanction deviant institution or deviant behaviour of institutional functionaries. Within the public sector and governmental context the authority, coercive powers and sanctioning capacity are usually formerly defined and described in statutory provisions. Often these regulating authorities derive their power of regulation by virtue of a mandate from the citizens to serve as their controlling agents over the particular organisation or by virtue of the fact that they act as suppliers of resources to the institution (Fox et al, 1991: 21). The public sector is expected to adhere to these rules and regulations. It is thus the duty of the public manager to guide management processes, tasks and functions in accordance with these regulators with the aim of providing efficient and effective services to the public (Van der Waldt & Du Toit,1997:119). Examples of societal institutions that exercise a regulatory function over public organisation are found within the legislative, judicial and executive governmental structure. Parliaments, the law courts and the political executive constantly regulate the actions of public institutions within

the sphere of their jurisdiction. These institutions perform these specific functions in accordance with the needs of the society or the economy as they perceive it. Taking into account the profound effect of these regulators on the structures and functions of the public institutions, a careful analysis by public managers of which regulators are important, their viewpoints and their actions is necessary. Such analyses, linked to a proper perception of the general environmental trends, can be used to generate and select strategic options to cope and improve relationships with these institutions (Fox et al, 1991:21).

3.2.2.(ii) **Suppliers (National Treasury and Cabinet)**

Suppliers produce, mobilise and allocate various kinds of resources to particular institutions. In public institutions, financial resources allocated by policy-making bodies are of major importance. These financial resources are mobilised by means of taxes, levies or services and are allocated to public institutions in accordance with political and policy priorities. Another important resource that has to be supplied to public institutions is political support for the initiating and continuation of action programmes. Examples of societal institutions acting as suppliers of financial and political resources to public institutions include the legislative bodies such as parliament, the electorate and the tax payers. Executive and administrative bodies acting as suppliers include the Cabinet and the National Treasury (Fox et al, 1991:21-22).

3.2.2.(iii) **Consumers**

The consumer component of the specific environment is constituted by the users of products or service of the particular public institution. These consumers may voluntarily consume the services provided or may even be compelled to use the service provided. Voluntary consumption of services would include consumers using health services by going to a hospital or clinic. Compulsory consumption of service would include situations such as inoculation programmes against diseases. Consumers of products or services supplied by public institutions in a democratic country are often in a situation where they have certain rights which enable them to act as regulators or to elect or appoint regulators to act on their behalf. These consumers are often also suppliers of economic or political resources as taxpayers or electorate. For this reason their preferences and views may have important consequences for the functioning of public institutions. In the most basic sense it can be argued that public institutions derive their reason for existence from the needs of their consumers (Fox et al, 1991:22). A proper analysis of their characteristics and preferences are therefore of significant importance to public managers.

3.2.2.(iv) **Competitors**

The competitor component of the specific environment consists of those societal institutions which compete for scarce resources with the particular public institution concerned. In many instances public institutions are ostensibly in a monopolistic market situation where

there are no competitors for the service they deliver. This may be the situation in general but strategies such as privatisation and deregulation may create economic competitors in respect of service provision for public institutions (Fox et al, 1991:22-23). With regard to political resources such as political support for establishment or continuation of particular programmes, public institutions are definitely in competition with private institutions. Public institutions have to analyse the environment to identify possible competitors and have to design strategies to deal with competing alternative providers of products and services as well as with competitors competing for political priority over the particular public institution.

3.2.2.(v) **Ethical norms of society**

Public managers are in the service of the public and work with the public's money. For this reason they cannot carry out activities in any way they wish. Furthermore, as Van der Waldt & Du Toit (1997:120) state, public managers are also accountable to the legislature, on behalf of which they provide services to the public. To pass the test of accountability public managers must act within the framework of ethical or behavioral guidelines. The public manager is responsible for ensuring that these guidelines or codes of conduct are followed and if these guidelines are not followed the disciplinary measures will apply.

3.2.2.(vi) **Opportunities and threats**

The environment in which public institutions function is never static, but changes and instable. A characteristic of this unstable

environment is that it always includes opportunities, or circumstances that make possible for the institution to perform more effectively, as well as threats, or circumstances that may endanger the effective and efficient functioning of an institution. The reaction of the public manager to such circumstances should be; firstly, to obtain more information about the opportunity or threat in the environment. Environmental scanning, a process which involves the analysis, projection and evaluation of change in the environment, is necessary to help management keep pace with change. Secondly, management should develop a strategic response to the opportunity or threat. This may involve the adjustment of existing strategies or the development of a new strategy.

The third reaction of management to opportunities and threats should be to make structural adjustments in the public Institution (Van der Waldt & Du Toit,1997:120). If there is a high level of uncertainty in the institution, a more flexible and adaptable structure with fewer authority levels and rules can be used to deal with environmental change more rapidly. If the environment is more stable, a bureaucratic structure can be retained.

3.3 FUTURE DEMANDS AND CHALLENGES ON PUBLIC MANAGERS

Public managers do a large number of different functions whose scope and nature changes and who becomes increasingly more complex. Improving public service and product delivery to the public can only be achieved with the improving of skills of public managers and the human resources that public institutions have (Du Toit et

al,1998:196). Public managers should give particular attention to the rate at which the expected changes will take place so that they can be able to cope with these changes. The duties of public managers consists not only of the passive execution of instructions issued by the legislature or the mere noting of changes but are also expected to act as leaders, initiators and stimulators with regard to the public services (Thornhill & Hanekom,1985:248). Changes will take place within parameters that will enable the public manager to process the changes and adapt their actions accordingly as demands arise.

3.3.1 Rendering public services

Since the beginning of the 20th century (since 1653), the public sector has been expected to satisfy community needs. As the population increased community life became more complex, with the result that exceptional challenges faced the public sector. The economic decline in the world during the second decade of this century emphasised the link between the citizens' welfare and economic development. Economic inactivity results in a lack of funds and the public sector's consequent inability to render the required community services. In order to ensure that the public sector had sufficient revenue sources available to meet the material needs of the citizens, the state, through its public institutions, was forced to enter the economic sphere. Technological developments also forced the public sector to intervene in an effort to protect or help the inhabitants and the environment. From the few examples quoted, it is obvious that factors give rise to an extension of public activities. These increased activities inevitably require new insights and skills on

the part of the public manager, especially as a result of increased involvement in various facets of community life. Furthermore the public manager is compelled to anticipate change, or even to initiate it, in order to obtain a satisfactory development of society in general life (Thornhill & Hanekom, 1995:248-249). Changing views on the nature and extent of the services to be undertaken by the public sector will determine the challenges the manager has to meet. In order to explain the challenges that will probably have to be met by future managers, it is necessary to note some of the challenges taking place in the public service. From these, it may be deduced that change occurs not only at the physical level but also at all other levels.

Ideological values may even require that the norms and values of public servants change, as is the case with the new constitutional dispensation.

3.3.2 Political challenges

Public administration and management are conducted in a political environment. Therefore, it is to be expected that the public official will have to undertake all actions in accordance with the political office-bearer's instructions. Should significant changes take place in the political structure or in the cabinet's policy, each official will have to direct his functional activities accordingly. Seeing that the manager has to ensure that the administrative arrangements are made in such a way that efficient services can be rendered these can be used as a point of departure for adjustments. One of the questions raised by political change is the unpredictability of some changes.

For example the newly elected South African government adopted policies which differed significantly from that of the previous government. Such a situation required that new services as well as drastic administrative changes be provided (Thornhill & Hanekom, 1995:249). Generally speaking, the challenges facing the manager in accordance with the constitution increase if political instability occurs. Particular reference could be made to the situation occurred in South Africa with the implementation of the new constitution. This entails the rationalisation of 11 public services (that is, Transkei, Bophutatswana, Venda, Ciskei, Kangwane, Gazankulu, Lebowa, KwaNdebele, Qwaqwa, KwaZulu and the Republic of South Africa) at that point in time each of which followed its own policy directives and applied its own laws. Furthermore, no certainty existed as to the policies to be followed by the new government. The reason for this is quite clear: it results in discontinuity in the instructions or guidelines from the political authority and might result in frustrations among officials because goals previously identified could not be achieved. With the transformation of constitutional arrangements which commenced in 1994, a variety of changes had to be implemented, for example, restructuring departments, appointing chief officials and compiling budgets for the various ministries (*ibid*).

Thornhill & Hanekom (1995:250) stresses that political instability need not necessarily result in administrative collapse. For example, in spite of the political instability in France during the sixties, or even in Britain, where political parties come into power in relatively rapid succession, services have been and still are rendered efficiently.

However, in this regard, particular reference should be made to the quality of training of officials in the higher echelons of the public sector. Intensive and effective training of managers is an important precondition for stable administrative arrangements and consequently also for effective service rendering. Changes in the government's policy may create the impression that society's rights and privileges may be adversely affected. The explanation of these changes in policy to the communities involved is the duty of not only the officials responsible for the functional activities; to a large extent the manager has to explain to subordinates the changes that will take place in their functional areas to ensure that they are fully aware of the consequences. As far as South Africa is concerned, most public managers in the upper echelons of the public sector occupy politically sensitive positions. On the one hand, international pressure necessitates diplomacy care and innovative thought on reform and on the other, national circumstances demand vision and insight from all public officials regarding the environment within which they operate. This require among other things, that the manager provide instruction regarding the newly created organisational unit operating under his guidance in terms of the new political framework, new goals to be achieved, as well as new priorities that may be determined to eradicate backlogs and provide for reconstruction and development. It is also important to note that a reorientation may be required to confirm that the new public service is indeed non-racist, non-sexist and non-discriminatory. The changes in management in the public sector are often described in the form of old ways and new ways of managing. This included a move from a concentration on inputs and budgets to a focus on outputs, or from bureaucratic procedures to

pro-active management, from control to empowerment (Flynn,1997:3).

3.3.3 Social challenges

During the past few years various important changes have taken place in the area of social values and norms. Economic considerations made many members of South African society affluent. A change took place in the quality of life, but did not necessarily result in the satisfaction regarding living conditions or circumstances. In some cases it even resulted in a moral decline. In such circumstances the public sector is expected to harness the centrifugal forces and guide communities in order to obtain the general welfare of society (Thornhill & Hanekom,1995:251). Continuous change as a result of divergent values within society should be accepted by the public managers as a stimulus for change. It is important for managers to guard against the danger of honouring only his own values or considering them to be of paramount importance when decisions have to be taken. His duty is to make administrative arrangements which meet the requirements of the clients and to render the services required to society. The commencement of the Constitution of the then Republic of South Africa Act,1993 established not only a non-racial South African society, but also entrenched a range of fundamental rights, such as:

- (i) equality before the law;
- (ii) the right to personal privacy;
- (iii) respect for and protection of an individual's dignity;
- (iv) freedom of expression;

- (v) freedom of conscience, religion, belief and opinion;
- (vi) freedom of movement;
- (vii) freedom to choose his/her place of residence;
- (viii) access to information required to protect his/her rights and
- (ix) the right freely to engage in an economic activity.

These examples are quoted to indicate the need for a public manager to ensure that all activities conducted under his supervision honour these fundamental rights. Cleveland in Thornhill & Hanekom (1995:252) is of the opinion that the public manager has to consider four basic community needs, namely:

- (i) a sense of well-being - a minimum standard of material improvement should be obtained;
- (ii) a sense of reasonableness - an individual should be satisfied that he is being dealt with in a just manner in relation to other people in comparable situations;
- (ii) a sense of achievement - the individual should be of the opinion that he achieves his objectives in some way;
- (iv) a sense of participation in the determination of goals to be achieved to create the impression that he has some control over his own future.

It should be stated unequivocally that the public sector should indicate the direction to adhere to social challenges. Should it appear that moral decay is the result of the actions of particular groups, adjustments should be affected timeously. However, the question to be answered is: who guarantees that the adjustments brought about

are the correct steps and will result in the correct and acceptable future being oriented? This question can be answered only if there is an assurance that the manager is properly prepared for his task, fully aware of the implications of his decisions and operates within framework and spirit of the Constitution of the Republic of South Africa (*ibid*).

3.3.4 Technological challenge

Technological development takes place at such a rate that its effects cannot always be co-ordinated. Public managers are particularly intimately but indirectly involved in technological development, since they have to ensure that the administrative structure is adapted timeously in order to accommodate technological change. Provision will have to be made for services not only for larger numbers of inhabitants, but also for more elderly people.

According to Thornhill & Hanekom (1995:253-254) there is a need for government involvement in particular areas of community affected by technological development. Apart from directly observable effects, various indirect effects can be identified, for example, in administrative arrangements. These developments are discernible mainly in functional activities for example, the development of nuclear power necessitates precautionary administrative measures to safeguard society against accidental radiation. The utilisation of telecommunication satellites creates the danger of the spread of rabble-rousing or demoralising information. Therefore, it may be expected that changes in control will be required to safeguard

community values due to technological changes. The public manager should not devote his attention solely to applying existing administrative practices. Simultaneously, administrative reform should not be introduced only after the adverse effects of technological development have become apparent. If it is accepted that public sector should provide guidance for development, possible changes should be noted timeously. This would make it possible to anticipate trends and even to include their possible effects in the administrative arrangements.

3.3.5 Administrative and managerial challenges

Political, social and technological developments occur with or without the involvement of the public manager. However, irrespective of the origin of the above mentioned developments, each has an effect on public administration and management. If the public manager is not involved in guiding social technological developments, or giving advice to politicians regarding political developments, the results of those developments have to be managed. The Constitutional developments that came into operation with the passing of the Constitution of the Republic of South Africa Act, 1993 (Act 200 of 1993) could be taken as an example. The said Constitution was the result of extensive negotiations and represents extensive efforts to establish a fully democratic, non-racist, non-sexist state, free of discriminatory practices and providing equal access to amenities by all inhabitants. The Act provided for establishment of such bodies as The Public Service Commission, The Public Protector, The Constitutional Court and many more which required that the administrative structures have

to be managed. This requires that the public sector ensure that policies are determined, organisational structure developed, personnel provided, procedures determined, provision made for finance to administer these bodies and control measure instituted to evaluate their operations.

An important issue that has to be managed, is the expected appointment of new entrants into the public service. Whether it is done under the banner of affirmative action, equal opportunities (or black empowerment), the public service will become more representative of the South African society. Furthermore, the action required to make the public service more representative as is now evident would inevitably result in new approaches being introduced into the existing administrative and managerial practices. This could have a number of advantages, but if not undertaken in a well planned way, discontinuity of administration could have an effect on service rendering. The challenge of the public manager regarding a restructured administrative and managerial system is obvious. Firstly the system will be characterised by uncertainty for quite some time. Secondly, all existing systems will have to be reconsidered and subjected to intensive scrutiny before they could be accepted as justifiable in a restructured South African public service. Thirdly, administrative and managerial systems will probably be subjected to continuous adaptations until systems have been developed that would meet the needs of the new non-racist, non-sexist and fully democratic South African society (*ibid*).

3.3.6 Public manager's intellectual challenges

The description of the number of changes expected as discussed makes it obvious that the public manager also has to change. Cleveland (1972:79) clearly states, that the future executive will therefore be something of an intellectual, not only by training but by temperaments as well. If the public manager is not himself plowing through the analysis, he is not making decisions; he is merely presiding while others decide. The obligation to think hard, fast, and free is the one executive function that cannot be delegated.

The public manager has to be aware with all changes that may affect community life so that he is able to make decisions regarding future developments. The changing demands on the public sector pose new challenges to the administrative and managerial abilities of the public manager. He will have to be prepared to be sensitive to indicators of change. However, it must be borne in mind that the changed views, new policies, new goals or new restrictive structures need not result in more administration or more complex management practices but merely changed administration and management. In training the future manager, provision will have to be made for an awareness of the theoretical principles underlying the rendering of public services. It may even be found that a new entrant who is suitably qualified for a particular job on entering the service may not be capable of managing it efficiently although he has the intellectual ability to do so. The rate of change in the political, social and technological areas increases (Thornhill & Hanekom, 1995:258).

3.3.7 Affirmative action

The fundamental mission of affirmative action is to devise a series of goals and action-oriented procedure designed to eliminate discrimination in the work place. It should correct the effects of the past inequities that result in discrimination (Hays & Reeves,1984:368). Affirmative action is a mediating variable that affects the way public institutions recruits, hires and promotes employees. It is also a societal value that proposes organisational changes when making decisions. Specifically, affirmative action favours achieving the value of social equity by recruiting, hiring and promoting people from different societal groups in proportion to their percentage of the population (Klingner & Nalbadian,1985:62).

Cloete & Mokgoro (1995:71) stress the fact that there is a need to move beyond position perceptions on the efficacy of affirmative action to achieve equity in employment in the public sector and to conceptualize an affirmative action policy that is beneficial to South Africa's future development. This implies overcoming the bi-polarism that on the one hand stresses affirmative action and on the other insists on its potential to exacerbate racial differences and displace a competent, qualified contingent decision makers with an inefficient and unqualified personnel. While approaches and strategies to affirmative action in South Africa vary dramatically from avid support to doomsday warnings, there is a general acceptance that affirmative action may be an active mechanism for ensuring social justice in civil society and the work place. In the public sector affirmative action is a challenge and reality which the public manager has to come to terms with and which will affect the functional activities thereof.

During the negotiations for a new democracy in South Africa, there was a remarkable agreement among the various parties on the contents of the equality clause in so far as it provides for equality and equal protection before the law and also contains, apart from a general prohibition on discrimination, a list of specific grounds on which discrimination shall not be permitted (Cloete & Mokgoro, 1995:72).

According to De Villiers (1994:94) the real bone of contention among the negotiating parties proved to be the sub-clause permitting measures designed to achieve affirmative action. Any affirmative action policy would as a rule need to clearly define what substantive general principles of affirmative action are envisaged in such concepts as 'discrimination in the workplace, equal employment opportunities, sexual harassment, and the principles underlying questions of access to employment, training and career advancement. Equally important is the need for and effective technical mechanisms for satisfactory implementation of an affirmative action policy and the resolution of disputes. At a general level, affirmative action would promote procedures which render colour irrelevant and encourage institution of practices which pro-actively foster attributes of accountability, openness, competency, efficiency, non-sexism and equity in all areas of government service. It would also encourage institutionally-backed procedures which reject patronage, nepotism, favouritism, gender discrimination and sexual harassment and takes steps to counter the effects of past prejudice, exclusion from certain occupation and management, restricted access, limited mobility and differential practices relating to development and training (Cloete &

Mokgoro,1995:76). It should be noted however, that while affirmative action might be a positive agent in the transformation of the employment relationships in the public sector, democratisation will not occur simply by affirmative action policies or professional training in their own.

Positive steps would have to include:

- (i) a human resource development programme to re-orientate decision making towards democratic principles;
- (ii) a review of the entire location of the decision making process to measure performance without a reference to race or gender;
- (iii) institutional underpinning of affirmative action agreements to give legal effect to the criteria by which positive employment practices are defined.

This would (as is already been evident) mean that the terms of affirmative action agreements would be supplemented by their inclusion in conditions of service, dispute resolution procedures, wage agreements and many more to ensure adherence to affirmative action policies. Specifically, these will include equal opportunity and treatment in recruitment, selection, planning, job appraisal, promotion and all other staff development policies which enhance the career opportunities of those already in employment or seeking to enter government service. Affirmative action has, however, continuously to be linked to practices which actively enable employees to acquire the skills needed to enter all levels of employment, including the decision-making posts from which they have been excluded. The exercise

would be ineffective if it was not accompanied by institutionally-backed programmes of action that addressed the preponderance of white officers already in intermediate and senior levels of government service (Cloete & Mokgoro,1995:77).

Furthermore affirmative action can be understood as part of holistic human resource development strategy which attempts to redress the disempowering consequences of apartheid. It addresses specifically the exclusion of the majority from decision making, controlling and managerial occupations in government. In this sense, it is partly an attempt to reduce inequality in public sector employment. It is a component of an overall strategy which aims at transforming and democratising social institutions. The concept of affirmative action is intended to bridge the gap between formal and fair equality of opportunity. Affirmative action assumes equal opportunity, and cannot be used as a substitute for it. Prior to the implementation of affirmative action, a public and organisational understanding of affirmative action as a necessary, just, functional and productive concept must be built. Affirmative action is more than a principle. It is also a strategy, and tactics for its implementation must be developed. Affirmative action is not a blunt instrument of macro-economic redistribution. Redistribution of opportunities and resources will require other social responsibility programmes (Cloete & Mokgoro,1995:78).

Human (1991:1) highlights the affirmative action trends which occurred in many countries of the world, but specifically focuses on South Africa. Affirmative action has been a government concern with the intergration of blacks, and women into the mainstream of

organisational life. Affirmative action and equal opportunity legislation has been implemented in a number of countries with questionable success. By a way of contrast, the affirmative action and equal opportunity programmes instituted by a small number of organisations in South Africa have attempted to counteract the effects of discriminatory legislation which was historically designed to keep black people out of managerial and professional positions. Broadly speaking, these programmes were concerned initially with the process of black advancement and centered around the abilities of black people and the necessity of training them to fit into organisations. Public managers have a role and responsibility to ensure that the government's intentions are realised. Government's intentions about the employment equity is entrenched in the Constitution (Act 26 of 1996) of the country and in the prescribed rules and legislation. The public service is to reflect and represent the aspirations and realities of the South Africa and public manager have a function of implementing such policies.

The Constitution of the Republic of South Africa Act, 1996 (Act 26 of 1996) clearly states the values and principles that should prevail in governing public administration. The public must be governed by the democratic values and principles enshrined in the constitution, including the following principles:

- (i) A high standard of professional ethics must be promoted and maintained.
- (ii) Public administration must be broadly representative of the South African people, with employment and personnel

management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

- (iii) Efficient, economic and effective use of resources must be promoted.
- (iv) Public administration must be development-oriented.
- (v) Services must be provided impartially, fairly, equitably and without bias.
- (vi) People's needs must be responded to, and the public must be encouraged to participate in policy-making.
- (vii) Public administration must be accountable.
- (viii) Transparency must be fostered by providing the public with timely, accessible and accurate information.
- (ix) Good human resource management and career development practices, to maximize human potential must be cultivated.

The above principles apply to administration in every sphere of government, organs of state, and public enterprises. Public managers in all these institutions of government have a responsibility of implementing such policies and intentions of government.

In conclusion affirmative action should be seen in its proper context. It is supposed to be a temporary intervention, aimed at restoring equilibrium in a previously distorted labour market. It should develop dynamism of its own, and not end up being a permanent, formal institution in society (Cheminais *et al*, 1998:56-57).

3.4 WHAT PUBLIC MANAGERS SHOULD AND SHOULD NOT DO TO ENSURE EFFECTIVENESS IN GOVERNMENT

One of the basic values and principles of the Constitution of the Republic of South Africa Act, 1996 is that "People's needs must be responded to, and the public must be encouraged to participate in policy making". What this principle implies is the fact that the public managers should involve the public in the decisions which directly or indirectly affect them.

Achieving effective public involvement can be a painstaking process requiring much attention to detail. Nonetheless, public managers can make a good start toward successful involvement by keeping in mind a short-list of things they should do and those that they should not do (Thomas 1995:169)

Public managers must anticipate issues from the environment rather than let them be imposed from elsewhere. A first step toward resolving any issue is to anticipate it before it is imposed. Issues initiated by public managers are more likely to be resolved successfully than issues that are forced upon them. Issues that originate elsewhere usually carry more constraints by the time they reach the manager. What this imply is that public managers should keep in touch with the communities on an ongoing basis. Public managers should define issues in terms more amenable. This means, for one thing, avoiding definition of the issue in the either - or terms that are so resistant to compromise, as with many "not in my backyard" issues. The manager should also attempt to minimise the levels of government to be involved, since issues that can be limited

to one governmental level stand the best chance of reaching a successful outcome. Public manager should not view public involvement as good or bad *per se*. The scholarly literature tilts heavily in favour of public involvement, often implying that participation will improve any decision. The reaction of practitioners tilt the other way, suggesting that public involvement is an unwelcome intrusion on the managerial prerogatives. The question of whether and how to involve the public are better viewed as issue specific, because some issues are better resolved with public involvement, and other issues without it. Public managers should know what they want from public involvement and should recognise that public involvement requires a sharing of decision-making authority and should define in advance what can and cannot be negotiated. Sharing of authority does not mean that all aspects of the issue must be open to public scrutiny. On the contrary, all public decisions come with quality requirements, that is, scientific, technical or budgetary constraints on what can be done or how much money can be spent. The public manager is obliged to specify in advance what these constraints are and must be able to define in advance what segments of the public should be involved (Thomas,1995:169-175).

Whenever a need for acceptance requiring involvement is identified public manager should consider citizen attitudes toward organisational goals to accept and learn from failure. No matter how careful the planning or how artful the execution, taking the appropriate approach to public involvement never guarantees success.

The most important reward for public involvement may come in terms of democratic values. We live in an era when the central democratic values of accountability and legitimacy are routinely described as compromised or endangered, with the connections between citizens and their governments said to be badly attenuated. Increased public involvement should enhance accountability by giving citizens new channels through which to communicate with government and to hold government accountable. Greater public involvement should also build the public acceptance of governmental decisions that underlies governmental legitimacy. The employment policies and other human resource practices which the government decide upon will be wholly accepted if there is communication. It is therefore important that public managers keep abreast of the needs of the communities they serve. What Lane (1993:131) stresses in this regard is that the public services should always be aware that public inclusion in decisions must be feasible.

3.5 THE ROLE OF PUBLIC MANAGERS IN TRANSFORMING THE PUBLIC SECTOR

The premise of transforming the South African public service is that there are political considerations for black, female and the disabled replacing white persons in the public service. In party political terms, this should not mean a balancing act between those promoting values of the old order and those promoting values of the new order. The Constitution of the Republic of South Africa Act, 1996 embodies a humanist approach, that is, to help the poor, the unemployed, the

homeless and destitute people, and this is no party political matter. Furthermore, international experience has shown that radical transformation of constitutions often creates fears, uncertainty and panic among citizens. These apprehensions are often expressed differently by differently affected communities. South Africa is no exception. The role assigned to government in the planning and management of transformation is undergoing fundamental reassessment in South Africa (Kaul,1995:203). The transformation of the public service on central, regional and local levels of government will play a key role in determining the outcome of the transition to a democratic state. The capacity of the public service to deliver and expand basic services will be the hinge between a stable political economy driving development in South Africa. It will further not only depend on the political leadership and management skills of its political office bearers but equally on the professionalism of its corps of civil servants. This in turn is dependent on the quality and appropriateness of their training.

Kroukamp (1996:4-5) outlines definitions of training as presented by different authors. Klingner (1980:244) defined training as a systematic and planned effort to increase employees' related skills. According to Nigro & Nigro (1986:312; *cf* Gomez Mejia 1995:293) the purpose of training is to help employees improve their capacities to contribute to organisational effectiveness. The definitions of training presented by the aforementioned authors are directed at improving the skills or capacities of employees. In view of the fact that participants in the rendering of public services are not necessarily

employees, it can therefore be concluded that training means to instruct and discipline in or for some particular art, profession, occupation, or practice. Against this background, attention will now be focused on training structures available in the South African public sector and the manager's responsibility in the training of employees.

3.5.1 Government training structures

The structural, organisational and ideological context in which a restructured training strategy will be established should be carefully considered, as this will affect the long-term viability, effectiveness and relevance of the training to be offered. In particular, it is important to note that training programmes are currently caught between the short-term status quo and long-term change. Programmes will have to train people who can move into existing public service structures, while at the same time developing an ethos and training for a future non-racial, democratic public service.

According to Cloete & Mokgoro (1995:92) there has never been an official training policy to co-ordinate training activities in the public service in South Africa. However, government-established structures such as the initial Commission for Administration, later replaced by the Public Service Commission, have controlled in-service training through the establishment of appointment and promotion criteria in the central administration since 1912. The Civil Service Act (Act 42 of 1885) defined and regulated the public service of the colony. In this act, the admission for the public service were defined in terms of

age, health, language, character and the completion of a public service entrance examination determined by the Government.

Most of the training for central government is still conducted on an in-service basis under the auspices of the Public Service Commission, whose main purpose is to formulate general policy on all matters relating to or arising from the employment and conditions of service of employees in the public service. The Public Service Commission conducts training through the provision of purposeful, systematic and effective courses and seminars based on specific needs. Certain courses are obligatory and usually a prerequisite for promotion. Selection usually occurs on recommendation from public managers (Heads of Departments). The shorter management training courses are practically-oriented and focus on basic management procedures, relationships and techniques such as communication, motivation, decision-making, delegation and personnel relations. Public managers also receive training in policy formation and management so that they can be able to formulate, interpret and direct employees (Cloete & Mokgoro, 1995:93).

3.5.2 Public manager's responsibility in training to transform the public service

As the public manager is responsible for the efficient running of his department he has a great responsibility to ensure that all his subordinate are suitably trained for their jobs. He must ensure that the work is done correctly, safely, timeously and according to the predetermined standards of quality and quantity. It is his task to

develop and enhance the potential of his subordinates by improving their attitudes, habits, skills, knowledge and experience. The manager is the only one who can do this as he is currently in contact with the subordinates and he is the most knowledgeable about the work. He will also be in the best position to determine the training needs of the subordinates (Botes,1994:131-132). At times, public managers may neglect this important function and delegate training to another subordinate. This can only be justified if the manager has established beyond any doubt that the particular subordinate has the necessary skills, abilities and the desire to train someone else in the correct way. If there is any doubt, the manager, should undertake to give the training himself. The public manager must always accept final responsibility for the training of the employees in his department.

To continually provide training to employees, public managers need to acquire new skills. With the drastic constitutional changes that have occurred in South Africa, public managers should learn to cope with the needs and expectations in the new South Africa. To begin with, managers must be able to work with a variety of people if goals are to be achieved. The increased relevance of external factors demands that managers know how to work with a broader range of people than in the past. The manager must also know how to pull those various people together to reach a decision that can be implemented. The question may arise out of this statement "how do you get everybody in on the act and still get some action? To do this, Thomas (1995:179) suggests that, public managers need the ability to structure appropriate decision-making forums. One-on-one conversation and in-house staff meetings cannot resolve as many

issues as they could. The public manager must be able to shape a decision-making forum appropriate both for the specific issues and for the actors interested in those issues. In matters of public involvement, for example, the public manager must be able to choose intelligently between many possible forms of public involvement. The right choice can lead to an effective decision that will be easily implemented and the wrong choice can lead to impasse.

To work effectively within any particular forum, the public manager must be able to use facilitation skills to move small and large groups toward consensus. Possession of facilitation skills is likely to mean that the manager also knows how to empower others, another new talent needed by public managers. Public managers must also be able to persuade others to join in pursuing common ends and to become leaders themselves in that pursuit. Not all managers can be expected to develop these skills. Public managers who are accustomed to working in traditional, relatively insulated managerial roles may be ill-suited to become people-oriented facilitators. Leaders who are task motivated may be unable to develop the relationship-motivated approach necessary for the new managerial approach described here. Many public managers may feel that they do not have the time to develop these skills, a reasonable objection since other demands on managers have not diminished. The need for technical expertise has certainly not diminished; public managers must still have the policy knowledge necessary to address the technical requirements for effective public action. In addition, managers cannot neglect traditional responsibilities for human resource management, budgeting and financial control (Thomas, 1995:180).

Transforming the public sector appears to be one of the great ironies of our age in that the very same politicians who have challenged the idea of a career public have also sought to enhance the capacities of public servants to perform their public service management functions. The purpose of public sector reform is to increase the degree to which public servants manage their operations in ways that enhance economy, efficiency and effectiveness. Public servants are expected to become more cost-conscious in their use of financial and human resources, on the one hand, and more concerned with service quality and results, on the other (Perters & Savoie, 1993:127).

The instruments to achieve these outcomes are increased flexibility for public managers, coupled with more explicit performance measures and service standards. The result implies bargain between politicians and their public servants involving organisational and management systems that simultaneously let public manager manage in order to promote economies and efficiencies, and make manager manage in order to achieve effectiveness in serving the public.

The experience of most public managers responsible for transforming the public sector is that affirmative action will not work without affirmative change. Iverson (1996:126) stresses that change is inevitable. There is a need to create a new culture of tolerance and respect for political, racial, tribal, religious and cultural diversity. It has to be a total effort, applicable to all levels from shop-floor to boardroom (Mbigi & Maree, 1995:98-99). The issues related to cultural tolerance, tend to be emotional. Furthermore, it is difficult to divide society for racial attitudes to be sufficiently challenged from

within. The reality of South Africa is that, it is still a divided society because most people spend time emphasising differences. The struggle and conflict is about finding each other. It is an implosion of human similarities. Human beings are complex creatures. Effective human existence require South Africans to acknowledge this complexity and public managers will easily transform the public service.

Public managers themselves must be effective and efficient leaders in order to transform the public service and must maintain the following characteristics as outlined by Koehler (1997:64):

- (i) High tolerance for uncertainty.
- (ii) Low tolerance for certainty.
- (iii) Sustained energy.
- (vi) Passion for quality of service.
- (v) Perseverance.
- (vi) Positive self-image.
- (vii) Strong desire to influence others.
- (viii) Credibility.

Briefly stated, transformational public managers have a high tolerance for uncertainty, low tolerance for certainty, energetic and have a passion for quality. Perseverance is a key ingredient given the many individual who resist change. In addition, they must have positive image, be credible to all, and finally, have a strong desire to influence others. Their intentions must be linked to the principles of the

Reconstruction and Development Programme as describe by the ANC (1994:2).

3.6 CONCLUSION

In this chapter it became clear that public administration is an integral part of a dynamic open system with which it should remain in a state of balance. Public institutions such as departments depend on the environment in which they work, using the limited resources at their disposal, to provide products and services to the communities. Constant interaction between a public institution and the environment largely determines the organisational structure and functioning of the institution. Public managers must be aware of all internal and external forces, opportunities and threats that affect the institution. When the environment changes, management is confronted with a choice between stagnating, or adapting in order to survive. Public managers will from time to time assess and analyse these environments for proper functioning.

The types of environment discussed include: the political, economic, physical, social, cultural, technological, supplier, regulators, competitors, and consumers. All these environments have an influence during the functioning of government activities. Public managers should from time to time consider the effects of these environments. The success of the service delivery depends on the environment identified above. These environment influences the role and function and the manner in which the public manager performs his activity. It is therefore important that when public managers

exercise their activities, they take into account the importance of the environment in which that particular activity is to take place.

The various challenges facing public managers included *inter alia*, rendering public services, political, social, technological administrative and managerial challenges. Public managers are regarded as intellectuals and this has to be shown in the exercise of their duties. One of the most important functions of the public manager is that of ensuring that the aspirations of the new government of South Africa as stipulated in the then Constitution Act, 1993 are realised. The process of executing these policies involve adherence to the affirmative action programmes as stated in the Reconstruction and Development Programme.

Policies may be stipulated in government directives, and the realisation of such policies is implemented by public managers who are given the task. To fulfill their tasks, public managers need to involve the communities when it comes to certain issues. So public involvement will always form part of the tasks which public managers should perform. This, however, does not suggest that the public should be involved in all issues. There are those issues and decisions which public managers can decide upon without involving the public.

Efficiency depends on efficient and effective training. If the training process is neglected efficiency will suffer. The training function is primarily the responsibility of the public manager and is able to provide training to the candidate and the only person who can evaluate his performance. If training is required, the candidates can be

sent to training institutions, universities, technikons or other academic training institutions. Although public involvement is important, public managers should not involve the public unnecessarily, and when they do, they should not permit the public to compromise essential quality standards. Finding the line between too much and too little public participation represents the great challenge in public involvement. Just as democracy is not a simple approach to government, so public involvement is not a simple means for bringing democracy to public management. To achieve effective public involvement, effective public management, and effective democracy the line should be found. In the next chapter, the human resource function of the public manager will be examined to ascertain the extent to which these environments can affect the planning of human resources and also with regard to the challenges facing public managers.

CHAPTER 4: THE HUMAN RESOURCE FUNCTION OF THE PUBLIC MANAGER

4.1 INTRODUCTION

The provision of personnel in the public sector is a function which must be performed by the human resource section in an institution. As was seen in the previous chapter, change in the macro environment causes a constant degree of instability. Public institutions should be proactive towards these changes by minimising threats and using opportunities optimally. Planning is a basic management function which helps institutions to keep up with changes and which management can use to determine in advance what the institution should achieve.

In most government institutions, just like in private business, this function is concerned with the utilisation of resources to help attain an institution's objectives. It does so by ensuring that the required personnel are available when needed and that they are used efficiently. As this will be understood in the following discussion, the task of managers in the public sector during human resource planning is to forecast job requirements and to prepare plans for seeing that the task is done within a given time.

This chapter present the definition of human resource planning and the various factor which may influence the planning and provision of personnel in the public sector. Such factors may make the function

of providing personnel a difficult one because it is important that they be considered when ever an institution decides to recruit .new members into the organisaion. The human resource planning and the provision thereof will also be examined and the aspects which needs to be considered in establishing the plan for provision of personnel.

4.2 THE NEED FOR PLANNING IN THE PUBLIC SECTOR

Planning is the first managerial function performed for a particular activity. Its successful accomplishment requires analysis of the data from the past, decisions in the present, and an evaluation of the future (Hicks & Gullet, 1981:268). It is only human to reflect on the past, evaluate the existing possibilities and speculate about future events. Simply stated, before one departs on a journey, it is necessary to know the destination. The steps taken before beginning any trip appear quite simple, that is, determining where you are; determining where you want to go; and finally, suggesting a route that that can take you from where you are to where you want to be. This is what Robins (1982:74) regards as a point of departure for a proper human resource plan. The human being has the intellectual capacity to rearrange his present situation so as to achieve certain predetermined results in the future. Panning in the contemporary environment is not only a much-needed activity but a vital one. The mere fact that man can visualise the ideal future and plan his actions to achieve these ideals makes him unique in the world of living organisms. The reasons why planning is so important in a modern public organisation can be listed below (Botes, 1994:36-38).

- (i) The dramatic changes in the technological and scientific worlds: Technology develops at an alarming rate, which necessitates urgent planning to meet the demands of the future. Specialisation in various fields of technology has brought about a major change in the administration of government departments. Advances in the computer world are just one example.

- (ii) Changing structures of government: In times of constitutional change the concomitant changes in the executive branch and government machinery makes planning essential. Government institutions have become extremely complex organisational units to manage, with a so-called total systems approach where decisions can only be made with full information on finances, personnel' facilities, capacities and capabilities. The top management or senior supervisors must look at the organisation as a total system in which all activities must be carried out in harmony in the pursuance of goals. With the sudden changes in the structures of departments it is necessary to intergrate functions, information systems and activities. Plans must be devised to serve the public with better products in order to achieve the policies of the government of the day.

- (iii) Rapid changes in the work environment: Public officials are daily involved in the implementation of government policy. The government and Parliament are cumbersome bodies that can only react to environmental changes in a cumbersome way, so

the public relies on the public official to effect rapid changes to meet the demands of the environment (Botes,1994:38).

- (iv) Economic and financial pressures: When a country starts to slide into a serious recession or even depression, plans should be devised to curb financial losses and unnecessary spending. Government activities can only continue if the necessary funds are available. At times when economic development is minimal and foreign exchange is being drained from the country, meticulous planning is required to retain a level of excellence in the public service (Botes, 1994:37-38). Anderson (1994:36) also states that environmental changes from technology to political and economic turbulences, mean that the management is becoming more complex, so planning is more essential. The labour supply is neither constant nor flexible, and people's social aspirations must be taken into account.

The above statements indicate that planning coordinates the activities of the organisation toward defined and agreed-upon objectives. The alternative is random behaviour. There is some chance that activity can be coordinated without planning. But the probability is very high that unplanned activity will be random, dysfunctional, and not directed toward organisational objectives.

4.3 DEFINITION AND SCOPE OF HUMAN RESOURCE PLANNING

Human resources planning is one of the most important elements in a successful human resource management. It is the process by which an institution ensures that it has the right number and kinds of people, at the right places, at the right time, capable of effectively and efficiently completing those tasks that will aid the institution in achieving its overall objectives (Robins,1982:75). Human resource planning, then translate the organisation's objectives and plans in terms of the workers needed to meet those objectives. Famularo (1986:5) agrees to the above definition of human resources planning and further defines human resources planning as a process by which an institution has the right number and kinds of people, in the right place at the right time, doing the things they are economically most useful. It is a method for determining future staffing requirements and developing action plans for meeting them. Planning is a basic process involving every public manager to some extent. The higher the post in the hierarchy, the more significant the extent of planning and the greater impact. The purpose of a plan is to facilitate the achievement of an institution's purpose, mission and objectives (Van der Waldt & Du Toit,1997:182). Planning is therefore aimed at determining future circumstances and identifying the measures needed to realise them. Andrews (1993:49), shares the same sentiment with the above two definitions of human resource planning when stating that human resources planning can also be defined as a continual process whereby personnel managers and other planners predict the demand for human resources, draw up programmes to supply the demand, and relate the effectiveness of the plans to the goal realisation of the

institution. The view taken, however, is that human resources planning converts the goals and plans of the institution, in terms of the number of personnel which will be required to realise the goals set. Human resources planning is considered to be an important part of the personnel function. If personnel are considered to be human resource rather than merely a paid service, then institution concerned will have started a process of human resources planning.

Planning of human resources takes place at all levels of an institution but final responsibility rests with top management. The main responsibility of management at the central level is to draw up a corporate strategic plans as to how human resources will be provided. Planning enables management to see the institution as a whole system in which the objectives of the different functions are reconcilable with one another and with the main goals and objectives of the entire institution (Van der Waldt & Du Toit,1997:391). Public managers also have to plan for the human resources needed in the public service. Alarming statistics show that the nature of South Africa's labour force is not suited to addressing the country's countless challenges, and therefore public managers must plan and provide with the necessary human resource in order to provide services to the public. Bearing the above definitions of human resources in mind Robins (1982:75) concludes that without clear-cut planning, estimation of an institution's human resources is reduced to mere guesswork. Conforming to this remark by Robins is Cauvier (1993:1) who according to his opinion, human resource simply means taking the time to ensure that the right number of the right people in

the right place, doing the right things at the right time and in the right way. This he substantiates by providing a number of advantages that may arise out of human resources plan, such as:

- (i) enabling the institution to effectively deal with change;
- (ii) to anticipate and respond change as it happen; cut human resource related costs;
- (iii) compete effectively in rendering public service;
- (iv) prepare for labour shortages;
- (v) plan for needed skills;
- (vi) make effective use of technologies;
- (vii) comply with important equity legislation;
- (viii) intergrate business and human resource planning; and
- (ix) show corporate responsibility to employees.

Robins (1982:76) further warns that the above advantages will become advantages only if an organisation engages in human resource planning

4.4 PROVISION OF PERSONNEL IN THE PUBLIC SECTOR

In order to render effective and efficient public service to the community, public institutions require a well-trained, motivated, ethical, professional and efficient personnel corps. The acquisition of such personnel is referred to as the provision of personnel, that is, those activities and procedures related to the acquisition of the right number of employees, with the right skills and competence, in the

right position, at the right time, to ensure that the predetermined goals of public institutions are achieved (Cheminais et al,1998:115).

In order to achieve this objective, public institutions must be placed within the political, social, economic and technological environments. The human resource planning is very much concerned with this interaction with the wider external environment. Planning is making a decision today in the context of what is forecast for tomorrow and necessitates some control mechanisms to ensure that the plans are continuous and flexible enough to meet changing needs (Anderson,1994:35). It is hard to imagine any institution which does not require human resources. Any department of government, for example, is based on relationships between people. A key task of management is to harness the resources those people represent in order to achieve the purposes or goals of government (Wallis,1993:142). Most public managers do planning every day. They must, at the very least, consider the order in which they will take up various tasks including the provision of human resources to complete those tasks (Dale,1987:237). The provision of personnel is made possible by executing the processes of human resources planning, position determination and job classification, recruitment, selection and placement (Andrews,1993:17).

For Haimann et al (1985:303) human resource planning is ultimately responsible for the type and number of employees that an institution must appoint. Like any other planning, it depends on information which is found in job descriptions, skill evaluation and management inventories. Human resources planning is a process which is

undertaken to ensure that an institution recruits satisfactory, suitable personnel. That is, all vacant posts should be filled timeously with candidates who possess the skills to carry out that work so effectively that this will contribute to the achievement of the goals of the institution. Tyson (1997:279), refers to this as human resource strategy.

In the words of Schwella et al (1998:32) policies influence public managers in their human resource management functions. They are also involved in formulating and implementing policies designed for human resource management. These authors distinguish between the internal and external policy-making roles of public managers. The external role involves the functional areas of policy such as environmental, health or transport policies. The internal policy role focusses on interorganisational coordination and managing aspects of functional policy implementation.

Human resources policy guidelines should be expected of legislatures at different levels of government. This is so because public human resources play an important role in society. Their employment actions, conditions of service and quality of service delivery have profound effects on society's economic, political and social systems. Further, these policies are linked to public resource management's societal value context. They should reflect these values. Policies therefore contribute to the context are important to public human resource management. Schwella et al (1998:32-33) highlights matters normally provided for in policy statements influencing public human resource provision as follows:

- (i) The criteria to be used in the appointment, promotion and transfers of staff. Policies may include merit, level of qualifications, competency and suitability as criteria.
- (iii) Given the nature of the public sector, a public good and a national asset, policies often demand that national citizens are given preference when making appointments.
- (iv) Policy guidelines may stipulate the ethical and moral conduct required of public employees.
- (v) The promotion policy is often determined by policy guidelines.
- (vi) The reasons for and procedures to be followed when terminating the services of public personnel will be detailed in policy guideline.
- (vii) Policy guidelines usually also regulate the activities of public employees in party politics.
- (viii) Policy guidelines normally provide for freedom of association and protect public employees' labour relations and collective bargaining right.
- (ix) Policy decisions and budgetary and equity-based considerations put constraints on salary and benefit package for public employees.

These examples given above illustrate the scope of policy guidelines and reflect the systematic nature of public resource management. It is this systematic process that compels public managers to be creative and innovative within the policy guidelines. The regulatory nature of policy guidelines often restricts them in their options and managerial autonomy. Rather than acting as administrators of a system, professional public human resource managers have to use the

guidelines in ways enabling them to apply new management approaches (*ibid*). Public managers managing personnel are not only influenced by policy guidelines, they in turn influence human resource policy development. Although public managers do not have a final say in policy development they do have a profound influence. They have technical expertise and professional experience in fields to inform public policies. In the field of human resource management policy, public managers provide the technical expertise in systems governing aspects of public personnel provision and use. After human resource policy guidelines have been interpreted, they have to be carried out. This has to be done through sound and proper management incorporating planning, organising, evaluating, leadership and control. Policy implementation concerns itself with the design and initiation of programmes of action. In human resource terms, public managers will carry out policies by planning, organising, leading, controlling and evaluating personnel provision (Schwella et al, 1998:34).

According to Andrews (1993:17), human resources planning implies therefore that the goals of the institution involved are converted into workers needed to realise these goals. For anticipated goals to be achieved certain steps in the process of human resources planning should be followed:

4.4.2 Forecasting.

Planning cannot be divorced from forecasting. The actual planning starts with the goal setting, but any number of contingencies in the environment will have a major effect on the extent to which various

goals may be feasible (Dale,1987:237). The simplest form of forecasting is extrapolation: projecting the trends of the past into the future. The environment in which an institution operates has both internal and external components. Internally, the institutional environment encompasses all the human and non-human resources in the institution and the interaction among these resources. The non-human resources are the institution's technology, its equipments, facilities, materials, information, funds, and the processes involved in getting the work done. The human resources are the people in the institution, their behaviours, attitudes, skills, motivations, and the performance in getting the job done (Ricks et al,1995:35). Forecasting is important because of the impact environmental forces have on goal achievement. The environment must be capable of supporting the objectives the institution has set. Environmental forces are important to institutions. These forces, as Hicks & Gullet (1981:248) identify them, can include the state of the general economy, societal values, political trends, and many other factors. According to Andrews (1993:17), this means that the number of vacancies which can be expected over a fixed period must be predicted. To make realistic predictions, the flow of personnel can be used as a basis. That is, the flow of personnel caused by appointments, promotion and resignations can be determined and predictions may be made according to this.

Rabin et al, (1995:228), states that human resources forecasting is the process of projecting the organisation's future human resources needs (demand) and how it will meet those needs (supply) under a given set of assumptions about the organisation's policies about the

environmental conditions under which it operates. Human resources planning and decision making requires some form of forecasting; otherwise there is no way to anticipate whether a disparity between supply and demand will arise, or to tell how effective a human resource program might be reducing that disparity. Rabin et al (1995:228) raises questions which face the organisation that is deciding what kind of human resources forecasting system to put into effect. Among the more important ones are the following:

- (i) How sophisticated should forecasting system be?
- (ii) What is the appropriate time frame, that is, how far into the future should the system forecast?
- (iii) What use should the system make of subjective and objective forecasting methods?

The public manager should at all times ensure that the above questions are addressed during the forecasting of human resources. This will in turn enable the institution or department involved in making proper human resource plans. Forecasting attempts to predict into the future. If information is available at all times, it can be ascertained, among other things, how many employees will be retiring over a specific period of time and how many employees are to be promoted (Ricks et al,1995:37). Recruitment is possible only if the demand for labour is adequate. To anticipate the demand for labour over a given period, factors such as birth statistics, the tendency of young people to follow specific courses and the bursaries which may be made available for the different courses of study, must be analysed.

If for instance, statistical information shows that a population explosion will result in a considerable increased demand for health services, planning must take place to provide sufficient personnel to render these services.

According to Rabin et al (1995:228) analysis can determine what demands will be made on the employee who must fill a particular position if it became vacant. It can also be established what standards must be maintained in a particular position, the training and skill expected of the incumbent, and the possibility of enriching the task involved. Schwella et al (1998:37) conclude in this regard and states that human resource forecasts try to decide the demand for personnel with attributes appropriate to future requirements.

4.5 FACTORS WHICH INFLUENCE HUMAN RESOURCES PLANNING

The institution's future demand for people is central to human resources planning. Most institutions predict their future employment needs even if they do not estimate their sources of supply. There are certain principal factors that influence the demand for human resources and they will be explained below.

4.5.1 Internal factors

Internal factors are influences within the organisation itself. Cauvier, (1993:2) lists what he calls internal forces, that is, people and corporate. Under the people category, there are pregnancy, retirement, sickness, resignation, termination, death, leaves of

absence, long-term training programmes, and vacations. The corporate category includes the institution's long-range goals, short-term budgets and new ventures.. These internal forces emerging from within the organisation have a profound impact in the institution future demand for human resources. In the words of Andrews (1993:50) human resources planning cannot take place in isolation. In deed, it must constitute an intergral part of the total planning of the institution concerned. In the first instance, an internal factor which can exercise a direct influence on a human resource plan is the element of insecurity concerning aspects such as productivity of personnel. Second, motivation of personnel cannot be predicted, and also associated with this, therefore, is the possibility of non-attendance. Third, absence due to sickness is a factor which cannot be predicted with any certainty.

4.5.2 External factors

Development in the institution's environment are difficult for personnel specialists to interpret in the short run and sometimes impossible to estimate in the long run. According to Andrews (1993:49-50), external factors which can influence human resources planning are beyond the control of the institution. External factors are, among other things, new or amended legislation, technological developments (such as computers and robots), and also the geographic mobility of personnel or prospective personnel. The need for experienced personnel with the required knowledge and skills increases in proportion to the development and expansion of public

institutions. A shortage of personnel, therefore, develops when cognizance of the external factors is not taken in good time, resulting in not enough time being available to train or recruit the necessary personnel.

This issue of external factors is further debated by Werther & Davis (1989:94-95) who clearly state that social, political, and legal factors are easier to predict, but their implementations are seldom clear. For example, the impact of human resource planning of human right laws passed in 1993 was not clear until recently when Non-Governmental Organisations and other government institutions started empowering the communities and individuals about their constitutional rights. Technological challenges are according to the above two writers, difficult to predict and difficult to assess. To give an example, many employees in most institutions felt and thought that computers would cause mass unemployment. Today the computer field is the fastest growing industries, employing hundreds of thousands of people directly and indirectly. Competitors are another external challenge that affect the institution's demand for human resources. Government departments are now growing to become employers and the mobility of public officials from one authority to another, places a strain or a competitive edge on the side of these departments in terms of their recruitment strategies. Because resources are scarce and budgets are limited, public institutions usually compete against each other for available funds and other resources. As responsible officials, public managers play an important role in obtaining the necessary resources.

The public manager should thus be aware of the actions of competitors and should work out his ways of obtaining resources (Van der Waldt & Du Toit,1997:119). In the private sector, the analysis of the internal abilities, strong and weak points of competitors is called a “competition audit”. The result is a competitive strategy which may help the institution to extend its competitive advantage. Rabin et al (1995:360-361), refers to these external challenge as “external equity” and states that organisations are constantly competing for skilled employees.

Public managers have a responsible function of ensuring that the personnel that enters their institutions are skilled and experienced. To cite an example, metro councils like the Johannesburg, Pretoria, Durban and Cape Town/city council, may not afford to employ employees who are not properly skilled to perform their job (this does not imply that other small councils can afford), because of the nature of services it is obligated to render. It is important to state that even in situations where the number of applications for a position may be numerous, the more relevant consideration may be the quality of the applicant pool. In many public sector institutions where there are 100 applicants for one middle level position, a crucial question that Rabin et al (1995:361) poses is “Are these the best 100 applicants that could be received?” Many times because the public sector does not take the time to investigate external equity considerations, the quality of service offered to the public may not be as high as is desirable.

In order to remain competitive for human resources in the external market, the public manager should gather data on wage rates and benefits package offered by competing organisations which is a necessity. These data are normally obtained through wage and salary surveys. Important consideration in these surveys include determining relevant labour market, the sample of organisational jobs to be included in the organisation, and the outside organisations to be surveyed. General types of information needed from these organisations consist of items such as pay, benefits packages, size of the organisation, and the type of job evaluation system used (Wallace & Fay, 1983; *cf* Rabin *et al*, 1995:362).

4.5.3 Organisational decisions and Statistical data

Personnel in public management positions often accepts that individuals are normally versatile and can therefore adjust to changing circumstances. Thus the assumption is sometimes made that planning as Andrews (1993:50) elaborates, is unnecessary. If an institution has already functioned for a certain period without a plan, the standpoint is taken that it can continue. According to Werther & Davis (1989:95), major decisions affect the demand for human resources. The organisation's strategic plan is the most influential decision. It commit the institution to long-range objectives, such as growth rates and new products, markets and services. These objectives dictate the number and types of employees needed in the future. If long-term objectives are to be met, public managers should develop long-range human resources plan that accommodate the

strategic plan. In the short-run, planners find that strategic plans become operational in a form of budget. For example, budget increases and cuts are the most significant short-run influence on human resource needs. The extent to which the public manager decides on a budget is very crucial. Statistics are a portrayal of past events. The value of statistics is therefore vested in the predictions which may be made on the basis of the data. There is no certainty, however, that a specific contingency will be repeated in the future. Institutions in the public sector in particular are subject to policy changes, by the amendment of legislation and the introduction of sophisticated equipment (*ibid*).

4.5.4 Economic circumstances

The economic circumstances will have a definite influence on any human resources plan. In poor economic times, possible cutbacks in extended employment and training programmes may have to be made. It is in the nature of things that the financial capacity of a public institution will never be greater than the tax capacity of the taxpayers. Trends in the economy have important implications for the public sector for two reasons. First, trends in labour markets, technology, and wage growth affect government employees as well as their private counterparts. Second, the state of the economy greatly affects the revenues available to the public sector. Government revenues in turn affect on the size of the public sector, its employment, growth, and employee compensation. Before a human resource plan can be drawn up, information concerning the utilisation of individual manpower should be gathered. Important

aspects are the hours that they can be available. The duration of a working week must be determined, the time required for the necessary training must be calculated, and a prediction of possible unavoidable absences must be made (Andrews,1993:51; *cf* Cheminais et al,1998:7-8).

4.5.5 Programming

Programming as a link in the human resources plan can raise particular problems. Programming implies the conversion of objectives into actions. However, before actions can be carried out, alternatives should be developed and evaluated, so that the most effective actions may be executed in order to realise the objectives. In the process of developing and evaluating objectives, research must be undertaken over a wide spectrum (Andrews 1993:51).

The above factors may have a serious bearing on human resource planning if not considered. The discussion that follows will examine the human resource planning and how the human resources plan is established, managed, and controlled.

4.6 HUMAN RESOURCES PLANNING

Human resources planning is a process which is undertaken that an institution recruits satisfactory, suitable personnel. For the purpose of description, the drawing up of human resource plan can be divided into a number of consecutive steps. These steps, however, do not exist in a watertight compartments, since they are well interdependent. The steps are described below.

4.6.1 Determination of objectives

Before a human resource plan can be drawn up, the objectives of the organisation must first be identified. Robins writes in Andrews (1993:51), concerning this matter, that before an estimate human resource needs is made, it require some formal statement of what course the organisation plans to take in the future. The determination of an objective is the key component in human resource planning. Objectives which have been clearly defined, facilitate the process so that the right personnel can be to carry out specific tasks. In addition, the number of personnel required and the necessary standard of training for the realisation of objectives can be reduced. The envisaged long-term development of the organisation must also be defined so that the ultimate human resource plan, makes provision for the regular adjustment of the plan. Human resource planning must in fact be initiated with dues observance of the whole spectrum of the personnel function. Organisations, in particular, must receive top priority, because it does indeed give direction to human resource planning. Actually, no objectives can be realised if the necessary human resources are not available. The objectives of public institutions can be either operational or strategic. Operational objectives are short-term objectives, while strategic objectives are aimed more at long-term development and expansion of the institution (*ibid*).

4.6.2 Demand for human resources

An organisation's future demand for qualified people has a large impact on its human resource planning. Factors such as external, strategic and labour have a great influence on the demand for future human resources planning (Cauvier,1993:4). Public institutions cannot expect to rely on obtaining proficient, trained personnel as and when required. Therefore, systematic steps must be taken to ensure that the required personnel are available when vacancies are to be filled, that is, planning must be a continuous personnel function. In fact, the general objective of human resource planning must be related to the human resources required to effectively reach the objectives of the institution concerned. An investigation into the demand for human resources in an institution implies not only a sound knowledge of the institution and its existing personnel. Factors such as technological developments, regulation, community values and norms, economic circumstances, the mobility of personnel and the influence of competition from the private sector on the labour market, must also be taken into consideration. As a result of rapid development and the consequent increase in the demands made on public institutions, periodic projections must be made concerning the nature and scope of personnel required for the future. Projections can never be accurate, but all the necessary steps must be taken to make them as reliable as possible. Because the supply of labour is a fluctuating factor, steps to provide for future personnel requirements must be taken in good time (Andrews,1993:53).

When the existing human resource position in an institution has been determined, future requirements can be calculated. Assessment of how many people need to be working at which jobs for the institution to attain its objectives is important. According to Rabin et al (1995:220), determining demand is largely a matter of forecasting because it involves predicting the institution's human resource needs based on its strategic objectives. Human resource planners use a variety of forecasting techniques. Some involve subjective estimation; others make use of objective data. The techniques also differ according to whether they are used more for human resource demand forecasting or for human resource supply forecasting (although some can be used for both demand and supply). These methods are:

- (i) Expert estimate
- (ii) Historical comparison
- (iii) Job analysis
- (iv) Models

According to Robbins in Andrews (1993:55), these methods are all subject to job analysis. All projections concerning the supply of and demand for human resources must eventually be converted to numbers. First of all, the required number of jobs and the desired qualifications must be established. In the above-mentioned process the availability of personnel and the procedure used to fill vacant positions are left out of account as a variable.

The information required includes:

- (i) the total number of positions;
- (ii) the number of jobs in each identifiable job classification;
- (iii) a job description for each class;
- (iv) a description of the qualifications required and skills necessary for each class;
- (v) whether the position will be permanent or temporary and, in the event of temporary position, the duration; and
- (vi) where the work is to be carried out.

The above-mentioned information is used to reconcile the supply of and demand for human resources.

4.6.3 Supply of human resources

Once the organisation has completed its forecasts for future human resource demands, the next major question is, where will all these people come from to fill the prospective openings? The two sources of supply are internal and external. The internal supply includes existing employees who can be promoted, demoted, transferred in order to meet the projected needs. On the other hand, not all future positions can be staffed by present employees. The need often arises to hire someone from outside the organisation (Cauvier,1993:5 *cf* Werther & Davis,1989:100). When attempting to forecast the external supply of labour, it is essential to note that there are several factors which can greatly influence who is available in the labour market. These factors include unemployment rates and community trends.

Determining supply includes assessing human resource supplies by figuring out how many people would normally be available to meet human resource demand. If there is a shortage, Rabin et al (1995:220-221), suggest that this would also include devising human resource programs to make up the shortage. In a larger sense, then determining supply includes the entire process which human resource will be used to meet human resource demand. Its purpose is to ensure that the right number of people with the right abilities will be in the jobs at the right times. Determining supply involves forecasting just as determining demand does. Once the personnel department projects future demand for human resources, its next major concern is filling projected openings.

4.6.4 Reconciliation of supply and demand for human resources

The final activity in human resources planning is to bring together the forecast of future demand and supply. The result of this effort will be to pinpoint shortages, both in number and in kind to highlight areas where there will be over-staff in the future; and to inform the institution of opportunities that exist in the labour market to hire good people, either to satisfy current needs or to stockpile for the future (Robins,1982:90). The reconciliation of supply and demand consists of a number of identifiable steps which must be undertaken before a final human resource plan can be drawn up.

4.6.4.1 **The nett human resource requirements**

The nett human resource requirements can be described as the difference between the gross requirements and the human resources inventory of the institution, that is, the difference between supply of and demand for human resources. The reconciliation of supply of and demand for labour is the final step in the planning of human resources for a specific institution. The reconciliation of labour puts public managers (or planners) in a position to identify aspects such as expected shortage in personnel, oversupply of personnel in specific areas and general recruitment possibilities. Therefore, the human resource planner can make the necessary recommendations for obtaining the proper candidates to fill the vacancies. In addition, planners can also ensure that an institution can prevent future personnel shortages by obtaining and training the right personnel in good time. This is the personnel function which every public manager should perform if the human resource is to be managed efficiently (Andrews 1993:56).

4.6.4.2 **Determination of personnel shortages**

The most important concern must be given to the determination of shortages. Should it be discovered that demand for human resources will be increasing in the future, the institution will have to hire additional staff or transfer people within the organisation, or both, to balance the numbers, skills, mix and quality of human resources (Robins, 1982:90).

Determination of shortages is an important reconciliation factor. It implies that the possibility of an increase in demand for human resources must be determined so that alternative actions can be considered. Andrews (1993:56) agrees with the above fact and adds that retraining of existing personnel will also be important. The goal must be to ensure that the personnel position in respect of numbers, experience and quality remains balanced. In the case of public institutions, it is not so easy to alter policy, but it could well happen in practice that the personnel policy in times of serious shortage cannot be scrupulously carried out.

4.6.4.3 **Consideration of alternatives**

During the reconciliation of demand for and supply of resources, the content of the different job classification must be investigated. The external human resource situation must be considered at this stage. The determination of the internally available human resources of an institution is relatively easy but external factors hamper the situation. Therefore, human resource managers must draw up a plan so that all the possible alternatives for the optimum utilisation of human resources may be considered. An alternative, for example, which can be considered for the reduction of the demand for scarce specialist and technical personnel, is the possibility of rapidly training unskilled personnel (that is, personnel who have not been trained as specialists or technicians) so that they may take over specific aspects of the activities of the specialists and technicians.

In this way, Andrews (1993:57), takes it that the work of the specialists and technicians will be lessened and, at the same time, job opportunities will be created for semi-trained human resources of which there is an excess.

4.6.4.4 Decisions by top management

The various alternatives to reconciling the problems of the supply and demand for personnel must be placed before top management for approval. It is also not uncommon practice to request top managers to make an estimate drawn from their own field experience, of the personnel required for the institution concerned. Such subjective judgements are often unbelievably accurate, and therefore completely acceptable. It is also the task of the top management of an institution to ensure that the personnel requirements are reconciled with the relevant budget. In addition, top management must decide if the institution has budgeted sufficiently for the recruitment and training of enough personnel. Human resource planners can therefore draw and implement a human resource plan for obtaining and utilising personnel on the basis of the foregoing decisions (Andrews, 1993:57).

To reconcile supply and demand, human resource planner must arrive at a combination of human resource programs that will provide sufficient human resources. Demand is affected by organisational objectives because it refers to the human resources needed to attain those objectives. Supply is affected by human resource programs because it refers to the human resources provided by those programs. In supply forecasting, the planner typically makes separate forecasts

for internal and external human resource supplies. To arrive at an internal forecast, the planner estimates the supply impact of internal human resources programs (programs that affect existing employees, such as promotion and training). The internal supply forecast step involves forecasting the number of people within the organisation who will be in the job classification in question at some later time, that is, those who will be transferred into that classification plus holdovers who are currently there (Rabin et al, 1995:221). To arrive at an external forecast, the planner estimates the supply impact of programs that affect those outside the organisation, such as recruiting and external selection.

The external supply forecast step involves forecasting the number of people from outside the organisation who will be recruited into that classification. Once the planner aggregates the internal and external forecasts, the next step is to determine whether the aggregated supply meets the forecasted aggregate demand. If supply does not meet demand, then the planner considers other human resource programs that might reconcile with demand. Werther & Davis (1989:108-109) also affirm with the above writers that when the internal supply of workers exceeds the institution's demand, a human resource surplus exists. Most employers respond to a surplus with a hiring freeze. This freeze stops the personnel department from filling openings with external supplies. In stead, present employees are reassigned. Voluntary departures, called *attrition*, slowly reduce the surplus.

4.6.5 Establishing a human resource plan

In consideration of all the foregoing factors, human resources planners can commence the actual drawing up of a human resource plan. The proposed plan should according to Andrews (1993:57), determine how many personnel will be required to allow a specific institution to function effectively in the future. In addition to the quantity, the quality of the personnel must also be reflected in the plan. For example, if a particular department of government decides to implement the affirmative action to its fullest, that is, employing the previously disadvantaged groupings, such as the disabled, blacks, and women, it should consider the fact that such groupings should meet certain agreed upon requirements rather than being interested in quantity of such groupings. It is important to mention, however, that this does not imply that such previously disadvantaged groupings do not meet the standard. If that was the point, the issue now would be what standard, or requirement. According to Famularo (1986:14), all public managers, in their day-day roles, influence the people assigned to them. The effectiveness of these managers ultimately depends on how well they train and utilise their staff. The effectiveness also depends on the counsel and help the managers get from support staff in recruiting, selection, training, and assigning these people.

4.6.5.1 Introducing human resource planning

There are several ways for an institution to get started in a human resource planning. The person responsible can:

- (i) Design and install a total corporate human resources planning system, intended to produce annual and long-term corporate human resource plans.
- (ii) Formalise certain existing activities, with the expectation that these may later become building blocks for an intergrated planning system
- (iii) Analyse and solve specific problems and furnish planning assistance on a project basis.

It must be stated, however, that no single approach can fit every government department or institution's situation. In Famularo (1986:16), it is suggested, that a strategy for introducing human resource planning should include most of the following steps:

- (i) First, assess the organisation's receptivity to changes, particularly those in the area of human resources, and identify the executive and the organisational units most least likely to support a planning program.
- (ii) Identify the actual and the perceived planning needs and problems of the organisation. For instance, identify whether the institution is an abnormally tight labour market, Is its technology changing rapidly? Do many positions require a long lead time for training or developing replacements? Is management succession a concern for management?
- (iii) Establish the objective and scope of the planning process. Should it be to seek lower recruitment costs or more stable workforce?
- (iv) Determine the time horizon of the plan. Should it be tied to the annual budget or to the long-term corporate plan or both?

- (v) Delineate the respective roles of staff and divisions in administering the plan.
- (vi) Consider how to enlist the support and involvement of top management in planning.
- (vii) Identify the key interfaces of the institution. Those would probably include persons responsible for long-range planning and organisational planning.
- (viii) Outline in principle the design of the planning process for top management approval.
- (ix) Prepare a formal, detailed implementation plan including provision for progress reporting.
- (x) Develop methods of monitoring the plan in order to evaluate the accuracy and practicality of the forecasting and planning process and to learn whether recommendations are acted upon.
- (xi) Plan for later revision and improvement of the plan. Experience with even the most carefully designed plans will often uncover mistaken assumptions and expectations.
- (xii) Institutionalise the planning process to make its place secure within the management system.

The above are steps which according to Famularo (1986) should be included when establishing a human resource plan. Andrews (1993: 59), also indicates that when drawing a human resource plan, certain requirements must be borne in mind by public managers. These include:

(i) All available information must be used

The success of a human resource plan will be determined in particular by the extent to which all available information for the drawing up of it is used. To this effect, Killian writes in Andrews (1993:59): that the more thoroughly all the sources of influence are taken into consideration, the more likely it is that the final plan will be realistic and will represent actual resource requirements. It can be concluded then that all information regarding personnel function such as recruitment, selection, training, development and promotion should be taken into consideration before a human resource plan can be drawn up.

(ii) Plans must be future oriented

An important aid in implementing and controlling the human resource plan is an inventory and retrieval system (Famularo, 1986:13). Properly designed, such a system provides information on the status of the organisations's current human resources and enables management to identify qualified personnel to fill vacancies. It also generates personnel planning reports based on appraisal of potential. In addition, it may include staffing tables which provide data for management succession purposes and information for replacement charts, showing positions which can be filled in the near term and those which cannot. Control measures include the control of information for the purpose of adapting human resource planning to changing circumstances.

Andrews (1993:60), proposes that the following procedures be followed :

- (i) periodic analyses must be carried out and forecasts must be kept up to date. If both short and long-term projections are made, the result of each year's analyses must be used to adapt them to the projections of the following year;
- (ii) all information must be assembled with a view to its practical use; and
- (iii) human resource planning must be undertaken in accordance with the current government policy so that the necessary funds, information and support may be forthcoming in order to make the human resource plan a success.

The effective verification of data in a human resource plan is dependent on the data bank available and the verification is necessary for the following control measures :

- (i) to make feedback to top management possible so that top management can react immediately in unplanned, changes situations;
- (ii) to ensure feedback to the planner so that he can test the validity of his theory and predictions; and
- (iii) for top management by making the most recent information available for verification against the approved plan (*ibid*).

The suggestions and inferences made above regarding the effectiveness of the plan might be drawn from whether the institution is achieving its objectives, whether its structure is lean and flexible, and whether it is properly motivating and rewarding its high potential

personnel (Famularo, 1986:14).The success of the plan might also depend on whether the manage is able to monitor progress.

4.7 CONCLUSION

Successful human resource planning should identify human resource needs. Human resource planning begins by developing a profile of the current status of human resource and requires considerable time, staff and financial resources. This chapter represented reasoning behind the need for planning in the public sector, the importance of providing human resources in the public sector, those factors which have an influence on the human resource planning. The extent to which the human resource plan succeed depends upon such factors. It was shown in the above discussion that it does happen the demand for human resource is much higher that the supply and vice versa. As indicated in some instances, the solution might be to reconcile the supply and demand for human resources. Finally the success of the human resource plan depends on the controlling measures in place. Recruiting is the discovering of potential candidates for actual or anticipated vacancies. Or from another perspective, it can be looked at as a link activity, bringing people together those with jobs to fill and those seeking jobs. The ideal recruitment effort will bring in a large number of qualified applicants who will take the job if it is offered. The above observations indicate that human resource planning is an important function which must be undertaken if an institution is to render a proper service to its clients. In order to respond to the challenge of public sector management, public sector human resource managers who used to view themselves as

administrators of designs imposed by others now find themselves in a more proactive role as participants in the creation of those plans.

The following chapter will analyse the actual recruitment of personnel (which should take place soon after the human resource plan is established) as a functions performed by public managers at the central level of government.

CHAPTER 5: THE RECRUITMENT, SELECTION, PLACEMENT AND UTILISATION OF PERSONNEL IN THE PUBLIC SECTOR.

5.1 INTRODUCTION

Recruitment is the process of finding and attracting capable applicants for employment. It is a process through which suitable candidates are introduced to compete for appointments to the public service. In large institutions, the process of recruitment is done by a human resource department and uses specialists who are often called recruiter. The process of recruitment begins when new recruits are sought and ends up with applicants putting in their application. In South Africa, the government plays an important role as producer of goods and services, as a regulator of private enterprise, and a complementary asset of private production. Society cannot be strong without able and dedicated public servants. To continually provide goods and services, the government requires adequate personnel. This process of recruitment comprises interrelated activities: recruitment, selection, and placement. This procedure can be understood to be the means of placing suitable individuals in institutions. The ways in which recruitment is accomplished have implications for many other personnel practices, such as work-force planning, training performance, evaluation, job design, and career development. Once a pool of suitable applicants is created through recruiting, the process of selecting applicants begins.

This process involves a series of steps that add time and complexity to the hiring decision. The process of placement comes after the selection has taken place. This process involves placing applicants to positions qualified for and also receiving orientation. Because recruitment is the first step in the employment process, it is important that it is done properly. In the following discussion, the various methods used for recruitment, the constraints and challenges of recruitment, and the implications and effects of personnel systems on recruitment in the public sector will be analysed. The selection of employees, placement and utilisation will also be outlined.

5.2 THE ROLE OF PUBLIC MANAGER IN RECRUITMENT

Effective recruitment is essential if the public sector intends to provide efficient and effective goods and service to the community. A sound recruitment policy will always be required (Cheminais et al,1998:136). Recruitment starts with planning, which involves translation of likely job vacancies and information about the nature of these jobs into a set of objectives or targets that specify the numbers and types of potential applicants to be contacted (Heneman et al,1989:251). Recruitment is frequently treated as if it were a one-way process, something organisations do to search for prospective employees. This approach may be termed a prospecting theory recruitment. In practice, however prospective employees seek out organisations just as organisations seek them. This view is termed a mating theory of recruitment. Recruitment success and job search success are both critically dependent on timing. If there is a match between organisational recruitment efforts and a candidate's job

search efforts, conditions are ripe for the two to meet. Furthermore, in order for the two to meet (that is, organisation and the candidate as Cascio (1995:172) states, three other conditions must be satisfied. There must be common communication medium, the candidate perceives a match between his personal characteristics and the organisations's stated job requirements, and the candidate must be motivated to apply for the job. Comprehensive recruitment planning must address these issues.

Since the Government of National Unity was elected into office in 1994, it has had to employ new personnel and this meant that it would have to have great impact on profitability than it has ever been before. Until recently, the human resources function was considered to be a secondary concern and did not attract the more aggressive, bottom-line manager. In past years, human resource manager was usually a functional specialist, mostly concerned with routine matters and, more often than not, confined to labour relations, benefits administration, and work force planning at the institution's lower levels. Offering counsel about the effect of management decisions on a corporation's human resources was not considered a key role. Today, both the work force and the work itself have entered a period of rapid and profound change. New employee attitudes toward work, new government regulations, the growing concern for individual rights, and the complexity and costs of employee benefits have made human resource function of prime importance (Famularo, 1986:3). Lyons (1980:38) also asserts that recruitment is fundamentally an aspect of planning and that it is no longer possible to produce people of any category in large numbers.

Planning will have to be done beforehand. The Republic of South Africa Constitution Act, 1996 (Act 26 of 1996), clearly states that within public administration there is a public service for the republic, which must function, and be structured, in terms of national legislation, and which must loyally execute the lawful policies of the government of the day. The terms and conditions of employment in the public service must be regulated by national legislation. No employee of the public service may be favoured or prejudiced only because that person supports a particular political party or cause, or is discriminated because of race, colour, religion, sex, culture, or discriminated in any other form. The Constitution Further provides that provincial governments are responsible for the recruitment, appointment, promotion, transfer and dismissal of members of the public service in their administration within a framework of uniform norms and standards applying to the public service. The role and function of public managers should be in line with the prescriptions of the Constitution. Before the implementation of the new Constitution of the Republic of South Africa, employment was done through reactive measures which ensured that people of certain groups were appointed for particular positions.

5.3 RECRUITMENT: THE LEGACY OF THE PAST

Issues surrounding the development of effective personnel acquisition methods are enduring and closely related to the events and values that have attended the evolution of merit systems in South Africa.

Historically, the essence of staffing has been for the most part reactive (Rabin et al, 1994:243). It has been consumed by the idea of keeping undesirables and improper political influence out of the public service rather than concentrating on positive practices to seek the best qualified persons for appointment. Its primary purpose has been to prevent favouritism, not to actively increase the level of professional competence of the public service. Until recently, regulatory, policing approach to recruitment are emphasized (*ibid*).

The issues of social equity, representative bureaucracy, equal employment opportunity, and affirmative action in South Africa are important. It is obvious that personnel systems reflect the social norms of their times. In earlier periods, societal values led to personnel practices that were plainly sexist and racist (Rabin et al, 1994:245). The most important effect of the emergence of social equity as an operational value in public personnel systems is that government can no longer sit back and wait passively for qualified applicants to show up its doors. It now has an obligation to measure representativeness of its work force, evaluate whether there is evidence that its employment practices are having an adverse impact on protected classes, and take action to overcome artificial barriers that operate to exclude people. The Employment Equity Bill (1998:18) spells out that employment disparities will not be tolerated. Some of the challenges and constraints that may have an influence on the recruitment of personnel in the public sector are examined.

5.4 POSSIBLE CHALLENGES ON RECRUITMENT

Because government has an obligation to overcome artificial barriers to representativity, it also has to deal and address the constraints and challenges that may have an influence on the recruitment of personnel in the public sector. Public managers have a responsibility of ensuring that the government's intention or policy of recruiting the qualified personnel is adhered to. This can be done by a way of being sensitive when addressing the challenges of recruitment, viz:

- (i) Institutional policies;
- (ii) Human resource plans;
- (iii) Affirmative action;
- (iv) Recruiter habits;
- (v) Environmental conditions;
- (vi) Job requirements;
- (vii) Costs; and
- (viii) Incentives (Werther & Davis, 1989:148).

5.4.1 Institutional policies

Public managers are fully aware that they work in one of the most difficult environments imaginable. Rule making and setting of procedures are regulated by the central government (Perry, 1994:377). Organisational policies seek to achieve uniformity, economies, public relations benefits, or other objectives that are sometimes unrelated to recruitment.

At times, policies can be a potent source of constraints. Those policies that may effect recruitment are highlighted below.

- (i) **Promote-from-within policies.** These policies are intended to give present employees the first opportunity for job openings. These policies help assure that each employee has a career, not just a job. These policies also aid employee morale, attracting recruits looking for jobs with a future, and help retain present employees. Although these policies reduce the flow of new people and ideas into different levels of the institution, the alternative is to pass over employees in favour of outsiders. Bypassing employees can lead to employee dissatisfaction and turn-over (Werther & Davis 1989:148). Andrews (1994:97), refers to “promotion-from-within policies” as a close personnel system, which means that specific statutory prohibitions are placed on public institutions in the recruiting of personnel from outside the public sector for specific jobs in the public sector. In South Africa, the Public Service Act, 1994 (Act 111 of 1994), article 10(2), lays down on the recommendations of the public service commission that jobs in a particular division, for example, must be filled by transferring or promoting serving personnel and that candidates from outside the public service may only appointed where the jobs cannot satisfactorily be filled from such transfers and promotions. That is, new candidates for the lowest jobs in the public sector are usually recruited and the higher jobs are filled by promotion of existing

personnel. Vacant positions are usually advertised internally and personnel have the opportunity of applying for them. A promote-from-within-policy has several advantages: it is good for public relations; it builds morale; it encourages good people who are ambitious; it improves the probability of a good selection, since information on the individual's performance is readily available; it is less costly than going outside to recruit; and those chosen internally already know the organisation. Robins (1982:100) further warns that such a policy restricts public managers from hiring whom they please.

- (ii) **Compensation policies.** A common constraint faced by recruiting managers is compensation policies. Institutions with personnel departments usually establish pay ranges for different jobs. If the manager finds a promising candidate, as argued by Werhter & Davis (1989:149) the pay range will influence the applicant's desire to become serious applicant. Certainly, if the job to be filled is unattractive, recruiting a large and qualified pool of applicants will be difficult (Robins,1982:99).

- (iii) **Employment status policies.** Some institutions have policies of hiring part-time and temporary employees. Although there is growing interest in hiring these types of workers, policies can cause managers to reject all but those seeking full-time work. Limitations against part time and temporary employees reduce the pool of potential applicants, especially since this segment of the work force is fast growing (Werther & Davis,1989:149).

- (iv) **International hiring policies.** Policies also may require foreign job openings to be staffed with local citizens. The use of foreign nationals reduces relocation expenses, lessens the likelihood of nationalisation, if top jobs are held by local citizens, minimizes charges of economic exploitation. Unlike relocated employees, foreign nationals are more apt to be involved in the local community and understand local customs and business practices (Werther & Davis, 1989:149).

5.4.2 Human resource plans

The human resource plan is another factor that recruiters consider. Through skills inventory and promotion ladders, the human resource plan outlines which jobs must be filled by recruiting outside the institution and which are to be filled internally. (Werther & Davis, 1989:149-150).

5.4.3 Affirmative Action issues

It is important to remember that no recruitment effort should discriminate (Robins, 1982:112). A review of the institution's human resource plan can determine if an affirmative action plan is needed. If it is revealed that certain group of people is underrepresented in the institution, an affirmative action program should be established. Features of this programme should include a goal statement declaring the institutions's intent not to discriminate and specific actions that will be taken to achieve this end.

Werther & Davis (1989:151), further state that before recruiting for any position, the human resource manager would have to review the government's affirmative action plans for guidance. Affirmative action plans may alert the recruiter to the need to recruit, the previously disadvantaged, that is women, blacks, and the disabled. The extent to which the current political dispensation will be successful will depend on the management of the higher expectations of the black population for improved quality of life on the one hand, and the white negative fears on the other hand. The central issue to these two separate agendas is the distribution of opportunities, resources and status (Mbigi & Maree, 1995:93). When the affirmative action needs suggest a greater balance in the mix of employees, the recruiter must adjust plans accordingly. There is a need to move beyond positional perceptions on the efficacy of affirmative action to achieve equity in employment practices and to conceptualize an affirmative action policy that is beneficial to South Africa's future development. Furthermore Levy in Cloete & Mokgoro, (1995:71) stresses what this implies, which is the overcoming the bi-polarism that is on the one hand stresses affirmative action's ability to reduce the legacy of historical disadvantage and on the other insists on its potential to exacerbate racial differences and displace a competent, qualified contingent of decision makers with an inefficient and unqualified one. There are certain key issues that need to be addressed in dealing with affirmative action at central government level when recruiting public servants. Mbigi & Maree (1995:95-98) list them as follows:

- (i) The principle of transparency and accountability;
- (ii) The principle of inclusivity;

- (iii) The principle of partnership;
- (iv) Worker empowerment;
- (v) Accelerated development and mobility; and
- (vi) Afrocentric world view.

These issues are important and may easily influence the implementation of the recruitment in the government departments. The Employment Equity Bill (1998:18) clearly outlines the purpose of affirmative action. Affirmative action measures are designed to ensure that suitably qualified people from designated groups have equal employment opportunities and are equitably represented in all occupational categories and levels in the workforce of a designated employer.

5.4.4 Recruiter habits

A recruiter's past success can lead to habits. Admittedly, habits can eliminate time-consuming decisions that reach the same answers. However, habits may also continue past mistakes or avoid more effective alternatives. Even though recruiters need positive and negative feedback, they must guard against self imposed constraints in the form of habits. What this means is that public managers should be aware that their habits of attracting applicants only from their surrounding, may have either negative or positive feedback on the side of the community at large. By only recruiting from the surrounding areas may be good but it may not mean that there are no other alternatives (Werther & Davis, 1989:150-151).

5.4.5 Environmental conditions

External conditions strongly influence recruitment. The internal and external environment could affect and influence the manner in which public sector managers perform their job. The unemployment rate, the space of the institution, spot shortages in specific skills, projections of the labour force by labour ministry, labour laws, and the recruiting activities of other employers each impact the recruiter's efforts. Although these factors are considered in human resource planning, the environment can change quickly after the plan is finalised (Werther & Davis, 1989:151).

5.4.6 Job requirements

Sound human resource management practice dictates that thorough, competent job analyses always be done, for they provide a deeper understanding of the behavioural requirement of the job (Cascio, 1993:129). Certain positions require that applicants should be able to communicate and should also have the capacity to learn. "Find the best and most experienced applicant you can" is often a constraint that is imposed on recruiters as though it were job requirement. All institutions want to have the best and most experienced people working for them. Recruiters must operate within budgets. Thus, the cost of identifying and attracting recruits is an ever-present limitation. Careful human resources planning and forethought by managers can minimize costs. As with any marketing effort, incentives may be necessary to stimulate a potential recruit's interest. Inducements may

be a constraint when other employers are using them. Or inducements may be a response to overcome other limitations faced by the recruiter (Werther & Davis, 1989:152-153). These challenges and constraints may become permanent if no attempt is made to address them. In the following paragraph an attempt is made to address these constraints in an effort to overcome them.

5.5 OVERCOMING CONSTRAINTS AND CHALLENGES IN THE PUBLIC SECTOR

In the preceding paragraph, the various challenges and constraints were highlighted, but there are also other challenges in the personnel system that may be positive. For example, in an open personnel system, personnel are recruited on all levels and for any rank in public institutions. According to Andrews (1994:97), appointments are made after taking into consideration the required qualifications as well as other requirements, which have previously been made known to prospective candidates. In some cases, personnel already in service have an advantage over outsiders because they have basic knowledge of the activities in the institution concerned, and also because their performance is known to the employment officers. It is therefore, believed that outsiders do not always compete on equal terms for all vacancies in public institutions, and that serving personnel are always assured of opportunities for promotion. Nevertheless, there is no statutory stipulation in an open personnel system that outsiders cannot be appointed to even the highest positions. Therefore, any person is considered for a vacant position on the grounds of merit.

Linden (1994:165), reminds public managers that the onerous regulations were created to prevent problems and abuses in the public sector.

5.6 METHODS OF RECRUITMENT AND ATTRACTION

The ways of finding recruits are sometimes referred to as channels. Recruiters and applicants historically used a limited number of channels through which they pursue one another (Werther & Davis, 1989:154). No single approach works best. In reviewing the most common channels, recruiters must be aware of constraints in each approach, and the need for creativity if the recruiting effort is to be effective and efficient. Typical of the more enterprising recruiting methods by public agencies are the following:

- (i) Direct applications also known as walk-ins and Write-ins. Walk-ins are job seekers who arrive at the personnel department in search of a job. Write-ins are those who send a written enquiry. Both groups normally are asked to complete an application blank to determine their interest and abilities (Werther & Davis, 1989:154). Direct applications provide a backlog of potential employees that can be quickly tapped when job vacancies occur. This particular source of recruits can be virtually cost free (Heneman et al, 1989:256).
- (ii) Intensive cultivation of newspapers, radio, and television outlets for news about public job opportunities, usually on a

public service basis but often supplemented by imaginative paid advertising. Advertising is an effective method of seeking recruits. Since ads can reach a wider audience than employee referrals or unsolicited walk-ins, many recruiters use them as a key part of their efforts. Advertisements have a significant impact on the pool of applicants. An advertisement that is written too narrowly may limit the pool of applicants; one written too broadly may attract too many applicants to be able to evaluate them effectively (Stahl,1976:124; *cf* Werther & Davis,1989:155-156).

- (iii) Maintenance and use of existing mailing lists of schools, labour unions, vocational counseling offices, and particularly of organisational groups-professional, technical, or trade-including their membership lists where appropriate. Depending on the occupation, the relevant organisations and their memberships are circularised with attractive and informative data about job and career opportunities (Werther & Davis,1989:160)

- (iv) Inviting individuals to specify their vocational interests for future reference: When positions open up, such expressions yield automatic lists for distribution, direct to potential applicants. Use of tourist bureau materials-colourful, descriptive booklet especially for out-of-area prospects.

- (iv) Private placement agencies developed in the vacuum created by the poor image of the public employment service. These for profit companies exist in most towns and cities. They arose to

help employers find capable applicants. Placement companies take up an employer's request for recruits and then solicit job seekers, usually through the advertising or among walk-ins.

- (vi) Educational institutions. Schools are another common source of recruits. Many universities, colleges, and vocational schools offer their current students and alumni placements assistance. This assistance helps employers and graduates to meet and discuss employment opportunities and the applicant's qualifications. Distributive education programs, counselors, and vocational teachers may also provide recruiters with leads desirable candidates in local high school (Werther & Davis, 1989:159). Lyon (1980:38) refers to this form of recruitment a graduate recruitment. This provides a good example of the length of time necessary to plan ahead. Graduates are inclined to prefer institutions with which they have some contact and of which they will therefore know something.
- (vii) Professional associations, military, professional search institutions, temporary help agencies, government training programs, international recruitment, and departing employees may also be used as channels of recruitment.
- (viii) Holding open house periodically in those agencies which have functions that lend themselves to public display, whether it be the local waterworks or a space science laboratory. People in the adjacent community are invited to see the company

facilities, have refreshments, and maybe view a film about the company (Werther & Davis,1989:154-163; *cf* Stahl, 1976:123-124).

It will be observed that many of these techniques are of an institutional character, that is, not designed to recruit for a specific need of the moment but to develop a general awareness and sympathetic understanding by a segment of a government jurisdiction or some of its functions. The significant of a systematically developed recruitment policy can not be overemphasised. The very character of any organisation will in the long run depend on the quality and character of recruits who are brought in from time to time. Many methods have been devised and tried out which should be adapted to local conditions (Stahl, 1976:125). Furthermore, when deciding on the best combination of sources and search methods, the task is to determine which of the many alternatives is most likely to yield to the desired number and types of potential candidates within a reasonable period of time at a reasonable cost (Heneman,1989:261).

5.7 THE PROCEDURE FOR APPLICATION OF RECRUITMENT METHODS

The human resource plan usually provides at least some rough idea of when vacancies will be available. Once a recruitment plan and strategy are worked out, the search process can begin (Heneman,1989:266). Typically, sources and search methods are activated by the issuance of an employee requisition. This means that no actual recruiting takes place until managers have verified that an

actual job opening exist or will exist. If the organisation has planned well and done a good job of developing its resources search methods, activation soon results in a flood of applications. The goal of recruiting activities is the production of an adequate number of qualified applicants for employment. Application procedures constitute, therefore, the connecting links between recruitment and other aspects of the selection process. In addition, they make important contributions to individual placements. Their proper handling is, therefore, of strategic importance. According to Stahl (1976:125), it goes without saying that the two fundamental requisites of the sound application procedure are (i) to determine whether the applicant is basically qualified to compete and (ii) to ensure that unnecessary barriers to admission to competition are eliminated. The design of the application form and the processes through which it is put by personnel manager must take these objectives into account.

The procedures and methods followed in publicity and recruitment are determined mainly by the nature of the jobs which are made known to the public. It is in the nature of things that the central government has extensive personnel needs and numerous methods and procedures must therefore be used to satisfy them (Andrews, 1994:98). Publicity must be undertaken on such a broad basis that all possible sources of recruitment are included, so that the diversified personnel needs of public institutions can be satisfied.

5.8 THE HERITAGE OF THE PAST AND OBJECTIVES OF MODERN RECRUITMENT

South African public service is undergoing rapid political, social and economic changes. It is therefore necessary for the human resources function to redefined its role in the light of these changing circumstances (Mbigi & Maree, 1995:83). Public recruitment has several major objectives that arise from historical values that have shaped the field of personnel administration. The value of political responsiveness is sustained as a certain number of public jobs are set aside for political appointees. Administrative efficiency is addressed when recruitment authority is delegated and decentralised in public organisations to produce more timely hires. Social equity is met when certain groups such as the disabled, women, and blacks are actively sought for employment. Individual rights are protected when every applicant is assured that hiring systems are what they appear to be. Justice is served where people can get their fair share of the economic pie that public employment represents (Rabin et al, 1994:246).

In contemporary times, the first set of assumptions that have historically restrained recruitment is finally being overcome. Recruitment is less passive and more proactive. It is less negative and more positive. It responds to a wider range of values than it did. The second limiting set of assumptions, that is, that an abundant number of able applicants could be counted on to present themselves for employment, is also being faced. The issue of building a quality public service, particularly at the central level, is currently an important

personnel issue. Defining quality and assessing the capabilities of the present workforce are receiving considerable attention in both the public and the private sectors (*ibid*). There is some debate as to what demographic trends suggest about the future supply of labour. Where the central government and other public employers are positioned in respect to such questions is not entirely clear. However, two things are accepted: (1) the labour force is transforming its composition and (2) it is no longer assumed that a plentiful supply of qualified people exists to fill all the human capital demands of public organisation. Major modern recruitment issues have found expression in the central government and have centered around the questions related to assessing the overall quality of workforce, the effect of external and internal labour markets on acquisition procedures, and the development of the policy framework that support effective human capital procurement and retention.

According to Rabin et al (1994:253), there is a remarkable similarity in the ideas on how to better the employment process in the public sector. First, there is widespread agreement that a precondition to successful recruitment depends on achieving a positive image of the public service. Second, consensus exist that improvements in the quality of working life of employees need to reduce costly turnover, which greatly leverages the extent of the recruitment problem. Third, there is accord that family-friendly policies require more attention to attract, retain, motivate, and build commitment in the emerging labour force. Fourth, continued development of career opportunities for women, disabled and blacks is considered decisive. Fifth, unanimity exists that advancements in the actual techniques or technology of

recruitment are dictated. If the prescriptions for recruitment could be adhered to the public service will not suffer image problems.

5.9 THE SELECTION OF CANDIDATES IN THE PUBLIC SECTOR

Selection is the second step in the employment process, and follows on recruitment. In the public sector, it normally takes place after receipt of completed forms. The application would have been solicited by recruitment advertisements which highlighted the requirements which applicants should fulfil; which qualifications are prerequisites for placement in the given post; and whether applicants will be subjected to particular selection tests or personal interview. According to Cheminais et al, (1998:137) selection for public sector posts take place in the context of the government's Growth, Employment and Redistribution (GEAR) strategy, which means that a balance has to be struck between the need for rapid, visible affirmative action and the need to maintain the necessary efficiency and experience to address the country's myriad socioeconomic problems.

Selection is one area which is critical for the management of the organisation because choosing employees is necessary and the quality of choice often affects organisations for decades. Gatewood & Field (1994:3) define selection as the process of collecting and evaluating information about an individual in order to extend an offer of employment. Such employment could be either a first position for a new employee or a different position for an existing position.

The selection process is performed under legal and environmental constraints to protect the future interests of the organisation and the individual.

The selection process is comprised of different phases. Andrews (1993:107) outlines the phases of selection as follows:

First is the application form, which is a rapid means of obtaining easily verifiable information from a candidate. The second step in the selection process takes place when all the application forms have been received and verified. The preliminary screening can be carried out by any member of the personnel office who has also verified the applications. After the application forms have been screened, preliminary interview with the remaining applicants can be carried out. These interviews can also be conducted either by a single functionary, normally the personnel officer or by a group of interviewers commonly known as a panel.

The selection tests are predominantly psychological in nature and can be described as objective and standardised instruments of measurement in a specific area of human behaviour. In other words, a psychological test measures a specific facet of human behaviour, from which estimates of a candidate's natural abilities and personal characteristics can be made for the purpose of diagnosis, prognosis and prediction. The personnel interview is surely the best known and oldest selection technique and is still considered to be the decisive technique, particularly when an individual is selected for a higher position (Botes, 1994:119).

5.10 INDUCTION OF EMPLOYEES

One of the most important tasks of the public manager is to incorporate the newcomer into the department in such a way that he will quickly feel at ease and fit into the team. The value of a well planned induction programme cannot be emphasised enough. Such a programme will yield maximum advantage if the public manager has accepted its importance. When a new recruit reports for work, whether it is for the first time in his life, whether he has been promoted from within the organisation or whether it is a new job, he will have to face situations that are totally new and often strange to him. Often he will be nervous and self-conscious. He may be insecure and doubt his ability to perform the expected duties, he may even be so overwhelmed that he becomes distant and reserved. At the same time he may be curious to find out what his new boss and co-workers are like, and whether they will accept him. Usually the new recruit will try his best to impress the supervisor and co-workers.

If the new recruit feels that he has not been noticed, let alone acknowledged or appreciated, he may lose interest and try to find another job. Some managers do not believe in pampering new recruits, but it is very important to remember that a new comer's first impressions may be lasting ones (Andrews,1993:108). Employee's initial contact with the institution comes early in their job tenure through orientation. As one derives from the explanation of orientation, it could be said further that orientation is the process by which employees and the organisation clarify their respective perceptions and expectations.

Since the clarity of the relationship between employees and public managers is the basis for productivity, client service, and retention of employees, proper attention to new employee orientation should reinforce a pattern established during a realistic job interview for successful future work relationships (Klingner & Nalbadian, 1985:235).

It stands to reason, therefore, that the first impressions should be honest ones and a newcomer should not be deceived. Incorrect presentations, faulty information and a total change in attitude once the initial phase is over, can do incapable harm to the recruiter's trust, confidence and attitude. In general it can be stated that the aim of orientation is to make the new recruit realise that his services are necessary for the smooth progress of the work. That, he is not an intruder, but a respected colleague in his department; he will be treated as an individual with distinctive characteristics, talents and shortcomings; his training and induction will be planned, systematic and purposeful and his progress is not only in his own interest but also in the interest of the institution. Further training and development will follow as the new incumbent gets used to the institution.

5.11 CONCLUSION

Recruitment, as was described, is regarded as a process of finding and attracting capable applicants for a particular job. The responsibility of recruitment in most public institutions, attached to the personnel department are usually headed by the personnel/human resource manager. Before applications are solicited, it is important

that public managers be aware of certain constraints and challenges which might affect recruitment. The various challenges included among others: organisational policies, affirmative action, costs, recruiter habit, environmental conditions, incentives, and job requirements.

The various groups of people that were historically disadvantaged have to be included in the employment plan or policies of the government. Some of the methods used for recruitment include: walk-ins and write-ins, employee referrals, military, government employment agencies, professional associations, educational institutions, open house, and advertising. The end results of recruitment are the completed application forms from ready, willing and able candidates. With a pool of applicants and information contained in the applications, the human resource department is now ready to start with the selection of new employees. The recruitment of personnel in the public sector must be done effectively and public managers must follow the directives as provided for in the Public Service Act of 1994 and other forms of legislation on human resource matters. The Public Service Act also discusses conduct which must be followed by public managers and official and the disciplinary procedures which must be followed in the public service. The next chapter will outline these ethics in the South African public service.

CHAPTER 6: ETHICS, DISCIPLINE, GUIDANCE AND SUPERVISION IN THE PUBLIC SECTOR

6.1 INTRODUCTION

The public sector is constantly changing through employee turnover, new legislation, new leadership, socio-political developments and environmental influences. Public life has gone through a considerable change, it has expanded in scope, annexing more and more activities and facets of human life. Public life has also increasingly acquired the character of a gigantic and complex network of organisational structures, administrative systems and procedural codes. Procedural codes are aimed at directing the behaviour of public servants for efficient and effective governance.

Certain types of behaviour may be tolerated within limits, but some behaviour cannot be tolerated at all and requires strict discipline. Discipline can be defined as obedience that is obtained when the subordinate subjects his judgements, values and decisions to those of the supervisor. Although people have the right to their own values and preferences, they must hold them back in favour of the manager's values and preferences in the work situation. Sometimes a type of civil disobedience is declared when public servants do not want to obey the instructions of the public manager, or even political officials. This state of affairs is totally unacceptable in any public service. If officials are allowed to proceed according to their own

judgement and refuse to obey government policy, chaos, disorder and anarchy will develop. Misconduct by public officials is prohibited by acts as well as regulations with the force of the law. The prescriptions concerned define the procedure for when an employee is charged with misconduct or is found guilty thereof. The application of disciplinary measures must always be purposeful. Discipline is only a means to an end and must never degenerate into an end in itself. The achievement of community objectives is subject to the cooperation of among the public servants. Each group of employees in the public sector falls under the supervision and guidance of another employee, who because of exceptional performance, has been promoted to the job of managing. Only few employees in a specific institution reach the highest level in the hierarchy. In South Africa, this level refers to the cadre of directors also known as top management. Both top management and supervisors who are middle or low-level managers are charged with the guidance function because they have to achieve a given objective with the assistance of one or more subordinates. Because supervision implies in fact the total spectrum of the personnel function, it can be concluded that top management will only be concerned with management functions. In other words, the cadre of public managers such as directors will be engaged in making decisions, determining policy, setting standards, evaluating and controlling, with specific reference to the accountability function, and guidance which in fact is a management function.

In this chapter, the concepts of ethics, discipline, guidance and supervision are analysed. Second, the need for ethics in the public sector is explained. Third reasons for disciplinary action are outlined. Fourth, types of disciplinary actions are also outlined. Fifth, measures for dealing with disobedience public servants are described. Lastly, factors which can influence the guiding functions and components of the guiding function are also examined.

6.2 THE NEED FOR ETHICS IN THE PUBLIC SECTOR

Public service is a public trust. For a public manager, upholding the public trust means faithfully executing one's duties determined through the political process in support of the public interest or the collective good. Public managers spend public funds and they wield the power of the government in carrying out their roles (Perry,1996 :699). The study of ethics in the public sector may be an established discipline, but its application and intergration into contemporary government is just beginning. Although one of the exceptional characteristics of human beings is their moral behaviour, there has been general reluctance on the part of certain institutions to give appropriate consideration to this fact. In both practice and theory, the ethical implications of administrative and political conduct remain largely unexplored (Kellar,1988:106-107). Although almost every individual has little difficulty understanding the idea of ethics, it is not easy to define. Among the numerous attempts to explain its meaning, perhaps the best definition for the public manager is that ethics are set of standards by which human actions are determined to be right

or wrong. Stated differently, ethics may be seen as the rules governing moral conduct of the members of the organisation.

According to Huddleston (1992:27) ethics refers to moral rules. To say that an act is ethical, therefore, is to say that it is morally right. The term ethics has a macro or comprehensive meaning which could be applied to all cultures and at all times, but it has also a micro meaning related to a specific society or societal group. The macro view pertains to good or evil, right or wrong, while the micro view refers to how good or evil, right or wrong are interpreted by a specific society, the societal group or even the individual (Hanekom, et al,1987:153-154).

Ethical principles are often abstract and remote, and it is sometimes difficult to see how they apply to a particular situation (Perry,1996:704). However, ethical principles and duties reflect behavioral goals and responsibilities and are linked to a vision of good society and worthy relationships. Furthermore, ethics provide the moral and legal basis for guiding personnel conduct in different situations and circumstances. Ethics are reflected in laws and regulations, codes of behaviour and professional standards (Andrews, 1993:34).

6.2.1 Ethics in public institutions

Public managers should be guided by a code of conduct which in turn will permeate the policies and procedures of the institution. Such a code may include references to: people activities, the need for quality

and the importance of standards; responsibilities to the employer and the special nature of people relationships; the need for intergity and high standards of behaviour; the importance of honesty in dealing with personally sensitive issues; and the importance of promoting sound organisational policies on personnel management (Anderson,1994:198). The origins of the ethical norms and standards relevant to public institutions can be traced back to political, social and physical environments. In a democracy such as South Africa, specific doctrines provide standards of behaviour for public officials. These democratic doctrines amount to the fact that: political office-bearers must be the representatives of the people, and are appointed for the advancement of the general welfare; the actions of public officials must be such that the goals of the representatives of the people are effectively pursued and that the rights and freedom of the people are not affected; political office-bearers must accept accountability for the actions of public officials; in fact political office-bearers as well, must always act reasonably and fairly towards the people; and no public funds are wasted because of ineffective labour performance. This means that both political office-bearer and public officials can be obliged by the voters to honour specific ethical norms and standards in the execution of their duties. It is always expected of political office-bearers that by their actions they provide a positive image to the public (Andrews,1993:36).

The ethical norms and standards of public officialdom form a part of the historic and cultural background of any community. The social environment plays an important role in the ethics of state institutions

because ethics implies any action which has a direct or potential impact on people (Andrews,1993:37). The ethical behavior of public officials can also be influenced by specific aspects of the physical environment. The religious convictions of the community will determine the values and norms of that community, and public officials may not perform actions which are in opposition to accepted social values. Therefore, public officials are expected in their actions always to be honest and incorruptible, act reasonably and fairly towards all members of the community, and strive for efficiency by the effective and economic use of available resources.

6.2.2 Measures to maintain the actions of public officials on a higher ethical plane

Measures to maintain the actions of public officials are necessary in the public sector because if public officials are left to decide on their own it may become problematic and cause misconduct. Some of the measures include: Legislative measures; training, guidance, public service commission, establishment of ethical code of conduct, media, public participation, leadership, public protector and auditor-general..

6.2.2.(i) Legislative measures

The amount of power and authority allowed to public officials can often lead an official being guilty of misconduct. Therefore, it is surely always necessary to make prescriptions concerning misconduct, because public officials are, after all, also fallible. Legislative measures, must however, not be promulgated as if public officials

have a natural tendency toward unethical behaviour. The purpose of legislation should be that the values which are generally accepted should justify the rules of behaviour which are laid down by legislation (Andrews, 1993:39; *cf* Du Toit et al, 1998:122).

6.2.2.(ii) **Training**

If ethical actions are expected of public officials, it is necessary that in-service training programmes should include the following: specific legislation, regulations and procedures which govern the actions of public officials; prohibitions in respect of the misuse of public funds and /or public institutions for private gain or to further self-interest; measures to prevent confidential information being made available to private individuals for the purpose of furthering their interests at the cost of others; and prescriptions concerning reasonable and fair actions towards both colleagues and the general public (Andrews, 1993:39-40).

6.2.2.(iii) **Guidance**

Although guidance is a function of all public managers, there are specific officials in public institutions who are commonly referred to as guiding officials, and who normally fill the position known as top management. Because the top manager must accept accountability for the actions of his subordinates, it is self-evident that he will ensure that all supervisors will see to it that their subordinates are familiar with the relevant ethical norms and standards so as to prevent unethical actions (Andrews, 1993:40-41).

The concepts of profession and professionalism are important facets of the role of public managers. These concepts are according to Anderson (1994:22) important in maintaining that public managers perform their duties professionally. If the public official ignores the legislative measures, guidance even when training is provided, disciplinary action will be taken against that official.

6.3 REASON FOR DISCIPLINARY ACTION

There are employees who regardless of what the institution has done in terms of its efforts at selection, job design, performance standards and reward practices, create discipline problems for the institution (Robins, 1982:392). Discipline refers to a condition in the organisation when employees conduct themselves in accordance with the organisations's rules and standards of acceptable behaviour. For the most part, employees discipline themselves. Once they are made aware of what is expected of them, and assuming they find these standards or rules to be reasonable, they seek to meet the expectations.

It is not easy to determine the causes of abnormal behaviour and actions, because in some cases the causes may be personal and in other cases political. Botes (1993:167) outlines possibilities that may be present in the working environment.

- (i) Lethargy and disobedience. If an official indicates that he is unwilling to perform his functions or does not perform them properly he may be guilty of a disciplinary offence. If the
- (ii)

subordinate is under the command of a competent public manager, the manager can expect his orders and assignments to be carried out with the utmost care and dedication. The manager has authority over the workers by virtue of his seniority and authority. According to Botes (1993:167) the subordinate can only take their matter with senior personnel in cases where the manager's orders or assignments are unreasonable, unjustifiable or illegal.

- (ii) Shirking responsibility. A worker may show through his actions that he is shirking his responsibility by not doing some of his duties or by assigning them to someone who is not qualified to perform them. This type of action is contradictory to administrative law and should not be tolerated.

- (iii) Neglect of duty. If a person has been told to perform a particular duty, and shows by his actions that he has not obeyed his instructions, he can be charged with dereliction of duty. This is regarded in a serious light if it causes damage or loss to the administration. Furthermore, if an official has been found negligent in the execution of his duties it must be determined whether his actions were bona fide (with good intentions), or whether there was any measure or mala fides (bad intent). If the actions were bona fide, they will not be regarded in such a serious light. If the official performed these acts knowing fully well that they were wrong the matter becomes much more serious and is illegal and unlawful in terms of administrative law (Botes, 1993:167).

- (iv) Nepotism. One of the most serious malpractices that can occur in a department is that family members or friends benefit from certain contracts or activities of a department. No official should ever allow any close relative to receive any financial gain, advantage or favour from his department unless the matter has been evaluated by a totally independent panel of experts.
- (v) unauthorised additional private work or income.
- (vi) unauthorised public announcements.
- (vii) active political involvement.
- (viii) improper and disgraceful conduct.
- (ix) alcohol abuse and indulgence in habit-forming drugs
- (xi) insolvency.
- (xii) criminal offences.
- (xiii) absenteeism.
- (xiv) bribery and corruption

When an official is guilty of one of the above and the case can be regarded as misconduct, a specific disciplinary procedure is set out in the Public Service act,1994. This stipulates what action should be taken. The public manager will play an important part in determining whether misconduct has taken place and what the disciplinary action should be. In the normal cause of events the special disciplinary committee will investigate and if the official is found guilty of misconduct that can be expect one of the following sentences:

- (i) he can be reprimanded;
- (ii) he can be transfer to another position;
- (iii) he can be asked to resign;

- (iv) he can be discharged;
- (v) his salary or position or both can be reduced; and
- (vi) he can be fined a certain sum as determined by the disciplinary committee

Public managers are entrusted with the authority and responsibility to discipline and /or punish those officials who do not follow the rules and codes of conduct. All public officials are expected to abide by the prescribed rules and codes of conduct. The following discussion looks at the process of discipline leading to the actions that might be taken as formal disciplinary measure.

6.4 TYPES OF DISCIPLINARY MEASURES

A disciplinary action is an employer-imposed reduction in organisational reward for cause. Disciplinary actions include a written reprimands, suspension, reduction of rank or pay, and firing. They do not include temporary layoffs or workforce reductions that arise from budget cuts or lack of work. Rather, they are caused by specific behavioural incidents by the employee that result in low productivity or violation of rules and regulations (Klingner & Nalbadian, 1985:338).

Various types of disciplinary measures can be identified, namely: self-discipline; informal discipline; and formal discipline.

6.4.1 Self-discipline

Self-discipline does not imply that the employee must be perfect. It does, however, according to Andrews (1993:225) imply that the conduct of employees must ensure effective work performance. Self-discipline means that the individual acts voluntarily according to accepted norms. In other words, the individual concerned performs his labour to realise defined objectives without being forced to do so. Nevertheless, self-discipline is not always enough to guarantee the desired standards. This Robins (1982:392) agrees with and further indicates that once employees have been made aware of what is expected of them, and assuming they find these standards and rules to be reasonable, they will seek to meet those expectations. But not all employees will accept responsibility of self-discipline. There are some employees who will require some degree of extrinsic disciplinary action.

6.4.2 Informal discipline

Informal discipline can be exercised but the manager concerned, and even by their attitudes. In other words, a strong, unapproachable attitude can be considered to be an informal disciplinary measure. It is of particular value when an employee commits a minor offence, or when there is no corroborative evidence that the employee in fact did commit the offence. Informal discipline can also be exercised by transferring the individual concerned or by the manager his work more strictly for a certain period (Andrews, 1993:225-226).

6.4.3 Formal disciplinary measures

Formal disciplinary measures are laid down in laws, regulations and other prescriptions. Various grades of disciplinary actions can be differentiated. Cascio (1995:506) also states that employees must know very clearly what the consequences of undesirable work behaviour will be. Adequate warning must be given. Such as written warning, rank reduction, suspension, and dismissal.

6.5 APPROACHES TO DEALING WITH DISCIPLINARY ACTION

No matter how well the manager has trained his subordinates, he cannot sit back and leave them to their own devices in the belief that they will never commit any misconduct. People are fallible and there are many things that can tempt them into doing wrong. People are particularly tempted to embezzle money in times of economic depression. The manager must constantly ensure that all workers are happy and satisfied. He must get to know about their domestic circumstances. This will enable him to evaluate certain behaviour patterns more accurately. The supervisor must also realise that many actions that may appear to be disciplinary offences are just the subordinate's way of adjusting or escaping from a situation where he is not getting job satisfaction. The worker may also be unconsciously showing that he is dissatisfied with a particular situation. Botes (1993:170) states that the public manager must guide the subordinates but using their individual skill, talents and abilities. He must constantly keep them informed about progress in the work and encourage them to present solutions for problems that arise.

He should also know what experience they have, and try to use their abilities to the full. The supervisor may become aware that a worker is guilty of one of the following transgressions: wasting materials, not working as he should, receiving too many private calls, producing inferior work and working too slowly, damaging property, ignoring assignments and instructions, talking too much and reading books or magazines during office hours, taking alcohol or other habit-forming substances, arguing, gossiping or spreading rumours. The manager must be firm and admonish the worker without delay and in no uncertain terms (*ibid*).

If the public manager is planning to apply disciplinary action he should take into account that everyone is different and the worker should be disciplined in an appropriate way. A man may become intensely angry and aggressive if the manager confronts him with a particular matter while a woman may burst into tears in similar circumstances. Some people will want revenge, while others may become so depressed that they may even consider suicide. Sometimes it may be necessary to play on a sensitive person's feelings to get a quick reaction, while the next person may need a harsh talking to. When the employee is first appointed his duties and responsibilities must be clearly spelled out, both verbally and in writing. If there is a deviation from the standard the person must clearly be made aware of this. The employee must then be admonished and warned and given the opportunity to rectify his behaviour. If he persists with the offence the warning must be put in writing and presented to the worker in the presence of the another

manager. Only after these steps have been taken can the necessary disciplinary action proceed (Botes,1993:171).

Before a decision is reached the following steps must be followed:

- (i) Obtain all the facts: Supervisors must not come to a decision too hastily and must make sure they know all the relevant facts. The supervisor must take as much time as necessary to collect all the relevant facts, obtain proof and document everything. The reason for the behaviour must also be discovered. To come to a decision without these facts and without taking the surrounding circumstances into account is a sign of inefficient management.

- (iii) Consider all the facts: After all the facts have been carefully considered, interpreted and evaluated, a decision can be reached. The manager must repeatedly ask himself: What caused the worker to act the way he did? If the available facts still do not give a clear picture of the situation, further facts must be sought. If the public manager has a clear picture of what happened, he may consider what he wants to achieve with his actions. For example, is the offence such that further training may rectify the actions of the worker? Should he be sent for remedial training? Should a departmental investigation be launched? The problem can be looked at from various angles by asking these questions in relation to each possible solution: Is the proposed action also in conflict with the regulation and policy? Is the solution practical? What are the implications?

What effects will the proposed action have on the individual and his colleagues? Will the intended remedial goal be achieved? One wrong action by a subordinate cannot be rectified by another wrong action on the part of the manager (Botes,1993:171).

- (iii) Take action: All the time, effort and often cost invested in gaining the relevant facts will be wasted if no action is taken. . A supervisor who drags his feet, who does not want to act and who displays weakness is not doing his job. Before a supervisor takes action he must make sure that he has the necessary authority to do so. He may be able to take care of it with a verbal rebuke in private. The offence must be stated to the official and he should be given the opportunity to state his case. If the matter is not serious, constructive steps can be taken to place the worker on the right track. The supervisor should approach the disciplinary discussion in a spirit of sincere co-operation and show confidence in the person who has done wrong. He must be tactful and patient, but on the other hand he must be strict and clearly indicate that the behaviour of the subordinate is unacceptable.
- (iv) Follow up: It must not be taken for granted that a single interview will solve problems. The case must be followed up to make sure that there has been improvement. The supervisor himself must decide how soon after the interview he should follow up the matter. If he finds that there is no improvement, he must try to find out why (Botes,1993:171-172).

It is further noted that before the actions are taken against an employees certain contingency factors be taken into account. Robins (1982:396-392) summarises these factors as follows: seriousness of the problem; duration of the problem; frequency and nature of the problem; employee's work history; extenuating factors; degree of socialisation; history of the organisation's discipline practices; implication for other employees; and management backing.

6.6 GUIDANCE AND SUPERVISION IN THE PUBLIC SECTOR

Supervision refers to the functions of the employee who is appointed as supervisor over others. In other words, all guiding officials or managers are also supervisors, but all supervisors and managers are not officials. It can therefore be stated that all supervisors must guide their subordinates, but the task of the supervisor includes that total spectrum of the personnel function. The duties and responsibilities of supervisors will, in the nature of things, alter in proportion to their promotion to the higher managerial positions. Dale Beach states in Andrews (1993:237) that personnel in top management positions have a more exalted function than the supervisors at the lower levels of the hierarchy. He writes "To be successful as he rises in the hierarchy he must adjust his behaviour, outlook and general orientation". The employees in top managerial positions will be engaged mainly in functions such as planning, policy determination, development and predictions. The purpose of guidance is to allow the abilities of subordinates to be utilised to the full and ultimately to realise the set objectives.

It is in the nature of things that the guidance function will be influenced by the leader (supervisor or manager), the subordinates and the environment.

6.6.1 Factors which can influence the guidance function

Personal characteristics do not qualify an individual to be an ideal or a successful leader. The absence of certain characteristics, however, can be the reason for an individual not being a successful leader. The ideal characteristics of successful leaders may not show similarity. According to Andrews (1993:239) the styles of leadership which a leader follows can also have an influence on guidance. Style of leadership is also influenced by environmental factors such as upbringing, knowledge of human nature and work experience. The training, experience and background of subordinates can also influence guidance. Subordinate with less training and experience normally require more guidance and supervision. Trained and experienced employees usually possess the ability to adapt to a participating style of leadership. The morale, enthusiasm and attitude of employees are also factors which can determine the nature of guidance. It is the responsibility of the leader concerned to know his subordinates individually so that he can give direct guidance to each one of them. The environment refers to both the position in which an individual is placed and the ergonomic circumstances. The position has an influence on guidance because of the meaning and importance attached to it. The importance is determined by the measure and nature of the authority and responsibility attached to the position. In addition, the number of subordinates and the nature of the institution

often also have an influence on the importance of the position. The foregoing factors will therefore determine the nature and the extent of both supervision and guidance for the individual concerned.

6.7 CONCLUSION

Public officials, just like any other type of workers, are subjected to temptations. In times of high inflation the purchasing power of the government's salary declines all the time and this worsens the temptation. If the official gives in, he may face disciplinary proceeding. Codes of ethics and standard are set out in the regulations and various policy documents. These codes define a prescribed norm and behaviour which should be followed by all public servant when performing their duties. Theft of government goods, embezzlement of public funds, bribery and corruption and nepotism occasionally occur, and these practices should be eradicated from the public service. South Africa is in a new era of government and special care should be taken that politicians and personal interference in the management does not take place.

Guidance is a function which must be carried out by a leader to have predetermined objectives realised through his subordinates. The guidance function is determined by the leader, subordinates the working environment and the working circumstances. It must be stated that the allegations that the public service as a whole is corrupt is totally unjustified, and it must be remembered that it is individuals who succumbs to bribery and corruption. Such individuals are dealt with.

CHAPTER 7: CONCLUSION

Human Resources management: Function of the Public Sector Manager

The point of departure in this chapter is to focus on conclusions pertaining to some major issues in the entire dissertation as they affect the performance of public managers in the management of human resources will, be raised as areas of concern. The issues as proposed in chapter one included an analysis of the public sector and the public manager; the tasks and characteristics public managers should possess; the challenges and environment which directly and indirectly influences the activities of public managers; the functions performed by public manager with regard to human resources; and lastly the ethical conduct required in the public sector for efficient governance.

From chapter two it is evident that the government is formed to achieve certain objectives whose success would depend on knowing exactly what is required to achieve the targeted objectives. In a democratic country like South Africa the government belongs to the people and therefore the government will always strive to satisfy the needs of citizens. With all its intentions, it stands to reason that the government required finance, organisational structure, planning, proper co-ordination and most of all the human resources. Once the government is legitimised through authority given during elections, it assumes a responsibility of promulgating laws and regulations concerning the implementation of its objectives.

As observed in chapter two that, during the 1994 election, political parties such as the ANC (now the ruling party) promised among others, to transform the public service as soon as it assumed power. The question raised after winning elections was: What needs to be transformed? Is it human resources, methods and procedures, controlling systems or a combination of all these issues? The success of government in its mission depend largely on the managerial efficiency and effectiveness of public managers, most of whom were appointed to guide the work of their subordinates in a predetermined direction as prescribed by legislation. The public sector has a responsibility of providing goods and services to its citizenry and to successfully achieve this, it must be equipped with well-trained personnel. Services are provided at all government levels and it is therefore important that in each of these levels there should be officials who can give direction to the rest of the employees. Such individuals responsible for providing guidelines were seen to be in the cadre of top management often referred to as public managers. What governments should or should not do and the direction which the government follows is of fundamental concern to these public managers. To manage human resources, these managers should have complete knowledge of needs, motivations, fears, expectations and values of the public and their fellow colleagues most of whom would be under their supervision.

It was further discussed in chapter two that public managers are also entrusted with the responsibility of making decisions to mobilise resources from the environment, which will from time to time affect the manner in which public managers perform their activities. There is

no way that public managers could ignore inputs from communities because recently challenges such as service delivery and affirmative action affect the activities of public manager and therefore a careful consideration of these challenges is important. The critical observation drawn from chapter two about public managers is that all public managers are in fact, supervisors, but all supervisors are not necessarily public managers. Public managers supervise the unfolding of the government's policy as it is implemented and executed by their subordinates. Public managers are special type of leaders in the sense that they are continually involved in guiding the processes of policy-making, financial matters, personnel matters and organisational arrangements, as well as designing new procedures and controlling the entire process of human resource in the public sector. Public managers are appointed because they understand the mission of government and should be able to direct all activities, behaviour and performance in accordance with the policy of the government of the day. In other words, the public manager should be able to guide, discipline and direct the department into a harmonious workforce aimed at achieving the goals of the government.

It has become crucial to show in this dissertation that sometimes it is not easy to distinguish which institutions in South Africa (due to the privatisation of certain services) are public and which are private. One possible way out of this dilemma was to focus on various factors which determine the ultimate locality of decision making in South Africa's public institution and it became clear that public institutions are not just another form of business operation. Their powers are given to them in trust and are therefore accountable for their actions

in conformance with the law as prescribed in the Constitution which also stipulate stringent emphasis on public sector employment and ethical behaviour. It was concluded that an institution therefore belongs to the public sector if vested with coercive power over inhabitants in various geographical areas. Central, provincial and local authority's institutions can be classified under this criterion and such institution should be financed wholly or partly from public funds.

Although the private and public sectors were seen as quite separate, the division of the economy into two mutually exclusive sectors may be artificial and there is so much interaction between the two that setting up a strict dichotomy would rather be misleading. The fact of the matter is, government relies on the private sector for the production and supply of goods and services, and for tax revenue. The private sector on the other hand, relies on government for infrastructure and the system of laws without which they (private sector) cannot operate. The interaction between these sectors is more subtle than simply seeing them as separate opposing forces. To this regard arguments were further put forward to find out whether there is any need for a public sector at all if normal mechanisms of exchange could take place through the private market. As indicated earlier in this discussion it became clear that the relationship between these two sectors (public and private) is necessary though government has a variety of roles and their full scope is not easily measured. It is therefore no exaggeration to say that the public sector affects the entire economy and the society. Otherwise, a legal framework to enforce contracts, private business activity would probably not work.

Regulations, taxes, permits, infrastructure, standards, conditions of employment, all affect decisions made on private markets. The public sector is a large purchaser of goods and services from the private sector and redistributes income from better-off-members of the society to those who are not. The public sector has a crucial role to play in determining real living standards which depend for most people on government services. To do this the government needs a public service for the Republic of South Africa to provide efficient government administration at all levels. The top management of a public institution consisting of the director-general, deputy director-general, chief directors and are responsible for policy interpretation and implementation. Middle management consisting of the deputy directors, is responsible for the tactical management of government departments including the formulation and implementation of human resource policy. Middle management also consists of assistant directors. Every public manager should ensure that policy is implemented and the aims of the institution are achieved. Lower level managers consists of supervisors who are responsible for the operational management of smaller human resource divisions in the institutions and are also responsible for the implementation of objectives set by both the upper and middle management.

With authority vested upon them, public managers perform a wide-ranging group of functions inside their respective departments in collaboration with other institutions. It was evident from conclusions drawn in this dissertation that their tasks embraced three areas. In the first place, public managers attain their positions because they can prove to be able to carry out the mission with well-thought out

operational plans and programmes. In the second place, they have the responsibility of determining and establishing the enabling functions necessary for carrying and pursuing the functional mission of the department such as determining and defining the aims and policy; calculating financial needs; determining staff structure and staff needs and also creating an organisational structure and delegating functions, authority, responsibility and direction. Analysing and continuously revising procedures and methods in the quest for reliable service in the public sector is also one of the missions of government because designing the overall plan and performance levels for individual officials requires that certain procedures must be followed. In the third place, public managers direct actions and behaviour as described by policy. Management as a human activity did not originate overnight and it is the task of a public manager to carry the institution with well thought out policy directions and functional obligations to new heights, which will meet the needs and desires of the community as envisaged by the government. In respect of each administrative processes, the public manager manage all processes such as planning, coordination, communication, human relations and similar functions which are directly and indirectly linked.

The main objective of this dissertation was to prove that public managers have a responsibility regarding human resources and to clearly prove that it was necessary to highlight that most of the roles and functions public managers perform at present are slightly different from those in the previous dispensation. This raised concerns among other sectors who started questioning the quality and standards in the performance of these new roles. What we should bear in mind is that

public managers operate in a complicated environment, from which they have to draw the knowledge to manage their institutions properly. A constant interaction between the public institution and the environment largely determines the institution's organisational form and functioning. Management should be aware of all internal and external forces, opportunities and threats that affect the public institution. When the environment changes, management is confronted with a choice between stagnation or strategic adjustment in order to survive. Deterioration can be prevented only if change and innovation with regard to human resource policy take place continuously. The way in which public institutions are governed depends to a large extent on the general trends in societal development. The environment influences the organisation constantly, and it is only possible to observe these influences once they have been mediated through the intermediate environment. The public manager has to take cognisance of the constitutional and political dispensation. As a public official the public manager has to adhere to the basic tenets of public management that make his task unique. What this implies therefore is that public managers should adapt to change so that they can be able to manage properly. The observation is also that they should be intellectuals, which means that the obligation to think hard, fast and free is one of the executive functions that cannot be delegated.

In chapter three it was stated that the environment within which public managers perform their duties keeps on changing and public managers are obliged to keep abreast of these changes more especially in employment of personnel. Environments such as political,

economic, social, physical, cultural and technological and the micro-environment which are the mechanism for the transformation of resources from the environment into distributable products or services through the utilisation of the three sub-systems were identified. As the micro-environment represents the organisation, it was accepted that a series of decision-making processes must take place throughout the organisation in order to facilitate the transformation of resources from the environment into distributable products and services. The specific environment is that part of the environment which directly influences the availability of resources including human resources to the institution. As such these environmental components are observable and directly experienced by the institution

It was further noted that as public managers transform the public sector, there should be political considerations for black persons replacing white persons in the public service. Referring to the principle in the Constitution of the Republic of South Africa, of an impartial and independent public service, it was clear in party political terms that it should not mean a balancing act between those promoting values of the past order and those promoting values of the present order. The said Constitution embodies a humanist approach which aims to help the poor, the unemployed, the homeless and the destitute people and this is no party political matter. Therefore within these environments public managers should be able to organise human resources to form a team which will provide services to these communities as envisaged by the government.

No action or implementation can take place without human resources and therefore public managers have to plan for the human resources needed in the public service and should ensure that the personnel that enters public institutions are skilled and experienced. Planning of human resources takes place at all levels of an institution and final responsibility rests with top management. The main responsibility of management at the central level is to draw up corporate strategic plans as to how human resources will be provided. Planning enables management to see the institution as a whole system in which the objectives of the different functions are reconcilable with one another and with the main goals and objectives of the entire institution. All government departments are based on relationships between people. A key task of management is to harness the resources these people represent in order to achieve the purposes or goals of government.

Public managers, in their daily activities plan and should at the very least, consider the order in which they will take up various tasks including the provision of human resources to complete those tasks. The provision of personnel is made possible by executing the processes of human resources planning, position determination and job classification, recruitment, selection and placement which should from time to time be forecast. Planning cannot be divorced from forecasting, for what is feasible depends to a large extent on the events in the external world. The actual planning starts with the goal setting, but any number of contingencies in the environment will have a major effect on the extent to which various goals may be feasible. The environment in which an institution operates has both internal and external components. Internally, the institutional environment encompasses all the human and non-human resources in the

institution and the interaction among these resources. The non-human resources are the institution's technology, equipments, facilities, materials, information, funds, and the processes involved in getting the work done. The human resources are people in the institution, their behaviours, attitudes, skills, motivations, and the performance in getting the job done. Forecasting of all these components is important because of the impact environmental forces have on goal achievement. The environment must be capable of supporting the objectives the institution has set. Environmental forces can include the state of the general economy, societal values, political trends, and many other factors. This means that the number of vacancies which can be expected over a fixed period must be predicted. To make realistic predictions, the flow of personnel could be used as a basis flow of personnel caused by appointments, promotion and resignations can be determined and predictions may be made according to this. Once these challenges are addressed, the human resources can then be utilised in terms of the prescriptions laid down in the Constitution of the Republic which clearly states that no employee of the public service may be favoured or prejudiced only because that person supports a particular political party or cause, or is discriminated because of race, colour, religion, sex, culture, or discriminated in any other form. The Constitution further provides that provincial governments are responsible for the recruitment, appointment, promotion, transfer and dismissal of members of the public service in their administration within a framework of uniform norms and standards applying to the public sector. The role and function of public managers should be in line with the prescriptions of the Constitution of the Republic of South Africa.

A brief indication of how the employment practices were handled before the then 1993 Constitution was highlighted in chapter four wherein before the implementation of the 1996 Constitution of the Republic employment was done through reactive measures which ensured that people of certain groups were appointed for particular positions. That was called job reservation. The prescribed recruitment processes were in some instances not adhered to and that caused a serious problem with regard to employment in the public sector. What is known to most human resource practitioners is that recruitment begins when new recruits are sought and ends up with a pool of applicants putting in their application. In South Africa, the government plays an important role as producer of goods and services, as a regulator of private enterprise, and a complementary asset of private production. Society cannot be strong without able and dedicated public servants. To continually provide goods and services, the government requires adequate personnel. This process of recruitment should comprise interrelated activities like recruitment, selection, and placement which was understood to be the means of placing suitable individuals in institutions. The ways in which recruitment is accomplished have implications for many other personnel practices, such as work-force planning, training performance, evaluation, job design, and career development. The prescribed procedure is that once a pool of suitable applicants is created through recruiting, the process of selecting applicants begins which as we have observed, involved a series of steps that add time and complexity to the hiring decision. The service delivery depends on the performance of public servants and their conduct. Public officials should adhere to ethics and basic tenets of democracy during the performance of their duties

and failure to comply with this would result in disciplinary actions taken against such officials.

There has been general reluctance on the part of certain institutions to give appropriate consideration to disciplinary measures although one of the exceptional characteristics of human beings is their moral behaviour. The fact that it is not easy to determine the causes of abnormal behaviour and actions, necessitated that certain norms must be prescribed to deal with such problems as and when they occur.

Ethics provide the moral and legal basis for guiding personal conduct in different situations, and are reflected in laws and regulations, codes of behaviour and professional standards. This means that both political office-bearer and public officials can be obliged by the voters to honour specific ethical norms and standards in the execution of their duties. It is always expected of political office-bearers that by their actions they provide a positive image to the public. Furthermore, certain measures are placed to maintain the actions of public officials on a higher ethical plane and these included among others; training and guidance, legislation and the judiciary, public service commission, leadership, public protector auditor-general and public participation.

Ethics are rules governing moral conduct of the members of government institutions. To say that an act is ethical, therefore, is to say that it is morally right. As we observed, the term ethics has a macro or comprehensive meaning which could be applied to all cultures and at all times, but it has also a micro meaning related to a specific society or societal group. The macro view pertains to good or

evil, right or wrong, while the micro view referred to how good or evil, right or wrong is interpreted by a specific society, the societal group or even the individual. Public managers are entrusted with the authority and responsibility to discipline and /or punish those officials who do not follow the rules and codes of conduct. All public officials are expected to abide by the prescribed rules and codes of conduct.

In conclusion, much has been said that most government officials at high ranking positions are the most involved in corruption as opposed to the lower levels and the private sector. The question therefore is; If these allegations are true, then; Who should follow the rules and guidelines laid down by legislation? Will public managers be able to direct and guide others if they themselves are involved in unethical conduct? Is this is a result of self-interest or confusion as to what the government requires or what their functions are supposed to be? It could as well be that maybe the rules and regulations applied in government are relaxed. Most of the services that were provided for by the government have now been privatised and one might conclude that this process has created loop holes for corruption and confusion among public officials. This has become a complex matter which today receives much attention. South Africa is in a new era of government and special care should be taken that politicians and personal interference in the management of human resources does not take place. Human resource is a specialised function which must be planned and implemented effectively and efficiency. What we have learned from this discussion is that all government departments are manned by who should have sound employment relationship, and that the Constitution of the Republic of South Africa states that no

employee of the public service may be favoured or prejudiced only because that person supports a particular political party or cause, or is discriminated because of race colour, sex, religion, culture or discriminated in any other form and therefore the human resource and function of public manager should be performed in line with the prescriptions of the Constitution of the Republic of South Africa.

BIBLIOGRAPHY

ANC, 1994. Reconstruction and Development Programme.JHB: Umanyano Publications.

Anderson, A.H.1994. Effective Personnel Management – a skills and activity-base approach.USA: Blackwell Business.

Andrews, Y. 1993. The Personnel Function. Pretoria: Haum.

Bayat, M.S & Meyer, I.H .1994.Public Administration - Concepts, Theory and Practice. Halfway House: Southern Book Publishers.

Botes, P.1994. Aspects of Supervision. A guide for the Contemporary Public Manager. Halfway House: Southern Book Publishers.

Botes, P; Brynard.P.A;Fourie, D.J & Roux,N.L.1996. Public administration and Management- A guide to Central, Regional and Municipal Administration and Management. Pretoria: Kagiso Tertiary.

Cameron, R.G & Stone, A.B,.1995. Serving the Public - A guide for Practitioners and Students. Pretoria:Van Schaik.

Cascio, W.F.1993. Managing Human Resources – Productivity, Quality of work life, Profits. USA: McGraw-Hill, inc.

Catewood, R.D & Feild, H.S. 1994. Human Resources Selection. USA: Harcourt Brace College Publishers.

Cauvier, D.L. 1993. How to hire the Right Person. USA: HRD PRESS,Inc.

Cheminais, J, Van Der Waldt, G & Bayat, S. 1998. The Provision and Maintenance of Public Personnel. Cape Town: Juta.

Cheminais, J, Bayat, S, Van Der Waldt, G & Fox, W. 1998. The Fundamentals of Public Personnel Management. Cape Town: Juta.

Cloete, F & Mokgoro, J.1995. Policies for Public Service Transformation. Cape Town: Juta.

Craythorne, D.L. 1993. Municipal Administration. A Handbook. Cape Town:Juta & Co.

Dale, E. 1987. Management - Theory and Practice. USA: The Grolier Incorporated.

De Villiers, B. 1994. Birth of a Constitution. Cape Town : Juta & Co.

Du Toit, DFP, Van Der Waldt, G, Bayat, M.S & Cheminais, J .1998. Public Administration and Management for Effective Governance. Cape Town: Juta.

Famularo, J.J.1986. Handbook of Human Resources Administration.USA: Mcraw-Hill Incorporation.

- Flynn, N.1997. Public Sector Management. Britain: Prentice Hall.
- Fox W, Schwella E & Wissink H.1991. Public Management. Cape Town: Juta & Co.
- Gildenhuys, J.S.H.1993. Public Financial Management. Pretoria: J.L Van Schaik.
- Haimann, T; Scott, W.G & Connor, P. E. 1985. Management. USA: Houghton Mifflin Company.
- Hanekom, S.X; Rowland R.W & Bain, E.G 1987. Key Aspects of Public Administration. Halfway House: Southern Book Publishers.
- Hays, S.W & Reeves, T.Z. 1984. Personnel Management in the Public Sector. USA: Allyn & Bacon, Inc.
- Heneman, H.G; Schwab, D.P; Fossum, J.A & Dyer, L.D.1989. Personnel, Human Resource Management. USA: IRWIN, Inc.
- Huddleston, P.1992. The Public Administration Work Book. New York: Longman Publishing Group.
- Hughes, O. E. 1994. Public Management and Administration-An Introduction. Britain: Macmillan Press Limited.
- Human, L. 1991. Educating and Developing Managers for a Changing South Africa - Selected Essays. Kenwyn : Juta & Co.

Iverson, R.D. 1996. International Journal of Human Resources Management. London: Routledge.

Kaul, M.1995. Managing the Public Service: Strategies for Improvement. Canada: Commonwealth Secretariat Publication Series.

Kellar, E.K. 1988. Ethical Insight, Ethical Action - Perspective for the Local Government Manager. USA:International City Management Association.

Kicket, W.J.M & Van Vught, A.F. 1995. Public Policy and Administrative Sciences in Netherlands. Britain: Prentice Hall.

Koehler J.W & Pankowski, J.M. 1997. Transformational Leadership in Government. USA: St Licie Press.

Klingner, D.E.1983. Public Administration. A Management Approach. London: Houghton Mifflin Co.

Klingner,D.E & Nalbadian, J.1985. Public Personnel Management – Contexts and strategies. USA:Prentice Hall.

Kroukamp, R.1996. Transforming Training in the Public Sector. (Paper read at the National Business Initiative: Held in March 1996 at Johannesburg: 4-5).

Lane, J.E. 1993.The Public Sector:Concepts, Models and Approaches. London: Sage.

Lawton, A & Rose, A.1994. Organisation and Management in the Public Sector. Britain: Bell and Bain Publishers.

Linden, R.M. 1994. Seamless Government - A Practical Guide to Re-engineering in the Public Service. San Francisco: Jossey-Bass Publishers.

Lyons, T.1980.The Personnel Function in a Changing environment. Cape Town: Pitman Publishing.

Maharaj, P. 1992. Grievance and disciplinary procedures at the Local Government Level.Unpublished M.A dissertation: University of Durban-Westville, South Africa.

Mbigi, L & Maree, J. 1995.UBUNTU - The Spirit of African Transformation Management. JHB: Knowledge Resources.

Nigro,F.A & Nigro, L.G. 1986. Modern Public Administration. New York: Harper and Row Publishers.

Perry, J.L.1996. Handbook of Public Administration. San Francisco: Jossey-Bass Publishers.

Peters, B.G & Savoie, D.J. 1995. Governance in a Changing Environment. London: Canadian Centre for Management Development.

Rabin, J et al.1995. A Handbook of Public Personnel Administration. N.Y: Marcel Dekker Incorporation.

Reddy P.S .1996. Readings in Local Government Management and Development. A Southern African Perspective. Cape Town: Juta & Co.

Ricks, B.R. 1995. Contemporary Supervision - Managing People and Technology. USA: McGraw-Hill, Inc.

Robins, S.P. 1982. Personnel – The Management of Human Resources.New Jersey: Prentice Hall, Inc.

Robinson,D.1988. Getting the best out of People. Britain: Kogan Page Limited

Schwella, E, Burger, J, Fox,W & Muller,J.J. 1998. Public Resource Management. Cape Town: Juta.

Schwella E & Ballard H. 1996. South African Local Government. A systems perspective. SAIPA.vol 31(1):45.March.

South Africa (Republic). 1996. Constitution of the Republic of South Africa 200 of 1996. Pretoria: Government Printer.

South Africa (Republic). 1998. Employment Equity Bill. Pretoria: Government Printer.

Stillman, R.J. 1996. Public Administration. Concepts and Cases.
USA: Houghton-Mifflin Company.

Thomas, J. C. 1995. Public Participation in Public Decisions - New Skill and Strategies for Public Managers. U.S.A : The Jossey-Bass.

Thornhill,C & Hanekom, S.X. 1995. The Public Sector Manager.
Durban : Butterworths.

Tyson, S.1997. International Journal of Human Resources Management . London: Chapman & Hall.

Van der Waldt, G & Helmbold, R. 1995. The Constitution and a New Public Administration. Cape Town: Juta & Co.

Van der Waldt, G & Du Toit,D.F.P. 1997. Managing for Excellence in the Public Sector. Cape Town:Juta & Co.

Wallis, M. 1993.Bureaucracy: Its Role in Third World Development.
London: MacMillan Press Ltd.

Wherther, W.B & Davis, K.1989. Human Resources and Personnel Management. USA: McGraw-Hill Incorporation.

Whicker, M.L & Areson, T.W. 1990. Public Sector Management.
USA: Praeger.