

**PROMOTION OF EFFECTIVE COUNSELLING OF EMPLOYEES  
IN THE SOUTH AFRICAN PUBLIC SERVICE**

**by**

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**DISSERTATION**

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Nafeesa, Safiyyah,

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SUMMARY

Supervisor : Prof. Dr. W.A.J. Coetzee  
Department : Public Administration  
Degree : Master of Public Administration  
Faculty : Commerce and Administration  
University : Durban-Westville

Modern man needs to explore and ponder over common  
sense issues,

More, than get entangled in a cobweb of uncommon  
complexities.

In the ensuing study an attempt is made to analyse the  
status quo with regard to counselling of employees  
in the South African Public Service. The study is

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approached from the position that both the practical issues of personnel administration and management, as well as the theories supporting the practices are vital and necessary.

It is also common knowledge that in most developed countries public personnel do not all have only one, or a few supervisors. In fact, in a country like the Republic of South Africa with its ultra cosmopolitan character, a large number of State departments exist in order to provide basic service to the different communities. Hence, the study focusses, inter alia, on the organisational arrangements that have been established to not only administer, but to also effectively manage the thousands of employees in the Public Service.

As practicing public administrators, the political office-bearers and high ranking public officials have as one of their more important duties, the effective management of all available human resources (employees) in the Public Service. To this end, the South African Government has created a central personnel authority, viz. the Commission for Administration, which oversees



the Public Service. However, effective personnel management, be it in the Public Service or in the private sector, is a highly complex issue. The question therefore arises, has the Commission for Administration the necessary expertise to initiate and promote effective counselling of employees in the Public Service in order to ensure :

- optimum utilisation of available human and material resources; and
- quality service to the public at all times?

In this study, counselling of employees in the Public Service is essentially viewed as a "support function". Whilst it is conceded that counselling assists employees in solving their personal "problems" and "crisis", the study also attempts to examine the potential of employee-counselling as a developmental tool in the hands of supervisors and managers. In view of the large number of employees in the Public Service, the many line managers and supervisors need to be au fait with how effective counselling can harness the talents and abilities of employees under their control.

The study, therefore, firstly attempts to contextualise personnel administration in relation to public administration. In the process of doing this, the following aspects are dealt with in some detail :

- The organisational structure and arrangement of personnel administration in the South African Public Service; and
- The structural arrangement of the Office of the Commission for Administration as the country's central personnel authority.

Secondly, the discussion focusses on establishing precisely the locus and role of effective counselling of employees in the Public Service. Special attention is paid to the theoretical reasoning which emphasises certain areas of concern that may be remedied by effective counselling, as well as the main advantages, objectives and goals of effective employee-counselling. Some of the more rewarding methods and approaches that may be adopted by supervisors in their attempt to "assist" employees are also highlighted. However, this discussion is immediately followed by a brief exposition of some of the obstacles and problems

that may negate or even ruin the delicate and highly complex counselling encounter.

Throughout the study an attempt is made to illustrate discussions on the theoretical foundations of effective counselling with practical examples from the work situation.

On the basis of the theoretical reasoning advanced by the many researchers and the current practice of counselling in the South African Public Service, the study finally attempts to provide some basic guidelines and design a futuristic model for effective counselling of employees in the South African Public Service.

The recommendations and guidelines, in order to initiate and promote effective counselling of employees in the South African Public Service, are almost totally aimed at, inter alia,

- identifying employee-potential;
- embarking on a sound developmental counselling programme;
- leading the employee to develop his unused and latent talents and potentials; and

- transforming the employee into a more self-sufficient worker and an asset to the Public Service.

The study concludes with recommendations for particular consideration by the Commission for Administration as the country's central personnel authority. The main thrust of the recommendations revolve around the role of the Commission's Office in formulating a clear policy directive regarding effective counselling of employees in the Public Service.

## CHAPTER ONE

### INTRODUCTION

#### 1. NEED FOR STUDY

The administration and management of personnel in the South African Public Service are rapidly becoming an exercise fraught with problems. This state of affairs can be ascribed to a number of factors. Some of the more relevant factors are, inter alia :

- 1.1 The number and size of public institutions in the Republic of South Africa which have grown considerably since 1961, and more particularly since the promulgation and implementation of the legislations regarding the new political dispensation for the country, i.e. the Tricameral System.<sup>1</sup>

In fact, according to Brynard,

"It has sometimes appeared that for every problem that has arisen, a new institution had been created to deal with that problem."<sup>2</sup>

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1. Republic of South Africa : Republic of South Africa Constitution Act, 1983 (Act 110 of 1983), Section 41,42 and 43

2. Brynard, P.A. : "Administrative Reform", Key Aspects of Public Administration, Hanekom, S.X., et.al (eds.), Macmillan South Africa, Johannesburg, 1986, p. 221

This growth, illustrated in Table 01<sup>3</sup>, necessarily ushered in an unprecedented increase in the staffing and the multifaceted activities of the public institutions.

TABLE 01 : GROWTH OF CENTRAL STATE DEPARTMENTS

YEAR	NUMBER OF STATE DEPARTMENTS	PERCENTAGE GROWTH
1910	12	-
1920	21	75%
1930	22	4,8%
1940	24	9%
1950	30	25%
1960	33	9%
1970	41	24%
1980/81	39	-4,8%
1982	22	-44%
1983	22	-
1984	22	-

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3. (i) Loc. cit.

(ii) Also see : Hanekom, S.X. and Thornhill, C. : The Functions of the Public Administrator, Butterworth Publishers, Durban, 1986, p. 131, (Appendix No. 04)

1.2 The larger numbers of officials were an absolute necessity in order to effectively man these institutions. They also had to accommodate,

"... the changing views about the role of the public institutions ... (and) ... to shoulder (the) new responsibilities."<sup>4</sup>

In essence, this was the broad framework of the Department of Constitutional Development and Planning which had to provide for the political aspirations of the various communities.

1.3 Together with the proliferation of the public institutions and their personnel, there was a concomitant increase and acceleration in their activities. Not only was there a phenomenal upsurge in, "... the performance of work resulting in the rendering of specific services and product; ...,"<sup>5</sup> cases of complicated conflicts among the various interest and population groups were also

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4. Cloete, J.J.N. : Personnel Administration, J.L. van Schaik, Pretoria, 1985, p. 12

5. Bayat, M.S. : Job Analysis in the South African Public Service with Particular Reference to the Role of the Commission for Administration, Unpublished M.Admin. dissertation, University of Durban-Westville, Durban, 1987, p.1

on the increase.

Seen against this backdrop, the South African Public Service with its large numbers of employees creates an ideal milieu where many conditions obtain which cause stress and other associated problems of one type or another. Supervisors and managers have long recognised the impact that such difficulties have on an employee's motivation and work performance. It is mainly in the Public Service - which comprises of a large number of essentially non-profit making institutions - that these problems have become more aggravated and complex.

Whilst it is acknowledged that these complexities are no easy matters to resolve, it is precisely in this context that the proposed investigation can be extremely useful. Both as a pro-active and a re-active personnel functional activity, effective counselling of employees in the Public Service can serve as an effective therapy in order to, inter alia :

- neutralise the employee's dilemma and difficulties;
- help and guide the employees to help themselves;



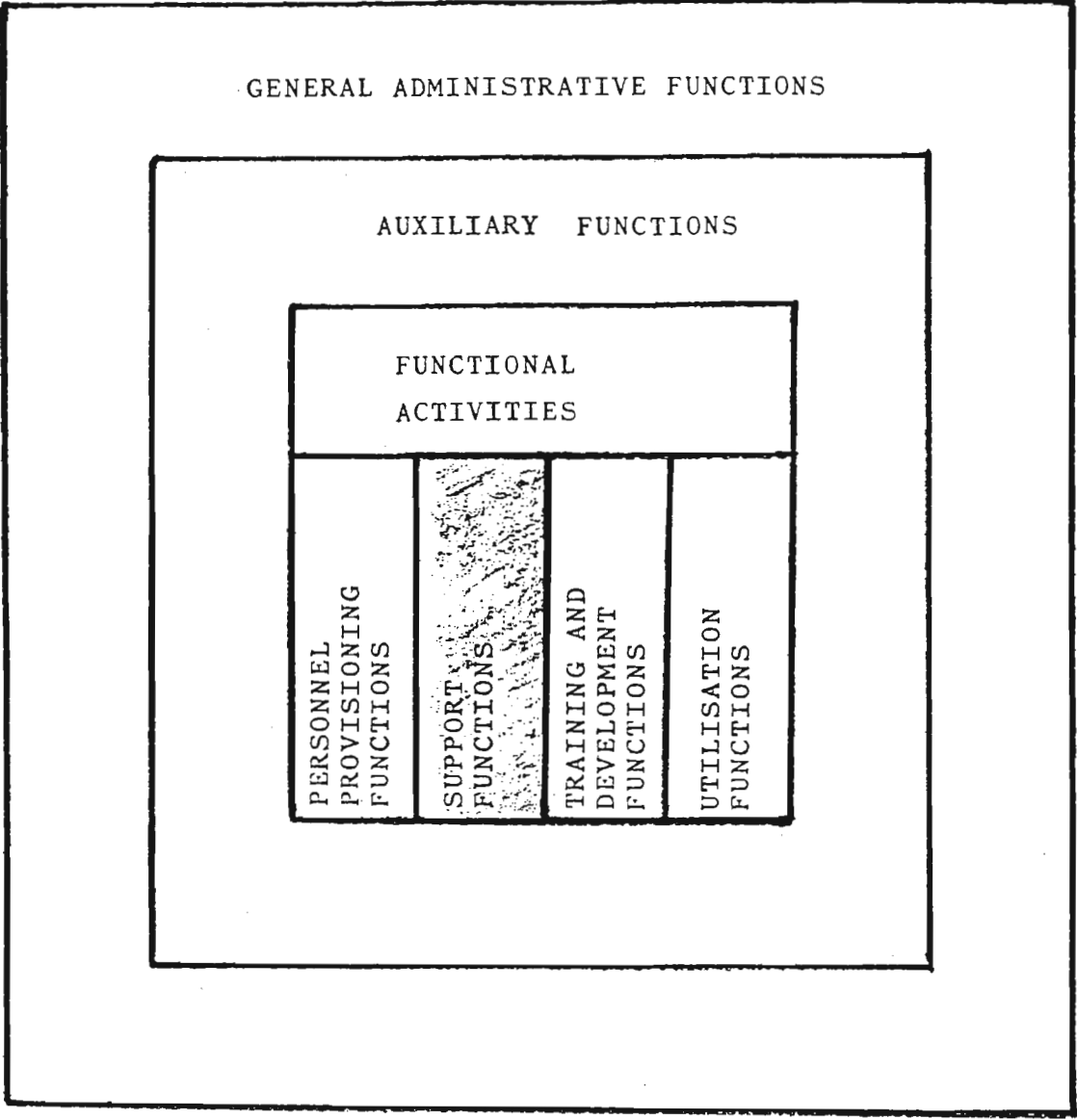
- assist the employees to realise their full potential;  
and
- map out appropriate programmes for the respective employees so that they may enjoy what is universally referred to as job satisfaction and job fulfillment.

In the ensuing discussion an attempt is made to delve into the salient issues involved in the promotion of effective counselling of employees in the Public Service. As a personnel orientated activity, counselling can be categorised as a major "support function" falling within the ambit of "functional activities" in the broader classification of personnel functions in the Public Service,<sup>6</sup> as depicted in Figure 01.<sup>7</sup>

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6. Cloete, op. cit., p. 8

7. (i) Figure 01 Adapted from Cloete, op. cit., p.8  
(ii) Infra., Chapter I, No. 2

FIGURE : 01    CLASSIFICATION OF STAFFING FUNCTIONS



Working on the premise that all employees in the Public Service ought to be so mobilised and motivated that they "... pro-actively strive for the efficient and effective use of their human resources;"<sup>8</sup> this study therefore, revolves around certain fundamental issues.

1.4 Some of the more salient issues discussed in each chapter are summarised below.

## CHAPTER TWO

In this chapter the focus of attention is on the comprehension of what personnel administration is. Relevant terms are then defined in order to place personnel administration in its proper context in terms of :

- public administration; and then as an
- organizational structure within the the South African Public Service.

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8. Rowland, R.W. : "Efficiency and Effectiveness of Public Institutions", Key Aspects of Public Administration, op. cit., p. 206

The organisational arrangements of the Commission for Administration, as a central personnel agency, is discussed in some detail.

### CHAPTER THREE

The discussion in Chapter III encapsulates the main areas where counselling of employees is necessary; the main objectives of counselling; and a detailed definition of counselling as a personnel related support function.

As a central theme, the discussion attempts to highlight the need for employers, or manager or supervisors to pursue counselling as a developmental tool, rather than only as a solver of employee's crisis and problems.

### CHAPTER FOUR

The central theme in Chapter IV is highlighted by an exploration of the different methods and approaches that may be adopted in order to counsel employees effectively. The discussion also focusses upon the positive qualities and attributes of a successful counsellor which assists him in setting the "correct" example for the employee, as well as to negotiate any intricate and difficult obstacles that

may be encountered during the counselling sessions. Also included in this chapter is a brief overview of the psychological background to counselling and the current practice of effective counselling in the South African Public Service.

#### CHAPTER FIVE

Chapter V once again emphasizes the role of employee counselling as an invaluable aid to the employer in order to improve performance and productivity in the workplace. An attempt is also made to provide some basic guidelines regarding the implementation of employee counselling as a fully fledged support function for employees in the Public Service. Particular attention is paid to how the Commission for Administration, as the country's central personnel authority, together with the heads of the different State departments can assist in the implementation of employee counselling in the South African Public Service.

The utilisation of employee evaluation results as a common basis for the provision of individual counselling is highlighted as an ideal starting point.

CHAPTER SIX

Viewed in the light of a futuristic model that will hopefully be designed, Chapter VI concludes the dissertation. It also attempts to make some pragmatic and realistic recommendations as to what measures should be taken to make employee counselling in the Public Service a rewarding reality.

## 2. METHODOLOGY

As an important component of the Public Service, personnel administration comprises of a combination of generic administrative functions; the auxiliary functions; and more importantly, the many and varied functional activities.<sup>9</sup>

In practice the last mentioned is usually classified under the following constituent functions :<sup>10</sup>

- 2.1 staff provisioning functions : such as the creation of posts, recruitment, placement, probationary periods, terminations, transfers and promotions;
- 2.2 support functions: such as the determination of conditions of service, settlement of grievances, counselling and record keeping;
- 2.3 training and development functions: such as induction programmes, training and development and orientation programmes; and finally,
- 2.4 utilisation functions which include, inter alia, providing work programmes, leadership courses,

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9. Supra., Figure 01, No. 1.3

10. Cloete, op. cit., pp. 2-4

discipline and evaluation/appraisal of employees.

Whilst much investigation has been done in the many areas of personnel administration in the South African Public Service, very cursory attention has thus far been paid to counselling of their employees. The editorial of SAIPA also highlights this area of concern, by observing that :

"The rapid growth of the public sector in South African places increasing emphasis on the education, training and development of political office-bearers and officials, but ..."<sup>11</sup>

This highly specialised personnel function is, therefore , investigated as a vital support and motivation activity, which by its very nature is closely integrated and interrelated to many of the processes classified under functional activities.

In order to facilitate this investigation and to render it applicable in the practical arena, only the most salient aspects are investigated. However, the theoretical foundations and structures of counselling are highlighted in detail.

Much of the information regarding the current state of affairs pertaining to counselling in the South African Public Service was obtained by :

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11. Vide : "Editorial", SAIPA Journal for Public Administration, Vol. 19, No. 3, 1984, p. 127



- pre-arranged in-depth interviews with high ranking officials from the Commission for Administration as the central personnel agency in the Republic;
- a detailed analysis of the Commission for Administration Act, 1984 (Act 65 of 1984), the Public Service Act, 1984 (Act 111 of 1984) and other relevant legislations;
- holding discussions with officials of the Department of Budgetary and Auxiliary Services of the Administration: House of Delegates; and the Department of Posts and Telecommunications Services;
- studying relevant and available documents regarding counselling of employees, particularly in the Public Service; and
- perusing through and studying in some detail available books, articles appearing in recognised Public Administration Journals, dissertations, theses as well as other relevant official publications.

### 3. BRIEF OVERVIEW OF SOME KEY TERMS

Cloete<sup>12</sup> correctly points out that the critics of the state employees, in most instances, hardly know what the public sector and the Public Service are. Hence the following paragraphs attempt to place these and other pertinent terms in their proper perspective.

#### 3.1 PUBLIC SECTOR

As a rather broad based and an all-embracing term, public sector covers a wide range of public institutions. Institutions included in the Public Sector range from State institutions at the central government level down to public institutions at the municipal level. Also forming part of the public sector are the :

- Department of Posts and Telecommunications Services;
- South African Transport Services (SATS);
- different parastatal insitutions, for example  
the Human Science Research Council (HSRC);
- different control boards and public corporations,  
for example the South African Meat Board and  
SASOL;
- autonomous tertiary institutions; and

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12. Cloete, J.J.N.: "Private en Openbare Sektore : Vergelyking en Doeltreffendheidstoetse", SAIPA Journal for Public Administration, Volume 11, No. 3, September 1976, pp. 113-115

- Executive Committees (EXCOs) of the four provinces with their Administrators at the head of these EXCO's.<sup>13</sup>

The current EXCO's replaced the Provincial Councils which were in operation prior to the implementation of the Provincial Government Act, 1986 (Act 69 of 1986).

According to Bain,<sup>14</sup> the public sector is usually seen as distinct from the private sector. The former strives to render service via its many governmental institutions, whilst the latter aims primarily at devising maximum profit-making mechanisms.

A reasonably safe criteria whereby institutions belonging to the public sector could be identified are, inter alia; the<sup>15</sup>

- exercising of coercive power over the inhabitants within a specified geographical area;

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13. (i) Ibid., pp. 115-117

(ii) [See also Provincial Government Act, 1986 (Act 69 of 1986), Section (7)]

14. Bain, E.G. : "The Administrative Process", Key Aspects of Public Administration, op.cit., p. 9

15. Roux, B. : "The Functioning and Efficiency of the South African Public Sector", SAIPA Journal for Public Administration, Volume 6, No. 4, December 1971, p. 178

- obtaining of revenue from public funds ... with the exception of charitable institutions in receipt of state aid;
- formulation of policy under ministerial control; and
- whenever the top management of an institution are appointed by the State President and/or an authorised public functionary.

### 3.2 PUBLIC SERVICE

"Dit is soos die woord Kersvader wat na 'n skim verwys, ..." states Cloete. Indeed it is so, because far from the vague manner in which the term is used, it actually refers to the " ... persone wat in die Staatsdepartemente en die Provinsiale Hoofkantore werksaam is."<sup>16</sup>

More specifically, the Public Service Act, 1984

(Act 111 of 1984) stipulates that the Public Service consists of persons who hold posts on the fixed establishments in :

- the administrative and professional divisions;
- the Defence Force, Police and the Prisons Service; and
- the National Intelligence Service.<sup>17</sup>

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16. Cloete, : : "Private en Openbare Sektore : Vergelyking en Doeltreffendheidstoetse", op. cit., pp. 117-121

17. Republic of South Africa : Public Service Act, 1984 (Act 111 of 1984), Sections 7(1) and 7(2).

It must, however, be pointed out that the term Employees in the South African Public Service, which is embodied in the topic under investigation, refers only to Public Service within the constitutional boundaries of the Republic of South Africa as detailed in the relevant sections of the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983).

### 3.3 COUNSELLING

In its broadest sense, counselling could be taken to imply an act of assistance. It is also common practice for man to reach out to those whom he knows and confides in, in order to seek their assistance and moral guidance.

The general dictionary<sup>18</sup> definition of the term counselling runs as follows :

" ..... an act of consultation";

" ..... an act of advice";

" ..... an act of guidance";

" ..... an act of recommendation".

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18. Fowler, H.W., et. al. : The Concise Oxford Dictionary, Clarendon Press, Oxford, 1964, p. 278

Moving away from the foregoing broad definition of this key concept in this study, counselling can now be viewed more elaborately in terms of a personnel orientated activity. In the actual work situation, however, the position is somewhat more complex. An employee almost invariably seeks out his immediate supervisor, or any other superior officer whom he looks up to and respects for support and guidance.

A more detailed and comprehensive definition of counselling is to be found in Chapter Three. However, at this juncture it is significant to note that this study proposes to view counselling both as a "crisis" as well as a "developmental" personnel support mechanism.

## CHAPTER TWO

### ORGANISATIONAL STRUCTURE AND ARRANGEMENT OF PERSONNEL ADMINISTRATION IN THE SOUTH AFRICAN PUBLIC SERVICE

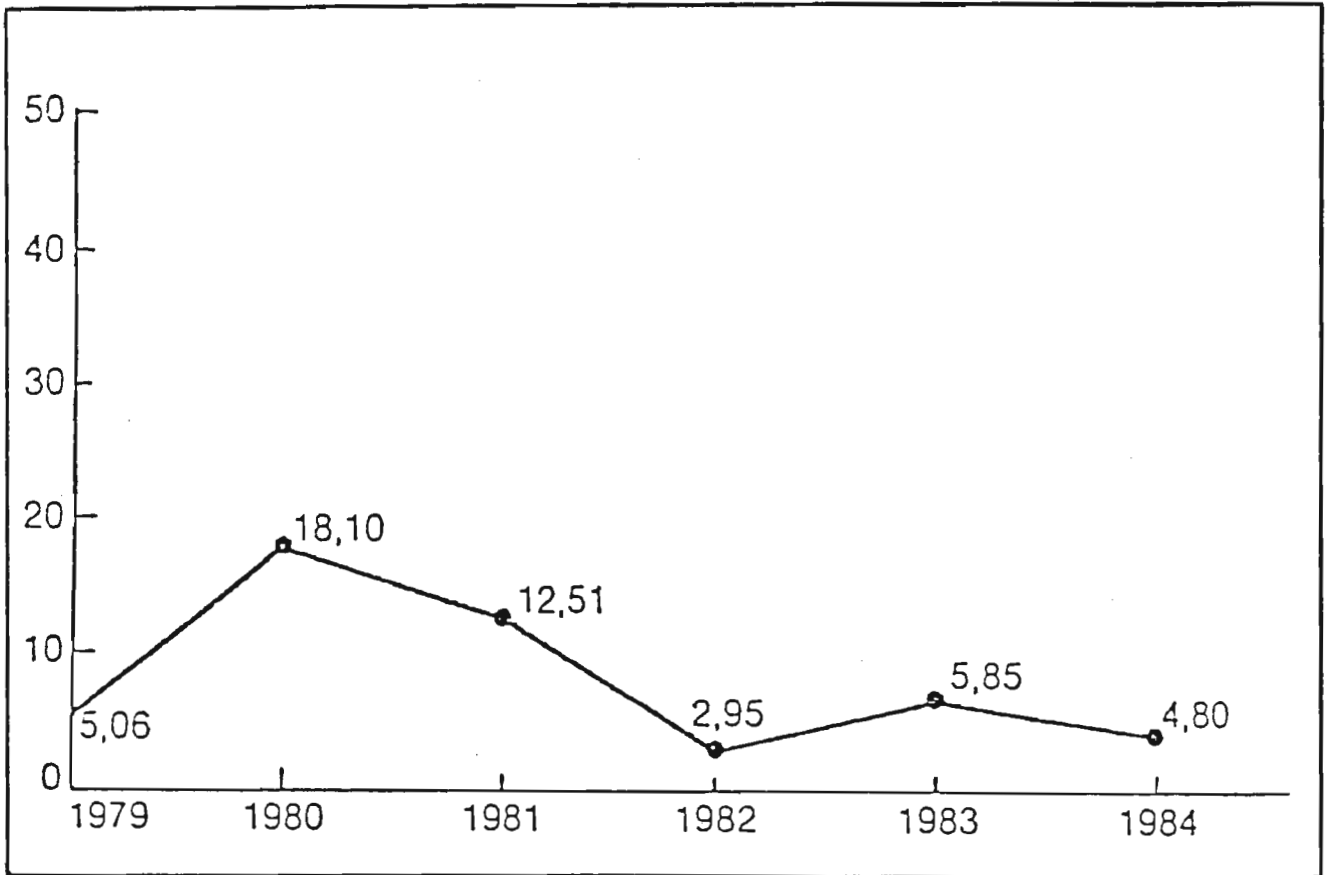
#### 1. INTRODUCTION

It is a natural course of events that in any activity within an institution, where two or more employees are concerned, particular organisational arrangements must take place. It is only then, that the many aspects, conditions and duties which constitute the effective management and administration of personnel can be streamlined. In the South African scenario where the recruitment and subsequent appointment of personnel within the Public Service has been growing quite rapidly, certain organisational arrangements had become absolutely imperative as portrayed in Figure 02.<sup>1</sup>

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1. Commission of Administration, Annual Report 1984,  
RP 17 of 1985, Government Printer, Pretoria. p. 61

- NB. i) The particulars in this graph reflect the statistics for the various years as from 01 July to 30 June.  
The information for 1984 is for the period 01 July to 31 December 1984.
- ii) The statistics reflect ONLY the classified division of the personnel in the South African Public Service.
- iii) See also : Appendix No. 04

FIGURE 02 : PERCENTAGE INCREASE OF PUBLIC SERVICE  
PERSONNEL IN THE TOTAL AUTHORISED  
ESTABLISHMENT





Viewed in the light of this phenomenal growth of authorised public institutions, it is small wonder that the then Prime Minister, Mr P.W. Botha, announced in June 1979 that the Public Service was to be restructured. The personnel arrangement of of South African Public Service formed an integral part of the proposed rationalisation programme.<sup>2</sup> One of the main objectives with the proposed adjustments to personnel administration was to ensure an effective and efficient provisioning for and utilisation of employees in the Public Service. It is, therefore, logical that such a restructuring was going to affect employees on ALL levels of the Public Service.<sup>3</sup>

Before embarking on a more detailed exposition of the organisational structure and arrangement of personnel administration in the South African Public Service, it is important to first establish what is meant by certain pertinent terms; and thereafter to briefly establish the locus of personnel administration within the discipline Public Administration.

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2. Botha, P.W. : "Statements by the Honourable Prime Minister concerning the Organisational Rationalisation of the Public Service", The Public Servant, Volume LX, Number 01, 1980, pp. 3-4

3. Republic of South Africa : "Witskrif oor die Rasionalisasie van die Staatsdiens", Staatsdrukker, Pretoria, 1980, p. 3

## 2. DEFINITION OF RELEVANT TERMS

### 2.1 ORGANISATION

According to Hanekom and Thornhill,<sup>4</sup> the term organisation is interpreted differently by different individuals and groups. However, for the purpose of this discussion it is appropriate to view organisation as implying, " ... a process to bring about system and order."

The establishment of formal organisations within the Public Service are usually triggered off by a set of preconceived goals and objectives.

To this end, organisations may also be viewed as a set of clear definition for managers/supervisors and the thousands of employees. Through such organisations, the roles as well as the parameters of functions of the managers and employees are clearly defined. Viewed in this light, Hicks and Gullet, are of the opinion that successful organisations, though they at times tend to be "relatively permanent", necessarily have to adapt to changing conditions in their environment.<sup>5</sup>

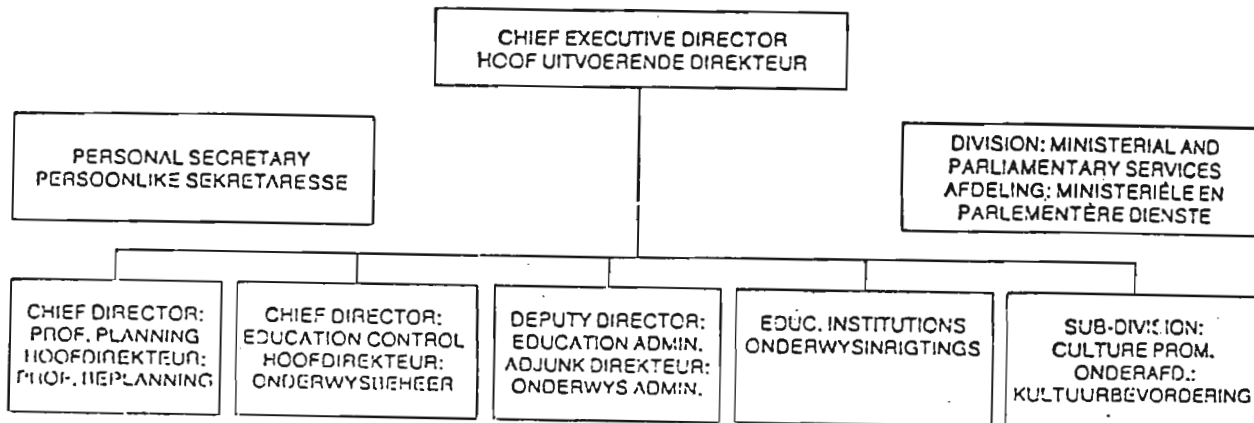
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4. Hanekom, S.X. and Thornhill, C. : The Functions of the Public Administrator, Butterworths Publishers, Durban, 1986, p. 71

5. Hicks, H.G. and Gullet, C.R. : Organisations : Theory and Behaviour, Mc Graw-Hill Kogakusha, Tokyo, 1975, pp. 62-65

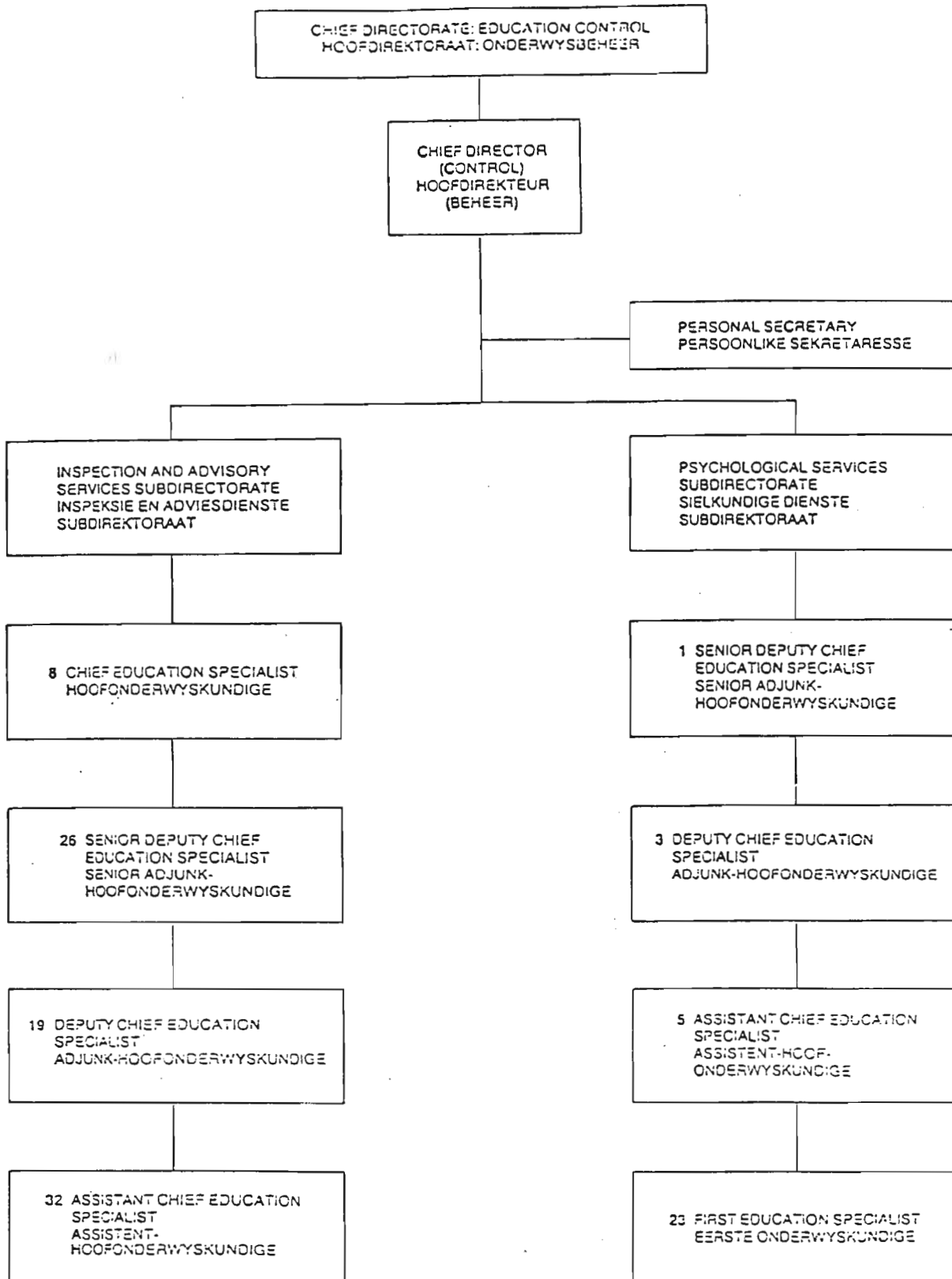
Figures 3A and 3B<sup>6</sup> are classic examples of a formal organisation chart depicting the organisational structure of a Public Service Department, viz. The Department of Education and Culture in the Administration : House of Delegates.

FIGURE 03A : ADMINISTRATION : HOUSE OF DELEGATES  
ORGANISATIONAL CHART OF DEPARTMENT OF  
EDUCATION AND CULTURE



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 6. Administration : House of Delegates, Annual Report, 1987  
 RP 54 - 1988, Government Printer, Pretoria, pp. 1-5

**FIGURE 03B : ORGANISATIONAL CHART FOCUSING  
ON EDUCATIONAL CONTROL - HOUSE  
OF DELEGATES**



Any definition of the term organisation will certainly remain incomplete without mentioning one of its most significant advantages of differentiating and recognising the abilities of the employees. It is common knowledge that the range of abilities and potential talents of the individual employees vary widely. Because of the differences in training and background some employees achieve better performance results doing certain types of work and perform only marginally when requested to do other work. A properly structured formal organisation can therefore, take great advantage of these differences by stationing individual employees in those positions where their potential talents can be fully realised in the accomplishment of the organisation's overall aims. In fact, by a balanced combination of employees with varied talents into a co-operative activity, the organisation (and in relevance to this study, the South African Public Service) can "... enlarge the abilities of all".<sup>7</sup>

Robbins,<sup>8</sup> an eminent researcher in Public Administration, views organisation as a,

"... planned co-ordination of the collective activities of

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 7. Hicks, H.G. : The Management of Organisations : A Systems and Human Resource Approach, Mc Graw-Hill, New York, 1972, pp. 8-10

8. Robbins, S.P. : Organisational Theory : The Structure and Design of Organisations, Prentice-Hall, Inc., Englewood Cliffs, 1983, p. 5

two or more people, functioning on a relatively continuous basis and through division of labour and a hierarchy of authority, seek(ing) to achieve a common goal or set of goals."

It is appropriate to sum up the definition of the term organisation with Ben Roux's<sup>9</sup> succinct and very practical explanation. He states that any institution is constructed with a " ... bepaalde patroon of raamwerk". It is thus the "raamwerk" (framework) that is referred to as the organisation. He continues that the term organisation really refers to,

"... die verhouding van onderdele tot mekaar en verwys terlselfdertyd na werksvloei- en gesagslyne in die instelling."

Roux,<sup>10</sup> in fact goes on to give the term a more pragmatic definition when he compares an organisation to a human body ("... die menslike anatomie"). The human body has a skeleton but is not a skeleton. Therefore, he concludes that an institution has an organisation, but is not an organisation.

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9. Roux, B. : "Die Terminologiese Vraagstuk in Publieke Administrasie", SAIPA Tydskrif vir Publieke Administrasie, jg. 02, No. 1, Julie 1966, bl. 227

10. Loc. cit.

## 2.2 ORGANISATIONAL STRUCTURE

An organisation's structure has three basic components: complexity, formalisation and centralisation. Complexity deals mainly with the extent of differentiation within the organisation. Stated differently, it refers to the extent to which the structure of the organisation is geared to identify and recognise the different likes and dislikes and the preferences and non-preferences of the employees. Following from this, it may be asked, to what extent does the structure of the organisation provides for the effective implementation of differentiation?<sup>11</sup>

The degree to which the structure of any organisation relies on rules and procedures to direct the behaviour of the employees, constitutes the fomalisation component.<sup>12</sup>

The centralisation component of the organisational structure considers in the main, where the focus of decision-making lies.<sup>13</sup>

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11. Robbins, op. cit. p. 6

12. Ibid., pp. 6-7

13. Ibid., p. 7



### 2.3 ORGANISING

The term organising is very much an integral element of organisational structure. If it is accepted that no institution can function without personnel; or for that matter, it is not possible for any ONE person in an institution to undertake the many and varied activities himself, then it becomes abundantly clear that every individual:

- exercises a unique influence on the formal organisational structure by the uniqueness of his behaviour and actions;
- has his/her own ideals and feelings and a very clear idea of precisely how he/she links up with the organisational structure of the institution; and
- is, in some way, influenced by the organisation which in turn has a specific effect on his/her lifestyle and relationship with fellow colleagues.<sup>14</sup>

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 14. Hanekom and Thornhill, op. cit., p. 72  
See also : Morstein-Marx, F. (ed.), Elements of Public Administration, (2nd Edition), Prentice-Hall, Inc., Englewood-Cliffs, 1959, pp. 130-131



In essence therefore, organising is the careful and planned utilisation of the available human resources in an institution, i.e. the personnel employed in that institution. One of the prime objectives with this vital process is to make the organisation functional and operational. Another important facet of sound organising will be the calculated manipulation, motivation and encouragement of the employees in such a way that the desired objectives of the institution is efficiently and effectively achieved.

#### 2.4 PERSONNEL ADMINISTRATION

In order to place personnel administration in its proper perspective it is firstly necessary to define briefly what 'administration' is.

##### 2.4.1 ADMINISTRATION

Coetzee<sup>15</sup> maintains that 'administration' is an ambiguous word and definitions of the term abound. However, for the purpose of this investigation it is adequate to consider only a

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15. Coetzee, W.A.J. : South African Public Administration : An Introductory Perspective, University of Durban-Westville, Durban, 1987, p. 02

few of the more pertinent definitions.

To Cloete,<sup>16</sup> administration is found in all spheres of human activity in the same way as man is enveloped by the atmosphere. Hence he believes that administration refers to the thought processes and its subsequent translation into some tangible action for the achievement of pre-determined objectives. He furthermore categorically submits that since the nature of administration consists of a wide ranging set of processes, they may be grouped in accordance with their specific functions : viz.

- policy-making;
- organizing;
- financing;
- personnel provisioning and utilisation;
- determining of work procedures; and
- the exercise of control over these activities.

Dunsire's<sup>17</sup> exhaustive and detailed study of the word and science of administration covers no less than 15 very pragmatic definitions. However, only those definitions

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16. Cloete, J.J.N. : Introduction to Public Administration, (3rd edition), J.L. van Schaik, Pretoria, 1986, p.2

17. Dunsire, A : Administration : The Word and the Science, Martin Robertson and Company Ltd., London, 1973, pp. 227-229

relevant to this discussion and which contributes towards placing personnel administration in its proper perspective are listed below.

To Dunsire<sup>18</sup> the science of administration is, inter alia, :

- the 'direction' or 'government' pure and simple, expressed colloquially as 'running the show' with connotations of 'service' or 'help' entirely suppressed, or remote;
- the work of directing, or establishing the principles of the execution or implementation of the laws, or of public policy, as contrasted with both the determination of those laws or that policy, and the detailed or routine stages of such execution or implementation;
- the work of analysing, balancing and presenting for decision, complex policy considerations, ... ;
- the work of assigning due weights to each factor (technical, financial, political, etc.), balancing short term considerations; to be contrasted with the work of giving specialist advice on any one factor; and

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18. Loc. cit.

- the work of persons experienced in and trained in this task, as distinct from the work of persons trained in a specific professional capacity or technical expertise before entry and employ(ment) in such capacity.

Coetzee<sup>19</sup> very aptly sums up the wide ranging definition of this term when he states that :

"... a careful analysis of these (and the many other) definitions leads one to believe the diversity of definitions on 'administration' can be classified under at least four main categories ..., viz. the :

- comprehensive view;
- narrow view;
- generic view; and the
- professional view."

The last mentioned, i.e. the "professional view", has a more direct link with this study. In the Republic of South Africa there is currently a genuine need for a greater measure of efficiency and a more professional approach in the 'administration' of the State; which includes the public sector;

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19. Coetzee, op. cit., p. 07

which in turn includes the Public Service. The pronouncements by the Prime Minister in 1979<sup>20</sup> and the subsequent provisioning for a more streamlined personnel re-classification in the Public Service by way of legislation<sup>21</sup>, bears adequate testimony to this need.

In summing up, it may be argued that 'administration' is in fact that activity which commences with very careful thinking of issues such as the "what", "how", "when", etc. The plan is then put into action, phase by phase, in order to facilitate the realisation of the organisation's objectives.

#### 2.4.2 PERSONNEL ADMINISTRATION

In the light of the foregoing discussion, it may be stated that personnel administration is indeed a carefully planned pattern of managing, directing and developing the human resource in any public or private institution. However, since this investigation focusses on the promotion of effective counselling of employees in the Public Service, the definitions of personnel administration mentioned hereunder contributes towards

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20. Botha, op. cit., pp. 3-4

21. For a more detailed exposition regarding the classification, functions, duties, etc. of employees in The South African Public Service, vide. : Republic of South Africa : Public Service Act, 1984 (Act 111 of 1984)

contextualising personnel administration within the Public Service.

The Public Service Commission<sup>22</sup> [currently known as The Commission for Administration] sees personnel administration within an administrative context as a comprehensive group of activities which may be categorised as a :

- personnel provisioning function involving, inter alia, the establishment of post structures and the drawing up of directives which will determine appointments, placements, merit assessments and promotions; and a
- personnel utilisation function involving the supervisory function of the supervisors at the various levels. The supervisory function may include, inter alia, training, evaluation for promotion, counselling to solve personal problems or to encourage employees to develop themselves, and the creation of an

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 22. Republic of South Africa : Administrative Training for the South African Public Service: Report of the Committee of Enquiry into Administrative Training, Public Service Commission, Pretoria, November 1971, pp. 6-11

'esprit de corps'.

Viljoen,<sup>23</sup> in his discourse on "Personeelopleiding en -ontwikkeling as Voorvereistes vir Doeltreffende Mannekragbenutting", views personnel administration as being a combination of four vital phases. Briefly stated the four phases are as follows :

- personeelvoorsiening : dit sluit o.a. poste-bepaling, reklame, werwing, keuring, plasing, oorplasing en bevordering in;
- personeelinstandhouding : dit sluit o.a. die opstel en implementering van maniere en metodes in om die aangestelde personeel te behou. Dit is inderdaad die skepping van 'n masjinerie om die personeel tot groter hoogtes te motiveer en te besiel;
- personeelopleiding en -ontwikkeling : dit sluit o.a. die deeglike formulering en toepassing van doeltreffende en betekenisvolle programme om die werknemers op alle vlakke te laat groei, ryp

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 23. Viljoen, A. : "Personeelopleiding en -ontwikkeling as 'n Voorvereiste vir Doeltreffende Mannekragbenutting", SAIPA Journal for Public Administration, Volume 10, No. 4, 1975, pp. 165-166



word en ontwikkel; en

- personeelbenutting: dié fase sien Viljoen as 'n voltooiing van die "... kringloop van personeeladministrasie...". Gesien teen hierdie agtergrond, verwys dié fase o.a. na die "kulminasiepunt". Dis die stadium wanneer die werknemer sy man behoort te kan staan en 'n bepaalde taak met die be-oogde welslae te kan verrig.

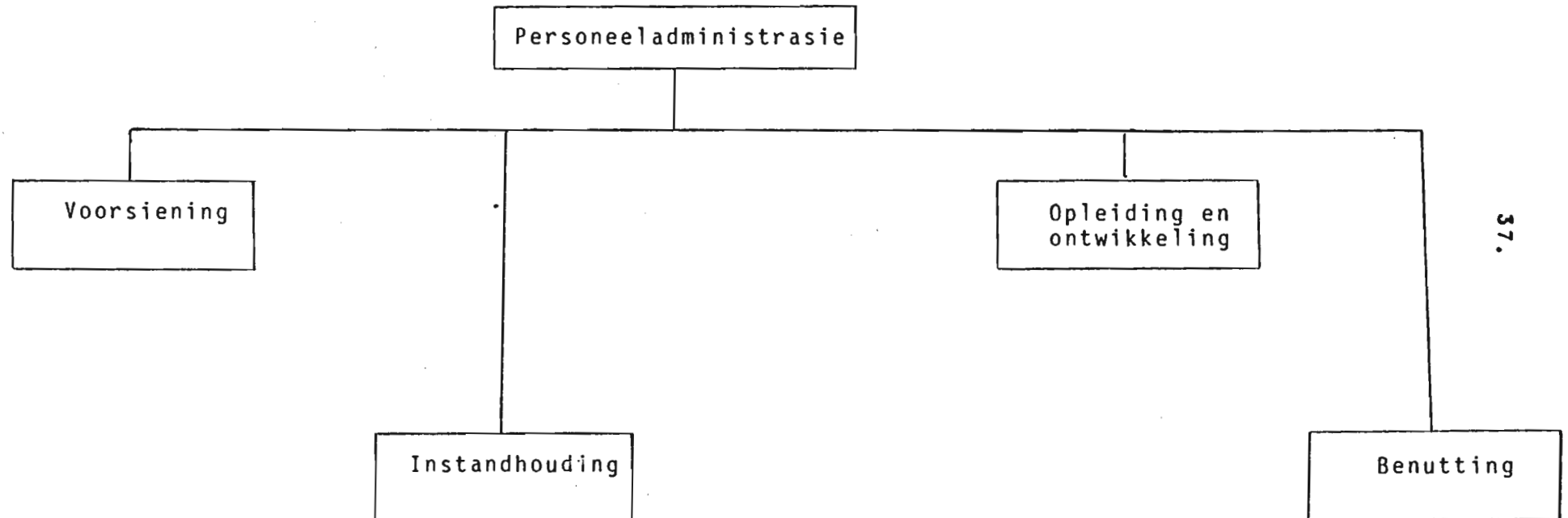
Die onderstaande model van Viljoen, soos uitgebeeld in Figuur 04, dra grootliks daarby om die begrip personeeladministrasie duideliker uit te beeld.<sup>24</sup>

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24. Ibid., p. 174



FIGURE 04 : VIER FASES VAN PERSONEELADMINISTRASIE



Robert Calbum<sup>25</sup> is somewhat outspoken when he states that whilst personnel administration is indeed " ... the management of men at work"; it lacks a philosophy that will "... make men give of their best", rather that the supervisor "... get(ting) the best out of men."

Bayat,<sup>26</sup> states that personnel administration is "one of the most important assets of any institution, be it public or private, (and as such, it) necessitates proper regulations and policy. The broad field of personnel administration forms one of the enabling processes of public administration."

Although the dictionary<sup>27</sup> defines personnel administration simply as the "management" of a "body of persons engaged in some public service, or in a factory, office, etc.",

Cloete gives it a more practical perspective. He maintains that

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25. Calbum, R. : "Managers, Management and Man : A Consideration of Personal Relations in Administration", South African Public Administration : Selected Readings, Cloete, J.J.N. (ed.), J.L. van Schaik, Pretoria, 1977, pp. 193-194

26. Bayat, M.S. : Job Analysis in the South African Public Service with Particular Reference to the Role of the Commission for Administration, Unpublished M.Admin. dissertation, University of Durban-Westville, Durban, 1987, pp. 22-23

27. Fowler, H.W., et. al. : op. cit. p. 17 and p. 907

personnel administration is one of the six<sup>28</sup> main categories of administrative functions. As such, it constitutes a subsystem of the comprehensive system of public administration with a "... formidable field of activity consisting of numerous functions for each of which appropriate work processes have to be devised."<sup>29</sup>

In practice, the sum of the various definitions of the term personnel administration could be presented as the many and varied functions and activities entrusted to, and carried out by the personnel office of an institution. The duties and responsibilities of such an office may include, inter alia, the,

- development of staff policies, programmes and projected targets or goals;
- timeous, effective and efficient implementation of the specific personnel programmes such as recruiting suitable probationers, classification

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 28. NB. The six main categories of administration as grouped and classified by Cloete, op. cit., pp. 2-4 include :  
 (i) Policy making; (ii) Organising;  
 (iii) Financing; (iv) Staffing - i.e. Personnel Provisioning, Utilization and Training and Development; (v) Determining of Work Procedures; and (vi) Control and rendering account.

29. Cloete, J.J.N. : Personnel Administration, op. cit., p. 1

and structuring of posts, assisting in the calculation and establishing of appropriate remuneration packages for the various posts, training and development of staff at all levels, establishing the infrastructure for cordial and productive interrelation among staff members;

- development of subjective evaluation instruments and the regular moderation of the scores awarded to the employees with the main objective of standardising evaluation procedures; and
- maintenance of all relevant personnel records.

### 3. PERSONNEL ADMINISTRATION AS AN ELEMENT OF PUBLIC ADMINISTRATION

It is not the intention of this study to delve into an analysis of what public administration is; or to use the proverbial expression, 'to re-invent the wheel' by proving that personnel administration is an element of public administration. However, only a few definitions of public administration, which are pertinent to this study are considered in order to place the administration of all available human resources in its proper perspective.

Balogun maintains that public administration :

"By and large ... has to do with marshalling of human and material resources in order to achieve the objectives of public policy."<sup>30</sup>

Vocino and Robin also argue that public administration is the :

"... application of organisational, decision-making, and staffing theory and procedures to public problems."<sup>31</sup>

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30. Balogun, M.J. : Public Administration in Nigeria : A Developmental Approach, Macmillan Press, London, 1983, p.11

31. Vocino, T. and Robin, J. : Contemporary Public Administration, Harcourt Brace, Jovanovich, New York, 1981, p. 4

Explicit in these quotations is the rejection of the idea that public administration is purely a theoretical study. In fact it is amply evident that the "... marshalling of human and material resources ..." and the " ... application ... of staffing theory and procedures ..." are the most practical and integral elements of the broader set, public administration.

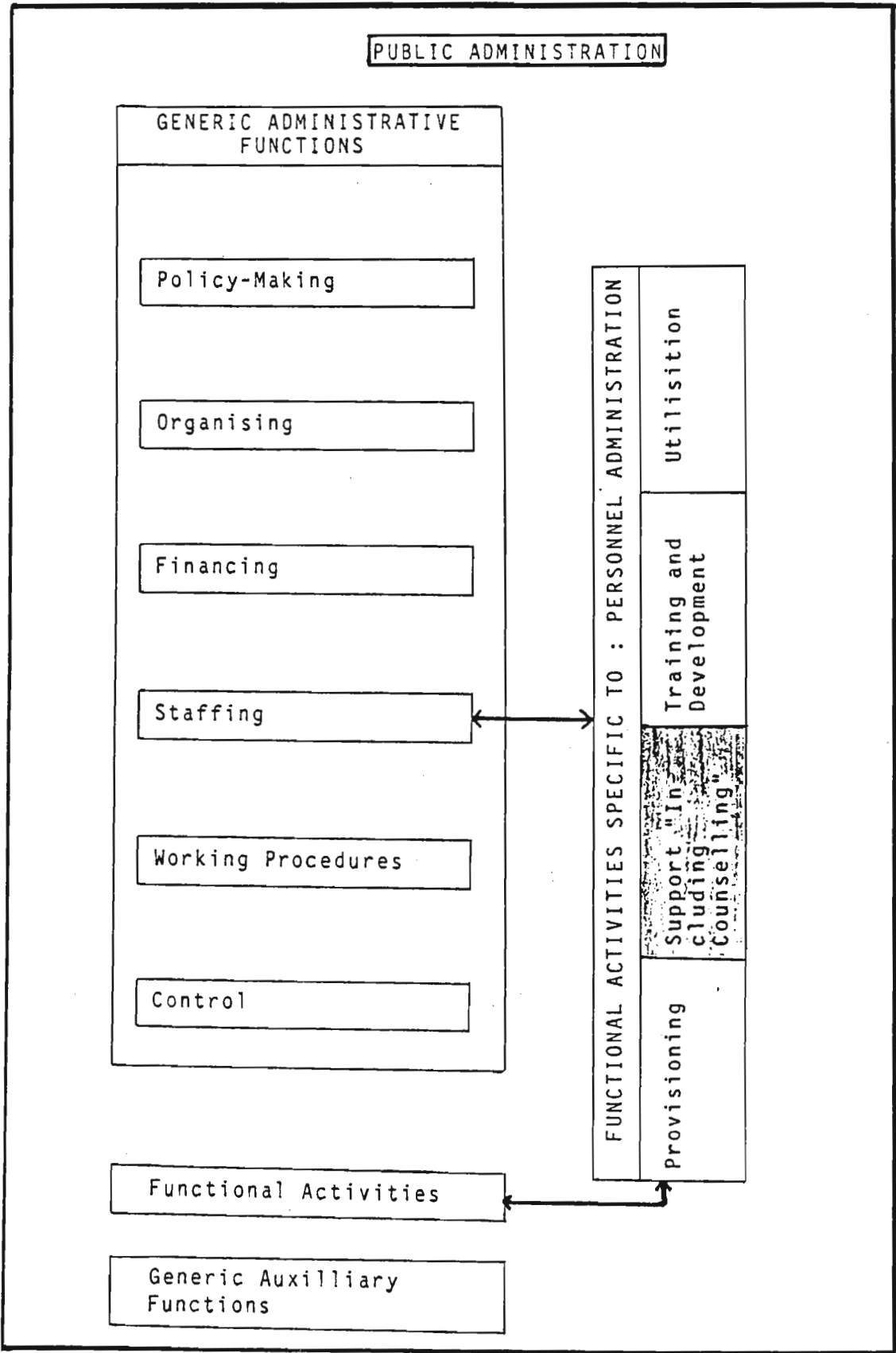
Without appropriate human resources, it is difficult to perceive what the administration of public affairs (or for that matter, private enterprises too!) would be like.

It is also not too difficult to visualise the utter chaos if the available personnel (human resources) were not administered in an organised and structured manner as illustrated in Figure 05.<sup>32</sup>

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32. Figure 05 : Adapted from Cloete, Personnel Administration, op. cit, pp. 4 and 8

FIGURE 05 : PERSONNEL ADMINISTRATION WITHIN THE CONTEXT OF PUBLIC ADMINISTRATION



#### 4. STRUCTURE AND ARRANGEMENT FOR PERSONNEL ADMINISTRATION IN THE SOUTH AFRICAN PUBLIC SERVICE

##### 4.1 INTRODUCTION

Vishveshwar Dayal, an eminent business organisation and management expert from the Kurukshetra University (India), revealing states :

"The Indian Public Sector continues to command attention (for, like Everest it is there), but not the allegiance of the Indian people. ... despite more than a quarter century of its operation, the public sector by and large seems even now to be struggling to overcome the teething troubles. The gains recently shown by some of the units in the public sector are disproportionately small in comparison to the verily colossal investment having gone into the making of the public sector."<sup>33</sup>

This being the state of the art, he goes on to searchingly question :

"How is it, that despite a grand vision, unrestricted

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33. Dayal, V. : "The Common Managerial Cadre for the Public Sector : An Excuse for Bureaucratization", SAIPA Journal for Public Administration, Vol. 9, No. 3, September 1974, p. 236



financial support, better technology and young personnel, the public sector industries are fumbling and gasping for breath?"<sup>34</sup>

As a solution to these personnel related drawbacks in the public sector, Dayal is supportive of the Government's concept of setting up a Central Personnel Commission (C.P.C.), "... in respect of jobs in the public sector."<sup>35</sup>

However, his support is not without serious reservations such as the :

- setting up of separate cadres for the different sectors in the public sector;
- management of personnel in the public sector without jeopardising the autonomy and efficiency of these units; and
- the flexibility and dynamism of the cadres should not be undermined in their recruitment policy.<sup>36</sup>

From the foregoing it is adequately clear that the public

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34. Loc. cit.

35. Ibid., p. 237

36. Ibid., p. 241

sector functions and operates within a political milieu.<sup>37</sup> Therefore, the personnel entrusted with the provision of public service are answerable and accountable to the public.

For these reasons alone, state Dimock, et al., it is imperative that the morale of the employees need to be constantly stimulated. Hence a set of regulations or "specific prescriptions" formulated with this objective in mind will certainly make a positive contribution towards an effective and efficient public personnel system.<sup>38</sup>

Stahl is of the opinion that whilst the morale of the of the public employee is indeed important, it is his "attitude" that needs to be worked upon. If employees approach their tasks with the correct "attitude", there will be little or no resistance regarding their adherence to regulations; employee morale and standards will be high and esprit de corps will prevail.<sup>39</sup>

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37. See also : Definition of Public Sector, Commission for Administration, Annual Report 1987, Cape Town, March 1988, p. 19

38. Dimock, M.E., et. al. : Public Administration, Rinehard and Company, Inc., New York, 1958, p. 524

39. Stahl, O.G. : Public Personnel Administration, Harper and Brothers, New York, 1956, p. 460

Regarding the future demands of personnel administration in the South African scenario, Hanekom and Thornhill state that :

"... personnel responsible for the administrative functions have to create an administrative framework (structure) within which public activities can be (effectively) carried out".<sup>40</sup> Stated differently, they are of the opinion that there ought to be ongoing reflections on the improvement of the quality of service rendered by the Public Service in South Africa.<sup>41</sup>

The introductory observations listed thus far contribute significantly towards highlighting a very pertinent issue : effective administration of personnel in the Public Service of any developed country is an area of constant attention and research. This is a natural course of events because not only is the Public Service the largest employer in a country, large sums of public moneys are also expended for the remuneration of the thousands of employees<sup>42</sup> as well as for their management and administration.

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40. Hanekom and Thornhill, op. cit. , p. 133

41. Ibid., p. 84

42. Vide : Appendix 03

In order to undertake such a mammoth task of welding the Public Service into a professional, effective and efficient work force, suitable arrangements and structures are an absolute priority. In the discussion that follows, an attempt is made at :

- briefly surveying the historical development of the structure for central personnel control in the Republic of South Africa; and
- analysing the Commission for Administration, its constitution, duties and powers, aims and objectives and its locus within the legislative arrangements of the country.

#### 4.2 HISTORICAL PERSPECTIVE OF THE DEVELOPMENT OF STRUCTURES AND ARRANGEMENTS FOR PERSONNEL ADMINISTRATION IN SOUTH AFRICA

For purposes of this study which focusses on the promotion of counselling as a support function among the employees in the South African Public Service, it is not necessary to delve into details regarding the historical development of structures and arrangements for the administration

of public personnel in the Republic. However, in order to contextualise the study, only a brief overview is undertaken. For convenience, in addition to other divisions, the chronological arrangements used by Viljoen<sup>43</sup> in his "Ontleding van Administratiewe Funksies in die Suid Afrikaanse Staatsdiens" is adapted.

#### 4.2.1 Brief overview of the U.S.A. : 1789 - ...

N. Henry's<sup>44</sup> outline of the various stages in the development of public personnel administration in the United States of America serves as a summary for comparative reference. In a historical sense, according to Henry, public personnel administration has evolved through six phases:-

- Guardian Period (1789-1829) : a period of patronage where ability and integrity were highly valued.
- Spoils Period (1829-1883) : a period of power

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43. Viljoen, A : "'n Ontleding van die Administratiewe Funksies in die Suid-Afrikaanse Staatsdiens", SAIPA Tydskrif vir Publieke Administrasie, jaargang 9, No. 02, Junie 1974, bl. 56-59

44. Henry, N. : Public Administration and Public Affairs, Prentice-Hall, Englewood Cliffs, 1980, pp. 240-248

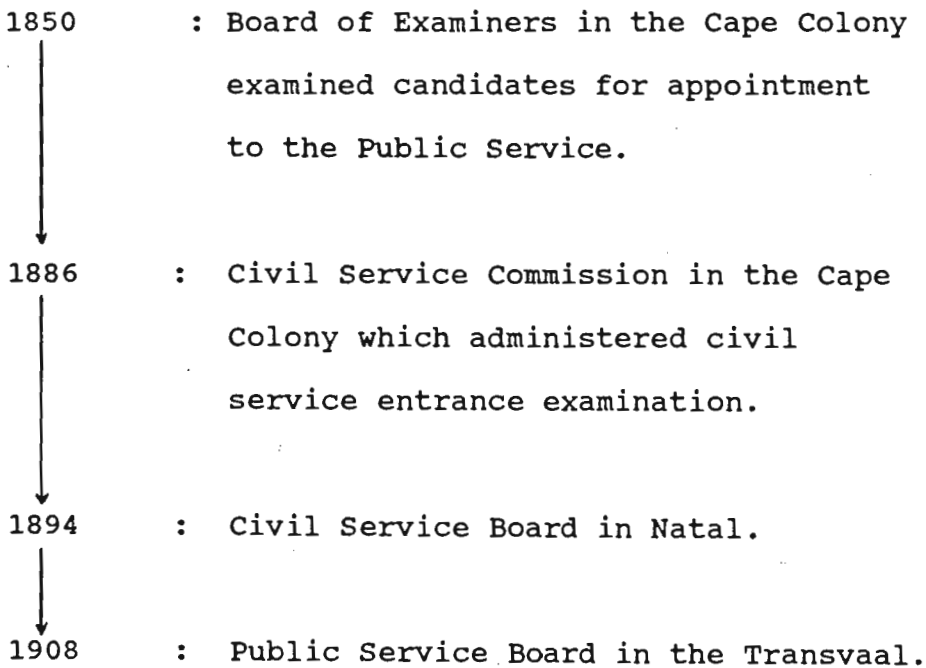
transference from the gentry to the political parties (but never to the people as a whole). This period is characterised as lacking probity in government.

- Reform Period (1883-1906) : a period which saw the emergence of the Civil Service Commission which ushered in the merit system.
- Scientific Management Period (1906-1937) : is a period noted for its absolute emphasis on "efficiency" and a compulsion to discover the "one best way". However, intellectually there was a genuine effort to strengthen the administration dichotomy.
- Administrative Management Period (1937-1955) : this period emphasized the government's role in solving public problems through values of "efficiency" and "management".
- Professional Period (1955- ...) : this, the current period, recognises the need for professional education as a means of increasing government effectiveness. It also encourages the growth of professionalism in public bureaucracies. The major

happenings of this era include the promulgation of the Intergovernmental Personnel Act of 1970 and the Civil Service Reform Act of 1978.

#### 4.2.2 SOUTH AFRICA, prior to 1910

Cloete<sup>45</sup> views this era as the spread of the English system to the British Colonies. Graphically, this period could be summarised as follows :




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45. Cloete, Personnel Administration, op. cit., p. 48

4.2.3 SOUTH AFRICA, 1910 - 1970

Much of the growth in the Public Service and the administration of public personnel in particular during these six decades was initiated by the South Africa Act, 1909. A significant feature of this Act was that it provided for a Public Service Commission to see to the personnel needs of the newly established Union of South Africa.<sup>46</sup>

The development of personnel administration was hastened and further shaped by, inter alia, :<sup>47</sup>

- The Campbell-Commission (1911) : which intimated that;

- i) at that point there was no need to distinguish between clerical and administrative work; and
- ii) administrative work of a higher level was the same as clerical work.

- The Graham-Commission (1918) : which in fact recommended that there be three separate divisions, viz.;

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46. Union of South Africa : South Africa Act, 1909, Section 142

47. Viljoen, "'n Ontleding van die Administratiewe Funksies in die Suid Afrikaanse Staatsdiens", op. cit., bl. 56-59



- i) Administrative;
- ii) Professional; and
- iii) Clerical.

As a result of this breakthrough where the administrative functions were classified separately from the clerical functions, the Graham-Commission did in fact make a major contribution. It pointed out that even the highly placed professional personnel performed an administrative function in the Public Service. For example, a Mining Engineer in State service, " ... while a professional officer, is by virtue of his office an administrative officer."

Some of the personnel-related contributions of the Graham-Commission were eventually incorporated in the Public Service and Pensions Act, 1923 (Act 27 of 1923).

- The Centlivres-Commission (1944-1947) : this Commission's contribution towards better public personnel administration revolves around;

- i) its analysis regarding "... die vereistes waarvan die beamptes in die Administratiewe Afdeling moet voldoen ..." ; and

- ii) its recommendation that " ... belowende junior beamptes die geleentheid aangebied word om 'n kursus in Publieke Administrasie aan 'n Universiteit te volg."

It is important to note that the Centlivres-Commission was in fact the forerunner in the professionalisation of the public personnel and initiating the infrastructure for future development programmes.

- The Public Service Commission, which was, inter alia, responsible for the appointment, discipline and retirement of public officers in terms of the South Africa Act, 1909 - Section 142, in 1964 instituted an investigation into the structure of the administrative and clerical divisions of the Public Service. The net impact of this investigation, undertaken by J.J. Marais, on the arrangement and structure of personnel administration in South Africa was;

- i) the designing of personnel policies;
- ii) budgeting for the public personnel;
- iii) proper personnel utilisation; and
- iv) the pursuing of a policy of constructive personnel dynamism.

4.2.4 SOUTH AFRICA, 1970-1984

The Public Service Commission continued to champion the cause of the employees in the Public Service and took the lead in the establishment of appropriate structures for sound personnel administration. However, the Public Service Act, 1957 (Act 54 of 1957) had placed a dampner on the Commission's freedom to make recommendations without fear, inhibitions and the ogre of financial constraints. The fact that Treasury had to first approve all the Commission's recommendations involving expenditure, did in a way curb the Commission's enthusiasm.<sup>48</sup>

In 1980, Act 54 of 1957 was amended and the name of the Public Service Commission was changed to Commission for Administration. However, in 1984, Act 54 of 1957 itself was repealed by the Public Service Act, 1984 (Act 111 of 1984).

A striking feature of Act 111 of 1984 was that provisions regarding the 'structural arrangements' for personnel administration, viz. the Commission for Administration were notably absent from the

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48. Union of South Africa : Public Service Act, 1957(Act 54 of 1957), Section (2)

'new look' Act, ie the Public Service Act, 1984  
(Act 111 of 1984).<sup>49</sup>

The rationalisation of the Public Sector,  
announced in 1979,<sup>50</sup> was now beginning to take  
full effect. For the first time, central personnel  
administration in the Republic of South Africa  
was given due recognition. The nuts and bolts  
regarding its operation were outlined in a totally  
separate act, viz. Commission for Administration Act, 1984  
(Act 65 of 1984)<sup>51</sup>

The seriousness, determination and purposefulness  
with which the State planned to tackle the personnel  
arrangements in the country is further encapsulated  
in the following extract from the Prime Minister's  
address of 03;12;1980, as quoted by S. van Zyl :<sup>52</sup>

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49. Compare : Chapter II of Act III of 1984, where only the  
duties of the Commission for Administration are covered.

50. Vide : Republic of South Africa : Witskrif oor die  
Rasionalisasie van die Staatsdiens, Staatsdrukker,  
Pretoria, 1980

51. Vide : Appendix 01

52. Van Zyl, G.B.S. : "Rationalisation - A Perspective",  
SAIPA Journal for Public Administration, Vol. 16,  
No. 4, December 1981, p. 164.

NB : In 1981, Mr S. van Zyl occupied the post  
of Chief Director in the office of the  
Commission for Administration.

"After thorough planning the Government decided, in consultation with the Commission for Administration, to proceed with rationalisation in a manner which will ensure that all the function of government are examined systematically, in order of priority, and are placed on a footing that will ensure maximum efficiency. ... ..

Each function will then be examined in its entirety at all the government institutions, ... .., with a view to determining the arrangements whereby it can be carried out."

Before moving on to the post 1984 period, which requires an in-depth examination of the composition, duties, powers and parameters of operation of the Commission for Administration, as the country's central personnel agency, it is appropriate to conclude the 1970 - 1984 era with Hanekom and Thornhill's pertinent observations.<sup>53</sup>

They submit that the whole issue of personnel in the Public Service is highly complex. However, whilst there may be political interference in

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53. Hanekom, S.X. and Thornhill, C. : Public Administration in Contemporary Society, A South African Perspective, Macmillan South Africa, Johannesburg, 1983, p. 135

personnel matters, it is nonetheless necessary to :

- i) appoint appropriate personnel which will give effect to government policy; and
- ii) appoint "... an expert body such as the Commission for Administration", to attend to the "... details of how personnel administration should be dealt with."

An overview of the post 1984 era is dealt with separately under 4.3.

#### 4.3 SOUTH AFRICA, Post 1984 era

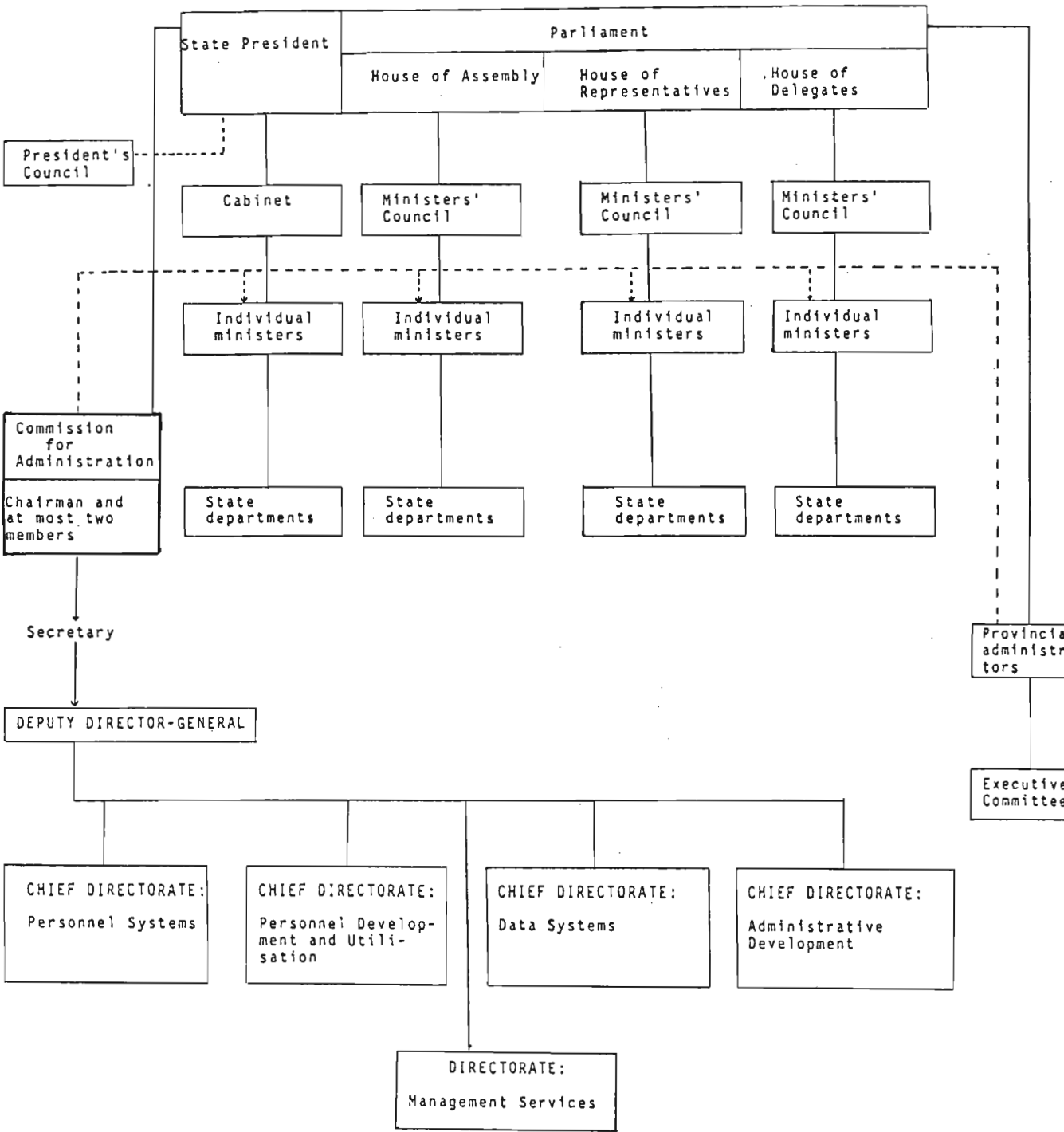
In terms of the arrangements and structures for personnel administration in the South African Public Service, the Commission for Administration<sup>54</sup> plays a pivotal role. As such, it must be stressed that the very vital role of counselling of employees in the South African Public Service would also form an integral part of the Commission's personnel support and development function.

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54. The Commission for Administration will henceforth be referred to as the Commission.

Enjoying a prominent position on the State's hierarchy the Commission is appointed by the State President and is answerable directly to Parliament. The hierarchy of the State showing the relative position of the Commission for Administration is illustrated in Figure 06.<sup>55</sup>

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55. Figure 06 : Adapted from Cloete, Personnel Administration, op. cit., p. 59 and The Commission for Administration Annual Report, 1987.

FIGURE 06 : HIERARCHY OF THE STATE SHOWING THE POSITION OF THE COMMISSION FOR ADMINISTRATION





#### 4.3.1 ESTABLISHMENT AND COMPOSITION OF THE COMMISSION<sup>56</sup>

Sections 2,3 and 4 of Chapter ii of the Commission for Administration Act, 1984 (Act 65 of 1984) spell out in great detail the constitution and membership of the Commission. Briefly summarised the provisions in this regard are as follows :

- The Commission shall consist of at least one and at most three members appointed by the State President. One of the members is subsequently designated as Chairman. No specific qualifications are necessary for eligibility. However, prior to appointment, the candidates's experience in and knowledge of public administration is taken into cognisance.
- In the absence of the appointed chairman, the State President shall designate the acting Chairman.
- Membership is for a period of 05 years.

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56. Republic of South Africa : Commission for Administration Act, 1984 (Act 65 of 1984), Chapter ii, Sections 2 (1-8); 3(1-4) and 4 (1-4).

However, upon expiry, the incumbent may be re-appointed.

- On reaching age 65, the member/s is/are obliged to retire. However, once again, if the State President deems it that the retiring member's retention will be in the public interest, then he may be retained for a period to be fixed by the State President.
- The State President is also expected to designate two heads of department, who may if necessary, act as members of the Commission.
- Conditions regarding the "Discharge and vacation of office of members" are provided for in Section 4(1-4). However, it is important to note that only the State President may suspend and/or remove a member from office,
  - "i) on account of continued ill-health;
  - ii) on account of misconduct;
  - iii) on account of unfitness for the duties of his office or incapacity to carry them out efficiently;
  - iv) if, for reasons other than his own

unfitness or incapacity, his removal from office will promote efficiency."

- Salaries and other remuneration of members are determined by the State President. Whilst the members are usually on the same salaries as heads of State departments, the Chairman is usually on a higher notch.
- Although members of the Commission enjoy the same conditions of service as the employees in the Public Service, they actually occupy statutory posts.

With regard to the composition of the Commission it is significant to note that :<sup>57</sup>

- As a result of the uneven number of members, a case of equal votes will not disrupt the functioning of the Commission;
- Members enjoy Parliamentary protection so that they may operate " ... in accordance with the courage of their conviction", and

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57. Compare Cloete, Personnel Administration, op. cit., p. 53

keep nepotism out of the public service;

- Members are well remunerated in order to encourage them to maintain a high level of ethical standards; they are, in fact, at all times dissuaded from seeking favours or doing favours; and
- Nowadays, those officials who have served as heads of departments are normally given preference as members of the Commission.

Another important observation regarding the composition of the Commission is the fact that members are not required to have any specific qualifications. " ... having knowledge of or experience in public administration ..." <sup>58</sup> , is most certainly a very thinly worded condition which allows for too much of subjectivity. After all the State President too is a human being with definite party political affiliations!

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58. Republic of South Africa : Commission for Administration Act, 1984 (Act 65 of 1984), Section 2(3)

#### 4.3.2 POWERS AND FUNCTIONS OF THE COMMISSION

The powers, duties and functional limits of the Commission are determined by a combination of sections 7 and 8 of the Commission for Administration Act, 1984 (Act 65 of 1984) and Sections 3,4,5 and other relevant sections of the Public Service Act, 1984 (Act 111 of 1984).

An indepth analysis of the relevant sections of Act 65 of 1984 and Act III of 1984 reveals that legislation with regard to the Commission's duties and powers are both extensive and intensive. Subsequently the following paragraphs attempt to only summarise the most salient aspects as may be relevant to the counselling and support of employees in the Public Service.

##### 4.3.2.1 Section 7 of Act 65 of 1984 stipulates that :

- The Commission may function in accordance with the relevant sections of Act 65 of 1984, Act III of 1984 or, "... under any other act of Parliament.";

- "The State President may delegate to the Commission such powers, functions and duties as are under any law conferred upon, entrusted to or imposed upon a Minister in respect of the employment, remuneration and other conditions of service, in general, of persons in the employment of councils, institutions or other bodies which are not departments of State referred to in section 24 of the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983)."<sup>59</sup>
  
- Some public institutions may administer their own personnel affairs in consultation and collaboration with the Minister in control of such institutions (eg. Universities), who in turn will collaborate with the Minister of Finance. In practice, such requests are referred directly to the Commission. The respective Ministers usually respect and accept the Commission's recommendation. However, in such instances the Commission also has the power to "... inspect all such documents and records and to obtain all such information ... as in its opinion may be necessary ...".<sup>60</sup>

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59. Also see: Section 7(2) of Act 65 of 1984

60. Also see: Section 7(3) (a) (b) and 7(4) of Act 65 of 1984

- The Department of Posts and Telecommunications and the South African Transport Services do not fall under the ambit of the Commission.

4.3.2.2 Section 8 of Act 65 of 1984 stipulates that the Commission also has the power of inquiry. In order to fulfill this responsibility, it may, inter alia,

- call any person who may be able to supply relevant information;
- peruse, scrutinise and keep "... for the duration of inquiry," any documents, books or objects;
- summons any person to appear before the Commission, with all relevant documents;
- prosecute any person who fails or refuses to co-operate with the inquiry;
- etc.<sup>61</sup>

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61. See also: Section 37(1) of the Public Service Act, 1984 (Act III of 1984), which amended Section 8(6) of the Commission for Administration Act, 1984 (Act 65 of 1984)

4.3.2.3 Section 3 of Act III of 1984 stipulates in Minute detail the numerous recommendations which the Commission may make to the responsible Ministers, or to the Administrators of the four Provinces who head the newly formed Executive Committees in accordance with the Provincial Government Act, 1986 (Act 69 of 1986).<sup>62</sup>

The issues regarding which the Commission may respond include, inter alia, the

- creation or abolition of departments, sub-departments, branches, offices or institutions and the transfer of power from one department to another;
- "control, organisation or re-adjustment of departments, branches, offices or institutions;"
- grading, regrading, designation, redesignation or conversion of posts on the fixed establishment;

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 62. NB: Republic of South Africa : Provincial Government Act, 1986 (Act 69 of 1986), Section (6) lists the seats of Provincial Governments as follows :

- |                      |                    |
|----------------------|--------------------|
| 1. Cape of Good Hope | : Cape Town        |
| 2. Natal             | : Pietermaritzburg |
| 3. Orange Free State | : Bloemfontein     |
| 4. Transvaal         | : Pretoria         |



and

- number of persons to be employed temporarily, under special contract, in full time or part-time capacity against posts on the fixed establishment which are not permanently filled; or against additional posts.

More pertinent to the promotion of effective counselling of employees in the public service, section 3(2) (f) of Act III of 1984 provides for recommendations in order to promote efficiency and effect economies in the management and functioning of departments, sub-departments, branches, offices and institutions by, inter alia,

- improved supervision;
- utilization of computers and labour saving devices;
- co-ordination of work;
- "... the utilization of the services of officers and employees to the best advantage";

and

- "any other action it may consider essential."

Besides making recommendations, the Commission is also, by virtue of section 3(4)(a) of Act III of 1984, expected to :

- "keep a record of officers employed in posts in the A - division of the Public Service";<sup>63</sup>
- Address the grievances of employees and officers;
- outline requirements for appointment, transfer and promotion, where such qualifications are not prescribed;
- conduct or "... cause ... to be conducted" examinations in subjects which may be prescribed as a qualification or which the Commission may direct; and
- make recommendations regarding the conditions of service of officers and employees in the

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63. See also : Section 7(1)(a)(i), (ii) and (iii) of the Public Service Act, 1984 (Act III of 1984)

public service.<sup>64</sup>

4.3.2.4 Section 4(3)-(6) of Act III of 1984 outlines the action procedures regarding the Commission's recommendations.

The procedural measures of significance to counselling as a support function for employees in the Public Service include, inter alia, the

- changing of a recommendation by the State President, within six months after it has been made by the Commission;
- withdrawing of, or amending of its recommendations by the Commission, within a period of six months, if the recommendation has not yet been changed by the State President;
- implementation by the responsible Minister or Administrator, within six months, of the

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 64. Consider for example : The Commission's recommendations regarding the transfer and conditions of service of the "approximately 24 000 staff members" from the various Development Bodies to other Departments of the Public Service.  
[Vide : Commission for Administration Annual Report 1987, p. 14]

Commission's recommendations "... which relates to a particular person...", and which is not changed by the State President;

- immediate implementation of any recommendations which were "varied" by the State President, "... as varied, (and) forthwith ...";<sup>65</sup> and
- finality of a recommendation "varied" or "rejected" by the State President. In such instances, a further recommendation of the Commission is not obtained.

Many eminent South African researchers of Public Administration have articulated their observations regarding the powers and functions of the country's central personnel institution. However, for the purpose of this study which looks at counselling of employees in the Public Service as a support function generating efficiency, effectiveness and an ongoing development of the employees, the following observations are focussed upon :

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65. Vide : Section 4(2)(b)(i) of Act 65 of 1984

- Coetzee maintains that, "... the Commission for Administration was founded to exercise overall control over personnel matters."<sup>66</sup>  
At yet another place in the same work he succinctly states, "... the main distinguishing feature of public administration lies in its accountability to the public."<sup>67</sup>

- Cloete summarises that some of the main functions of the central personnel institution are to :

"... co-ordinate the conditions of service of as many groups of public officials as possible";

"... make positive contributions to obtain effective and efficient personnel administration"; and

"... to lead constructively instead of to control by issuing directives."<sup>68</sup>

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66. Coetzee, op. cit., p. 75

67. Ibid., pp. 77

68. Cloete, Personnel Administration, op. cit., p. 57

The promotion of effective counselling of personnel in the Public Service must be seen precisely in the spirit of these observations. The question therefore arises :

'Just how can the Commission harness the potential of developmental counselling<sup>69</sup> and adopt it as one of its vital and constructive support functions?'

It must, however, be stressed that the Commission's 1987 Budget Vote provided for approximately 943 861 employees from the various personnel groups.<sup>70</sup> With such a gigantic task on its hand it is impossible for the Commission to undertake all personnel administration functions in the Public Service all by itself!

The discussion that follows, takes a brief look at the 'appendage' of the Commission which is officially referred to as the Secretariate; and which assists the Commission in operating as a central personnel agency in the Republic.

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69. Infra., Chapter 4, no. 2.1.2

70. Kommissie vir Administratrasie Jaarverslag 1987, op. cit., bl. 17

#### 4.4 SECRETARIATE OF THE COMMISSION, ITS STRUCTURAL ARRANGEMENTS AND FUNCTIONS

##### 4.4.1 INTRODUCTION

In order to facilitate the functioning of the Commission, Act 65 of 1984 provides for the appointment of a "chief official" and "... as many other officers and employees as ... may be necessary to ... perform its function and carry out its duties."<sup>71</sup> As a statutory institution, the personnel in the Commission's Office are neither members of the Public Service or any other personnel corps. They are in fact "... statutory office bearers who are responsible to Parliament for performing their duties."<sup>72</sup>

However, for pragmatic reasons, the State President has entrusted matters concerning the Commission and The South African Public Service to the Minister in his office entrusted with Administration and

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71. Republic of South Africa : Commission for Administration Act, 1984, (Act 65 of 1984), Section 9(1) and (2).

72. Kommissie vir Administrasie Jaarverslag 1987, op. cit., bl. 8

Broadcasting Services.<sup>73</sup> This arrangement does not, however, hinder the Commission to communicate directly with the Head of State whenever such needs arise.

#### 4.4.2 STRUCTURAL ARRANGEMENT OF THE OFFICE OF THE COMMISSION FOR ADMINISTRATION

The Structure of the Commission's Office is dealt with in order of the hierarchical arrangement of the various components of the Office.

##### 4.4.2.1 THE CHANGES

Over the years the organisational structure of the Office of the Commission, also referred to as the SECRETARIATE, underwent certain changes. These adjustments were in accordance with the changing needs of the Public Service. In 1983,<sup>74</sup> for example, the broad organisational

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73. NB : With the retirement from service of Minister Mr A.L. Schlebusch towards the end of 1987, his post was filled by Dr Dawie de Villiers.

74. Commission for Administration Annual Report 1982-1983, RP 22 of 1984, Government Printer, Pretoria, p. 12



arrangement consisted of 3 Chief Directorates.

These were :

- Chief Directorate : Planning;
- Chief Directorate : Personnel Utilisation; and
- Chief Directorate : Management Systems.

Since then, however, the structural arrangements of the Chief Directorates have been revamped. Even their designations and basic operational parameters have been accordingly changed and redefined. As at year end 31 December 1987<sup>75</sup> there were four Chief Directorates with the following designations :

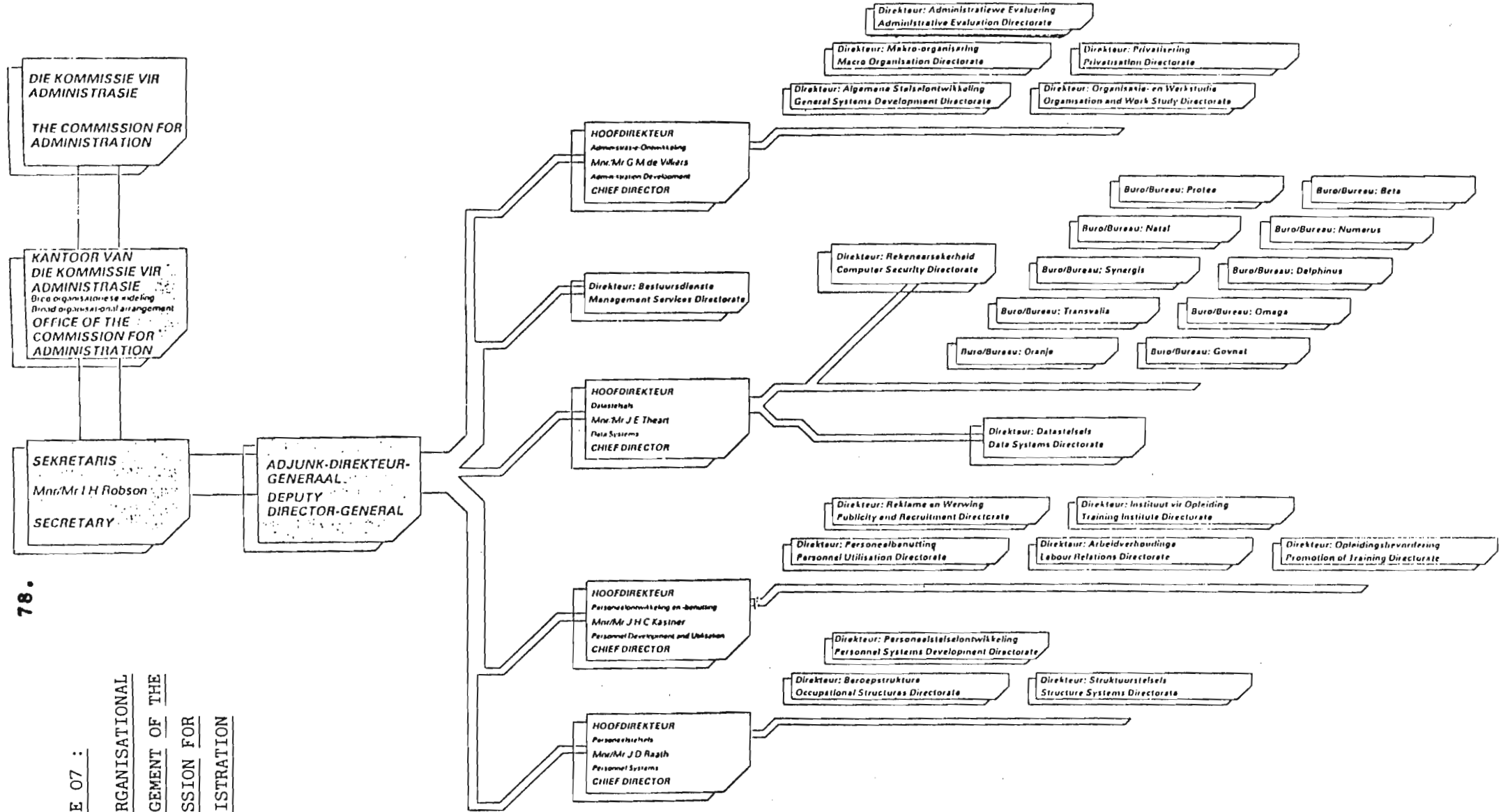
- Chief Directorate : Administrative Development;
- Chief Directorate : Data Systems;
- Chief Directorate : Personnel Development and  
Utilisation; and
- Chief Directorate : Personnel Systems

Figure 07<sup>76</sup> reflects the current organisational structure of the Commission's office.

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75. Compare, Commission for Administration Annual Report 1987

76. Figure 07 : Adapted from Annual Report of the Commission of Administration 1987.

FIGURE 07 :  
THE ORGANISATIONAL  
ARRANGEMENT OF THE  
COMMISSION FOR  
ADMINISTRATION



4.4.2.2 SECRETARY

The Office of the Commission operates under the leadership of the Secretary, who is in fact the "Chief Official" in the Secretariate.<sup>77</sup> In practice, the Secretary carries out the instructions of the Commission and performs only those duties which the Commission lays down for him from time to time. The Secretary enjoys the personal grading of a Director-General.

In order to assist the Secretary with his mammoth task, a new post of Deputy Director-General has been recently created. As a result of this latest structural arrangement the Secretary has been relieved of much of his supervisory responsibilities. The post of Deputy Director-General is currently occupied by Mr R.L. Kluever, who formerly headed the Chief Directorate : Personal Systems in The Commission's Office.<sup>78</sup>

4.4.2.3 CHIEF DIRECTORATE

The main thrust of the Office of the Commission lies in

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77. Vide : Section 9 of Act 65 of 1984

78. Compare, Commission for Administration Annual Report, 1987, p. 12.

its arrangement into four (04) Chief Directorates and one (01) Directorate under the direct control of the Deputy Director-General. Each of the Chief Directorates is headed by a Chief Director who in turn has the responsibility of controlling and organising the different groups of Directorates within his Chief Directorate. However, the Management Services Directorate is as yet controlled from the Deputy Director-General's office.<sup>79</sup>

#### 4.4.2.4 DIRECTORATES

The various groups of Directorates, as controlled by their respective Chief Directors are as follows :

- i) Chief Directorate : Administrative Development
  - Administrative Evaluation Directorate;
  - Macro Organisation Directorate;
  - General Systems Development Directorate;
  - Privatisation Directorate; and
  - Organisation and Work Study Directorate.

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79. Vide : Figure 07

ii) Chief Directorate : Data Systems

- Data Systems Directorate; and
- Computer Security Directorate

As a result of centralisation and the rapid growth in computer technology within the Republic's Public Service, the Data Systems Chief Directorate also has a number of Buros spread around the country. Currently there are ten (10) Buros linking the country's Public Service.<sup>80</sup>

iii) Chief Directorate : Personnel Development and Utilisation

- Publicity and Recruitment Directorate;
- Training Institute Directorate;
- Promotion of Training Directorate;
- Labour Relations Directorate; and
- Personnel Utilisation Directorate.

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80. Loc. cit.

iv) Chief Directorate : Personnel Systems

- Occupational Structures Directorate;
- Structure Systems Directorate; and
- Personnel Systems Development Directorate.

It is significant to note that the structural and organisational arrangement of the Office of the Commission has not remained stagnant. In fact to the contrary, the Office has been highly sensitive to the subtle as well as the more overt changes in the Public Service.

In keeping with such situational needs, the Office of the Commission has constantly re-organised itself and established the necessary administrative structures to address the contingencies of the new constitutional dispensation.<sup>81</sup>

#### 4.4.3 FUNCTIONS UNDERTAKEN BY THE VARIOUS DIRECTORATES

The Commission is a central institution for administration. Its field of involvement thus covers a wider spectrum than just personnel administration. Broadly stated the

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 81. Consider for example : The total Reorganisation of the Central Public Service in order to implement and accommodate the new Constitutional Dispensation. [Vide : Republic of South Africa Constitution Act, 1983 (Act 110 of 1983), Sections 41 to 43]

Commission's functions could be categorised into two main areas of involvement, viz.

- government organisation; and
- administration of public personnel.<sup>82</sup>

#### 4.4.3.1 GOVERNMENT ORGANISATION

Stated very briefly this function of the Commission strives at creating appropriate and effective structures for departments and also for their efficient functioning. If the Commission is to succeed in the implementation of the Government's proposed constitutional changes, then it has to also create the necessary administrative infrastructure. The Provincial Government Act, 1986 (Act 69 of 1986) which ushered in the new Executive Committees (EXCOs) in the four provinces, with the Administrator of each province heading his EXCO, is a classical case in point.<sup>83</sup>

It must, however, be stressed that governmental organisation is by no stretch of the imagination an easy or simple

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82. Kommissie vir Administrasie Jaarverslag 1987, op. cit., bl. 8-10

83. Loc. cit. : See also - Appendix 5

undertaking. It is in reality so complex that the Commission has to constantly increase its personnel in order to function effectively. On 31 December 1987 the establishment of the Commission's Office comprised 1 000 posts, of which 170 were vacant!<sup>84</sup>

In its Governmental organisation-function, the Commission's Office has to focus upon, inter alia,:

- organisational rationalisation;
- the practical and effective grouping of the newly created modules; and
- a harmonious relationship with the dynamics of personnel administration.<sup>85</sup>

#### 4.4.3.2 ADMINISTRATION OF PUBLIC PERSONNEL

Effective and dynamic administration of public personnel is an integral part of the Commission's structures and its eventual functional effectiveness. In practice it is

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84. Ibid., p. 12

85. Ibid., p. 9



customary for the Commission's Office to examine draft bills, ordinances and regulations that the various departments submit to the Commission each year. The Commission then evaluates the administrative efficiency of these submissions, and where necessary, comments on its implications for personnel administration and other matters.<sup>86</sup>

A good example in this regard is the case of the Public Service Code. In 1987 all the amendments to the Public Service Regulations and Public Service Staff Code were consolidated and a revised Public Service Code was dispatched to the various departments during May. The Code is now amended by merely replacing relevant pages. Such a procedure ensures that the Code is effectively, systematically and regularly updated. This, in turn, contributes in promoting efficient personnel administration in the various State Departments.<sup>87</sup>

Since a detailed discussion of all the Directorates is not deemed necessary for the subject under investigation, only the functions of those

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86. Ibid., p. 24

87. Loc. cit.

Directorates which have a more direct bearing on effective public personnel administration are highlighted hereunder.

#### 4.4.3.2.1 ORGANISATION AND WORK STUDY<sup>88</sup>

Each year the Commission has the responsibility to ensure that the overall administration of Government affairs is handled efficiently, and further to ensure that all Government institutions are efficiently organised. In order to fulfill this obligation the Commission undertakes Organisation and Work Study programmes which include, inter alia, :

- Research Projects and Investigations : the main objective of this exercise being the ongoing training and development of public personnel. In 1984, for example, particular attention was given to Systems of Measuring Productivity.
- Projects and Establishment Investigations : for example, in its 1984-1985 project, the conversion of the approved posts in the departments affected by the new

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88. Kommissie vir Administrasie Jaarverslag 1984, op. cit., pp. 44-45

constitutional dispensation, in accordance with the provisions of the personnel administration standards, featured quite prominently.

#### 4.4.3.2.2. EMPLOYMENT POLICY<sup>89</sup>

Acting on the recommendations of the Commission in 1984, the Cabinet revised the policy-guidelines with regard to the employment and utilisation of public personnel representative of all race groups. The cornerstone of the revised policy was, inter alia, :

- no discrimination on the basis of race;
  - the recognition of merit and efficiency as the primary basis in the public service; and
  - acknowledging the diversity of the South African population.
- This also implied the acceptance of the new dispensation as a system concerned with promoting common good among all the people of the country.

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89. Ibid., P. 26

4.4.3.2.3 CO-ORDINATION OF CONDITIONS OF SERVICE<sup>90</sup>

The Commission is committed to an ongoing effort to co-ordinate the conditions of service of all public personnel in South Africa. Besides the Public Service<sup>91</sup> per se, the South African Transport Services and the Department of Posts and Telecommunications are also included in this effort. All relevant information on conditions of service which could lead to a co-ordinated administration of public personnel in the Republic of South Africa are constantly researched and exchanged.

4.4.3.2.4 PERSONNEL EVALUATION<sup>92</sup>

As an important managerial tool to make the Public Service more effective, personnel evaluation ensures the optimal utilisation of all available manpower. Currently the

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90. Commission for Administration Annual Report 1987, op. cit., pp. 28-29

91. Vide : Definition of Public Service in Chapter One, No. 3.2

92. Information obtained during an interview with Mr Daan van der Merwe, Deputy Director, S. Directorate Personnel Evaluation, Office of the Commission for Administration, on 11 November 1988  
See Also : Annual Report of the Commission for Administration 1986, RP 33 of 1987, Government Printer, Pretoria, p. 44

Commission's involvement in this aspect of personnel administration is merely "representative" : certain officials from the Office of the Commission attend Departmental Evaluation Meetings. The Commission believes that such a "representative" procedure is followed basically in order to :

- ensure the strict application of the evaluation system;
- maintain uniform standards in the various departments, and
- confer greater managerial self-sufficiency as regards personnel administration on the various departments.<sup>93</sup>

It is the Commission's proposed intentions to become less involved in personnel evaluation as the standard of efficiency evaluation improves in the various departments. However, when it comes to the evaluation of high ranking public personnel such as : candidates for the posts of assistant directors; assistant directors for the post of directors; candidates for the post of chief directors; and even the chief directors who apply for the posts

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93. Vide : Appendix 06

Criteria used in Efficiency Evaluation in the Administration : House of Delegates.

of chief executive directors, the Commission will "... remain closely involved in the evaluation of (such) candidates ...". Such an involvement must be viewed as an absolute necessity if :

- the management echelon is to be continuously upgraded; and more importantly if
- high standards of efficiency is to be maintained in the various departments.

Whilst the foregoing is by no means a comprehensive coverage of the Commission's involvement in the evaluation of personnel in the Public Service, it is significant to note that results of evaluation of personnel are useful for the purposes of :

- advising individual members of the public personnel;
- their training and development;
- recognition of achievements;
- taking corrective action; and
- of making projections for advancement to a higher rank/s.

At this juncture it is pertinent to point out that the Annual Reports of the Commission for the years 1982-1983, 1984, 1986 and 1987 appear to underplay the promotion of effective counselling of employees in the Public Service. Whilst the employee's shortcomings and deficiencies are catered for in some advise-giving or training programme; his positive attributes, potential, likes and dislikes, degree of motivation, stress level, personal problems and their cause/s, could be more seriously analysed with the following broad objectives in mind, viz. to :

- help the employee to neutralise his 'problems';
- help and guide the employee to assist himself so that he becomes reasonably self-sufficient and is able to perform at an optimum or a near-optimum level;
- map out a possible "future" for the employee in the Public Service; stated differently, to assist in planning his career path in the Public Service; and
- help the employee to realise his/her full potential and become a self-motivated asset to the Public Service.<sup>94</sup>

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 94. Information obtained during an interview with Mr Daan van der Merwe, Commission for Administration : 13/09/1988.

## 5. SUMMARY

From the discussion thus far it is abundantly clear that the position with regard to personnel administration in the South African Public Service is good. The Commission for Administration, with its suitably structured central machinery is in a sound position to administer public personnel effectively. Notwithstanding the growing complexity of the Public Service, the Commission's structural and organisational arrangements are well geared to promote the orderly and effective administration of the Republic's public personnel.

However, there is a need to co-ordinate personnel policies and administrative actions within the broad public sector. Viewed in this broad perspective, it is indeed sad that certain "services" such as the :

- South African Transport Services;
- South African Prisons Services;
- South African Defence Force;
- South African Police;
- Department of Posts and Telecommunications;
- State corporations; and
- Agricultural produce control boards,



fall outside the ambit of the Commission's administration.<sup>95</sup>

This state of affairs is indeed surprising, especially when examined against the background of the very spirit and philosophy of the Government's White Paper on the Rationalisation of the Public Service and Related Institutions, which was tabled in Parliament during May 1980. In a broad sense the rationalisation attempt projected at :

"... a deliberate renewal action aimed at placing the execution of government services (particularly the central government services) on a basis of maximum efficiency."<sup>96</sup>

Hence, it is evident that the Government's attempt at rationalisation was not intended to be a narrow and specific action aimed at certain public personnel issues only. In fact to the contrary, it promoted a broad based attempt to achieve maximum effectiveness and efficiency in the administration of the Public Service.

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95. Compare Cloete, Personnel Administration, op. cit., pp. 55-56

96. Republic of South Africa : "White Paper on the Rationalisation of the Public Service and Related Institutions", op. cit., paragraph 2

The Commission for Administration Act, 1984 (Act 65 of 1984) and the Public Service Act, 1984 (Act III of 1984) are tangible evidence of legislations which aimed at actualising the philosophy of rationalisation. However, there is also another facet to the rationalisation scheme.

Van Zyl<sup>97</sup> very aptly summarises that all development action in the field of "... efficacious differentiation of personnel practices with occupational groups ...," should be aimed at enhancing the ability of the Public Service. The public personnel system ought to attract and retain enough staff of the "right calibre", to develop them and then utilise them effectively.

Van Zyl's point of view helps to strengthen and support the argument for yet another overall objective of rationalisation which aims at an effective management of the public personnel.

It is therefore logical to conclude that the management of public personnel must place "productivity" high on its table of short and long term targets. Stated differently the central personnel agency must consistently strive at reducing the "quantity" and simultaneously improving

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97. Van Zyl, op. cit., p. 161

the "quality" of service. Such a venture will also automatically lead to a more effective and efficient utilization of available human, financial and other material resources.

It is precisely in this context that the Commission for Administration, as the Government's central and specialised personnel agency, can play a significant role in the promotion of effective counselling of employees in the South African Public Service.

On its own, it is well nigh impossible for the Commission to provide this vital support function. However, with the establishment of an appropriate infrastructure and the spirited co-operation of the many central, provincial, municipal and parastatal institutions, much can be achieved in terms of managing effective counselling of employees in the Public Service.

All the effort could be co-ordinated and geared towards the "development" of the potential of employees in the Public Service. Subsequently, the counselling efforts could lead to the realisation of the ideals of an efficient and effective Public Service.

### CHAPTER THREE

#### LOCUS AND ROLE OF EFFECTIVE COUNSELLING IN THE PUBLIC SERVICE WITH SPECIAL EMPHASIS ON THE AREAS WHERE COUNSELLING IS NECESSARY AND THE MAIN OBJECTIVES OF COUNSELLING

##### 1. INTRODUCTION

The previous chapter had as its main objective the classification of the structural arrangements for personnel administration in the South African Public Service. The discussion that follows in this chapter focusses, in the main, on establishing precisely the :

- locus and role of effective counselling in the Public Service;
- meaning of counselling in terms of personnel management;
- areas where counselling is necessary; and
- main objectives of counselling as one of the support functions in personnel management.

In order to understand the theoretical foundations of counselling and its relationship to the Public Service, the

discussion is introduced by a brief overview of the origins of counselling of employees. Thereafter a detailed definition of the term "counselling" is followed by a discussion of the main areas where the counselling of employees can lead to an improved quality in service; and more importantly, assist the employees to develop in their chosen careers within the Public Service.

The remainder of the chapter then scrutinises the main objectives that any effective counselling of employees ought to strive for.

## 2. BRIEF OVERVIEW OF THE ORIGIN OF COUNSELLING OF EMPLOYEES

### 2.1 COUNSELLING AS A "HELPING RELATIONSHIP"

It is impossible for an employee in any work situation, particularly in the Public Service, to claim that he does not need "help". The "helping-relationship" is no modern day invention. It is in fact as old as mankind; therefore, those engaged in "helping-relationships" need to keep in step with the beat of present day drums.<sup>1</sup>

The hive of government initiated activities within the Public Service are constantly exposed to profound revolutionary and evolutionary changes. It is, therefore, natural that these changes markedly influence the very substance and structure of the work of the employee. In practice, such influences are inevitable because we live in an age known for its application of scientific knowledge and advanced technology.

Today, like in the past, man continues to search for help and guidance. The only difference is that he desires assistance that is more personal and more individual.

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1. Shertzer, B. and Stone, S.C. : Fundamentals of Counselling (2nd. ed.), Houghton Mifflin Company, Boston, 1974, p. 3

The many adversities and their attendant fears and anxieties, as well as the constant urge to grow and develop, have to be managed and mastered. Individuals therefore seek help, not only to overcome their unfavourable situations, but also because they are :

"... capable of learning how to increase (their) chances for satisfaction and survival."<sup>2</sup>

When such a need for help arises, man turns to people. The employee too looks up to his superiors and colleagues whom he confides in, in order to establish "helping relationships". According to Rogers<sup>3</sup> , the "helping-relationship" is actually a relationship,

" ... in which one of the participants intends that there should come about in one or both parties, more appreciation, more expression of and more functional use of the latent and inner resources of the individual"

Gellerman<sup>4</sup> sees the "helping-relationship" as :

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2. Ibid., p.5

3. Rogers, C.R. : On Becoming a Person, Houghton Mifflin Company, Boston, 1961, pp. 39-40

4. Gellerman, S.W. : The Management of Human Relations, Holt, Reinhardt and Winston, New York, 1966, pp. 85-86

"... a deliberate, formal effort to help the (employee) to become more valuable to the company by means of personal discussions."

## 2.2 COUNSELLING AS AN AID TO EMPLOYERS AND EMPLOYEES

As an advantageous aid to both the employee and the employer, counselling really got off the ground in the early 1900's. Although research increasingly revealed the tremendous potential of counselling, employees hesitated in providing it. They viewed it largely as intruding into employees' personal problems and desisted from becoming involved. Yet, if an employee is under stress or is unhappy due to personal problems, the dilemma he faces can adversely affect his effectiveness at work and render him a liability to the employer.<sup>5</sup>

Current thinking, however, is more positive and more action-orientated. Counselling is no more regarded as only a problem-solving exercise. Its potential to help the employee either to regain, retain or even increase his ability is gradually beginning to gain greater recognition.<sup>6</sup>

Whilst it is currently acknowledged that effective counselling can help the employee to function effectively on the job;

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5. Gillespie, K.R. : Creative Supervision, Harcourt Brace Jovanovich, Inc., New York, 1981, p. 252

6. Loc. cit.



there is also a school of thought which maintains that a more pragmatic side of employee-counselling is its potential to develop the inner resources of the employee. Stated differently, the industrial psychologists are beginning to focus more and more upon a brand of counselling referred to as "developmental counselling".<sup>7</sup>

Before embarking on a detailed definition of the term counselling, it is necessary to first briefly establish the locus of counselling in personnel administration.

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7. Infra., Chapter 4, No. 2.1.2

3. COUNSELLING AS ONE OF THE SUPPORT FUNCTIONS OF PUBLIC  
PERSONNEL ADMINISTRATION

3.1 STAFFING IN TERMS OF THE SIX GENERIC ADMINISTRATIVE  
PROCESSES.<sup>8</sup>

Notwithstanding the fact that effective public administration comprises a fine balance of the six generic administrative processes or functions, it is important to note that staffing, as one of the generic functions is :

- comprehensive;
- requires specific knowledge, expertise and human relations; and
- also very closely interwoven with the other five generic functions.

It is therefore, evident that staffing functions or personnel administration forms an inseparable and an integral part of all the other generic administrative functions.

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8. Compare Cloete, Personnel Administration,  
op. cit., pp. 1-6

### 3.2 SCOPE OF PERSONNEL ADMINISTRATION<sup>9</sup>

As a vital activity, staffing or personnel administration consists of many and varied functions. Collectively, these functions are referred to as "functional activities". The success of personnel administration depends largely upon a purposeful and co-ordinated understanding of the various functions which constitute the functional activities.

The four groups of functions are :

- Personnel provision functions;
- Support functions;
- Training and development functions; and
- Utilisation functions.

Once a job is created, its actual and specific nature is defined and a suitable employee is recruited, only the personnel provisioning function has been fulfilled. Thereafter, the officers entrusted with the remaining three functional activities have to prepare and launch their respective personnel programmes. The basic objectives of these programmes will be to guide, supervise and motivate the employees so that the projected goals of the institution are achieved upon completion of the task.

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9. Ibid., pp. 7-8

NB : Also refer to figures 01 and 05

As one of the major and ongoing helping and developing functions, counselling forms an intergral part of the group "support functions". The absence or neglect of counselling, or even the mismanagement of this vital support function by an ill-equipped or unsuitable official can throw the whole process of successful personnel administration into total disarray.

However, in order to understand the specific role of counselling of employees in the Public Service, and in order to obtain a measure of clarity with regard to the locus of counselling in the Public Service, it is important to first explore fully what is meant by the term 'counselling'.

#### 4. DEFINITION OF COUNSELLING

Having established the broad parameters of counselling in Chapter I, it is now appropriate to venture into a more elaborate and personnel-oriented exposition of the term. Whilst the many scholars of Industrial Psychology and Public Administration have viewed "counselling" from different angles, only those definitions relevant to this investigation are discussed.

##### 4.1 HELPING TO UNDERSTAND

According to English and English<sup>10</sup> counselling is more than just giving advice. They are of the opinion that counselling is :

"... a relationship in which one person endeavors to help another to understand and solve his adjustment problems."

They further point out that :

- the areas of adjustment are often indicated, for example, educational counselling, vocational counselling and personal-social counselling.

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 10. English, H.B. and English, A.C. : A Comprehensive Dictionary of Psychological and Psychoanalytical Terms, David Mc Kay Co., New York, 1958. p. 127

- while everyone occasionally undertakes counselling, the word is preferably restricted to professionally trained persons.

#### 4.2 HELPING TO DEVELOP GOALS<sup>11</sup>

Perceived as a developmental tool, counselling is an act of helping an individual to become aware of himself. Such awareness will also include the way in which he is reacting to the behavioural influences of his specific environment. Viewed against this background, counselling will thus amount to helping a person (an employee) to establish some meaning for this behaviour and to develop and clarify a set of goals and values for future behaviour.

It is important to note that when the potential of counselling is exploited in order to develop and clarify a set of goals, the counsellor does not only act as the provider of information. In fact, his counselling is geared towards stimulating the client to develop behavioural patterns which will enable him to deal more effectively with himself and his environment. In the process he will be led towards the realisation of his full potential.

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11. Blocher, D.H. : Developmental Counselling, The Ronald Press Company, New York, 1966, p.5

#### 4.3 HELPING TO SOLVE PROBLEMS

Schuler<sup>12</sup> argues that whilst the concept 'counselling' is not new, the many definitions surrounding it are. He regards counselling as a :

"... service, including advice and information regarding legal concerns, tax matters and more personal problems such as drinking and absenteeism."

The discussion and recognition of the employee's personal problems have to be combined with "action-oriented programs" so that counselling will have the desired effect of helping him to deal with them effectively. Counselling, according to Schuler, therefore, recognises that the employee's difficulties are also the institution's problems. He thus concludes that counselling is in fact, the social responsibility of the institution in order to assist employees in dealing with problems related to their performance at work.

#### 4.4 HELPING TO IMPROVE PERFORMANCE-LEVELS

A more practical and work orientated definition is that of Dessler.<sup>13</sup> He maintains that difficult situations

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12. Schuler, R.S. : Personnel and Human Resource Management, West Publishing Company, Minnesota, 1981, p. 319

13. Dessler, G. Applied Human Relations, Reston Publishing Company, Reston, 1983, p. 39

at work demand of the supervisor skillfull counselling;  
counselling which will lead to improved levels of employee  
performance. In practice, he views counselling in an  
employment milieu as :

- an important communication based activity to bring  
about "constructive change";
- a purposeful attempt to rectify the "root causes"  
of personnel and work related problems in order to pick  
up performance levels;
- "reducing frustration" by determining reasons why certain  
changes are being resisted by the emnployees; and
- stimulating "problem solving" for the purpose of finding  
solutions to the employee's problems.

#### 4.5 HELPING TO BECOME MORE CO-OPERATIVE

Werther and Davis,<sup>14</sup> eminent researchers in personnel  
management, commence their deliberation on counselling  
of employees with a pertinent remark of "an employee" :

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14. Werther, B.W. (Jr.) and Davis, K : Personnel  
Management and Human Resources, Mc Graw-Hill Book  
Company, New York, 1981, pp. 361-368



"My problems are just as important to me as the president's problems are to him."

In the light of the foregoing, they regard counselling as the discussion of a problem with an employee, with the general objective of helping him to cope better with his troubles. They also view counselling as a "... usefull activity in the personnel department"; because eventually, if the counselling programme succeeds, it helps to transform the employee into a better and more effective person. The healthy exchange of ideas between the counsellor and counsellee in an appropriate counselling atmosphere is further seen by them as an act of fruitful communication.

It is interesting to note that according to Werther and Davis's definition, counselling can also help to improve the overall "organisational performance". The employee becomes "more co-operative", does not carry the weight of personal problems, and "makes progress in some other way."

In other words, counselling may be regarded as a catalyst which neutralises the employee's problems and helps develop his real potential!

#### 4.6 HELPING FOR EVENTUAL REDUNDANCY OF THE HELPER

Yet another significant personnel-related definition is that

of Cooper.<sup>15</sup> He attempts to "demystify" the concept of counselling. To him, counselling is :

" ... merely a set of beliefs, values and behaviours to be found in the community at large."

He goes on to define further the three key concepts in his broad definition.

- The "beliefs" imply that the individuals (employees) benefit and grow from a particular form of relationship and contact.
- The "values" recognise the worth and potential of each individual (employee). The recognition of the individual's potential resources also imply that individuality and self direction (development) are regarded as desirable.
- The "behaviors" cover a combination of, inter alia, listening, conveying warmth, asking open questions, helping to classify objectives, and identifying action plans.

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15. Cooper, C.L. : Psychology and Management : A Test for Managers and Trade Unions, Macmillam Press, London, 1981, p. 281

In its simplest form counselling is to Cooper, the art of "helping other people to help themselves." He goes on to state that this is so, because the ultimate goal of the counselling activity is :

" ... the eventual redundancy of the helper, and the activity should discourage dependency and subjection."

#### 4.7 HELPING TO EXCHANGE IDEAS

Employee counselling as perceived by Burack and Smith<sup>16</sup> is a deliberate attempt by the personnel manager to "exchange ideas" and foster understanding between manager<sup>17</sup> and subordinate (employee).

Making use of sound interpersonal communication skills, counselling by the manager is in fact the,

- emphasising of career opportunities;
- analysis of the specific needs of the employees; and

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16. Burack, E.H. and Smith, R.D. : Personnel Management : A Human Resource System Approach, John Wiley and Sons, New York, 1982, pp. 380-381

17. NB : The Personnel Manager too, is an employee. However, in the job situation, he is entrusted with the task of managing the personnel under his charge. Counselling his subordinates will therefore, form an integral part of his management functions.

- appraisal of the employee with his future development in mind.

Once again it is noted that besides addressing the crisis in the employee's work situation, sound counselling also aims at identifying and developing the latent talents of the employee.

#### 4.8 OVERVIEW

From the foregoing it is reasonable to deduce that counselling is no simple exercise. It is in fact a complex personnel-related support function which, inter alia, is,

- the enabling of employees, "... to utilise their abilities fully in their work";
- a process which, " ... makes employees feel secure in their work environments"; and
- a deliberate attempt to, " ... free the employees from anxiety and stress", so that they may give off their best in the work situation.<sup>18</sup>

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18. Cloete, Personnel Administration, op. cit., pp. 214-215

## 5. AREAS WHERE COUNSELLING IS NECESSARY

At the very outset it must be stressed that the counselling activity should not attempt to make inroads into the private lives of the employees. Industrial psychologists and personnel managers generally concur that counselling should be introduced only if the employee's very personal and private instability/ties begin to :

- adversely influence his performance at work; or
- erode the basis for his healthy and cordial interpersonal relationships in the employment environment.

In connection with the matters or areas about which counselling can take place, Cloete<sup>19</sup> states that :

"Counselling will be possible about any aspect of the work, conditions of service and conduct of employees."

From the foregoing brief introduction it is quite clear that within the discipline of personnel management,<sup>20</sup> a wide spectrum can be covered by effective counselling as one

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19. Ibid., p. 216

20. See also : Burack and Smith, op. cit., p. VII. They compare personnel management to human resource development, aimed at the career-related interests of the employee.

of the important support functions. However, the counselling activity can function with reasonable freedom only if one pertinent proviso is borne in mind, : the counselling programme must be restricted to the work performance of the employee and be related to specific matters.

Some of the main areas where counselling, either developmental or crisis counselling<sup>21</sup> is necessary, are discussed hereunder.

#### 5.1 TEAM BUILDING

Counselling as a personnel-related support function which aims at developing the employee, can also play a significant role in building a strong team spirit in any work group or social unit. Aldag and Brief<sup>22</sup> are of the opinion that in such instances counselling can provide a strong,

"... motivational base that causes repeated interactions among the group members."

If successful, the counselling activity can also contribute towards motivating members to,

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21. vide : Chapter 4, No.2.1

22. Aldag, R.J. and Brief, A.P. : Managing Organisational Behavior, West Publishing, St. Paul, 1981, pp. 378-382

"... focus their energies on the accomplishment of group goals."

Depending on the intensity of the counselling activity, there could be varying degrees of group cohesiveness or team spirit. Briefly stated, there could either be a :

5.1.1 high-cohesive group : - a group whose members communicate more with each other in a positive way. They are also more satisfied in their work environment and exert a greater degree of control over the behaviour and conduct of fellow members; or

5.1.2 low-cohesive group: - a group who comprise dissimilar persons. The team spirit in this group is somewhat low.

Hence it may be deduced that even in the Public Service where large numbers of personnel are employed, the work environment ought to encourage employees to get to know one another. Only if they share a common objective, are given the opportunity to participate in decision-making, and feel a sense of group accomplishment will the appropriate milieu be created for sound team building.<sup>23</sup>

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23. See also : Ibid, pp. 383-388, "Putting some Team Spirit into MBO".

## 5.2 CONFLICT RESOLUTION

When an institution is riddled with tension and conflict, the management cannot afford to just sit around and expect things to sort themselves out. Whilst Aldag and Brief<sup>24</sup> point out that some amount of conflict can actually " ... serve to enhance the effectiveness of an organisation", basically they are concerned with the central question of :

"How does one effectively manage conflict and its resolution to insure that the organisation benefits, rather than suffers ...?"

Any successful management or counselling of conflicts between employees on the same level or even between a superior and a subordinate/s firstly requires a careful identification of the areas of tension and their sources. Some of the areas and sources of conflict could be :<sup>25</sup>

- unclear jurisdictional boundaries of each employee's area of responsibility;
- competition for scarce resources;

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24. Ibid., p. 393

25. Ibid., pp. 394-397



- enforcing all regulations arbitrarily;
- prior conflicts remain unresolved and fester over time only to explode at a later date with intensified fury;
- failure to agree about ends prior to discussing and debating the means to the end;
- poor management styles; and
- allowing communication barriers to develop.

Over and above the foregoing, Aldag and Brief maintain that conflict between employees is basically as a result of :

"... the inability of two or more persons (employees) to get along and work well together."<sup>26</sup>

Commenting on conflict in the job situation, Porter, et.al<sup>27</sup> see the employees as "firing each other up" by focussing on their own enthusiasms within the group; or sometimes even holding down production (or service) in order to get back at their superiors. They, however, believe that the employees and the "enterprise" (managers)

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26. Loc. cit.

27. Porter, L.W., et. al. : Behavior in Organisations, Mc Graw-Hill Kogakusha, Ltd., Tokyo, 1975, p. 28

should work together, which could also include effective counselling programmes, to " ... try to create social climates that are conducive to positive outcomes."

Stated differently, a conflict in an institution is :

" ... a dispute or struggle between two parties, and is characterised by overt expressions of hostility and/or intentional interference in the goal attainment of the opposing party."<sup>28</sup>

As possible approaches to the management of conflict among employees, Wexley and Yukl<sup>29</sup> recommend, inter alia, the :

- timeous resolving of predictable disputes;
- establishing of special positions responsible for mediations, arbitrations, or peacemaking " ... in order to facilitate resolution of predictable kinds of disputes; " and
- training of key personnel in the appropriate use of tactics

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 28. Wexley, K.N. and Yukl, G.A. : Organizational Behavior and Personnel Psychology, Richard D. Irwin, Inc., Illinois, 1977, p. 172

29. Ibid., p. 189

for coping with conflict. For example, line managers could be trained to deal with staff personnel.

Whatever the area of conflict, it is explicit from the foregoing discussion that an effective manager (helper) must, at the first available opportunity, seek out the sources of uneasiness and tension and embark on a programme of effective counselling. It is only through properly structured support-action-programmes that the manager can attempt to neutralise the potential for conflict before disaster of a greater magnitude strikes.

In the Public Service, such a disaster could be catastrophic when employees responsible for 'basic services' are involved.

### 5.3 BETTER CAREER OPPORTUNITIES

Counselling for better career opportunities is a vital segment of counselling for an overall development of an employee. However, before delving into the reasons why counselling for better career opportunities is necessary, it is important to understand what is meant by 'career'.

### 5.3.1 DEFINITION OF CAREER

Definitions of the term 'career' abound. However, for the purpose of this study the following two pragmatic definitions appear appropriate.

5.3.1.1 Career could represent the individually perceived sequence of attitudes and behaviours of an employee associated with work related experiences and activities over the span of his life. There is in fact more to a career than movements "up and down between jobs."<sup>30</sup>

5.3.1.2 A definition better fitting the way 'career' is used in this section of the study, is that of Mathis and Jackson.<sup>31</sup> They perceive 'career' as an :

- "Organization-centred" planning of work paths, which are the logical progression of people between jobs. These paths represent "ladders" that each individual can climb to advance in certain units of the institution.

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30. Hall, D.T. ; Careers in Organisations, Goodyear Publishing Company, Pacific Palisades, 1976, p. 4

31. Mathis, L.R. and Jackson, J.H. : Personnel : Contemporary Perspectives and Applications (2nd ed.), West Publishing Company, St. Paul, 1979, pp. 238-239

In "organisational career planning", the individual's goals and potentials are matched with the manpower needs of the organisation.

- "Individual-centred" planning of one's career is where individual goals and skills are the focus of analysis. Such an analysis might include planning for situations both within and outside the "organisation-unit" where he is employed. In "individual-centred" career planning, the employee focusses mainly on expanding his own capabilities.

### 5.3.2 NEED FOR COUNSELLING FOR BETTER CAREER OPPORTUNITIES

Good career planning at the individual level first requires that an employee accurately knows himself. He needs to confront issues such as : How hard is he prepared to work ? What factors are important to him ? What kind of balance between work, family and leisure does he envisage ? These questions need to be addressed honestly before personal goals and objectives can be realistically set. In such a situation it is also imperative that professional counselling be sought to help the employee make the decisions.<sup>32</sup>

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32. Ibid., p. 240

Whilst Aldag and Brief<sup>33</sup> call counselling for better job opportunities "career management", Pigors and Myers<sup>34</sup> refer to the same issues as managing changes in jobs and work schedules.

In "career management", effective counselling attempts to make employees as adaptable as possible to their respective positions, especially those employees, " ... wishing to maximise their own career success." The need for effective counselling is further accentuated by the fact that :

"... individuals go through a number of career stages, each with its own unique characteristics and demands."<sup>35</sup>

Hence it becomes absolutely necessary for the employer or the manager/supervisor to accept that employees or subordinates go through these changes. Subsequent to the acceptance of this fact the manager has to also constantly analyse the work performances of the employees so that they may be counselled accordingly. The employee needs to be explained that " ... mobility and its potential, increase (his) available options." Once the employee's

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33. Aldag and Brief, op. cit., pp. 468-470

34. Pigors, P. and Myers, C.A. : Personnel Administration : A Point of View and a Method (8th ed.), Mc Graw-Hill Kogakusha, Tokyo, 1977, pp. 319-328

35. Aldag and Brief, op. cit. pp. 468-470

aspiration develops, any external factors such as the family's position in society, cease to hinder his career advancement.<sup>36</sup>

Often one hears such terms as "job burn-out" and "managerial obsolescence", which suggests that after some time employees and managers become outdated in their knowledge and also become less interested or even disinterested in their jobs. Whilst periodic training and development programmes may be successful in revitalising this flagging morale and incompetence, sound counselling for horizontal mobility may hold the solution to the problems of a frustrated employee.<sup>37</sup>

In managing changes in jobs and work schedules, any "resistance" to change in the job or even to the work schedules may fade into insignificance if the employees, as well as the managers are counselled. Counselling in this instance is necessary to help restructure and re-orientate their perceptions of change. If the benefits of change are placed in proper perspective, it is quite possible the employee or manager will welcome the change. Perhaps a particular change "will relieve some employees of repetitive, boring, physically difficult and unpleasant

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36. Loc. cit.

37. Loc. cit.

work". Pigors and Myers, however, emphasize that the manager or counsellor must present the "positive aspects of change".<sup>38</sup>

Only if the managers, counsellors or helpers recognise and utilise the "positive aspects of change for the affected employees", and simultaneously accommodate the employees' ideas, will they achieve the desired objectives with managing changes in jobs.<sup>39</sup>

Regardless of whether the employees themselves or the employers initiate the plans to map out the career paths of employees, their effectiveness depends, inter alia, upon sound counselling. The line manager who acts as helper must have the expertise to identify the career problems of employees and counsel them accordingly. In fact the career development plan must have a strong support-function-base, otherwise the plan is unlikely to yield the desired objectives. Effective career counselling in the Public Service, which is one of the largest single employees in any country, can also contribute towards better career growths by revealing the many misconceptions that prevail.

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38. Pigors and Myers, op. cit., pp. 319-320

39. Loc. cit.



#### 5.4 ACCIDENT REDUCTION

Muchinsky<sup>40</sup> argues that accidents in any work situation could be reduced by utilising the "personnel selection approach", the "engineering psychology approach", or the "personal training approach". The approach relevant to this section of the study is the "personnel training approach".

In discussing the "personnel training approach", Muchinsky cites in particular the studies undertaken by Dunbar in 1975<sup>41</sup> and Butler and Jones in 1979.<sup>42</sup>

Both these investigations highlight the importance of management assisting in fostering positive attitudes about safety. In fact he is emphatic that if management,

"... creates an environment conducive to safety training, employees quickly pick up cues on the importance of safety."

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40. Muchinsky, P.M.: Psychology Applied to Work: An Introduction to Industrial and Organisational Psychology (2nd. ed.), The Dorsey Press, Chicago, 1987, pp. 689-695

41. Vide : Ibid., op. cit., pp. 693-694

42. Vide : Ibid., op. cit. p. 694

Like Cloete,<sup>43</sup> Muchinsky also believes that when managers are supportive, the employees under their charge develop a greater degree of personal responsibility for their own safety. When the employees sense little or no support from their superiors or helpers, they shift the responsibility for their safety to their superiors.

From the discussion thus far it may be deduced that approaches to the prevention of accidents in large institutions - the Public Service is a good example - may either be from the point of view of the engineer or from that of the psychologist or counsellor. Maier<sup>44</sup> believes that whilst the engineering approach appears to be largely mechanical, the same cannot be said of the psychological approach where " ... the correction of the human factors in accidents" is involved. He goes on to succinctly summarise that the psychological approach constitutes, inter alia,

- making the employee aware of hazards;
- developing in the employee attitudes of spontaneous co-operation;
- reducing employee fatigue; and

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43. Cloete, op. cit., pp. 217-218

44. Maier, N.R.F.: Psychology in Industry (3rd ed.), George, G. Harrap and Co. Ltd., London, 1965, pp. 559-560

- the development of a proper selection or recruitment programme for employees in the respective occupations.

The above examples attest to the importance of positive and effective counselling of employees in order to reduce hazards and accidents. Failure to address the problems of accidents in large institutions like the Public Service, can have very serious consequences. Muchinsky<sup>45</sup> highlights some of these consequences with the following statistics regarding the U.S.A. which was published in 1980.

- "Injuries to United States workers each year have the same economic impact as if the nation's entire industrial community shut down for one full week"; and
- "In the United States, loss of life from accidents during this century has far exceeded that from wars, earthquakes, floods, tornadoes, and other natural catastrophes combined".

#### 5.5 OCCUPATIONAL MONOTONY AND BOREDOM

Both the terms monotony and boredom have been used to describe the undesirable effects of repetitive work. Much of the boredom is largely as a result of the employee's :

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45. Muchinsky, op. cit., pp. 679-680

- " ... state of mind caused by repetitive work";
- " ... personality"; and
- " ... perception of the task (he is) performing".<sup>46</sup>

It follows then, that what the worker thinks about whilst engaged in boring repetitive work, is a condition that really influences the way the work affects him. It is quite natural therefore, that the feeling of boredom will also affect his alertness and concentration which may lead to accidents, low productivity or even work of a lower standard.<sup>47</sup>

Many methods of eliminating this common area of concern in the employment environment are suggested by different psychologists, counsellors, and managers in charge of large groups of employees. However, the one method of significance to this study is the role played by effective counselling.

Dessler<sup>48</sup> states that even the most interesting, pleasant and non-boring job "... can be turned into a nightmare by a vindictive, autocratic (employer or supervisor)." Conversely he maintains that even a "... nightmare of a job

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46. Maier, op. cit., p. 526

47. Ibid., p. 528

48. Dessler, op. cit., pp. 133-134

can be made less onerous by a supportive (employer or supervisor) with well-honed human relations skills."

It is therefore, the task of the employer, or manager, or the supervisor to provide the counselling that will include, inter alia,<sup>49</sup>

- making it clear to employees that they are important;
- listening to their problems;
- appraising them fairly; and
- displaying sound human relations skills.

#### 5.6 OCCUPATIONAL STRESS

Laird, et al.<sup>50</sup> identify occupational stress as a condition arising from a combination of factors which represents the complex society of today " ... filled with contradictions". A dull or boring job, or even a job where an employee has to cope with a great measure of complex technological changes,

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49. loc. cit.

50. Laird, D.A., et.al. : Psychology : Human Relations and Work Adjustment (6th ed.), Mc Graw-Hill Book Company, New York, 1983, p. 197

can also give rise to stress. The stress is further aggravated by the fact that the employee constantly faces the threat of being replaced by a machine.

The sources of stress, which are also known as stressors, among the employees in their particular employment environment are many and varied. Different stressors are perceived differently by each employee exposed to a common employment environment. Some employees may react, some may not. It is also possible that one employee's stressor may be another employee's stimulus.<sup>51</sup>

Dessler<sup>52</sup> also views stress in the work situation as a serious condition arising out of a number of factors. However, stress becomes more apparent when the,

" ... job gets too much to handle, ... (and) the (employees) ... begin to get overloaded ...".

Whatever its source, stress has serious consequences for the employees and the employers, or managers, or supervisors. In fact, the abuse of alcohol and drugs, indiscriminate gambling and interpersonal conflicts can also be attributed to, inter alia, occupational stress.<sup>53</sup>

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51. Mc. Lean, A.A. : Work Stress, Addison Wesley, Reading, 1979, p. 76

52. Dessler, op. cit., pp. 128-129

53. Loc. cit.

There are a number of ways of dealing with stress. It is, however, important to note that supervisors and managers who act as helpers and advisers can play a significant role in identifying and remedying the employee's stressful conditions. From among the different ways of managing stress, effective counselling can achieve much positive results. A well structured counselling programme will initially monitor the employee's performance, then identify the symptoms of his stress and thereafter take the appropriate remedial measures. Depending on the extent of the harm caused by the stress, it may even be necessary for the counsellor to seek medical assistance.

The view that stress is an area where counselling is necessary, is further corroborated by a recent finding of a group of psychologists who investigated the need for "help-seeking" in cases of stress and depression. A summary of their findings reveal that :

- those who are severely stressed or depressed seek professional psychological help, (i.e. counselling);
- the affected help-seekers display more positive attitudes about help seeking than those affected, but who had never

sought help; and

- whoever had sought such help before are more likely to expect and to prefer the same outcomes from the psychological and helping experience.<sup>54</sup>

### 5.7 OCCUPATIONAL FATIGUE

Broadly defined, occupational fatigue in the personnel context is a condition resulting from :

" ... a reduction in the ability of an individual to do work because of previous work."<sup>55</sup>

If an employee is engaged in strenuous work, or works for long hours, or works under severe stress, then he becomes fatigued. Conversely there are also those types of jobs that do not demand enough and are repetitive which can

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54. Halgin, R.P., et.al. : "Relation of Depression and Help-seeking History to Attitudes Towards Seeking Professional Psychological Help," Journal of Counselling Psychology, Vol. 34, No. 2, April 1987, pp. 177-184

Also see : Nezu, M.A. and Ronan, G.F. : "Social Problem Solving as a Moderator of Stress-Related Depressive Symptoms : A Perspective Analysis", Journal of Counselling Psychology, Vol. 35, No. 2, April 1988, pp. 134-138

55. Maier, N.F. : Psychology in Industrial Organisations, Houghton Mifflin, Boston, 1973, p. 391



also cause fatigue in the employee.<sup>56</sup>

In order to understand the practical implications of fatigue among employees as an area requiring effective counselling, the following example, adapted from Dessler, is cited :<sup>57</sup>

eg. Whilst working in a factory, an employee became increasingly fatigued and unproductive in his work. Yet at the end of the day he has the energy to run home and work at his private project of building a cabin. This, he worked with, well into the night.

Besides other approaches based on a scientific analysis of the job, an effective counselling session with the employee can also help in :

- establishing the precise cause of the fatigue;
- devising ways and means of harnessing the employee's untapped energy; and
- increasing the employee's productivity at work, rendering him into an asset to the institution rather

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56. Dessler, op. cit., p. 130

57. Ibid., p. 131

than a liability.

#### 5.8 ALCOHOLISM IN THE WORK PLACE

Alcoholism and its associated problems are all too familiar a feature in most work places. Employees with a drinking problem are a costly health hinderance to their employers. It has been estimated that problem drinkers on the payroll cost the American industry approximately ten billion dollars a year in lost production. Aproximately six to ten percent of the American work force suffers from various degrees of alcoholism.<sup>58</sup>

In South Africa, alcoholism affects over 300 000 employees in commerce and industry and costs the employers over R503 million per year in lost production. The total number of employees affected by alcoholism constitutes about 10-18% of the total work force. In South Africa, alcoholism is regarded as the biggest

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58. Mathis and Jackson, op. cit., p. 396

single reason for persistently low job performances.<sup>59</sup>

Statistics regarding alcoholism and drug abuse in the South African Public Service are not known. However, the Public Service Act, 1984 (Act III of 1984) provides only for disciplinary action against offenders.<sup>60</sup>

As an area where effective counselling can help rehabilitate the problem drinkers, it is in the first instance the task of the supervisors to detect the problem. After analysing the possible causes, expert assistance and treatment may be sought.<sup>61</sup>

Mathis and Jackson<sup>62</sup> state that assisting employees with an alcohol problem is in fact an essential element of " ... good personnel administration", where the employer or supervisor recognises and accepts his " ... responsibilities in dealing with alcoholism."

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59. Information presented at a recent workshop "Alcoholism in the Workplace", held on 14 April 1988.

Vide : (i) The Sunday Tribune, 17 April 1988 ; and  
(ii) The Natal Mercury, 28 April 1988.

60. Republic of South Africa : Public Service Act, 1984 (Act III of 1984), Section 19 (j) and Section 20.

61. Cloete, op. cit., p. 217

62. Mathis and Jackson, op. cit., p. 396

## 5.9 OVERVIEW

Although the areas for counselling discussed in this chapter are most certainly not the only areas where counselling of employees can take place, the discussion does, however, highlight one extremely significant issue :

Counselling is more than just a solver of the employee's personal problems such as absenteeism, excessive drinking or other personal problems.

Counselling is in effect, a process of re-education and treatment conceptualised as a vital developmental tool in the hands of management responsible for personnel functions.<sup>63</sup> This is more particularly so, since one of management's central tasks is the :

"... effective co-ordination and the development of available human and non-human resources to achieve the objectives of the organisation."<sup>64</sup>

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63. For a detailed discussion of Personnel Management as opposed to Personnel Administration, See : de Villiers, P.F.A. : "Die Verband Tussen Personeeladministrasie en Personeelbestuur", Die Staatsamptenaar, jg. LXIV, No. 1, Januarie 1984, bl. 12-15

64. Pigors and Myers, op. cit., p. 6

It is therefore, in this context that management can utilise the power of effective counselling in order to, inter alia,

- motivate the employees;
- unleash their latent talents; and
- pursue a programme of ongoing development of the employees so that not only the management, but the employees too, are assisted and motivated in realising their full potential and their pre-set goals.

6. MAIN OBJECTIVES OF COUNSELLING IN TERMS OF  
PERSONNEL MANAGEMENT

Once the manager or supervisor, or even the employer himself identifies the signs that an employee or a group of employees within his area of responsibility need help, the signals cannot be ignored. At this stage the manager and the employee become involved in counselling in several ways. Regardless of the particular method<sup>65</sup> selected, the main objective at this stage is to bring the problem or need of the employee into the open in order to set the actual counselling session in action.<sup>66</sup>

Before commencing with a detailed discussion of precisely what the counsellor or the manager, and the counsellee or the employee propose to achieve with the counselling session, it is appropriate to introduce the discussion with the overall goals of counselling as postulated by Thorne,<sup>67</sup> an eminent clinical psychologist. He maintains that :

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65. Vide : Chapter 4, for a detailed discussion on METHODS of Counselling.

66. Leavitt, H.J. Managerial Psychology (2nd ed.), University of Chicago Press, Chicago, 1964, pp. 195-196

67. Thorne, F.C.: "Principles of Personality Counselling", in Shertzer and Stone, Fundamentals of Counselling, op. cit., pp. 190-191

- "The goals of therapy (counselling) is to replace emotional compulsive behaviour with deliberate rational adaptive behaviour based on the highest utilisation of intellectual resources;" and
- "... stimulating the client (employee) to develop his own resources, and assume responsibility for practising new modes of adjustment ..."

In other words, the overall aims of effective counselling are, inter alia, to :

- assist employees with their personal and non-personal problems which becomes an impediment to their optimal operation in the work situation;
- improve self dignity; and
- guide the employees towards realisation of their full potential.

The following are some of the major objectives that effective counselling of employees envisages to achieve.

## 6.1 PROVIDING OCCUPATIONAL GUIDANCE

### 6.1.1 MATCHING JOB AND EMPLOYEE

The counsellors or managers can only help the counsellees or employees according to the levels of their (manager's) own skills, awareness and occupational foresight. It is only if they are clear about their own values, present and future needs as well as their long term goals, can they recognise and separate their own problems from those of their clients ... i.e. those whom they are counselling. Only in the light of this distinction, maintains Cooper,<sup>68</sup> will the counsellor be able to develop in the employees :

- Specific skills and techniques as well as the necessary know how, so that they may acquire the expertise needed to complete their tasks successfully.
- A sense of self-appraisal which in turn will give the employee a realistic assessment of himself. Such a self-evaluation will also enable the employee to set realistic goals for himself.
- A sound and clear understanding of the job in question, so that they know exactly what expectations and tasks

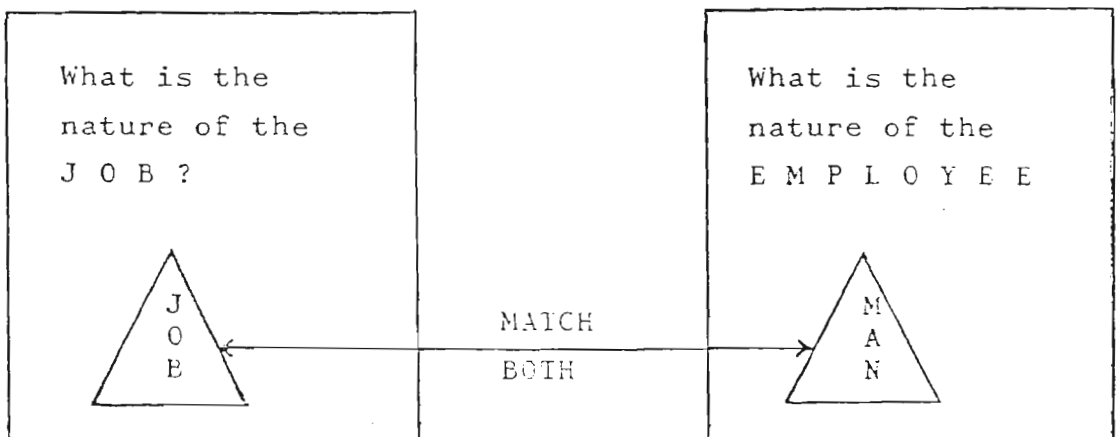
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68. Cooper, op. cit., pp. 86-87



await them.

In short, occupational guidance according to Cooper, aims to specify and analyse the job; specify and analyse the employee; and thereafter attempts to match the both. Graphically it may be illustrated as in Figure 08.<sup>69</sup>

FIGURE 08 : MATCHING THE 'JOB' WITH  
'EMPLOYEE'



69. Figure 08 : Adapted from Cooper, op. cit., p. 87

6.1.2 JOB SATISFACTION AND PERFORMANCE<sup>70</sup>

Whatever the nature of the job, an employee either feels satisfied or dissatisfied doing it. Effective counselling thus aims at motivating the employee so that he may perceive his role more clearly, improve his performance, and feel satisfied; instead of waiting for satisfaction to lead him to better performance. The important thrust of this view is that the manager or counsellor must attempt to match the employee needs and expectations to the types of rewards available in the job setting. In other words, the counselling session must attempt to determine the rewards the employee anticipates, and place the employee in a work situation that provides those types of rewards.

For example, if an employee is searching for status and recognition in his job, placing him in a job that offers a larger remuneration package and other monetary rewards, is likely to result in less motivation. Conversely, counselling an employee for a job which promises "personal achievements", when he really wants more "money

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70. Mathis and Jackson, op. cit., pp. 57-58

and security" is likely to be ineffective.<sup>71</sup>

### 6.1.3 CAREER GROWTH<sup>72</sup>

When an employee is in a job that provides challenging goals, he strives harder - and the harder he strives - the greater the chance that high level performance will result. This high level performance in turn generates positive feedbacks and a feeling of success, confidence, self-worth and the acknowledging of latent talents. It is "internal gratification" that leads the employee to become more involved in his work and set higher goals for the future.

At this juncture, counselling as a personnel orientated support function strives to assist the employee in translating his greater involvement into future career growth. Graphically presented, this process appears as in Figure 09.<sup>73</sup>

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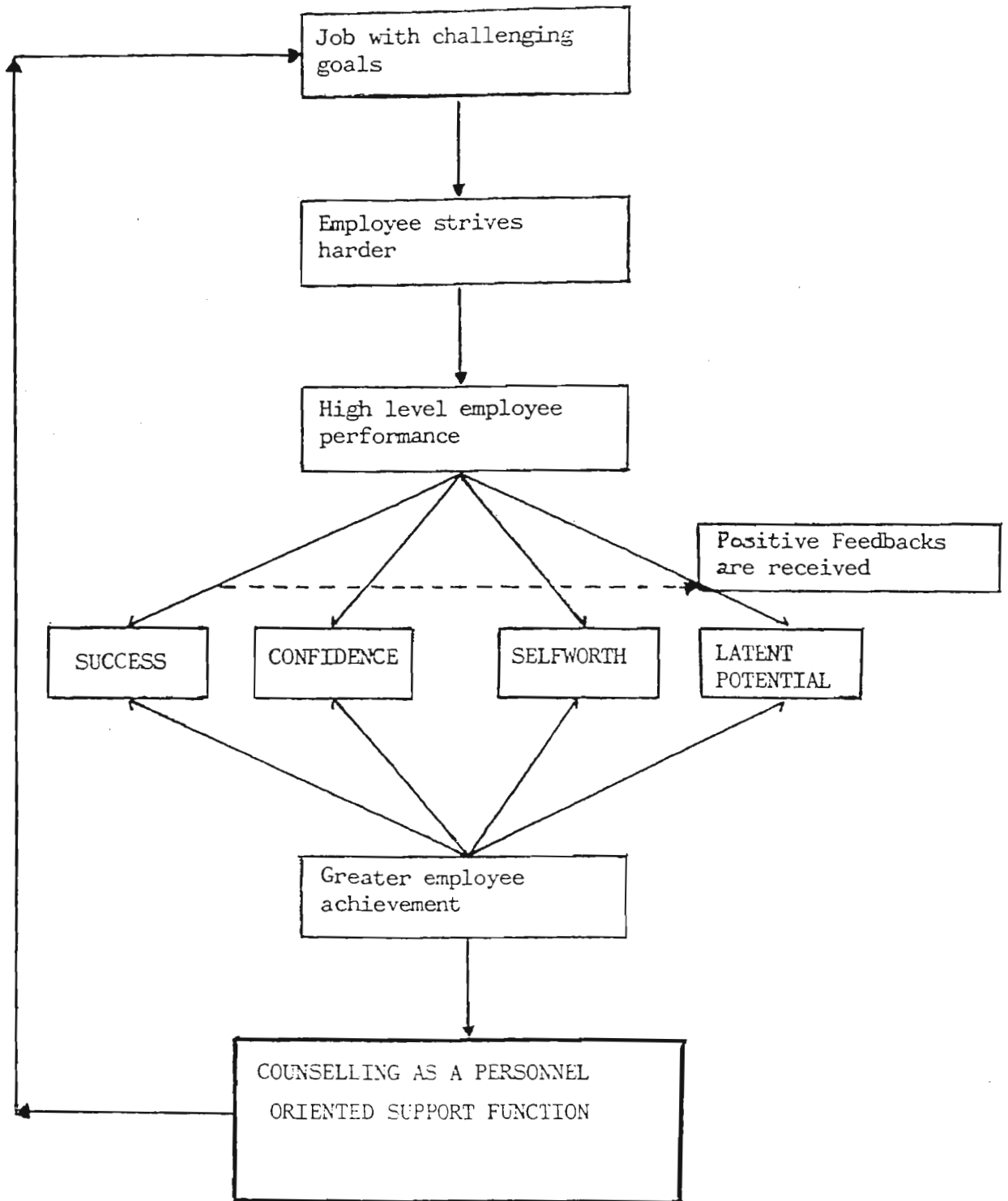
71. Ibid., p. 58

NB : For a detailed discussion on the complexities of Work Motivation, See also: Herzberg, F., et.al.; The Motivation to Work, John Wiley and Sons, New York, 1959

72. Aldag and Brief, op. cit., p. 486-488

73. Figure 09 : Adapted from Ibid., p. 487

FIGURE 09 : CAREER GROWTH AS AN OBJECTIVE  
OF COUNSELLING



Counselling for career growth becomes more complex when a manager or counsellor attempts to assist employees with their middle or late career developmental needs.<sup>74</sup> The manager has to, inter alia, try and :

- neutralise the obsolescence of the employee; and
- furnish him with, " ... up-to-date knowledge or skills necessary to maintain effective performance in either the current or future work roles ..."<sup>75</sup>

## 6.2 ENABLING EMPLOYEES TO BECOME INDEPENDENT

### 6.2.1 DEVELOPING RESPONSIBILITY<sup>76</sup>

When an individual experiences difficulty in coping with problems, either work related or personal, often he becomes a dependent person. He is always looking to someone for help and to even make decisions for him. In such a case,

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 74. A detailed discussion on "Developmental Needs in Early, Middle and Late Career", is found in, Organ, D.W. : The Applied Psychology of Work Behavior : A Book of Readings, Business Publications, Inc., Dallas, 1978, pp. 194-196

75. Kaufman, H.G. : Obsolescence and Professional Career Development, AMACOM, New York, 1974, p. 23

76. Maier, Psychology in Industry, op. cit., pp. 667-668

counselling aims to develop in the individual a sense of responsibility for solving his own problems and making his own decisions.

#### 6.2.2 DEVELOPING SELF-EMPOWERMENT<sup>77</sup>

The ultimate goal of helping people is to enable them to become self-empowered so that the systems in which they work can become a healthier place to live and work.

With proper counselling, self-empowerment can achieve a five dimensional objective. Summarised briefly, the objectives are as follows :

- Awareness : The employee will learn "who" he is.
- Goals : Being aware and having specified goals, the employee will know "what" he wants.
- Values : Once the individual is clear about his own values, he will learn to recognise the "worth" of self and others.
- Life skills : Having acquired the skills to achieve what he wishes for himself, the individual will be able to "take charge" of himself and his life.

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77. Cooper, op. cit., pp. 278-279

- Information : Since information is so essential, self-empowerment will enable him to "retrieve appropriate information" from the right sources.

### 6.2.3 ENHANCING SELF-ACTUALISATION

Inherent in the concept of becoming more independent is the idea of individual growth and greater utilisation of the individual's innate and acquired talents. Hence managers or counsellors in most institutions, especially those desiring long term survival - the Public Service is a classic example - have to make concerted efforts to advise their employees to "enlarge their capabilities considerably."

Effective counselling, therefore, can strive to enhance the process of self-actualisation, which will eventually lead to a " ... more completely developed (independent) person".<sup>78</sup>

## 6.3 MAINTAINING REASONABLE EMOTIONAL BALANCE

### 6.3.1 TOTAL DEVELOPMENT OF THE EMPLOYEE

The exponents of Gestalt Therapy believe that individuals are not independent or divorced from their environment.

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78. Porter, et. al., op. cit., pp. 494-495

In the case of an employee, his work situation will form part of his environment. Hence, they conclude that an individual functions as a whole because he is not the " ... sum of parts but a co-ordination."<sup>79</sup>

Following from this, Perls states that Gestalt Therapy seeks to promote the individual's total growth process. Maintaining a reasonable emotional balance is thus an integral element in the process of developing the individual's "human potentials." Putting it in his own words, "the aim is to mature, to grow up."<sup>80</sup>

To Perls, maturing is, " ... the transcendence from environmental support to self support".<sup>81</sup>

#### 6.3.2 POSITIVE MENTAL HEALTH

Some psychologists have identified the preservation or attainment of positive mental health as one of the important goals of counselling. If this goal is achieved in the work environment, then the individuals, i.e. the employees, can attain an acceptable measure of integration,

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79. Shertzer and Stone, op. cit., p. 243

80. Perls, F.S. : Gestalt Therapy Verbatim, Bantam Books, New York, 1971, p. 28

81. Ibid., p. 30



adjustment and positive identification with others.<sup>82</sup>

Since many problems requiring counselling are emotional in origin, employees with an emotional imbalance can cause harm to their own interests as well as to those of the institution. Therefore, any manager, or supervisor, or employer will make use of effective counselling as one of the techniques to remedy the situation. The objective in such an instance will not only be to strive for a reasonable degree of emotional balance, but also to channel the employee's excess emotions :

" ... along constructive lines so that they will work together effectively."<sup>83</sup>

#### 6.4 COMMUNICATION

##### 6.4.1 VERTICAL AND HORIZONTAL COMMUNICATION<sup>84</sup>

Counselling is an experience that revolves almost totally around effective communication, which includes both verbal and non-verbal communication. Counselling therefore, aims for free and effective vertical communication, between the employee and manager on the one hand; and horizontal

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82. Shertzer and Stone, op. cit., p. 88

83. Werther and Davis, op. cit., p. 368

84. Ibid., p. 369

communication, between the employee and his colleagues on the other hand. Sound communication channels also gives both the manager or counsellor and the employee or counsellee the opportunity to interpret and obtain better insights to problems at the managerial and employee levels.

#### 6.4.2 COMMUNICATION FOR BETTER DECISION-MAKING

If effective counselling can promote healthy communication between employer and employee, then it will no doubt contribute towards :

" ... wise choices of the sort on which the person's later development depends."<sup>85</sup>

In a further comment Tyler points out that :

"Counselling should not be just for persons who are anxious, unhappy, or unable to cope with the circumstances of their lives."<sup>86</sup>

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85. Tyler, L.E. : The Work of the Counsellor (3rd ed.), Appleton-Century - Crofts, Inc., New York, 1969, p. 13

86. (i) Loc. cit.

(ii) The Word just, underlined by the writer.

## 6.5 ADVICE AND REASSURANCE<sup>87</sup>

Employees often need advice and guidance from managers or counsellors in order to guide them towards desired or projected courses of action. And, if they are periodically reassured that they are indeed following a suitable course of action, then they feel encouraged and confident. The net result of this feeling of reassurance is that they work purposefully towards the successful realisation of the set objectives.

## 6.6 CLARIFIED THINKING<sup>88</sup>

Sound counselling constitutes, inter alia, serious discussions of problem(s) between the employee and the counsellor. In such intimate discussions, the employee is helped to see his problems in proper perspective; and also to think more clearly and logically about these problems.

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87. Werther and Davis, op. cit. 369

88. Loc. cit.

## 6.7 REORIENTATION<sup>89</sup>

Counselling which is meaningful and objective-directed ought to change an employee's basic self through a change in goals and values. The intention is not only to reorient the individual's values and goals, but also to assist him in recognising and accepting his own limitations. It is only then that an employee can be assisted in setting realistic goals and targets in his particular occupation.

## 6.8 OVERVIEW

The discussion on the objectives of counselling certainly cannot pretend to be either an intensive or a comprehensive coverage of all the objectives of effective counselling. However, the major objectives that have been outlined, help to focus the employer's, or supervisor's, or manager's attention on certain fundamental issues.

Effective counselling of employees in the Public Service is not only a tool for the solution of employee-crisis; but rather, a total re-education programme which leads the employee, inter alia, to :

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89. Loc. cit.

- become more committed to himself and to the institution;
- invest more time and energy on his job; and
- take appropriate risks in reaching out for higher goals in his quest for self-development.

## 7. SUMMARY

Discussions in this chapter revolved basically around the locus and role of counselling in the Public Service; the theoretical foundations of counselling with regard to the areas where counselling is necessary; and some of the major objectives of counselling of employees in the Public Service. In the process it was also pointed out that counselling as an aid-giving, helping and supportive exercise is no new phenomenon. However, the employee's need for help in the present day and age is somewhat different and more complex in nature.

The discussion also highlighted that counselling, as a vital support function, is an integral element of public personnel management. Furthermore, as a significant support function, counselling permeates the other three functional activities of personnel provisioning, training and development and utilisation which together with the generic administrative and auxiliary functions, constitutes the total staffing functions of any institution. As such, counselling therefore affects the entire spectrum of personnel management. It is not only the employee at the lower level or the employee at the upper level who may be in need of counselling; supervisors, managers and even high ranking officials may need to be counselled from time to time.

The detailed definition of the term counselling underscored, inter alia,

- the central theme of this study that counselling is not only a problem solving tool;
- more importantly, it has the potential to develop employees and release their latent talents; and
- the highly complex nature of the counselling exercise, which calls for extreme understanding, patience, a careful analysis of the counsellee's needs, and the gradual leading of the individual to eventual self-help.

In discussing some of the areas where counselling is relevant, it became abundantly evident that counselling is an ongoing exercise. It cannot be relegated to an ad hoc position receiving only occasional attention.

The objectives of counselling revealed clearly, that the counselling encounter can be an exciting and rewarding one : One where the counsellor helps the counsellee to find himself, to understand his and the institution's goals and objectives, and then to set for himself higher challenges that will eventually lead to his growth and development.

In Chapter IV attention is given to the various methods of effective counselling of employees in the Public Service. Obstacles a counsellor may encounter are also treated. Some of the positive attributes and qualities that make for successful counsellors are indentified and discussed. Finally, the practice of counselling in the South African Public Service is briefly covered.



## CHAPTER FOUR

### FOCUS ON METHODS OF EFFECTIVE COUNSELLING OF EMPLOYEES, AND RELATED OBSTACLES IN THE PRACTICE THEREOF IN THE PUBLIC SERVICE

#### 1. INTRODUCTION

It is a generally accepted fact that counselling is only one of the ways in which people may be helped in the work place. Although it is not the answer to all human difficulties, frailties and work-related stress-syndromes, it can be an extremely productive exercise. The discussion thus far outlined some of the main areas where counselling is necessary, and also attempted to identify the major objectives of counselling in a work situation.

The present Chapter has as its central focus, an examination of the Methods of effective counselling in order to achieve the desired objectives of helping the employee to inter alia,

- overcome his problems;
- clarify his thinking;
- develop his potential fully; and

- realise his personal, as well as the institution's goals.

The discussion then focusses upon the positive attributes and qualities of a good counsellor ; followed by an exposition of possible obstacles that may be encountered in the counselling process. Thereafter, the remainder of the chapter aims to briefly survey the provisions for effective counselling in the Public Service.

## 2. METHODS OF COUNSELLING

There are many approaches and methods that different counsellors or helpers adopt when engaged in a helping exercise. However, for the purpose of this investigation, only some of the methods which are relevant and applicable to the growth and development of the employee in a work situation are selected for discussion.

### 2.1 CRISIS COUNSELLING VERSUS DEVELOPMENTAL COUNSELLING

As a helping exercise, counselling can either be a :

- response to a situation where the client experiences some form of crisis, hence crisis counselling; or
- carefully structured counsellor-counselee relationship under normal circumstances aimed at stimulating growth in the client, hence developmental counselling.<sup>1</sup>

#### 2.1.1 CRISIS COUNSELLING

In the past counselling was largely concerned with intervention by a superior officer or counsellor in order to help an

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 1. Scally, M. and Hopson, B. : A Model for Helping and Counseling : Indications for Training, in Cooper, C.L. : Psychology and Management : A Text for Managers and Trade Unions, Macmillan Press, London, 1981, pp. 284-286

individual with a problem which was disturbing him and adversely affecting his normal life-style, which in turn negatively influenced his work performance. The counselling programme was thus initiated either during the crisis situation, or after the individual had gone through with the traumatic experience.<sup>2</sup> Hypothetical examples of individuals in such crisis situations could be, inter alia, a :

- school teacher who is desperate and near to a total nervous breakdown because he is unable to establish and maintain the necessary discipline which is the prima donna of effective teaching;
- superintendent of education (subject adviser) who finds it increasingly difficult to relate to and co-operate with teachers, for whose growth, development and well-being he is responsible; or
- high-ranking public official who is simply overwhelmed with his added responsibilities in the Public Service and simply cannot provide the services expected of him or his department.

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2. Loc. cit.

Scally and Hopson<sup>3</sup> maintain that whilst it is a legitimate function of counselling to intervene in order to help the individual who is experiencing or has experienced the crisis-situation, crisis counselling will generate growth under pressure in a tense condition. The atmosphere and circumstances surrounding the affected individual are totally unhealthy for a sound counsellor-counsee interaction; neither will the individual be altogether amenable to the support programme that is proffered to him. As a result, the development of skills to cope with the problem on hand may be somewhat stunted by the trauma of the crisis-experience.

#### 2.1.2 DEVELOPMENTAL COUNSELLING

Current thinking on counselling is more radical and practical. Counselling is no more regarded only as a solver of the individual's problems. The individual's potentials are analysed and an appropriate counselling programme is structured in order to stimulate growth and development of sound skills. Moreover, the individual is made aware of his latent potentials and encouraged to strive towards the full realisation of his abilities.<sup>4</sup> An example of such a situation could be :

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3. Loc. cit.

4. Loc. cit.

- an extremely capable high-ranking public official who could, in fact, be promoted "out of turn"; but unfortunately his potential is not timeously recognised and accurately assessed by his superior owing to some human-relations problem.<sup>5</sup>

In such situations, Scallly and Hopson<sup>6</sup> maintain that it would be more effective if the supervisor embarks on a developmental counselling programme. The negative qualities are first positively neutralised, and thereafter the counselling programme is used as a stimulus to initiate growth and development in the client. They state further that it would be more positive if the counsellor can embark on a programme to educate the individual, so that he will be able to recognise the clues of oncoming crisis, and may be assisted to take full charge of the problem at the very outset.

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5. (i) In the Public Service employees are basically rated as :
- non-promoteable;
  - promoteable; and
  - promoteable out of turn.

If the employee is rated 75 and over, then he is "promoteable out of turn", meaning he may be promoted 2 levels above his existing level. [See also: Appendix 06]

- (ii) This example has been obtained during an interview with Mr. D. van der Merwe, Deputy Director, Personnel Evaluations, Commission for Administration, on 11 November 1988.

6. Scally and Hopson, op. cit., pp. 284-286

The case for a developmental approach to counselling is rapidly gaining momentum and greater recognition. According to Dugmore,<sup>7</sup>

"As individuals (supervisors) and organisations (institutions) we need 'to grow people'. By this I mean helping people achieve liberation from their prisons of unlived life, unused assets and wasted strengths. This is partly what is meant by the phrase, 'developing human resources'."

The success of developmental counselling does not rest only in identifying and pointing out the individual's innate talents to him. The growth and development process needs to be carefully nurtured and positively stimulated by the manager or supervisor. Only if the individuals are assisted in discovering and confirming the " ... potentials and insights that lies within themselves", can they have a "map against which they can trace their life's journey." In this way, developmental counselling boosts the individuals' morale and assists them to become aware of " ... the milestones and possible pitfalls ...", of their journeys into the future of their careers.<sup>8</sup>

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7. Dugmore, P. : "Let's talk to each other", Publico, Vol., 7, No. 5, 1987, p. 22

8. Loc. cit.

If successful, developmental counselling contributes in transforming an individual into a more confident, stronger, and a more reassured person. Such a stimulated person will not only give off his best in his present position, but will also be an asset to the institution's future growth.

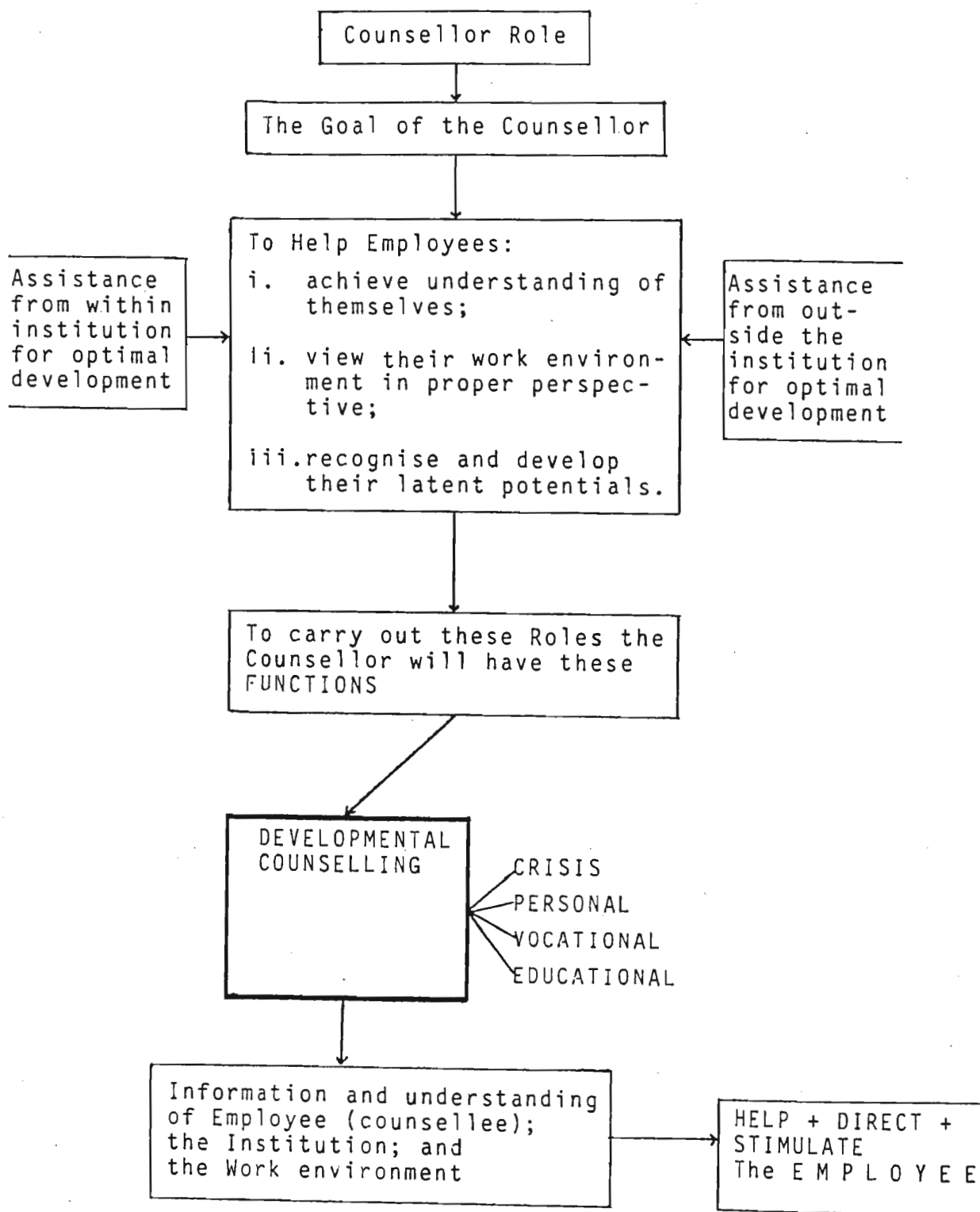
The role and functions of the counsellor in developmental counselling is illustrated in Figure 10.<sup>9</sup>

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9. Figure 10 : Adapted from, Farrah, A. : "Counsellor Role: A Graphic View", The School Counsellor, Vol. 13, 1966, pp. 224-225



FIGURE 10 : COUNSELLOR ROLE AND FUNCTIONS IN DEVELOPMENTAL COUNSELLING



2.1.3 MANAGERIAL AND PSYCHOLOGICAL FACTORS IN  
DEVELOPMENTAL COUNSELLING

The managerial and psychological factors probably rank as two of the most significant factors which influence the successful achievement of goals in any institution.

Boyce<sup>10</sup> argues that these two closely interrelated factors contribute significantly in convincing the employees that a "productivity drive is not mere exploitation." In reality, the recognition of these two factors in developmental counselling tantamount to a recognition of the employee's psychological needs<sup>11</sup> such as :

- emotions, aspirations and problems;
- achievements and dignity as a person;
- usefullness and responsibility in the work situation;  
and
- health, happiness and contentment.

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 10. Boyce, C.F. : "Production, Promotion and Control",  
SAIPA Journal for Public Administration,  
 Vol. 3, 1967, p. 115

11. Underlined by the writer

Following from this, Boyce<sup>12</sup> argues further that management cannot "buy" the morale of the employees. The supervisor needs to "earn the morale of his workers." Most well managed institutions normally enjoy a high morale as a result of their "executive effectiveness". In terms of this investigation, such effectiveness could be construed as positive and effective developmental counselling of their employees.

Yet another factor that is basic to successful developmental counselling is the quality of management.<sup>13</sup> If productivity in the Public Service is to be increased, Boyce<sup>14</sup> maintains that managers must, inter alia,

- be free to manage, and should not allow themselves to be crippled by poor or ineffective delegation;
- ensure efficient and effective communication with the employees;
- display progressive and optimistic attitudes; and more importantly

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12. Boyce, op. cit., p. 115

13. Underlined by the writer

14. Boyce, op. cit., p. 115

- "inspire and enthuse their personnel."

#### 2.1.4 JAPANESE PERSPECTIVE

It is appropriate to conclude the discussion on developmental counselling with a brief overview of the personnel policies in the Public Service in Japan. Sound human relations, rather than professional abilities form the core of the work unit in Japan's Public Service. Once recruited, the worker is exposed to ongoing training and development as well as a fully structured "career development programme". It is interesting to note that this programme is applied to rank-and-file employees in the Public Service and not only to the management personnel.<sup>15</sup>

As a result of the strong emphasis on the "development" of the employees, "performance values", states Bowman,<sup>16</sup> "permeates society and erode slowly." Alienation from their employment situation is also minimal because the Japanese Public Service clearly understands that the ultimate success of a nation rests with its ability "to develop the capacities of its people," and their human resources. The policy to develop the potentials of its employees is even

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15. Bowman, J.S. : "Japanese Management : Personnel Policies in the Public Sector", Public Personnel Management Journal, Vol. 13, 1984, pp. 197-215

16. Loc. cit.

today a "dominant ideology in labour management relations" and ranks as the potent source of high productivity in the Public Service.

Another researcher, Yoshino,<sup>17</sup> categorically states that only a very small percent of the workforce in Japan's Public Service is discharged. This state of affairs is largely attributable to the fact that the personnel department, who in the first place hired the employee, has to ensure that proper motivation is provided. Disciplinary and other punitive actions are the last resort, only when "behavioral problems arise."

## 2.2 INDIVIDUAL COUNSELLING

Since counselling is rooted in psychotherapy, it is obvious that the one-to-one relationship is the primary focus. Briefly stated, in this approach the client is assisted by the counsellor to diagnose and analyse his problems and decide on a possible solution to overcome the hindrance.<sup>18</sup> In the process of assisting his client, the counsellor may adopt either a low-direction, high direction, or a co-operative counselling approach.<sup>19</sup>

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17. Yoshino, M.Y. : Japan's Managerial System : Tradition and Innovation, in Bowman : "Japanese Management : Personnel Policies in the Public Sector", op. cit., p. 218

18. Scally and Hopson, op. cit., pp. 284-286

19. Infra., Chapter IV, No. 2.3

The cornerstone of successful individual counselling is, inter alia, when the counsellee :

- feels secure in the company of his "counsellor's social influence";
- is convinced that his counsellor has a positive reputation and will not manipulate him;
- views the counsellor as an authentic, credible and trustworthy person with "interpersonal attractiveness";<sup>20</sup> and
- looks up to his helper in order to be educated by his enriched background, " ... prior accomplishments, or theoretical or philosophical orientation."<sup>21</sup>

At this juncture it is interesting to note that individual counselling has certain definite advantages over group therapy. For example, a properly structured individual counselling session,

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 20. Littrell, J.M., et. al. : "Counselor's Reputation : An Important Precounselling Variable for Adolescents", Journal of Counseling Psychology, Vol. 34, 1987, pp. 228-231

21. Corrigan, D., et. al.: "Counseling as a social influence process : A Review", Journal of Counseling Psychology, Vol. 27, 1980, p. 397

- allows the counsellor and the counsellor to lower their defences;
- develops a long and trusting relationship between the client and helper; and
- allows the individual the opportunity for maximum personal contact with his counsellor.<sup>22</sup>

The discussion that follows, focusses briefly on the cognitively and affectively oriented counselling approaches, which represent the two broad classifications of individual counselling. However, since the central theme of this investigation is the promotion of effective or developmental counselling of employees in the Public Service, only the practical aspects of some of the more relevant viewpoints are discussed.

#### 2.2.1 COGNITIVELY ORIENTED COUNSELLING APPROACHES

##### 2.2.1.1 TRAIT AND FACTOR VIEWPOINT

In this viewpoint the counsellor actively influences the

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22. Scally and Hopson, op. cit., pp. 284-286

development of the individual. According to Williamson,<sup>23</sup> the individual's desire "to become" includes both the self destructive anti-social forms as well as positive development. The counsellor thus makes use of externally obtained diagnostic data and aims at getting the individual to firstly understand himself and think more clearly; thereafter he tactfully influences the direction of the individual's development.

The basis of this viewpoint lies in the fact that the counsellor is more mature and senior, and also possesses a greater degree of special skills. This distinct advantage casts him in the mould of a teacher who leads his charges to, inter alia,

- learn more about themselves and their environment;  
and
- achieve a more productive life.<sup>24</sup>

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23. Williamson, E.G. : "Some Issues Underlying Counseling Theory and Practice", in Dugan, W.E. (ed.) : Counseling Points of View, University of Minnesota Press, Minneapolis, 1959, p. 3

24. Ibid., p. 10



2.2.1.2 RATIONAL-EMOTIVE VIEWPOINT

The main thrust of the counsellor's task in this viewpoint is to point out to the emotionally unsettled individuals, that their problems are largely as a result of "distorted perceptions" and "illogical thinking". More importantly, he then convinces the individuals that there are simple methods of correcting these irregularities in order to solve their problems.<sup>25</sup>

The underlying objective in rational-emotive counselling is to gain the counsellee's complete trust and confidence. By using various supportive techniques in order to achieve this objective, the counsellor makes a determined effort to, inter alia,

- get the individual to think more positively; and
- engage in some form of activity that will help negate "the nonsense he believes in."<sup>26</sup>

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 25. Ellis, A. : Reason and Emotion in Psychotherapy, Lyle Stuart, New York, 1967, p. 36

26. Ibid., p. 95

2.2.1.3 BEHAVIOURAL COUNSELLING VIEWPOINT

The exponents of this viewpoint visualise counselling as a learning process with the prime objective of correcting the behaviour of the counsellee. Whilst conceding that certain behavioural problems are caused by some diseases, Krumboltz<sup>27</sup> refutes the argument that all behavioural defects can be ascribed to diseases.

Some of the major advantages of the behavioural viewpoint of counselling are, inter alia, that :

- the counselling session is seen as an educational exercise;
- specific goals can be clearly defined; and
- the counsellee can be assisted in reaching these goals.<sup>28</sup>

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27. Krumboltz, I.D. : Revolution in Counseling, Houghton Mifflin Company, Boston, 1966, p.7

28. Loc. cit.

## 2.2.2 AFFECTIVELY ORIENTED COUNSELLING APPROACHES

### 2.2.2.1 CLIENT-CENTRED COUNSELLING VIEWPOINT

The individual and not his problems, is the focus of attention in the client-centred counselling session. He is made to feel secure in the company of his helper and accepts freely the positive guidance proffered to him. Having achieved mutual trust and confidence, the helper then leads his client on to accept himself and recognise the value of others. He also attempts to focus the individual's attention on his potentials so that he may once again become a more freely functioning person.<sup>29</sup>

In an interesting study undertaken by Marx and Gelso,<sup>30</sup> regarding the termination of individual counselling in a client-centred approach, they found that if the counselling sessions were fruitful and achieved the desired objectives, the counsellees :

- were most satisfied with the termination process;
- displayed positive reactions to ending the counselling

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 29. Rogers, C.R. : On Becoming a Person, Houghton Mifflin Company, Boston, 1961, pp. 187-190

30. Marx, I.A. and Gelso, C.J. : "Termination of Individual Counseling in a University Counseling Centre", Journal of Counseling Psychology, Vol. 34, 1987, pp. 3-8

sessions; and

- looked forward to discussing future plans and possible additional counselling.

#### 2.2.2.2 EXISTENTIAL COUNSELLING VIEWPOINT

This viewpoint suggests that existential counselling is aimed at an individual who feels somewhat removed from the world he is living in. Thus the counsellor who adopts this approach, offers solution to the individual, not in terms of his past, but rather in terms of his present world. Honesty on the part of the counsellor plays an extremely important role in this approach. The counsellee is tacitly urged to follow the good example of his helper and to gradually assume full responsibility for his growth and self-development.<sup>31</sup>

#### 2.2.2.3 GESTALT COUNSELLING VIEWPOINT

The central target of Gestalt counselling is to enlighten the individual that he is an independent being who does not need to depend upon others. Subsequently the entire counselling session revolves around helping the individual to make the vital transition : a move that will unshackle him

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31. Shertzer and Stone, op. cit., pp. 227-228

of the support of things around him to total self-support. And this, according to the followers of the Gestalt counselling viewpoint is, " ... the highest state a human being can achieve."<sup>32</sup>

Perls,<sup>33</sup> the originator of Gestalt counselling, summarises the core objectives of this viewpoint as helping the individual in his,

- growth process;
- attempt to develop his human potentials; and
- journey to become a more responsible and independent person.

The foregoing discussion provides only a brief psychological background to the cognitively and affectively oriented counselling approaches. It does, however, serve as an appropriate launching pad for a detailed discussion of the more popularly utilised human relations methods of counselling employees.

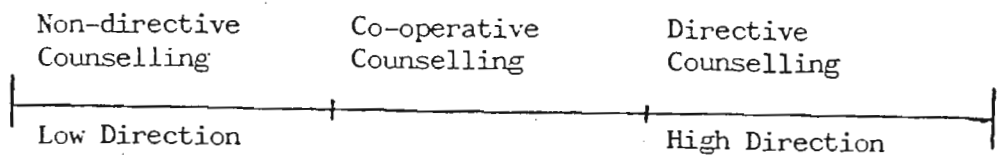
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32. Perls, F.S. : Gestalt Therapy Verbatim, Bantam Books, New York, 1971, p. 40

33. Ibid., p. 28

### 2.3 DIRECTIVE, NON-DIRECTIVE AND CO-OPERATIVE COUNSELLING

Werther and Davis<sup>34</sup> view counselling of employees as a process of giving direction. This structured help or direction may vary between "full direction, i.e. directive counselling", and "no direction, i.e. non-directive counselling." Between these two extremes, they identify the "co-operative counselling" approach. Represented on a straight line graph, the three "counselling types" appear as in Figure 11.

FIGURE 11 : COUNSELLING TYPES IN RELATION TO AMOUNT OF DIRECTION PROVIDED TO EMPLOYEES



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 34. Werther, B.W. (Jr.) and Davis, K. : Personnel Management Human Resources, Mc Graw-Hill Book Company, New York, 1981, p. 369

Individual assistance in the employment situation, states Yoder, et. al.,<sup>35</sup> involves what is basically known as a counselling procedure. In some institutions counselling is the responsibility of professional counsellors. In other institutions the counselling function is performed by members of the industrial relations staff. However, the most common procedure is where the superiors who are responsible for a group of employees are entrusted with this vital support function.

Regardless of who provides the counselling service, in the early stages of the helping session, the procedure ought to encourage free counsellee participation. In the process of talking about his problems, the counsellee is able to recognise his problems and is merely helped along to eventually help himself. This, according to Yoder, et. al.,<sup>36</sup> is non-directive counselling.

Yet another significant viewpoint regarding the directive and non-directive approaches to helping employees is that

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35. Yoder, D., et. al. : Handbook of Personnel Management and Labour Relations, Mc Graw-Hill Book Company, Inc., New York, 1958, p. 10.38

36. Ibid., 10.39

of Haimann and Hilgert.<sup>37</sup> They argue that over time every supervisor learns of the numerous types of interviews that develop between him and the employees under his charge. Such interviews could include, inter alia, those connected to the hiring-, appraisal-, complaints-, grievances-, disciplining-, and discharging-situations. However, the interviews of interest to this discussion are those where the supervisor deliberately engages in counselling the employees as to their abilities, their difficulties and their strengths; as well as those in which the "many unique problem situations" are attended to. By and large, all of these supervisor-employee relationships, according to Haimann and Hilgert, "can be grouped into two basic kinds of interviews - directive and non-directive."

### 2.3.1 DIRECTIVE COUNSELLING

The process of directive counselling aims at listening to the employee's emotional problems, deciding with him what action should be taken and then motivating the employee to carry out the suggested help programme. Much of the counselling in this process is dependent on the "advice" that a supervisor proffers to an employee : something which

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37. Haimann, T. and Hilgert, R. L. : Supervision : Concepts and Practices of Management, South Western Publishing Company, Cincinnati, 1977, p. 205



Werther and Davis<sup>38</sup> state, most counsellors like best, because it is easy. Notwithstanding some of the advantages of directive counselling such as "emotional release", "reassurance", "communication", and to a lesser extent, "clarified thinking", it seldom succeeds in reorientating and developing the employee.

Viewed against this background, Werther and Davis<sup>39</sup> express doubts with regard to its effectiveness, and pose, inter alia, the following probing questions :

- "Is directive counselling effective?
- Does the counsellor (supervisor) really understand the employee's problem?
- Does the supervisor (possess adequate and appropriate) knowledge and judgement to make the "right decisions"? and
- Even if the decision (counselling) is right, will the employee follow it?"<sup>40</sup>

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38. Werther and Davis, op. cit., pp. 369-370

39. Loc. cit.

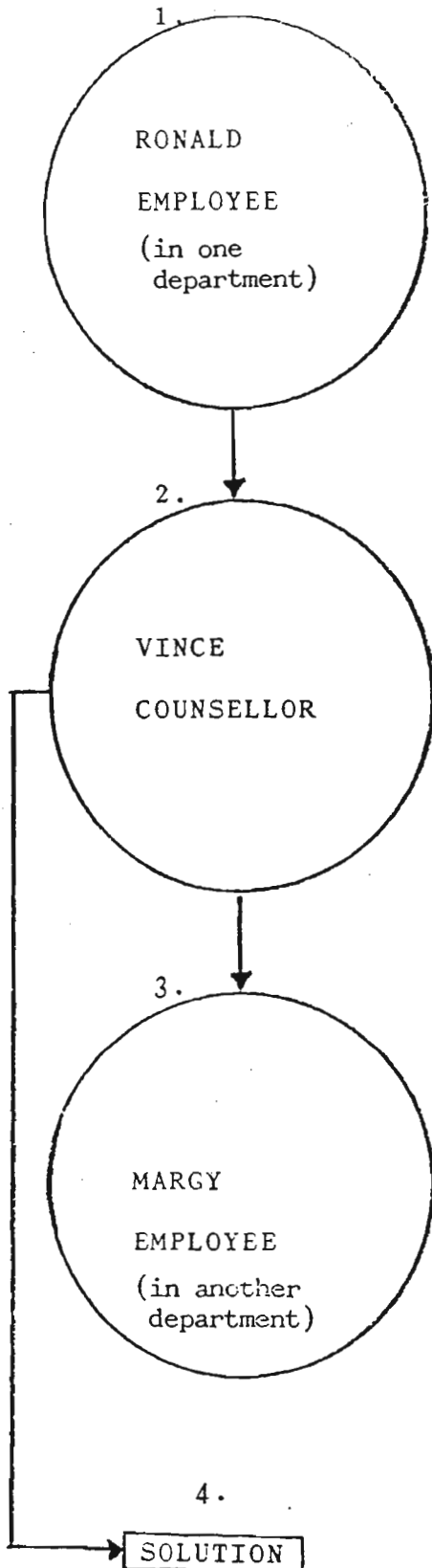
40. Loc. cit.

However, the authors do concede that there are instances when employees welcome guidance and advice which leads to solving some of their problems. They illustrate such a situation with an example, which is summarised in an anotated form in Figure 12.<sup>41</sup>

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41. Figure 12 : Adapted from the example cited in Ibid., p. 370

FIGURE 12 : DIRECTIVE COUNSELLING - A WAY  
TO CONFLICT RESOLUTION OF EMPLOYEES



1. Ronald has a conflict with Margy. His work performance led to reduced incentive earnings.

2. Vince listens, gives Ronald some insight into interdepartmental difficulties. Also offers to look into the matter.

3. Margy did not understand the initial instructions : therefore, the delivery delay.

4. Instructions were restructure Ronald and Margy are pleased. Conflict is resolved.

In an earlier work, Davis states that both the giving of advice and reassuring of employees via the directive counselling approach may only be worthwhile,

" ... if the counsellors give the employee more courage to take a workable course of action that he (the counsellor) has already decided is best."<sup>42</sup>

Directive counselling also requires the supervisor to first elicit information from the employee about the problem. After determining what he (the supervisor) thinks is the cause of the problem, he may suggest one or more solutions. However, he will have to guide the employee to select the option

" ... that appears to be the most readily workable."<sup>43</sup>

A cautionary remark from Lorentzen,<sup>44</sup> serves as an appropriate conclusion to the discussion on directive counselling. In the light of a practical example, he warns that a situation must not be allowed to develop where the employee,

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42. Davis, K. : Human Relations at Work : The Dynamics of Organizational Behavior (3rd. ed.), Mc Graw-Hill Book Company, New York, 1967, p. 359

43. Gillespie, K.R. : Creative Supervision, Harcourt Brace Jovanovich, Inc., New York, 1981, p. 258

44. Lorentzen, J.F. : The Manager's Personnel Problem Solver : A Handbook of Creative Solutions to Human Relations Problems in Your Organization, Prentice-Hall, Inc., Englewood Cliffs, 1980, p. 164

- does not realise he is being counselled;
- gets the impression that the advice-session is, in fact, an evaluation of his performance; or
- misunderstands the supervisor's role and feels that he is being forcibly manipulated.

### 2.3.2 NON-DIRECTIVE COUNSELLING

The non-directive approach to counselling stands in direct contrast to the directive approach. In non-directive counselling sessions the subordinate is allowed to dominate the talking, whilst the supervisor or the counsellor does the listening. The atmosphere created, encourages the employee to articulate freely so that he might be helped in getting a better insight into his problems. As the insight develops, the employee is gradually led to "recognize the need for change". In fact, the whole procedure in a non-directive approach is "democratic in character rather than authoritarian."<sup>45</sup>

Emphasising skilful and patient listening on the part of the counsellor, Werther and Davis<sup>46</sup> state that the practical

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 45. Riegel, J.W. : Executive Development, Ann Arbor, University of Michigan press, 1952, p. 335.  
Compare also : Haimann and Hilgert, op. cit., pp. 206-207

46. Werther and Davis, op. cit., p. 370

side of non-directive counselling lies in encouraging the employee to explain the problems that are bothering him. The counsellor tries to understand the cause of these problems without attempting to pronounce any judgement, or offer any advice. Hence, the non-directive counselling process is basically "client-centred".

Besides dealing with the problem on hand and achieving the basic objectives<sup>47</sup> of counselling, the unique advantage of the non-directive approach is its ability to help and encourage the employee's re-orientation. The process also emphasizes the employee's attempt to bring about a change in himself<sup>48</sup> so that he obtains a clearer insight into, inter alia, his full potential.<sup>49</sup>

The following example, as reflected in Figure 13, is cited in support of the non-directive counselling process.<sup>50</sup>

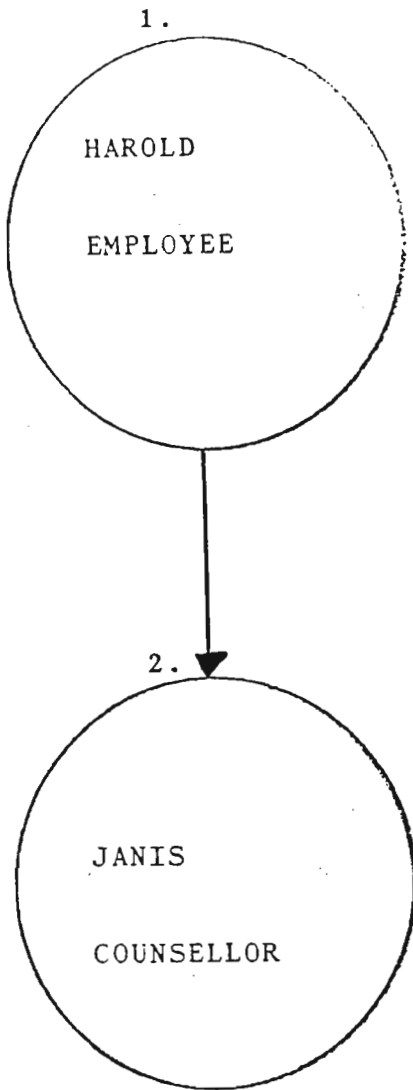
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47. Supra., Chapter III, No. 6

48. NB : The notion that an individual is held responsible for his own change may appear at variance with the principle that it is part of the manager's or supervisor's responsibility to develop his subordinates. However, these counsellors, like professional psychologists, do not actually develop people. Yes, they serve as catalysts in the process where the individual employee is assisted in developing himself.

49. Werther and Davis, op. cit., p. 370

50. Figure 13 : Adapted from the example cited in, Loc. cit.

FIGURE 13 : NON-DIRECTIVE COUNSELLING -  
A WAY TO CLEAR INSIGHTS



1. Harold has a problem - approaches Janis, the Counsellor.

- explains his negative feelings;
- grows emotionally;
- gains clearer insight into his problems;
- sees a possible solution;
- feels a decreasing need for help; and
- gains insight into his innate capabilities.

2. Janis defines their relationship.

- helps Harold to understand his problems;
- encourages free explanation of his inner feelings;
- listens without blame or praise;
- oversees Harold solve his own problems.

Another significant view of non-directive counselling is where the counsellor is seen as both a listener, as well as a person, who like a mirror, only reflects selected feelings. The counsellor listens selectively,<sup>51</sup> paying particular attention to the employee's feelings. He tries to analyse what the employee means, rather than the words he uses to express it.<sup>52</sup>

The counsellor responds silently to what he listens by allowing the factual contents to pass. However, his verbal reactions are directed to the employee's feelings. This, he does by summarising and restating the feelings as depicted in Figure 14.<sup>53</sup>

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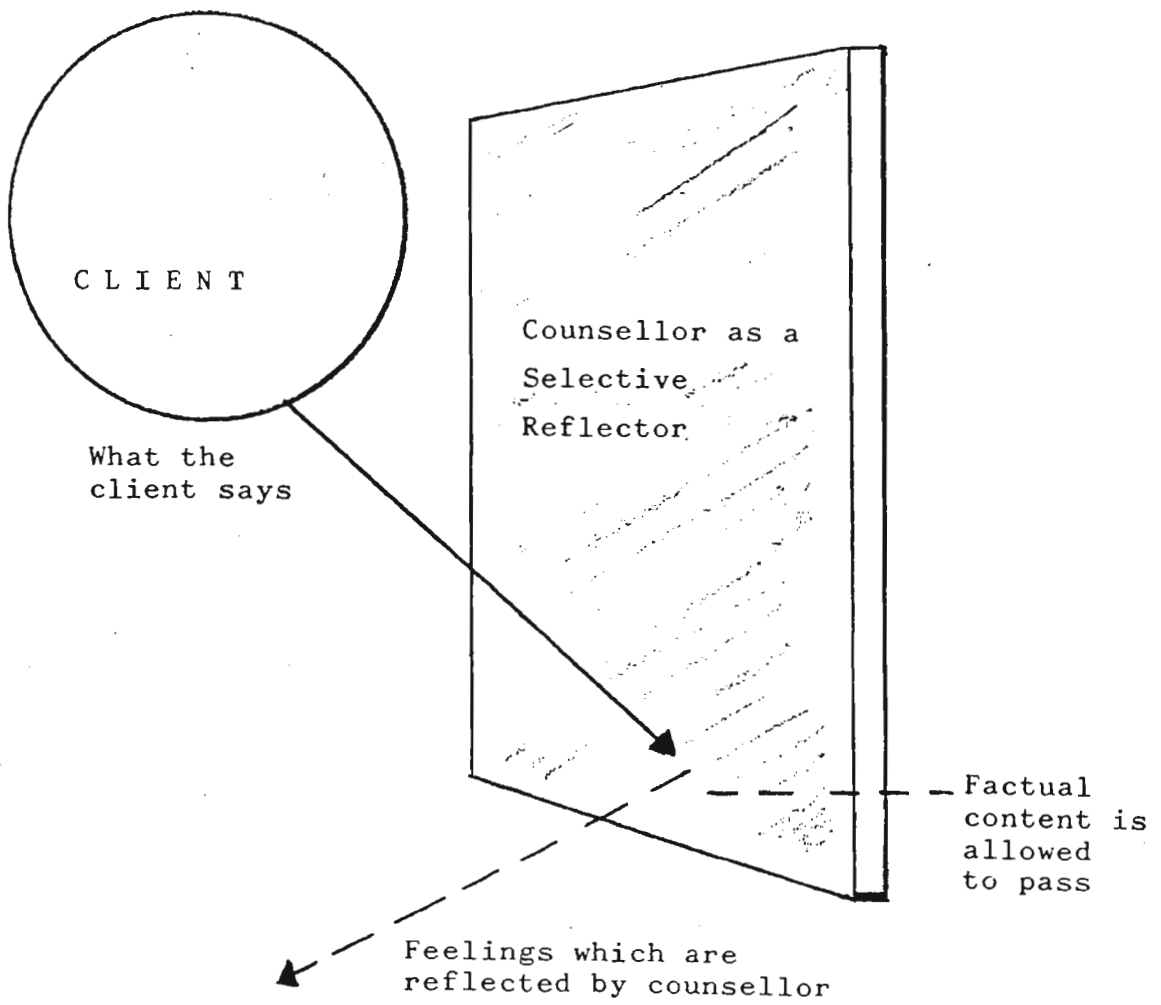
51. For a detailed definition of selective listening, compare: Maier, N.R.F. : Psychology in Industry, (3rd. ed.), George, G. Harrap and Co. Ltd., London, 1965, p. 656

52. Ibid., pp. 656-657

53. Figure 14 : Adapted from, Ibid., p. 657



FIGURE 14 : COUNSELLOR AS A SELECTIVE MIRROR



If counselling, and particularly non-directive counselling, is to succeed then the counsellor needs to be carefully matched with the counsellee. This view is supported by various scientific research findings. For example,

- according to Watkins and Terrel,<sup>54</sup> black clients in the U.S.A. who are distrustful of whites may have lower expectations when assigned to white counsellors, than black clients who are trustful of whites, or black clients who are assigned to black counsellors;
- Bernstein and Hofman<sup>55</sup> have identified that different counsellees have their own preferences regarding the gender of the counsellor who is assigned to help them with their problems; and
- Kiesler and Goldston<sup>56</sup> point out that interpersonal compatibility or client-therapist complementarity also plays a significant role by making the client feel either

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 54. Watkins, C.E. and Terrel, F. : "Mistrust Level and its effect on Counseling Expectations in Black Client-White Counselor Relationships : An Analogue Study", Journal of Counseling Psychology, Vol. 35, 1988, p. 194

55. Bernstein, B.L. and Hofman, B. : "Preferences for Counselor Gender", Journal of Counseling Psychology, Vol. 34, 1987, pp. 20-25

56. Kiesler, D.J. and Goldston, C.S. : "Client-Therapist Complementarity : An Analysis of the Gloria Films", Journal of Counseling Psychology, Vol. 35, 1988, pp. 127-132

comfortable or uncomfortable in the company of a particular counsellor.

Regardless of who the counsellor is, Gillespie<sup>57</sup> warns that non-directive counselling will only achieve the desired objectives if the subordinate :

- readily recognises that he needs to change;
- is self-motivated to modify his non-productive behaviour;
- and
- displays keenness to work hard in order to realise his full potential.

### 2.3.3 CO-OPERATIVE COUNSELLING

The widespread popularity of pure non-directive counselling by employees is slowly losing favour because of the exorbitant cost factor and other limitations. Directive counselling is also losing its appeal because it does not adequately answer to the complexities of modern day counselling. As a result, modern managers and supervisors practice an approach that appears to be a fine blend between these two extremes. Since

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57. Gillespie, op. cit., pp. 259-260

the integrated approach is neither wholly client-centred or counsellor-centred, it is called co-operative counselling. Both participants engage in a meaningful exchange of their different knowledge, perspectives and values related to the problem on hand and mutually set up conditions that will lead to a remedy.<sup>58</sup>

Du Brin<sup>59</sup> , perceives co-operative counselling as a role played by a superior in "coaching" his subordinates in an employment situation. He argues that counselling is also involved in the "coaching" process, if the learning goes beyond the acquisition of technical knowledge and skills, then behavioural changes take place. More practically, this type of counselling may be described as :

" ... a way of talking to people (employees) to enhance the chance of achieving mutual goals and generating within subordinates a greater desire to take responsibility for their own growth and their own performance."<sup>60</sup>

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58. Davis, op. cit., pp. 361-362

59. Du Brin, A.J. : The Practice of Managerial Psychology: Concepts and Methods for Manager and Organisation Development, Pergamon Press Inc., New York, 1972, pp. 98-101

60. Flory, C.D. : "Managing through Insight", quoted in Du Brin, op. cit., pp. 98-99

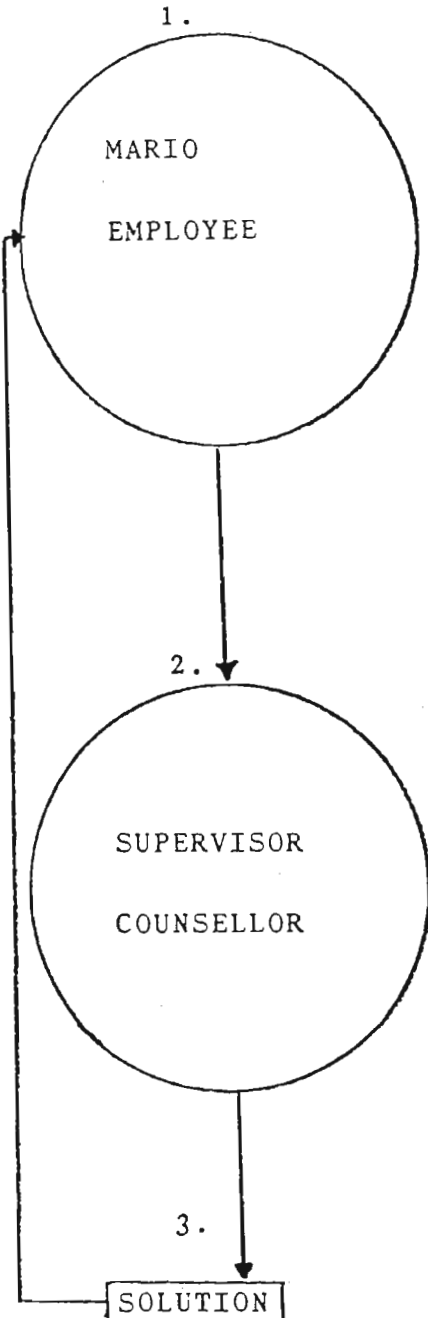
As a precondition for the success of the "superior-subordinate-coaching" approach, Du Brin<sup>61</sup> underlines the acquisition of effective counselling skills, if the manager is to capitalise fully upon the opportunities for developing his subordinates. He also states that the subordinate must be allowed the freedom to express his feelings, and identify fully with his superior if the desired "psychological growth" is to be achieved.

The practical example cited by Werther and Davis, as illustrated in Figure 15,<sup>62</sup> serves as an appropriate conclusion to the discussion on co-operative counselling.

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61. Du Brin, op. cit., p. 99

62. Figure 15: Adapted from the example cited in, Werther and Davis, op. cit., p. 371

FIGURE 15 : CO-OPERATIVE COUNSELLING -

A WAY TO EMPLOYEE GROWTH

1. Mario experiences problems of insecurity, approaches the supervisor.

2. Supervisor enters the counselling encounter, but :

- does not advise, i.e. directive counselling;
- does not only listen, i.e. non-directive counselling; instead he :
- listens; • offers suggestions
- and reassures Mario, i.e. he follows a co-operative approach

3. As a result of tacit assistance, Mario :

- develops clarity in thinking;
- gains clear insight;
- recognises his potential;
- works out a course of action, with supervisor's help; and
- grows to be an asset to the institution.

## 2.4 GROUP COUNSELLING

The group method of counselling involves one or more counsellors who work with a number of individuals simultaneously. The basic objectives of group counselling are similar to that of the various individual approaches that have been discussed earlier in this chapter. For group counselling to be successful, the counsellor needs to firstly,

- understand group dynamics;
- know what is group interaction and group cohesiveness;  
and
- possess the necessary skills to manage group conflicts,  
if and when they arise.

### 2.4.1 GROUP DYNAMICS

The counsellor who works with a group needs to know that he is the leader of the group, and as such he may influence them to achieve specific group objectives. This will be the traditional authoritarian or directive approach. The emphasis will not only be on the tasks that need to be completed, but also on the precise method to be followed. On the other hand he may influence the group members to share the leadership or counselling responsibilities with him. This

will be the more democratic or non-directive approach,  
 " ... which stresses the concern for sound human  
 relationships."<sup>63</sup>

Likert<sup>64</sup> on the other hand states that a supervisor,  
 who is a "high producing supervisor",<sup>65</sup> will adopt a  
 middle approach. He will make it clear to his subordinates  
 what the objectives are and exactly what needs to be  
 accomplished. Thereafter, the group is allowed the freedom  
 to accomplish the task at hand.

#### 2.4.2 GROUP INTERACTION AND COHESIVENESS

Group interaction and cohesiveness depend to a large  
 extent upon the morale of the group. When the individual  
 employees in a group have few frustrations, they are said to  
 have a high morale. Characteristics of such a group is its  
 strong solidarity and fervour to work together in order to  
 achieve group goals.<sup>66</sup>

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 63. Hersey, P. and Blanchard, K. : Management of Organizational Behavior : Utilizing Human Resources, (4th ed.), Prentice-Hall, Inc., Englewood Cliffs, 1982, pp. 85-86

64. Likert, R. : New Patterns of Management, Mc Graw-Hill Book Company, New York, 1961, p. 9

65. For a definition of a "high producing supervisor", see, Likert, op. cit., p. 7

66. Yoder, et. al., op. cit., p. 14.4



Any counsellor following a group counselling approach, needs to ensure sound group cohesiveness. He may, according to Wexley and Yukl,<sup>67</sup> form groups composed of persons who appear to have same attitudes, cultural background, interests and values. In order to ensure lasting cohesiveness, healthy informal relationships and opportunities for close interaction, the counsellor also needs to restrict the size of the groups to between five and eight. For group counselling to achieve the desired objectives, conditions creating conflict of interest within a group need to be carefully identified and isolated.

#### 2.4.3 MANAGING GROUP CONFLICTS

Within and between groups, conflicts are likely to occur. Whilst the causes of such conflicts may be many and varied, an effective counsellor or manager dealing with group conflicts needs to be calm. He needs to also know that not all conflicts are destructive. Those conflicts which are not of a very serious nature can, in fact, be used to the advantage of the institution. All that is expected of him as a counsellor, is to prevent the wastage of the energies of his subordinates and to harness it for a more successful

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 67. Wexley, K.N. and Yukl, G.A. : Organizational Behavior and Personnel Psychology, Richard D. Irwin, Inc., Homewood, 1977, pp. 136-137  
See also : Litterer, J.A. : The Analysis of Organisations, Wiley, New York, 1965, pp. 91-101

realisation of the group's goals.<sup>68</sup>

According to Heyel<sup>69</sup>, supervisors, counsellors or managers who manage groups must at all times encourage free participation by its members. As the participation increases, and if it is oriented towards problem-solving, the quality of decisions and solutions arrived at will improve. Even the minority viewpoints have to be carefully considered. Potential group conflicts can be quickly turned to the advantage of the group by calling for and encouraging open communication of personal feelings, attitudes, ideas and approaches.

#### 2.4.4 PEER SUPPORT

Viewed as a whole, group counselling depends almost wholly upon healthy teamwork. An alert counsellor will endeavour to create a healthy and enthusiastic team spirit by creating a

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68. Holley, W.H. and Jennings, K.M. : Personnel Management: Functions and Issues, Dryden Press, Chicago, 1983, p. 68  
See also : Townsend, R. : Up the Organization, A.A. Knopf, New York, 1970, p. 39

69. Heyel, C. : The VNR Concise Guide to Human Resources Development, Van Nostrand Reinhold Comp., New York, 1980, p. 61

supportive environment during counselling sessions.<sup>70</sup> In sound group counselling, Gazda<sup>71</sup> maintains that the counsellor can also exploit fully the possibility where individuals not only receive assistance, but actually help in helping fellow group members. Individual members learn and/or unlearn certain goals and values by observing fellow group members. Hence, group counselling is sometimes also referred to as "multiple counselling", because the participants have a therapeutic effect upon one another.

## 2.5 OVERVIEW

Whatever the method a counsellor selects, the significant issue is that it must achieve the desired objective of helping the employee to, inter alia,

- attain emotional equilibrium;
- increase his level of performance at work; and
- realise his full potential and develop himself into an asset to the institution.

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70. Davis, op. cit., p. 355

71. Gazda, M.G. : Group Counselling : A Developmental Approach, Allyn and Bacon, Inc., Boston, 1971, p.8

Employee feelings, problems, poor performance and their aspirations cannot be ignored. They are situational facts and need to be cautiously analysed, understood and managed via the most appropriate method. An atmosphere of mutual respect, dignity and decorum is a useful element in such a helping session. At this stage, it is also important to stress that most employees value confidentiality of the information shared with their counsellors. They also want to be informed about any exceptions that counsellors may want to make. Viewed from this perspective, it is imperative that the counsellor build into the method he selects, an item which will ascertain the individual's preferences and anticipations regarding the confidentiality of the helping session and the information shared between them.<sup>72</sup>

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 72. For a detailed discussion regarding the confidentiality of the information obtained during counselling sessions, compare:

Van de Creek, L., et. al. : "Client Anticipation and Preferences for Confidentiality of Records," Journal of Counseling Psychology, Vol. 34, 1987, pp. 62-67

### 3. COUNSELLORS AND THEIR POSITIVE CHARACTERISTICS

In a strict sense all normal human beings are potential helpers in some circumstances. However, at the same time they are also candidates who may require assistance for remediation of some of their own problems.

#### 3.1 WHO ARE COUNSELLORS OR HELPERS<sup>73</sup>

For convenience, Cooper<sup>74</sup> divides the helpers into three broad groups. Helpers who constitute these groups, range from the professionally qualified to the general helper.

##### 3.1.1 PROFESSIONAL, PARA-PROFESSIONAL AND GENERAL HELPERS

- Professional helpers : These are people whose full time occupation is geared towards assisting others in a variety of ways. Usually these are trained and fully qualified personnel such as social workers, doctors, school teachers, school counsellors, nurses, lawyers, psychologists and more particularly counselling psychologists who receive in depth training in the art of psychotherapy and professional counselling.

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 73. NB : The terms "helpers" and "counsellors" are interchangeably used because they are synonymous. The act of 'helping' is inherent in the act of 'counselling', and visé versa.

74. Cooper, op. cit., p. 271

- Para-professional helpers : This group also comprises people who have a clearly defined counselling role. However, that is not their major task and they engage in counselling activities only as a supplementary duty. Some of the people who constitute this group may include, inter alia, marriage guidance counsellors, priests, youth workers, managers and supervisors of institutions and even policemen. It is also quite possible that these people may have received some type of short in-service training in counselling.
  
- Helpers in general : These are people who do not have counselling as a defined role function. It is only because of their occupation, social station in life or because of their commitment that they render help and counselling service. It is also unlikely that people who belong to this group may have received any special training in counselling skills. Examples of this group include, inter alia, family members, friends, community leaders, relatives and other well-wishers.

### 3.1.2 SUPERVISORS AS HELPERS

In answering the question "who will do the counselling?",

Davis<sup>75</sup> states that in the first instance, counselling responsibilities in an employment situation rests with the direct supervisor. He is closest to the work situation and the employees, therefore, he will be better able to deal with employee-problems. He is also more familiar with the employee-potentials and thus will be in a better position to map out their future progress and growth in the institution. It is, however, important that he recognises quickly any area which he will be unable to manage and seeks appropriate professional assistance. The example of an employee suffering from the ill-effects of excessive drinking is a case in point.

Whilst counselling generally corrects problems, an inept counsellor, states Davis,<sup>76</sup> can actually aggravate the employee's crisis. In some cases it is also possible that the supervisor himself may be the obstacle and the employee will only discuss his problems with someone else. Because of such limitations, there is a school of thought which believes that supervisory counselling activities should be avoided. However, in the case of supervisors who have the necessary "leadership abilities",<sup>77</sup> and since they are the

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75. Davis, op. cit., p. 363

76. Ibid., pp. 363-364

77. NB : A detailed definition of support-oriented "leadership abilities", is to be found in : Hersey and Blanchard, op. cit., p. 82

base and strength of employee assistance and guidance, Davis argues that "employee counselling of normal people with normal adjustment problems", is best left to the supervisor. Only the more serious cases of psychoses should be left to a specialised psychologist or even to a psychiatrist.

### 3.1.3 SUPERVISORS AND PROFESSIONALS AS HELPERS

According to Yoder, et. al.,<sup>78</sup> in smaller institutions, the personnel director or one of his assistants should serve as "part-time counsellors". However, they should quickly recognise cases needing expert assistance and refer them to qualified specialists. In order to ensure continued mental well-being, the authors believe that these institutions would be better off employing part-time qualified specialists; in the same way as they employ part-time physicians to see to the physical well-being of their employees.

In larger institutions, it is suggested that a specialist counselling staff be employed. The team could be led by a full-time clinical psychologist or a psychiatrist.<sup>79</sup>

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78. Yoder, et.al., op. cit., p. 21.3

79. Loc. cit.



### 3.2 BASIC QUALITIES OF GOOD COUNSELLORS OR HELPERS

To be successful and productive, the counselling exercise is dependent upon numerous factors. One such factor is the positive qualities, reputation and general good conduct of the helper. If the counselling encounter turns sour, it will not help the counsellee in his moment of need. Current research findings therefore, stress that the greater the appeal of the counsellor's positive qualities, the greater the influence it will have on the counsellee's perception of his helper's credibility; and eventually lead to a more favourable result emanating from the counselling sessions.<sup>80</sup>

#### 3.2.1 POSITIVE REGARD, CONGRUENCE AND GENUINENESS

According to Truax,<sup>81</sup> the following are some of the characteristics that a good counsellor ought to display in order to ensure his credibility :

- Unconditional positive regard : He should never distinguish between clients. Any person who seeks help from him, must

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80. Atkinson, D.R. and Carskadden, G. : "A prestigious introduction, psychological jargon, and perceived counselor credibility," Journal of Counseling Psychology, Vol. 22, 1975, pp. 180-186

81. Truax, C.B. : "Effective Ingredients in Psychotherapy : An Approach to Unravelling the Patient-Therapist Interaction", Journal of Counseling Psychology, Vol. 10, 1963, pp. 256-263

be accepted, regardless of who he is, or what he says.

- Congruence : If the helper sincerely wishes to help his client, he must feel with the client. His behaviour and conduct towards the counsellee should, at all times, be open and consistent.
- Genuineness : To be successful in his efforts, the helper must believe in and be true to his cause. Sincerity, devotedness and honesty, without any facades, are invaluable ingredients for success.
- Empathy : The counsellor should lead the counsellee to believe that he understands and perceives his (the counsellee's) world as he is experiencing it. However, the helper needs to be cautious not to become personally involved in the intrigue of his client's problems. He needs to be objective in order to make a true assessment.
- Interpersonal relationship : A sound and healthy relationship between the counsellor and counsellee is far more significant than any specific philosophy or method that the counsellor may adopt.

### 3.2.2 TRANSPARENCY

Counselling sessions are said to be successful when the counsellee begins to disclose his inner feelings freely. In the process he gains a better insight into his problems as well as his capabilities. According to Truax and Carkhuff,<sup>82</sup> this success is largely attributable to the counsellor's self-disclosure, which they call "counsellor transparency". They state further that, the greater the relationship between counsellor transparency and counsellee self-exploration, the greater the constructive personality change.

### 3.2.3 BODY LANGUAGE

The counsellor's gestures and body movements also seem to have a significant relationship with counsellee-reaction. Strong and his colleagues,<sup>83</sup> on the basis of their research, succinctly state that on the one hand, a counsellor who moves about frequently, changes his body gestures, smiles or responds

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82. Truax, C.B. and Carkhuff, R.R. : "Client and Therapist Transparency in the Psychotherapeutic Encounter", Journal of Counseling Psychology, Vol. 12, 1965, pp. 3-9

83. Strong, R.S., et. al. : "Nonverbal Behavior and Perceived Counselor Characteristics", Journal of Counseling Psychology, Vol. 18, 1971, pp. 554-561

by means of some facial expression, provoked a more positive description from the counselees. On the other hand, a counsellor who remained as "still" as possible during the counselling session did not enjoy the same spontaneous response from his clients.

#### 3.2.4 COMMUNICATION ABILITY

One of the first pre-requisites for successful counselling is the ability of the counsellor to establish healthy communication with his counsellee. If the environment created by the counsellor is conducive to uninhibited communication, then the counsellee feels at ease to give vent to his problems. However, if the counsellor is over exuberant and dominates the communication (directive counselling), then the opposite can result, and the employee or counsellee could retract, feel afraid to disturb the counsellor and not have the opportunity to speak out his problems.<sup>84</sup>

#### 3.3 OVERVIEW

The foregoing discussion on counsellors or helpers and some of their positive traits and behaviour is by no means

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84. Shertzer and Stone, op. cit., p. 112

a comprehensive coverage of this highly complex area of interpersonal interaction. However, for the purpose of this investigation, it does identify the basic characteristics of an effective counsellor. It also attempts to focus attention on who should do the counselling in the employment scenario.

Viewed from an employee-development perspective, Cloete<sup>85</sup> believes that counselling should be undertaken by the supervisor. Since he knows the employees best, he will be in a better position to assist them in freeing their anxieties and stress; as well as leading them to "apply themselves fully to their work."

In many ways a successful counsellor is in effect a successful leader. As such, therefore, his major objective is to generate a spirit of well-being among his clients and motivate them to better performance. Wexley and Yukl<sup>86</sup>, in their discussion of "Path-Goal Theory of Leadership"<sup>87</sup> categorically state that the behavioural characteristics of a leader or a helper has a

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85. Cloete, op. cit., pp. 214-215

86. Wexley and Yukl, op. cit., p. 162

87. NB : A detailed discussion of the "Path-Goal Theory of Leadership" is to be found in : Wexley and Yukl, op. cit., pp. 162-165

significant relationship with the employee's "motivation and performance in different work situations."

The foregoing point of view is further supported by the recent findings of Manz and Sims.<sup>88</sup> They undertook an exhaustive investigation into the relatively new field of how "external leadership" can lead employees to lead themselves to better performances. In the light of their findings, they conclude, inter alia, that :

- a significant role is played by external leaders of self managing work teams in motivating better employee performance;
- the behavioural characteristics displayed by the external leader significantly influences effectiveness in team situations; and
- the most important behaviour of the external leader or helper was to encourage the employee's "self reinforcement" and "self observation/evaluation."

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 88. Manz, C.C. and Sims, H.P. (Jr.) : "Leading Workers to Lead Themselves : The External Leadership of Self-Managing Work Teams", Administrative Science Quarterly, Vol 32, 1987, pp. 106-124

#### 4. OBSTACLES ENCOUNTERED IN THE COUNSELLING PROCESS

In order to focus on some of the more significant obstacles that are commonly encountered in the counselling process, the discussion that follows firstly considers the views expressed by Cloete<sup>89</sup>, thereafter the concerns listed by Sally and Hopson<sup>90</sup> are summarised.

##### 4.1 CLOETE'S VIEWS

Cloete lists a number of issues that can so easily become obstacles in the path of healthy counselling sessions. However, for the purpose of this discussion, only the most serious problems are summarised.

##### 4.1.1 NEWLY APPOINTED SUPERVISORS

In the case of young and newly appointed supervisors who handle counselling situations for the first time, there may be a lack of practical experience and fear for the new role function. These uncertainties are further confounded by the fact that the new supervisor may be afraid to upset his subordinates; lacks maturity; and falls short in terms of the

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89. Cloete, op. cit., pp. 218-219

90. Sally and Hopson, op. cit., pp. 282-292

specialised knowledge and skills necessary for handling complex human behaviour.<sup>91</sup>

#### 4.1.2 HANDLING DELICATE CASES

Once the subordinate senses that his helper himself is uncertain and unsure, the counselling session may actually have the negative effect of driving him into a 'shell'. He may fear the consequences if he reveals all his problems; may become panick-stricken and subsequently not pay much attention to either understanding or implementing whatever guidance is proffered to him.<sup>92</sup>

#### 4.1.3 CRITICISING THE EMPLOYEE

A very real problem can occur when a hard pressed supervisor loses his calm and turns the counselling session into a quagmire of criticism. Instead of using the delicate counselling atmosphere to constructively evaluate and help the employee to develop his skills, he resorts to condemning and criticising his lack of initiative and drive. The supervisor can avoid falling into this trap by carefully pre-examining the employee's work record and

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91. Cloete, op. cit., p. 218

92. Loc. cit.



his potential. He should also anticipate and plan strategies for delicate negotiations.<sup>93</sup>

#### 4.1.4 COLLUSION

A supervisor should always be aware of the fact that he too, is a potential subject for counselling. An unwary supervisor may be lured into colluding with his subordinates against their employer. Whilst the supervisor has the freedom to enjoy the respect of the employees and be privy to confidential personal information, he needs to be conscious that he is different : his superior position separates him from his subordinates "without really erecting a wall between them." It is therefore, from this vantage point that he needs to promote and encourage healthy communication and provide the necessary guidance.<sup>94</sup>

#### 4.1.5 VALUES

The counsellor has his own set of values; so does the employee. In the counselling process, the counsellor needs to be cautious that he does not unwittingly impose his set of values on to the employees. It may also happen that he

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93. Loc. cit.

94. Ibid., p. 219

conveniently ignores the value system of his subordinates and forces unacceptable advice on to the employee.<sup>95</sup>

#### 4.1.6 ENCOURAGING DEPENDENCY

A poor counsellor can easily commit the grave sin of promoting dependency upon himself, rather than working towards his eventual redundancy. In the final analysis it is employee self-reliance, gradual independence and self development that are the hallmark of a healthy counselling programme.<sup>96</sup>

#### 4.1.7 SEEKING ASSISTANCE

A poor and disorganised counsellor also tends to take on more than he can manage. In the process he either fails to make a proper and correct analysis of the employee's problems, or begins to venture into areas which he is not quite qualified or trained to handle. In short, he must be able to discern between manageable and unmanageable problems and know exactly when to seek outside assistance such as psychiatric treatment in serious cases.<sup>97</sup>

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95. Loc. cit.

96. Loc. cit.

97. Loc. cit.

#### 4.2 CONCERNS OF SCALLY AND HOPSON

These researchers view the obstacles that may be encountered in a counselling session from a slightly different perspective. Their concerns are based more in the realm of how the obstacles influence the principle subject of the counselling session, i.e. the counsellee. Some of their major concerns are summarised hereunder.

##### 4.2.1 EMPHASIS ON CASUALTIES

They argue that much of the valuable counselling time in an institution is spent on handling the "casualties", who are people experiencing some crisis, or are in grief. In doing so, the other more serious problems within the institution are ignored. They argue further that in treating the "casualties" so effectively, they are in effect providing a smokescreen for the "unhealthy" systems and structures within the institution to continue. Following from this, they therefore, believe that "clearing" the systems and structures within an institution can be just as " ... important to the individual as can one-to-one counselling."<sup>98</sup>

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98. Scally and Hopson, op. cit., pp. 289-290

#### 4.2.2 COUNSELLOR BENEVOLENCE

In conceding that the counselling activity is a benevolent process, they point out that the counsellor may be easily influenced to answer largely his own needs. When this happens, the counsellor may either consciously or unconsciously perpetrate dependency or even inadequacy in his clients. They argue further, that if the counselling process does encourage dependency, then the helping process can in reality be regarded as a major "disabling" obstacle in the name of benevolence.<sup>99</sup>

#### 4.3 OVERVIEW

The counselling situation is by its very nature a delicate and highly complex one. As such it is almost always fraught with difficulties and unforeseen obstacles. It is therefore, the task of the helper, as the more mature and responsible partner in the helping process, to ensure that any debilitating factor, or unforeseen obstacle is tactfully avoided or diplomatically negotiated.

Whatever the obstacles, the helper must at all times focus on the objectives of the counselling process. He must be guarded

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99. Ibid., pp. 291-292

against falling foul of leading the individual to conformity and dependency and subsequently "discourage high-risk-ventures." This, according to Shertzer and Stone,<sup>100</sup> will surely be counterproductive and against the spirit of helping the individual to help himself and develop his potential as fully as possible.

The foregoing discussion with regard to the areas where counseling is necessary; the main objectives of counselling; methods and approaches that may be employed in the counselling encounter; the many attributes and positive characteristics that are necessary ingredients of a successful counsellor's personality; and the obstacles that may be encountered in the counselling sessions; are but a brief exposition of this extremely delicate and complex interpersonal interaction. Whilst the theoretical areas explored thus far in the investigation, certainly cannot pretend to be either extensive or intensive, they do, however, serve as a meaningful basis to, inter alia,

- understand the basic principles of the counselling encounter as it may be applied in the work situation;
- identify employees who may be in need of counselling;

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100. Shertzer and Stone, op. cit., p. 40

and

- conduct the counselling sessions in the best possible way in order to help employees with their problems, and more importantly, to develop their unused latent potentials thereby improving their performance and productivity in the workplace.

## 5. PRACTICE OF EFFECTIVE COUNSELLING IN THE PUBLIC SERVICE

### 5.1 ADMINISTRATION AND MANAGEMENT OF EMPLOYEES IN THE PUBLIC SERVICE

The numerous functions which constitute personnel administration are performed through the Office of the Commission for Administration. This procedure is primarily intended to enable the many State departments and other executive institutions to reach their specific goals in their functional fields. However, in a rapidly growing Public Service<sup>101</sup>, it is not always practical or possible for a central personnel authority to undertake completely, all the personnel administration functions. Currently the Office of the Commission for Administration is empowered to make recommendations to the various departments, relating to appointments, evaluations, promotions, creation of posts, and other personnel matters. The heads of the various

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101. Supra., Chapter I, No. 1

departments, responsible political office-bearers and officials are expected to give effect to the recommendations. Only in very rare instances are the recommendations rejected if they are regarded as unsuitable.<sup>102</sup>

It must, however, be stressed that when the Commission for Administration makes a recommendation, it does so on the basis of its knowledge of the Public Service on a broad spectrum. Each recommendation is further supported by first hand and authentic information. Therefore, if a department rejects this Commission's recommendation/s, it must have a very strong motivation of its own.

Failure to adequately motivate a rejection of the Commission's recommendation can have disastrous results for the department concerned, as well as for the Public Service at large. For example, the recommendations of the Commission regarding the unsuitability of Dr E.M. Rhodie as a candidate for the post of Secretary of the Department of Information in the early 70's, is a classic case in point. The Information Scandal that followed only helped to prove that the Commission was indeed correct.<sup>103</sup>

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102. Cloete, op. cit., p. 69

103. Annual Report of the Public Service Commission, 1972/1973, Government Printer, Pretoria, RP 97/1973. par. 67

Just as important as personnel 'administration', is the task of public personnel 'management'.<sup>104</sup> Classified as a function that actually involves the provisioning and utilisation of available manpower resources in order to "improve efficiency or expand the scope of services provided by a governmental ... department",<sup>105</sup> management functions will therefore, also include the other two functional activities of support for, and the development of personnel in the Public Service. Hence, it may be deduced that the management of public personnel ought to also take cognisance of effective counselling of employees in the Public Service.<sup>106</sup>

This activity should be undertaken, not only as a support function designed to settle personnel grievances; improve employer-employee relations; or provide a base for sound joint consultation : but with the primary objectives of a more effective and productive utilisation of available personnel; and the ongoing development and growth of the employee in the Public Service. Such a counselling session

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104. LW: Vir 'n praktiese definisie van die term "Personeelbestuur", Vergelyk : de Villiers, P.F.A. : "Die Verband tussen Personeeladministrasie en Personeelbestuur," SAIPA Tydskrif vir Publieke Administrasie, jg. LXIV, 1984, bl. 19

105. Pigors and Myers, op. cit., p. 6

106. Information obtained during an interview with Mr D. van der Merwe, Deputy Director, Personnel Evaluation, Office of the Commission for Administration, on 13.9 and 11.11.1988



will ensure a better utilisation of employee potentials in the interest of a more efficient service to the public.<sup>107</sup>

This view, particularly with regard to the need to change objectives, is further corroborated by Coetzee<sup>108</sup>. He argues that if the prevailing conditions are stable, there is not much need to change objectives in any institution. However, if the conditions change, the original objectives tend to become obsolete. In such an instance, the need to change will revolve around the formulation of new objectives designed to accommodate the changed conditions. In short, he maintains that the objectives of institutions in the Public Service needs to accommodate the growth and development of not only the institution, but also its employees.

Investigations, however, reveal no separate, clear and overall policy directive concerning effective counselling of employees in the South African Public Service. The two major legislations regarding the Public Service make only brief references to a more effective utilisation of employees.

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107. Loc. cit.

108. Coetzee, W.A.J. : "Administrative Technology : A Sub-Field of Public Administration, with Special Reference to the Decision-Making Process in the Public Sector", Journal of the University of Durban-Westville, New Series 3, 1986, pp. 71-72

5.2 PROVISIONS OF COMMISSION FOR ADMINISTRATION ACT, 1984  
(ACT 65 OF 1984) AND PUBLIC SERVICE ACT, 1984  
(ACT III OF 1984)

5.2.1 COMMISSION FOR ADMINISTRATION ACT, 1984 (ACT 65 OF 1984)

The contents of Act 65 of 1984 is directed mainly to the Commission for Administration. Matters regarding the following issues constitute the main thrust of its legislation :

- composition of the Commission's staff;
- conditions of service of its members;
- discharge and vacation of office of its members;
- its functions; and
- its power of inquiry.<sup>109</sup>

It is interesting to note that whilst disciplinary actions such as the discharge and vacation of office regarding members are spelled out in detail<sup>110</sup> , Act 65 of 1984 makes only a very

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109. See Appendix 01

110. Republic of South Africa : Commission for Administration Act, 1984, (Act 65 of 1984), Section 4(I) - (4)

general provision for the Commission to :

" ... advise the State President or the Minister concerned on any matter in relation to, ..., the employment, ..., "

of personnel in the Public Service.<sup>111</sup>

From the foregoing, it is clear that Act 65 of 1984 is relatively silent with regard to the provision or promotion of effective counselling of employees in the Public Service.

#### 5.2.2 PUBLIC SERVICE ACT, 1984 (ACT III OF 1984)

Act III of 1984 is a comprehensive piece of legislation which provides for the organisation and administration of the Public Service of the Republic of South Africa. The main items of legislation, contained in Chapters II to Chapter VIII deal, inter alia, with the regulation of the conditions of employment; terms of office; discipline; retirement; discharge of members; and other matters connected with the administration and management of personnel in the Public Service.<sup>112</sup>

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111. Ibid., Section 7 (3)(a) and (b)

112. See Appendix 02

Once again it is clearly evident that legislation with regard to, inter alia, the following issues are spelled out in fine detail :

- Appointment, promotion on probation, transfer and secondment of personnel in the Public Service;<sup>113</sup>
- Termination of service, including voluntary retirements, as well as discharge of officers;<sup>114</sup> and
- Inefficiency and misconduct of personnel in the Public Service and the action to be instituted against those who are found guilty.<sup>115</sup>

There is no doubt that the foregoing pieces of legislation contained in Act III of 1984 are both necessary and important for a controlled and uniform administration of the Public Service. However, it is strikingly notable that legislation regarding effective counselling is totally absent from Act III of 1984. Counselling as a support function for employees in the Public Service is not even mentioned in either of the subsequent amendments, viz. Public

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113. Republic of South Africa : Public Service Act, 1984  
(Act III of 1984), Sections (9) to (14)

114. Ibid., Sections (15) and (16)

115. Ibid., Sections (17) to (21)

Service Laws Amendment Act, 1985 (Act 67 of 1985) and  
Public Service Amendment Act, 1986 (Act 22 of 1986)<sup>116</sup>

The only vague reference made to the possible assistance and proper utilisation of employees in the Public Service is as follows :

"A head of department is responsible for the efficient management and administration of his department, including the effective utilisation of Staff, the maintenance of discipline and ..."<sup>117</sup>

Once again it may be deduced that even Act III of 1984, which is in fact, a major legislation regarding the Public Service, is vague and unclear with regard to the provision or promotion of effective counselling of employees. The fact that the heads of the various departments are expected to "utilise" staff "effectively", gives rise to much speculation. The term "effective utilisation" is a highly relative term; therefore, each department is left to its own interpretation and implementation of Section 6(2)(b).

Whilst some departments have formal arrangements for helping

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 116. See Appendix 02

117. Act III of 1984, op. cit., Section 6 (2) (b)  
 NB The underlining is by the writer

their employees with their problems and promoting their continuous growth and development;<sup>118</sup> other departments either provide crisis- and developmental counselling on an ad hoc basis; or appear to be quite satisfied and follow "die weg van die minste weerstand, ..., die handhawing van die status quo."<sup>119</sup>

### 5.3 OFFICE OF THE COMMISSION FOR ADMINISTRATION

There is no doubt that the Commission views counselling, particularly with the objective of developing the untapped potentials of the employees in the Public Service, as an extremely vital function. However, because of the absence of clear legislation in this regard, the Commission does not currently have a Directorate or a sub-Directorate that is specifically entrusted with the task of providing for or

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118. (i) Compare for example "The Personnel Research and Development Section" of the Department of Posts and Telecommunications.  
 (ii) See also : Courses Presented by the Personnel Research and Development Section, Department of Posts and Telecommunications, PT/1987, pp. 6-8  
 (iii) Information obtained through direct interview with Miss J. Stanbridge, Psychometrist, Directorate of Manpower Planning and Development, Department of Posts and Telecommunications on 17.06.1988

119. Van der Merwe, D. : "Weet hoe om te Meet", Publico, jg. 7, Oktober 1987, bl. 26

promoting counselling of employees in the Public Service.<sup>120</sup>

The sub-Directorate, Personnel Evaluation, together with the Personnel Utilisation Directorate, Training Institute Directorate, and other directorates currently plans and presents effective training and development courses for personnel who are identified from the various departments. In addition, the sub-Directorate, Personnel Evaluation is also currently engaged in a project to establish and develop a forum which will, inter alia, focus on the,

- provision of assistance to employees with problems;
- growth and development of employees; and
- career-pathing of employees in the Public Service.<sup>121</sup>

The basic criterion for the provision of this "counselling" service will be the efficiency rating results of individual employees. The supervisors who evaluate their subordinates would be expected to analyse the results and act thereon.<sup>122</sup>

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120. Information obtained through interview with Mr D. van der Merwe, Deputy Director, Personnel Evaluation, Commission for Administration, on 13.09.1988 and 11.11.1988

121. Loc. cit.

122. Loc. cit.

## 6. SUMMARY

Many methods exist for the conducting of effective counselling sessions. However, for the purpose of helping employees with their personal problems, and guiding them with their future development and growth in an institution, only some of the approaches appear to be suitable. Even from those methods that may be suitable, there are some highly refined approaches such as the non-directive, co-operative and group counselling which favour the current thinking in terms of employee growth and development. When deciding on a particular method, a counsellor needs to remember that whatever approach he opts for, the employee must eventually be led towards independence and self-help.

The method selected, must also assist the helper in working towards his eventual redundancy. Even in terms of developmental counselling, the employee should be helped till he develops a clear insight into his innate potentials and talents. Thereafter he ought to be left to decide for himself in terms of his personal likes and dislikes and the growth opportunities within the same institution or outside.

In the same way as certain methods of counselling employees are preferred above other methods, certain counsellors handle counselling sessions with greater success than their



colleagues. The counselling encounter is a highly complex interpersonal interaction, therefore, it is imperative that the qualities and characteristics of the counsellor must be such that his very presence serves as an example. It must motivate the employee to perform well, make improvements and to take calculated risks if he wishes to grow and develop as an individual. If the characteristics of the helper is anything less than encouraging and positive, the helping exercise can turn into an ugly nightmare. The individual who came to seek assistance so that he may become an asset to the institution can, in fact, become a major liability and a destabilising factor.

The discussion also focussed on certain special attributes of the helper which are necessary in order to assist him overcome the obstacles that may be encountered in the counselling exercise. It is clear that a counsellor who lacks the ability to negotiate any unforeseen problem or obstacle could cause serious negative consequences for the counsellee. The counsellor therefore, needs to be constantly mindful of the fact that it is not he, but his client, who needs the help!

Finally the discussion focussed on the practice of either crisis or developmental counselling in the Public Service. In order to highlight the current situation, firstly,

the legislative provisioning for counselling of employees in the Public Service was examined. Both the Commission for Administration Act, 1984 (Act 65 of 1984) and the Public Service Act, 1984 (Act III of 1984) were found to be silent, or at best, vague, on the issue of counselling of employees in the Public Service. Secondly, examples from the Commission for Administration and the Department of Posts and Telecommunication were cited, which proved that counselling, as an employee-support-function, needs to be vigorously promoted if employee-performance in the Public Service is to improve.

The current position with regard to counselling of employees in the Public Service appears to range from structures, which are somewhat orgained and are attempting to provide this vital support function, to an ad hoc situation which is not conducive to effective work performance in the employment scenario.

Chapter V attempts to provide some basic guidelines for the planned, and structured implementation of effective counselling of employees in the Public Service.

## CHAPTER FIVE

### BASIC GUIDELINES AND A FUTURISTIC MODEL FOR THE IMPLEMENTATION OF EFFECTIVE COUNSELLING IN THE SOUTH AFRICAN PUBLIC SERVICE

#### 1. INTRODUCTION

Chapters III and IV focussed mainly on the theories of counselling; the highly specialised attributes and characteristics necessary for effective counselling; as well as the potential obstacles that may be encountered in this arena of complex interpersonal interaction. On the basis of these findings, the present chapter is an attempt at providing some basic guidelines for the implementation and promotion of effective counselling in the Public Service.

The discussion commences with an exploration of the position of the Office of the Commission for Administration. This is followed by a discussion of how the heads of the various State departments can contribute to the ongoing development of their personnel; thereafter, one of the criteria upon which employee-counselling may be based, is discussed. Finally the discussion focusses on a futuristic model for counselling of employees in the Public Service.

2. ONUS FOR THE PROVISION OF COUNSELLING FUNCTIONS  
IN THE PUBLIC SERVICE

Counselling is one aspect regarding the functioning of the employee in the Public Service that receives scant attention. Although several other aspects regarding public personnel administration and management such as job analysis, selection, promotion, performance appraisal, discipline and remuneration have over the years taken up much time and energy of researchers, ways and means of how the human resource aspect of the public employee can be developed and extended have been relegated to the background.

A far cry from the days of the machine model theory of administration, managers and supervisors who have large groups of employees under their control have reached a stage where they concede that people are their most important resource. As was seen in the Japanese perspective<sup>1</sup>, employees in the Public Service should be trusted, and concern with them ought to be more holistic and developmental. Central personnel agencies, managers and supervisors should focus on styles of leadership and personnel counselling programmes which will tap, exploit and unleash the tremendous

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1. Supra., Chapter IV, No. 2.1.4

potentials, talents and special skills within the employees. Putting it differently, employees need to be treated more humanely with the necessary respect, dignity and decorum. The emphasis should be on managing them as people, and not only on the creation of structures for their administration in the Public Service.<sup>2</sup>

## 2.1 OFFICE OF THE COMMISSION FOR ADMINISTRATION

Thus far, the investigation, particularly Chapter II, highlighted the role of the Office of the Commission for Administration as a Parliamentary agent. It was further seen that the Commission, as a central personnel agency in the Republic of South Africa, is responsible for the creation of structures for the effective administration of the Public Service. However, in as far as the management of the public personnel is concerned, the Commission for Administration Act, 1984 (Act 65 of 1984), merely provides for the Commission to make recommendations to the State President or the Minister concerned regarding the employment of personnel in the Public Service.<sup>3</sup>

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 2. Lindley, C.J. : "Putting 'Human' into Human Resource Management", Public Personnel Management Journal, Vol. 13, 1984, p. 504

3. Republic of South Africa : Commission for Administration Act, 1984 (Act 65 of 1984), Section 7(3)(a)(b)

Even the Public Service Act, 1984 (Act III of 1984), whilst basically concentrating on providing for the creation of structural arrangements for the control of the Public Service, also focusses the attention of the Commission on, inter alia, the conditions of employment, terms of office, discipline, retirement and the discharge of employees in the Public Service. In terms of pure management and developmental functions, Act III of 1984 is more specific to the Commission, though in a general way, only in Section 3(2)(f), which states that the Commission may make recommendations :

" ... in order to promote efficiency and effect economies in the management and functioning of departments, sub-departments, branches, offices and institutions by -

- (i) improved organization, procedure and methods;
- (ii) improved supervision;
- (iii) simplification of work and the elimination of unnecessary work;
- (iv) the utilization of computers and labour-saving devices;
- (v) co-ordination of work;
- (vi) limitation of the number of officers and employees of departments, sub-departments, branches, offices and institutions, and the utilization of the services of the officers and employees to the best advantage;

- (vii) the training of employees;
- (viii) improved work facilities; and
- (ix) any other action it may consider essential.<sup>4</sup>

In addition to the above, it is also interesting to note that the Commission, as a central personnel authority and answerable directly to Parliament, has its own long and short term planning with certain goals in mind. Operating within the broad parameters of the principles of efficiency and merit, the Commission has, for example, carefully formulated objectives which collectively strive towards the establishment of effective management practices and managerial self-sufficiency for departments and other government institutions. Two of its objectives of significance to this investigation, are the :

- (a) promotion of sound personnel and interpersonal relationship in public management between,  
inter alia,

- the State as employer and its employees; and
- political office-bearers and officials; and

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 4. Republic of South Africa : Public Service Act, 1984  
 (Act III of 1984), Section (3)(2)(f)  
 NB : Underlining by the Writer

- (b) acquisition, retention and optimal utilisation of public personnel by, inter alia,
- developing personnel policy and effective personnel management practices;
  - publicising career opportunities;
  - objectively evaluating performance and rewarding outstanding performance in a suitable way;
  - promoting training and development of personnel;  
and
  - promoting the esteem and morale of public servants.<sup>5</sup>

In the light of the foregoing it is adequately evident that the function of providing for and the promotion of effective counselling of employees in the Public Service, also falls within the ambit of the Commission for Administration.

Since the development of public personnel is one of the Commission's central objectives, the proper and effective utilisation of the principles of developmental counselling cannot be ignored or underestimated.

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5. Annual Report of the Commission for Administration 1987, op. cit., pp. 9-10



## 2.2 CONTRIBUTION OF THE HEADS OF THE VARIOUS STATE DEPARTMENTS

In any State bureaucracy, the head of a department plays an extremely important role. The effectiveness with which the State machinery functions, and the success it enjoys in terms of achieving desired objectives, is directly dependent upon the initiative, drive and enthusiasm of the heads of the various State departments. In fact, Act III of 1984 underlines this vital statutory role of the head of a State department when it states, inter alia, that :

" a head of department is responsible for the efficient management and administration of his department, including the effective utilization of staff, the maintenance of discipline and the proper use and care of State property, and he shall perform the functions that may be prescribed."<sup>6</sup>

Viewed from this perspective, it is in effect, an absolute necessity for each department and executive institution to evaluate its objectives and long term aims on an ongoing basis. The various supervisors and managers working under the leadership of their respective heads, ought to be able to identify achieved objectives from those yet to be achieved. Only in the light of such information can the

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6. Public Service Act, 1984(Act III of 1984), Section 6(2)(b)

head of department then initiate horizontal and vertical communication, i.e. co-operative counselling, so that all future objectives and designs for his department may be properly and fully considered. Inherent in such communications or counselling sessions is the concomitant growth and development of the employees serving in his department, as well as the possible solutions to any personal problems or misunderstandings which may be impeding the employee's performance and productivity.<sup>7</sup>

Hence, it may be deduced that the vital role of providing counselling as a support function for employees in the Public Service, is in the first instance the unquestionable task of the head of each State department. However, to be successful he has to, inter alia,

- create the necessary infrastructure within his department, in conformity with the broad principles which has to be laid down by the Commission for Administration;
- train supervisors and managers in his department to identify candidates for counselling; and

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 7. Information obtained via a direct interview with Mr D. van der Merwe, Deputy Director, Personnel Evaluation, Commission for Administration, on 11/11/1988

- educate each supervisor or manager regarding the different objectives and methods of effective counselling, as well as the potential obstacles that may be encountered in a counselling exercise.

It must, however, be stressed that by virtue of the highly complex nature of counselling, the entire issue revolving around counselling as a support function for employees, needs to be reviewed and discussed on an ongoing basis. Even after an employee has been counselled, there is a need to evaluate the counselling exercise and consider possible follow-up support service. At no time must the head of department lose trace of the fact that the counselling encounter is primarily directed at developing the employee : his latent talents and potentials need to be carefully identified and fully exploited. The counselling exercise must essentially encourage growth and eventually lead the employee towards maximum realisation of his potentials so that he becomes an asset to the institution!

### 2.3 PERSONNEL EVALUATION AS A BASIS FOR EMPLOYEE COUNSELLING

Public personnel are evaluated on a set of well defined criteria.<sup>8</sup> If the evaluation exercise is conducted in an

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8. See Appendix 06

objective manner, then the resultant efficiency rating presents a sound and cumulative feedback of the employee's weaknesses and strengths. As such, personnel evaluation forms a significant managerial tool with which the Public Service can measure each individual employee's inputs and contributions with regard to :

- the realisation of the State's desired objectives;
- making the Public Service more effective; and
- the optimal utilisation of the employee's potentials and talents.<sup>9</sup>

Perceived in this sense, the efficiency rating of each individual employee can also serve as a sound basis upon which employee counselling may be structured. Firstly, the evaluation results need to be carefully analysed, and only then can the supervisor or manager concerned, determine whether there is a need for crisis or developmental counselling. Areas that need remediation are historically always difficult to handle and call for a great measure of tact, diplomacy and sound human relations.<sup>10</sup> In such instances,

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 9. Information obtained through direct interview with Dr D. van der Merwe, Deputy Director, Personnel Evaluation, Commission for Administration, on 13/9 and 11/11/1988

10. Compare : Coetzee, W.A.J. : Public Administration : A South African Introductory Perspective, J.L. van Schaik, Pretoria, 1988, pp. 69-75

properly structured counselling programmes can be an invaluable aid in transforming the disgruntled employee with a record of poor work performance, into a happier, contented and enthusiastic employee.

In cases where the employee's evaluation results do not come up to expectation, or if they reveal any specialised talents and skills, the supervisor may opt for a carefully structured developmental counselling programme, utilising the co-operative approach. With the aid of such an integrated counselling approach, the employee could be inter alia,

- tactfully informed about his performance rating;
- helped to gradually discover his talent, potentials and capabilities; and
- encouraged to work hard, develop his talents and realise his and the institution's goals and objectives.

Currently, the Commission for Administration monitors the evaluation of employees in the different State departments by attending departmental evaluation meetings.<sup>11</sup> Therefore, it may be argued that the motivation for the utilisation of

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11. Information obtained through direct interview with Mr D. van der Merwe, Deputy Director, Personnel Evaluation, Commission for Administration, on 13/9 and 11/11/1988

employee evaluation as a basis for the promotion of effective counselling of employees in the Public Service already exists. Thus, extending this monitoring responsibility to its logical limit would merely imply the establishment of the necessary infrastructure in order to properly market the concept of using evaluation results for the purpose of employee counselling.

3. FUTURISTIC ADMINISTRATIVE MODEL FOR THE PROMOTION OF  
EFFECTIVE COUNSELLING OF EMPLOYEES IN THE PUBLIC SERVICE

For the concept, as well as the many advantages of effective employee counselling to be correctly perceived by each State department, they need to know exactly what is expected of them. The Commission for Administration, for example, needs to ensure that there is absolute clarity with regard to issues such as the :

- role of each State department in terms of employee counselling;
- legal latitudes and limits of employee counselling;
- lines of communication and correspondence;
- delegation of authority to supervisors and managers to undertake employee counselling; and
- issue of referrals to employees for specialised attention, and the circumstances under which such referrals may be issued.

Figure 16<sup>12</sup> is a hypothetical organisational structure,

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12. Figure 16 : Supra. Figures 06 and 07

which attempts to contextualise precisely the position of employee counselling as a support function in relation to the hierarchy of the Public Service.



FIGURE 16 : FUTURISTIC ORGANISATIONAL STRUCTURE MAPPING OUT  
THE POSITION OF STATE DEPARTMENTS AND THEIR  
RESPONSIBILITIES FOR EMPLOYEE-COUNSELLING IN  
RELATION TO THE COMMISSION FOR ADMINISTRATION

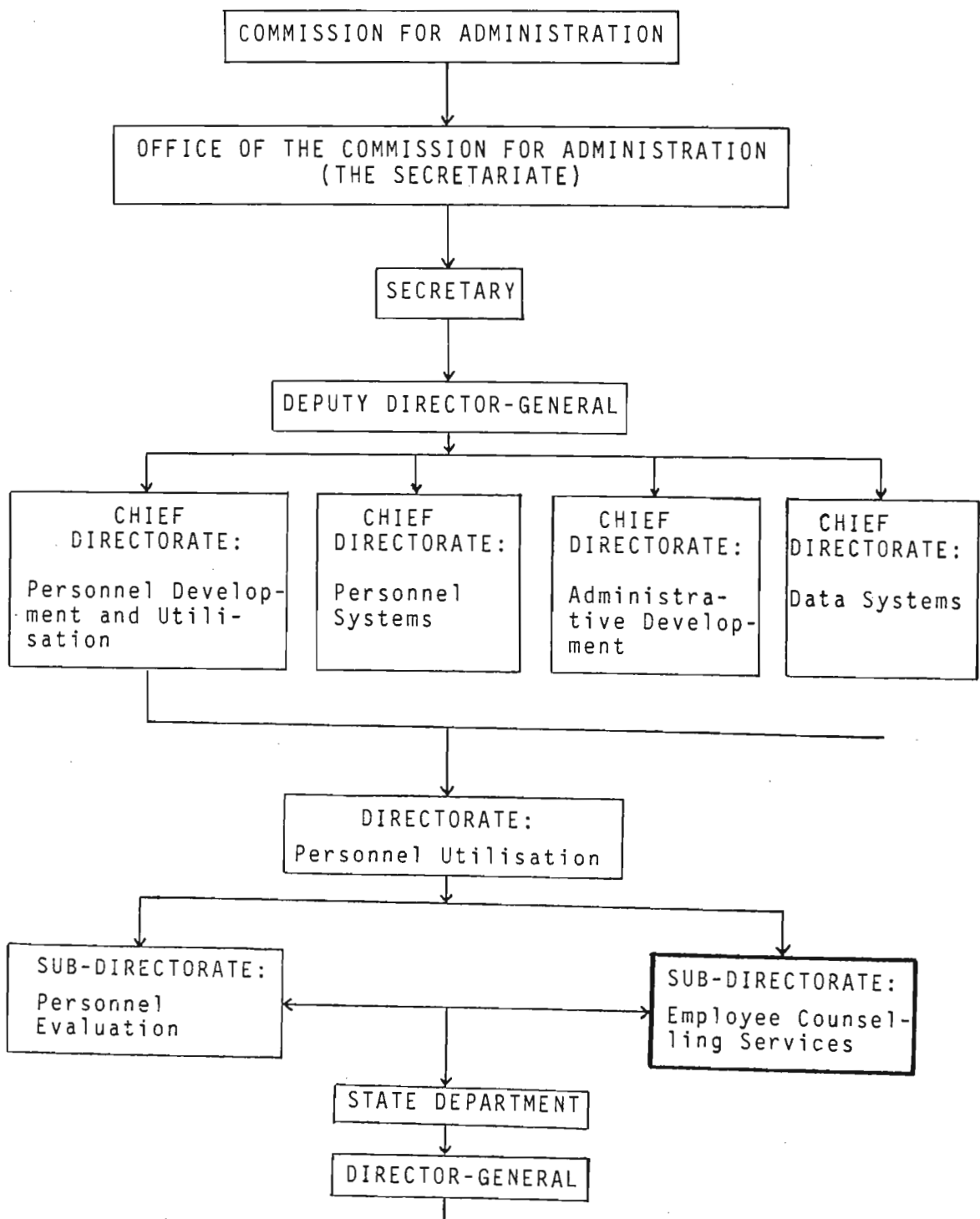
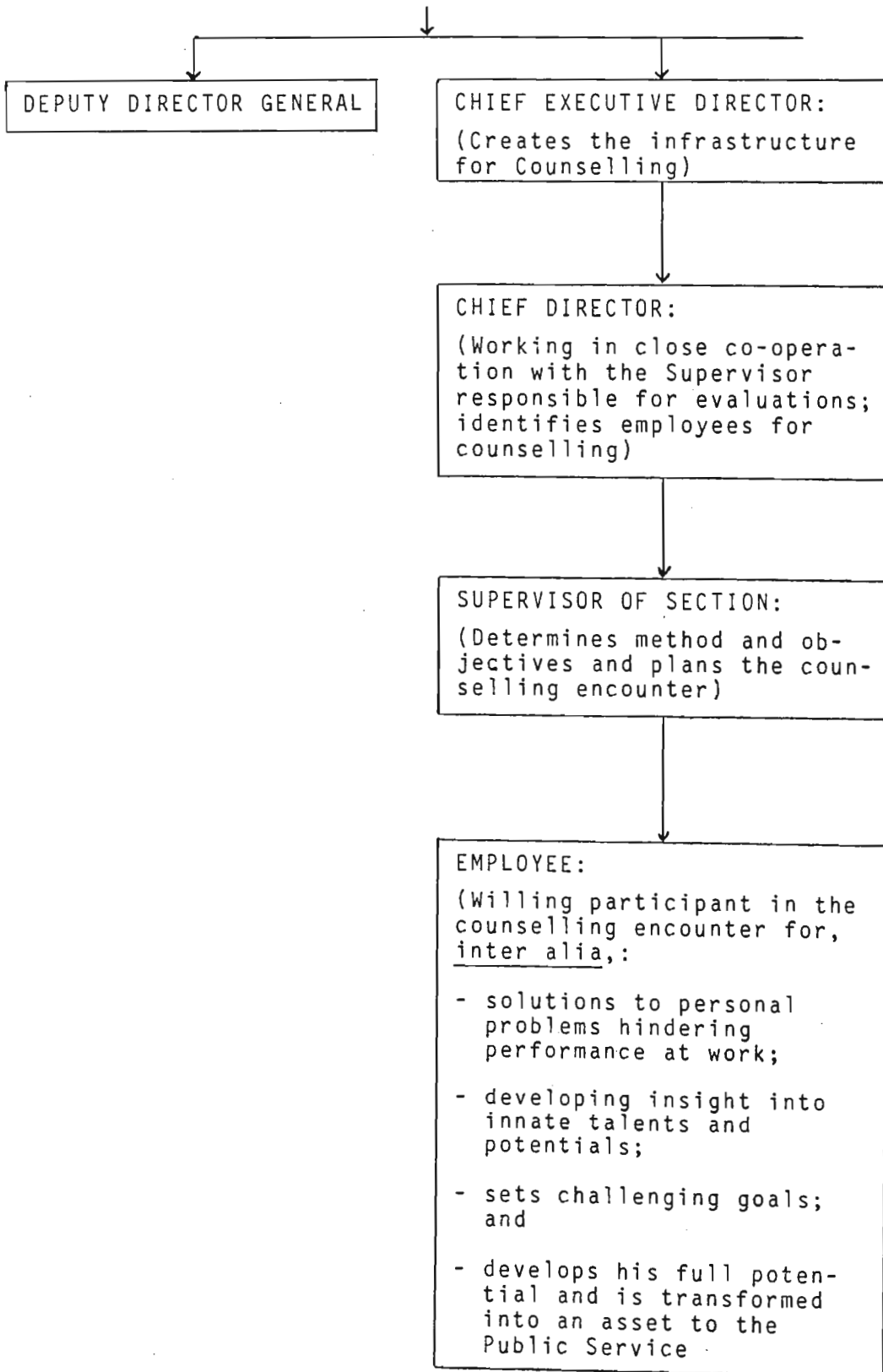


FIGURE 16 : CONTINUED



### 3.1 PRACTICAL IMPLICATIONS OF THE MODEL

It must be stressed that in the Public Service, the term employee refers to each person employed by the State.

Therefore, even the supervisors, directors, chief directors and all other high ranking officials are potential subjects who may require counselling for some reason or the other. Naturally, their counselling programme will always be conducted by a superior officer. However, two important principles are outlined in the model, viz. that :

- employees at each level know exactly who to approach if they desire counselling; and
- by using personnel evaluation as the basis for employee counselling, the immediate supervisor is always kept informed about his subordinates' performance. He can also easily analyse the results and identify, not only the candidates who are eligible for counselling, but also the areas requiring counselling in each individual case.

It is also evident from the hypothetical model as reflected in Figure 16, that any futuristic model for the counselling of employees in the Public Service must remain flexible. Each State department must be allowed the latitude to create

its own infrastructure and develop its own procedure for the counselling of employees in that department in keeping with their specific and unique needs.

#### 4. SUMMARY

The discussion in this chapter, once again reiterates the absolute importance and necessity for regular counselling of employees in the Public Service in order to improve their work performance. The discussion also focussed on the role of the Commission for Administration in terms of establishing the broad infrastructure, and co-ordinating the counselling programmes of the different State departments.

At the meso-level, it was established that the head of a State department played a principle role. In the final analysis it is his responsibility to implement effective counselling as a support function for his subordinates. After all he is closest to his subordinates, is familiar with their operational and functional areas, and is therefore, best suited to create an atmosphere conducive to effective counselling.

Yet another significant issue that emerged, is the need for a common basis for identifying employees who require counselling, as well as for establishing the specific areas which need to be focussed upon. In this regard, the utilisation of evaluation results, as reflected in Figure 16, appears to be most appropriate if State employees are to be developed into more competent public servants.

## CHAPTER SIX

### CONCLUSIONS AND RECOMMENDATIONS

#### 1. CONCLUSIONS

Viewed against the background of the central theme of each chapter, it becomes abundantly clear that the main focus of this investigation was to explore the position regarding the promotion of effective counselling of employees in the South African Public Service. In order to place counselling of employees in its correct perspective in terms of public personnel administration and management, the organisational structure and arrangement for personnel administration in the South African Public Service was analysed in detail. The outcome of this analysis revealed that the existing structures for administering public personnel in the Republic of South Africa are constantly reviewed by the Commission for Administration, which is the Government's central personnel authority in the country. However, any changes and adjustments to the existing structures are normally undertaken in the spirit of maximising its operational and functional effectiveness and efficiency. The Government's rationalisation programme initiated in the early 1980's is a case in point.

However, whilst administrative structures are regularly reviewed, the analysis also revealed that the crucial aspect of managing the human resource in the Public Service, particularly the promotion of effective counselling of employees, received only scant attention. Counselling, it was pointed out, is one of the vital support functions which assists employees to improve their work performance and develop their latent potentials, abilities and special skills. As such, it is therefore, imperative that successful management of public personnel takes full cognisance of effective counselling as a significant managerial tool to help the employee to, inter alia,

- develop clear insights into his yet undiscovered potentials;
- understand his own, as well as the institution's short and long term goals;
- set higher challenges for himself; and
- take calculated risks that will enable him to realise his aspirations.

In order to understand clearly how counselling actually functions, it was necessary to delve into its theoretical

background. Firstly, a detailed definition of the term 'counselling' highlighted this exciting interpersonal interaction as a highly complex activity requiring a tremendous measure of understanding, tolerance and perseverance. Only then, can the counselling encounter achieve the desired objectives of neutralising the employee's problems and injecting him with new found energy and enthusiasm so that he may make a determined effort to become a better and more accomplished worker.

Secondly, it was pointed out that complete success with the implementation of counselling as a support function for employees, may only be achieved if supervisors and managers are fully conversant with, inter alia, the

- different areas in the employee's working life that may require counselling from time to time;
- many approaches and methods that may be employed in helping the employee to eventually learn to help himself;
- basic qualities and characteristics that complement a counsellor's personality and which assist him in setting the 'correct' example; and
- intricate obstacles that may be encountered in some



difficult counselling situations.

The single most salient issue that emerged from the discussion was the fact that a supervisor needs to adopt a style of helping his subordinates that will soon lead to his redundancy. The counselling encounter must, in effect, be an exercise in developing the employee into a self-sufficient and independent worker, transforming him into an asset to the institution. The supervisor's pleasant personality, positive guidance and encouragement, and genuine empathy are all invaluable elements in any successful style of counselling.

In terms of the practice of counselling in the Public Service, the two most relevant legislations affecting public servants, viz. the Commission for Administration Act, 1984 (Act 65 of 1984) and the Public Service Act, 1984 (Act III of 1984) were carefully examined. Both the acts were found to make only very vague references to effective personnel utilisation in the Public Service, and neither enunciate a clear and overall policy regarding the provision or promotion of counselling of employees in the Public Service.

Nonetheless, it is significant to note that the Commission for Administration, as the Republic's central personnel authority, views with much interest, the issue of employee counselling in the Public Service. Also of interest is the

fact that the Commission's views regarding the counselling of employees in the Public Service are alligned to the central focus of this investigation, viz. that,

- counselling be aimed at the ongoing growth and development of employees; and
- employee appraisal results be utilised as the basis for determining the counselling programmes for each employee.

## 2. RECOMMENDATIONS

With a view to the ongoing growth and development of employees in the Public Service, as well as the continuous improvement of the quality of service provided by the public institutions, the following recommendations are made so that counselling may eventually be instituted as a fully fledged administrative support function for employees in the South African Public Service :

### RECOMMENDATION ONE

The Commission for Administration should make a clear and unequivocal recommendation to Parliament to amend the Public Service Act, 1984 (Act III of 1984) in such a way that employee counselling is included in the legislation.

If the Commission for Administration is to create the necessary infrastructure for the promotion of effective counselling of employees in the South Africa Public Service, legislation in this regard is important. It will also give the Commission the necessary financial and legislative support to create an additional Sub-Directorate : Employee Counselling Services, within the Personnel Utilisation Directorate, under the overall

supervision of the Chief Directorate : Personnel  
Development and Utilisation.

RECOMMENDATION TWO

The Commission for Administration should formulate and include in the revised Public Service Staff Code, a clear policy directive regarding effective counselling of employees in the Public Service.

Such a policy directive will then ensure that :

- each State department creates its own infrastructure for the implementation of employee counselling within that department; and
- employee counselling will henceforth receive due attention as a managerial tool to improve efficiency and productivity in the upper, middle and lower echelons of the Public Service.

RECOMMENDATION THREE

A Practical Model depicting the counselling of employees, based on their evaluation results, and with the prime objectives of identifying latent potentials and encouraging their ongoing development should be designed by the Commission for Administration and circulated to all State departments.

In the initial phases of instituting employee counselling as a fully fledged personnel support function, such a model will not only facilitate, but will also ensure a uniform basis for the application of counselling as a developmental managerial tool.

RECOMMENDATION FOUR

The Commission for Administration should plan and present practical workshops for top managers and supervisors from the different State departments, with particular emphasis on the attributes and abilities that are necessary for employee counselling.

For economic reasons, such workshops should be arranged on a regional basis. On the basis of each of these workshops, departmental representatives would be expected to provide a comprehensive feedback to their respective departments.

RECOMMENDATION FIVE

Each State department should regularly plan and present its own seminars and symposiums to educate their supervisors, particularly the new appointees, regarding the most effective approaches to and methods of developmental counselling.

In this regard, the high ranking managers and supervisors who attended workshops arranged by the Commission for Administration would play an important role. In the initial stages assistance of the experts from the Commission's Office could also be enlisted for such seminars and symposiums.

RECOMMENDATION SIX

Each State department should hold regular formal meetings of ALL personnel entrusted with supervisory functions in order to discuss successful methods of counselling in special instances, as well as some of the obstacles encountered in their counselling sessions.

At such meetings where successes, failures, problems and other intricate obstacles encountered during counselling sessions will be discussed, many valuable ideas may also be exchanged. Such an exercise could, inter alia, also serve to :

- highlight the more successful methods of counselling;
- evaluate the intricate obstacles that may have been encountered by some supervisors; and
- constantly remind supervisors that the main objective of counselling, as a support function, is to assist the employee to grow and develop.

#### RECOMMENDATION SEVEN

As an employee administrative support function, counselling should be undertaken on an ongoing basis.

By virtue of its very nature, counselling could never be a one-off or an ad hoc encounter to assist employees. A properly structured counselling programme should also regularly evaluate the counselling sessions in order to establish, inter alia, whether,

- more, or fewer counselling sessions are required for particular employees;
- a different method of counselling should be adopted; and
- specialised professional counselling assistance should be sought.

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## COMMISSION FOR ADMINISTRATION ACT NO. 65 OF 1984

[ASSENTED TO 23 MAY, 1984]

[DATE OF COMMENCEMENT: 30 MAY, 1984]

*(English text signed by the State President)***as amended by**

Public Service Act, No. 111 of 1984

Public Service Laws Amendment Act, No. 67 of 1985

### ACT

To provide for the establishment of a Commission for Administration; the powers, functions and duties of the Commission; the appointment, tenure of office, remuneration and other conditions of service of members of the Commission; the removal from office of, and the vacation of office by, those members; the exercising, performance and delegation of the powers and functions of the Commission; the exclusion of the Commission from certain matters; the appointment and duties of staff of the Commission; and matters connected therewith.

### CHAPTER I

#### PRELIMINARY PROVISIONS

**1. Definitions.**—In this Act, unless the context otherwise indicates—

“**calendar month**” means a period extending from a day in one month to the day preceding the day corresponding numerically to that day in the following month, both days inclusive;

“**Commission**” means the Commission for Administration established by section 2 (1) and, in relation to any power, function or duty conferred upon, assigned to or imposed upon the Commission under this Act or the Public Service Act or any other law, includes any member or members of the Commission or any officer or officers to whom the exercise of such power, the performance of such function or the carrying out of such duty has been delegated by the Commission in terms of section 5 (2);

“**department**” means a department as defined in section 1 (1) of the Public Service Act;

“**employee**” means a person referred to in section 7 (1) (c) of the Public Service Act:  
[Definition of “employee” substituted by s. 37 (1) of Act No. 111 of 1984.]

“**fixed establishment**” means the fixed establishment as defined in section 1 (1) of the Public Service Act;

“**head of department**” means the officer who is the incumbent of a post on the fixed establishment designated by the name set forth in the second column of the First Schedule to the Public Service Act;

“**month**” means a period extending from the first to the last day, both days inclusive, of any one of the 12 months of the year;

“**officer**” means a person who has been appointed permanently, notwithstanding that such appointment may be on probation, to a post referred to in section 7 (1) (a) of the Public Service Act, and includes a person referred to in section 7 (1) (b) or 7 (3) (c) of that Act;

[Definition of “officer” substituted by s. 37 (1) of Act No. 111 of 1984.]

“**Public Service Act**” means the Public Service Act, 1984;

[Definition of “Public Service Act” substituted by s. 37 (1) of Act No. 111 of 1984.]

“**salary range**” means a minimum and maximum salary limit linked to a specific level of work.

[Definition of “salary range” inserted by s. 37 (1) of Act No. 111 of 1984.]

## CHAPTER II

## COMMISSION FOR ADMINISTRATION AND STAFF

**2. Establishment, constitution and members of Commission.**—(1) There shall be a commission to be known as the Commission for Administration, with such powers, functions and duties as are provided under this Act or any other law.

(2) The Commission shall consist of one or more members, but not exceeding three, as may be determined from time to time by the State President by proclamation in the *Gazette*: Provided that if the number of members of the Commission is at any time reduced by virtue of a determination in terms of this section and the number of members serving at that time is more than the number so determined, that determination shall only be implemented when a vacancy or vacancies occur on the Commission as a result of the operation of the other provisions of this Act.

(3) The State President shall appoint a member of the Commission, and when such an appointment is made, due regard shall be had to the knowledge of or experience in public administration of the person to be appointed.

(4) (a) If the Commission consists of one member, that member shall for the purposes of any provision of any law which confers a power upon, assigns a function to or imposes a duty upon, the chairman of the Commission in his capacity as such, be deemed to be chairman of the Commission.

(b) If the Commission consists of more than one member, the State President shall designate a member as chairman of the Commission, and during the absence of the chairman, for any reason, the other member of the Commission or, in the case of a commission consisting of three members, the member who has the longest service as a member or, if two members have the same length of service as such, the member designated by the State President, shall act as chairman of the Commission.

(5) Subject to the provisions of subsection (6), and of section 3 (3) and (4) and section 4 (1), (2) and (4), a member of the Commission shall hold office for a period of five years, but shall on the expiry of his period of office, with his consent, be eligible for reappointment.

(6) The State President may, if he deems it in the public interest, retain a member of the Commission, with his consent, in his office beyond the age at which he shall, in accordance with section 3 (3), vacate his office or retire, for the unexpired portion of his period of office or for a period or periods which shall not exceed in the aggregate two years after such age, as the State President may deem fit.

(7) (a) The State President shall from time to time designate two heads of department for the purpose of rendering available a person or persons who may act as a member or members of the Commission in the absence, for any reason, of such member or members, and the State President shall, when making such designation, determine the order of precedence, on such basis as he may determine, which shall apply as between the heads so designated, in any case where only one of the members of the Commission is absent.

(b) In the absence of a member or members of the Commission for any reason the head of department or heads of department designated in terms of paragraph (a) shall act in the place of the absent member or members, but unless any provision of this Act or any other Act of Parliament requires that the place or places of the absent member or members shall be filled for the exercise of a power, the performance of a function or the carrying out of a duty, the chairman of the Commission may determine that no head of department or heads of department shall act in the place of the absent member or members.

(8) (a) The person or persons who immediately before the commencement of this Act, or of a proclamation in terms of subsection (2), held office as a member or members of the Commission, and the member who immediately before such commencement was designated as chairman, shall as from such commencement be deemed to have been appointed or designated under this section, but the periods of office of the said members shall expire on the dates on which they would have expired if this Act had not been passed or if a proclamation in terms of that subsection had not been issued.

(b) The provisions of this Act shall apply in respect of the remuneration and other conditions of service, the removal from office and the vacation of his office of a person who is in terms of paragraph (a) deemed to have been appointed as a member of the Commission or to have been designated as chairman of the Commission.

**3. Conditions of service of members.**—(1) (a) Subject to the provisions of this Act, the State President shall determine the salaries and other conditions of service of the chairman and other members of the Commission.

(b) The salary payable to the chairman or any other member shall not be reduced except by Act of Parliament.

(c) The other conditions of service referred to in paragraph (a) shall not be less favourable than those of a head of department.

(2) A member of the Commission shall not without the consent of the State President perform or engage himself to perform any remunerative work outside the duties of his office.

(3) Subject to the provisions of section 2 (6), a member of the Commission shall vacate his office, and if he is a member referred to in subsection (4), he shall retire on attaining the age of 65 years, but if he attains that age after the first day of any month, he shall be deemed to have attained that age on the first day of the following month.

(4) If an officer or employee is appointed to or acts as a member of the Commission—

(a) the period of his service as such member shall be reckoned as part of and continuous with his employment in the public service for the purposes of leave and pension and any other condition of service, and the provisions of any pension law applicable to him as such officer or employee or, after his death, to his dependants, and which are not in conflict with the provisions of this Act, shall *mutatis mutandis* continue to apply; and

(b) such member shall retain the same right to vacate his office and to retire as he would have had on the attainment of an age prescribed by the Public Service Act or any other law or on any later date on which he desires to do so, had he remained in the public service.

**4. Discharge and vacation of office of members.**—(1) (a) The State President may remove a member of the Commission from office—

(i) on account of continued ill-health;

(ii) on account of misconduct;

(iii) on account of unfitness for the duties of his office or incapacity to carry them out efficiently;

(iv) if, for reasons other than his own unfitness or incapacity, his removal from office will promote efficiency.

(b) The State President may require a member of the Commission to absent himself temporarily from his duties in order to afford the State President the opportunity to consider the possible removal of such member from office in terms of paragraph (a).

(c) The removal of a member of the Commission from office in terms of this subsection and the reasons therefor shall be communicated by message to Parliament within 14 days after such removal or, if Parliament is not then in session, within 14 days after the commencement of its next ensuing session.

(2) (a) The State President may allow a member of the Commission at his request to vacate his office—

(i) on account of continued ill-health; or

(ii) for any other reason which the State President may deem sufficient.

(b) If a member referred to in section 3 (4)—

- (i) is allowed to vacate his office in terms of paragraph (a) (i), it shall be deemed that his services have been terminated on the grounds of ill-health and he shall be entitled to such pension as he would under the pension law applicable to him have been entitled to if his services had been terminated on the ground of ill-health without the member being instrumental in causing his own ill-health; or
- (ii) is allowed to vacate his office in terms of paragraph (a) (ii), he shall be deemed to have vacated his office in terms of subsection (1) (a) (iv) or to have been retired in terms of section 15 (4) of the Public Service Act, as the State President may direct, and he shall be entitled to such pension as he would under the pension law applicable to him have been entitled to if he had so vacated his office or had been so retired.

[Sub-para. (ii) amended by s. 37 (1) of Act No. 111 of 1984.]

(3) A member of the Commission who—

- (a) immediately prior to his appointment as such was an officer in the public service;
- (b) at the expiry of his period of office as a member of the Commission is not reappointed thereto; and
- (c) at that expiry date has not reached the age at which he would in terms of the Public Service Act have had the right to retire and would have been compelled to retire if he had not been appointed as a member of the Commission,

shall have the right to retire, or may be required by the State President to retire, and if he so retires or is so required to retire, he shall be entitled to such pension as he would under the pension law applicable to him have been entitled to, if he had been compelled to retire from the public service owing to the abolition of his post.

(4) If a member of the Commission who immediately prior to his appointment as such was an officer or employee in the public service, is appointed under an Act of Parliament and with his consent to an office to which the provisions of this Act or the Public Service Act do not apply, he shall as from the date on which he is so appointed, cease to be a member of the Commission, and if at that date he has not reached the age at which he would in terms of the Public Service Act have had the right to retire, he shall, subject to the provisions of section 41 (10) of the Exchequer and Audit Act, 1975 (Act No. 66 of 1975), in the case of the appointment of a member as Auditor-General, be deemed to have retired on that date and he shall, subject to the said provisions, be entitled to such pension as he would under the pension law applicable to him have been entitled to, had he been compelled to retire from the public service owing to the abolition of his post.

**5. Exercising and delegation of powers and functions of Commission.**—(1) (a) If the Commission consists of more than one member, a recommendation or direction in respect of any matter made or given by two members of the Commission shall, subject to the provisions of subsection (2), be deemed for the purposes of this Act or any other law to be a recommendation or direction of the Commission.

(b) The Commission shall decide on any matter by written consent of every member who is present to perform his duties, or by a majority of votes cast by the members present at a meeting of the Commission.

(c) In the event of an equality of votes on any matter considered by the Commission at a meeting thereof, the chairman shall have a casting vote in addition to his deliberative vote.

(2) (a) The Commission may, subject to the conditions determined by it, delegate any power conferred upon it or any function entrusted to it under this Act or the Public Service Act or any other law, except the powers conferred upon it by this subsection or by section 6 or section 10 (1) of this Act, or by section 3 (2) (a), (g) and (i), or section



3 (4) (a) (ii) and (v), or section 6 (3), or section 11, or section 13 (2) (c) (ii), or section 15 (4), (5) (a), (5A) (a) and (6), or section 16 (2) (a) to (e), or section 16 (2) (g) and (h), or section 16 (4) (a) and (5) (b), or Chapter VI, or section 33 of the Public Service Act, to—

- (i) one or more of its members; or
- (ii) an officer or officers.

[Para. (a) amended by s. 37 (1) of Act No. 111 of 1984 and by s. 1 of Act No. 67 of 1985.]

(b) The State President may, notwithstanding paragraph (a), on the recommendation of the Commission and by proclamation in the *Gazette* exclude any power referred to in that paragraph from the restrictive operation of that paragraph, but a power which has been thus excluded may be delegated only to a member or members of the Commission.

(3) The Commission may designate one or more of its members or an officer or officers to conduct an inquiry into any matter in respect of which in terms of this Act or the Public Service Act or any other Act of Parliament it may make a recommendation or give a direction.

(4) Any delegation or designation made by the Commission in terms of subsection (2) or (3), may at any time be amended or revoked by the Commission.

**6. Exclusion of Commission from certain matters.**—(1) The State President may, subject to the provisions of subsection (3), by proclamation in the *Gazette* and on such conditions as may be mentioned in such proclamation, assign any matter in relation to a department in respect of which the Commission under a provision of this Act or the Public Service Act or any other law may or is required to make a recommendation or may or is required to give a direction, to the Minister or Administrator responsible for that department, and thereupon—

- (a) the said Minister or Administrator may in his discretion act in respect of that matter as if he is acting on the recommendation or in pursuance of a direction of the Commission;
- (b) the said Minister or Administrator may on the recommendation of the Commission and in writing delegate a power conferred upon him by virtue of a proclamation under this section to an officer or officers in the department for which he is responsible; and
- (c) the Commission shall, notwithstanding any provision to the contrary contained in this Act or the Public Service Act or any other law, but subject to the provisions of subsection (3) (a) of this section and section 3 (4) (a) (ii) of the Public Service Act, and for as long as such matter is so assigned, not be competent with respect to the department concerned to make a recommendation or to give a direction concerning such matter.

[Para. (c) amended by s. 37 (1) of Act No. 111 of 1984.]

(2) A proclamation under subsection (1) may at any time be amended or withdrawn by the State President by proclamation in the *Gazette*.

(3) (a) No proclamation shall in terms of this section be issued, amended or withdrawn except on the recommendation of the Commission.

(b) No matter which the Commission is by section 5 (2) (a) prohibited from delegating, or in respect of which a proclamation referred to in section 5 (2) (b) applies, shall be assigned to a Minister or Administrator.

(c) Where the Commission has under section 3 (2) (g) of the Public Service Act recommended salary ranges for application to specific classes, ranks or grades of officers or employees, the determination of salary scales within the limits of such ranges may, notwithstanding the provisions of paragraph (b), be assigned to a Minister or an Administrator.

[Para. (c) inserted by s. 37 (1) of Act No. 111 of 1984.]

(4) A provision of this Act or the Public Service Act or any other law which is applicable in respect of a matter concerning which the Commission may or is required to make a recommendation or to give a direction, shall *mutatis mutandis* apply when a Minister or an Administrator acts in respect of such a matter in terms of an assignment under this section, in so far as such provision is not inconsistent with the assignment.

(5) The provisions of this section shall not derogate from the powers conferred upon the Commission under section 5 of the Public Service Act to inspect departments, to have access to official documents, to obtain information and to conduct inquiries.

[Sub-s. (5) amended by s. 37 (1) of Act No. 111 of 1984.]

**7. Powers, functions and duties of Commission.**—(1) The Commission may exercise the powers and perform the functions and shall carry out the duties expressly mentioned in this Act and in the Public Service Act, as well as the functions entrusted to it and the duties imposed upon it under a provision of this Act or the Public Service Act or under any other Act of Parliament.

(2) The State President may delegate to the Commission such powers, functions and duties as are under any law conferred upon, entrusted to or imposed upon a Minister in respect of the employment, remuneration and other conditions of service, in general, of persons in the employment of councils, institutions or other bodies which are not departments of State referred to in section 24 of the Republic of South Africa Constitution Act, 1983 (Act No. 110 of 1983).

(3) (a) The Commission may, in compliance with a direction of the State President or at the request of a Minister, advise the State President or the Minister concerned on any matter in relation to, in general, the employment, remuneration or other conditions of service of functionaries whose remuneration or allowances derive wholly or partially from money appropriated by Parliament, or of persons employed in a department in terms of any law other than the Public Service Act, or the employment of staff or the remuneration and other conditions of service of the staff or the office-bearers of councils, institutions or other bodies referred to in subsection (2), or in relation to any other matter in respect of such functionaries, persons, councils, institutions or bodies in respect of which any power, function or duty has under any law been conferred upon, entrusted to or imposed upon the State President or the Minister concerned or another Minister, and which the State President or such Minister may refer to the Commission.

(b) If a matter referred to in paragraph (a) has been referred to the Commission in terms of that paragraph, the Commission, or the officer or officers in the office of the Commission designated by the Commission for this purpose, shall have the power to inspect all such official documents and records and to obtain all such information from the functionary or the head of the department concerned, or of the executive head of the council, institution or body concerned, as in its opinion may be necessary to inspect or to obtain in order to advise the State President or the Minister concerned.

(4) The Commission shall exercise such other powers, perform such other functions and carry out such other duties as may be conferred upon, entrusted to or imposed upon it by the State President for the promotion of efficient administration, and which are not in conflict with this Act or any other law.

(5) The provisions of this section shall not apply in respect of the Department of Posts and Telecommunications or the South African Transport Services.

**8. Commission's power of inquiry.**—(1) The Commission may—

- (a) summon any person who in the opinion of the Commission may be able to give material information concerning the subject of any inquiry held by it in terms of section 5 (3), or who it suspects or believes has in his possession or custody or under his control any book, document or object which has any bearing upon the subject of the inquiry, to appear before it at the time and place specified in the summons, to be interrogated or to produce that book, document or object, and the Commission may keep any book, document or object thus produced, for the duration of the inquiry;
- (b) call and administer an oath to or accept an affirmation from any person present at the inquiry who was or might have been summoned in terms of paragraph (a), and may interrogate him and require him to produce any book, document or object in his possession or custody or under his control which the Commission suspects or believes to have a bearing upon the subject of the inquiry.

(2) A summons of a person to appear before the Commission or to produce a book, document or object, shall be in the form which has been prescribed by the Commission, shall be signed by the chairman of the Commission or by the person or one of the persons designated under section 5 (3), and shall be served in the manner determined by the Commission from time to time.

(3) (a) If any person, having been summoned under subsection (1) (a), fails, without sufficient cause, to attend at the time and place specified in the summons, or to remain in attendance until excused by the Commission from further attendance, or if any person called in terms of subsection (1) (b), refuses to be sworn or to affirm as a witness, or fails without sufficient cause to answer fully and satisfactorily to the best of his knowledge all questions lawfully put to him, or to produce any book, document or object in his possession or custody or under his control which he has been required to produce, he shall, subject to the provisions of paragraph (b), be guilty of an offence and liable upon conviction to a fine not exceeding R600.

(b) In connection with the interrogation of any such person by or the production of such book, document or object before the Commission, the law relating to privilege, as applicable to a witness summoned to give evidence or to produce any book, document or object before a court of law, shall apply.

(4) Any person who, after having been sworn or after having affirmed as a witness, gives a false answer to any question lawfully put to him by the Commission, or makes a false statement on any matter, knowing that answer or statement to be false, shall be guilty of an offence and liable upon conviction to the punishment prescribed by law for the crime of perjury.

(5) Any person who hinders or prevents any other person from obeying any summons issued under subsection (1) (a), or from giving any evidence or producing any book, document or object which he may be required to give or produce, shall be guilty of an offence and liable upon conviction to a fine not exceeding R600.

(6) Any person who holds an inquiry in pursuance of a delegation under section (5) (2) (a) (i) or holds an inquiry in pursuance of a designation or an appointment under section 5 (3) of this Act, or section 17 (1), or section 18 (1), or section 20 (3), or section 21 (1) of the Public Service Act, shall for the purposes of the inquiry have all the powers conferred upon the Commission by this section, and in the application of the provisions of this section to any such an inquiry every reference therein to the Commission shall be construed as including a reference to such person.

[Sub-s. (6) amended by s. 37 (1) of Act No. 111 of 1984.]

**9. Staff of Commission.**—(1) There shall be appointed, subject to the provisions of this Act and of the Public Service Act, in terms of the last-mentioned Act a chief official to the Commission and as many other officers and employees as may from time to time be necessary to enable the Commission effectively to exercise its powers, to perform its functions and to carry out its duties.

(2) The chief official referred to in subsection (1) shall observe such directions and carry out such duties as may from time to time be given to or imposed upon him by the Commission.

### CHAPTER III

#### GENERAL

**10. Reports of Commission.**—(1) The Commission shall as soon as possible after 31 December in each year frame a report on matters which have been dealt with by the Commission during the year that ended on that day, and also from time to time such special reports as may to the Commission seem desirable.

(2) Every report framed by the Commission in pursuance of subsection (1), shall be transmitted to the State President and shall be laid by him upon the Table of Parliament within seven days after he has received it if Parliament is then in session, or if Parliament is not then in session, within seven days after the commencement of its next ensuing session.

STATUTES OF THE REPUBLIC OF SOUTH AFRICA — PUBLIC SERVICE

s. 11-Sch.      *Commission for Administration Act, No. 65 of 1984*      s. 11-Sch.

**11. Limitation of legal proceedings.**—(1) No legal proceedings of whatever nature shall be brought against the State or any body or person in respect of anything done or in respect of any failure to do anything which should have been done in terms of this Act, unless the legal proceedings are brought before the expiry of a period of 12 calendar months after the date upon which the claimant had knowledge, or after the date on which the claimant might reasonably have been expected to have knowledge of the act or omission alleged, whichever is the earlier date.

(2) (a) No such legal proceedings shall be instituted before the expiry of at least one calendar month after written notice as to the intention to bring such proceedings has been served on the defendant.

(b) Such notice shall contain full particulars of the alleged act or omission.

**12. Amendment of Public Service Act.**—(1) Subject to the provisions of subsection (2) the provisions of the Public Service Act are hereby repealed or amended to the extent set out in the second column of the Schedule.

(2) Anything done under any provision repealed by subsection (1), shall be deemed to have been done under the corresponding provision of this Act.

**13. Short title.**—This Act shall be called the Commission for Administration Act, 1984.

**Schedule**

[Schedule repealed by s. 37 (1) of Act No. 111 of 1984.]

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## PUBLIC SERVICE ACT NO. 111 OF 1984

[ASSENTED TO 12 JULY, 1984]

[DATE OF COMMENCEMENT: 1 JANUARY, 1985]

(except ss. 11, 13 (2) (c) (ii), 15 (5) and 31 on  
1 September, 1984, ss. 17 to 21 on 1 Sep-  
tember, 1987, and see also s. 37)

*(Afrikaans text signed by the State President)*

**as amended by**

Public Service Laws Amendment Act, No. 67 of 1985

Public Service Amendment Act, No. 22 of 1986

### ACT

**To provide for the organization and administration of the public service of the Republic,  
the regulation of the conditions of employment, terms of office, discipline, retirement and  
discharge of members of the public service, and matters connected therewith.**

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##### *Section*

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2. Application of Act

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## CHAPTER I

## INTERPRETATION AND APPLICATION OF ACT

1. **Interpretation.**—(1) In this Act, unless the context indicates otherwise—

**“Administrator”**, in relation to an officer or employee or a person who is or has been employed or is to be employed in a provincial administration, means the Administrator of the province concerned, acting on the advice of the executive committee thereof;

**“Black authority”** means the government of a territory which has been or is declared by or under an Act of Parliament to be a self-governing territory within the Republic, a Black authority contemplated in the Black Authorities Act, 1951 (Act No. 68 of 1951), or the government of an area for which a legislative assembly has been established under section 1 of the National States Constitution Act, 1971 (Act No. 21 of 1971);

**“calendar month”** means a period extending from a day in one month to a day preceding the day corresponding numerically to that day in the following month, both days inclusive;

**“Commission”** means the Commission for Administration established by section 2 (1) of the Commission for Administration Act and, in relation to any power or duty conferred or imposed upon the Commission by this Act or any other law, includes the member or members of the Commission or the officer or officers to whom the exercise of that power or carrying out of that duty has been delegated or assigned by the Commission in terms of section 5 (2) of the Commission for Administration Act;

**“Commission for Administration Act”** means the Commission for Administration Act, 1984 (Act No. 65 of 1984);

**“department”** means a department contemplated in section 6 (1);

**“employee”** means a person contemplated in section 7 (1) (c);

**“fixed establishment”** means the posts which have been created for the normal and regular requirements of a department;

**“head of department”, “head of a department” or “head of the department”** means an officer contemplated in section 6 (2) and, in so far as it concerns the administration of the Office of the Auditor-General and of the staff of that Officer, includes the Auditor-General as defined in section 1 of the Exchequer and Audit Act, 1975 (Act No. 66 of 1975), and the officer acting in his stead;

**“Minister”**, in relation to an officer or employee or a person who is or has been or is to be employed otherwise than in the administration of a province, means the Minister responsible for the department in which that officer, employee or person is or was employed or is to be employed;

**“month”** means a period extending from the first to the last day, both days inclusive, of any one of the 12 months of a year;

**“officer”** means a person who has been appointed permanently, notwithstanding that such appointment may be on probation, to a post contemplated in section 7 (1) (a), and includes a person contemplated in section 7 (1) (b) or 7 (3) (c);

**“prescribed”** means prescribed by or under this Act;

**“regulation”** means a regulation made or deemed to have been made under this Act;

**“revenue”** means the State Revenue Fund contemplated in section 81 of the Republic of South Africa Constitution Act, 1983 (Act No. 110 of 1983), or, in relation to an officer or employee of a provincial administration, the provincial revenue fund concerned, as the case may be;

**"salary range"** means a minimum and maximum salary limit linked to a specific level of work;

**"scale"**, in relation to salary, includes salary at a fixed rate;

**"the National Intelligence Service"** means the National Intelligence Service contemplated in the Bureau for State Security Act, 1978 (Act No. 104 of 1978), read with Government Notice No. 349 of 18 February 1980;

**"the services"** means—

- (a) the Permanent Force of the South African Defence Force contemplated in section 9 of the Defence Act, 1957 (Act No. 44 of 1957);
- (b) the South African Police contemplated in the definition of "the Force" in section 1 of the Police Act, 1958 (Act No. 7 of 1958); and
- (c) the Prisons Service established by section 2 (1) of the Prisons Act, 1959 (Act No. 8 of 1959);

**"this Act"** includes the regulations and the Public Service Staff Code mentioned in section 36;

**"transfer"** includes a change-over to a regraded or renamed post, or from one grade to a higher grade connected to the same post, or from one rank to a higher rank;

**"Treasury"**, in relation to any matter, means the Minister of Finance or an officer in the Department of Finance who, by virtue of the division of work in that department, deals with that matter.

(2) A reference in this Act to a reduction in a scale of salary or salary, in relation to an officer, shall be construed as including a reference to the application of a scale of salary which is lower than the scale previously applied as regards the maximum of the scale, or to a salary which is lower in comparison with a salary which would have applied at any time prior to that reduction, as the case may be, and a reference in that connection to a reduction in grade or to a grade being lower than another grade shall be construed correspondingly.

2. **Application of Act.**—(1) Except in so far as this section provides otherwise and except where it is inconsistent with the context or clearly inappropriate, the provisions of this Act apply to or in respect of officers and employees whether they are employed within or outside the Republic, and in respect of persons who were employed in the public service or who are to be employed in the public service.

(2) Where persons employed in the services are not excluded from the provisions of this Act, those provisions apply only in so far as they are not contrary to the laws governing their employment.

(3) Where persons employed in the National Intelligence Service are not excluded from the provisions of this Act, those provisions apply only in so far as they are not contrary to the laws governing their service, and those provisions shall not be construed as derogating from the powers or duties conferred or imposed upon the National Intelligence Service.

(4) The provisions of this Act do not apply in respect of the employment by the State of persons whose appointment, remuneration and other conditions of service may, in terms of any law, be made or determined by the State President or a Minister or an Administrator or other person without the recommendation of the Commission first having been obtained.

(5) All persons who immediately before the commencement of this Act were, by virtue of any law repealed by this Act, officers or employees in the public service, are from that commencement deemed to be officers or employees, as the case may be, and the provisions of this Act apply to or in respect of those officers or employees.



## CHAPTER II

## ADMINISTRATION

**3. Commission for Administration.**—(1) (a) Subject to the provisions of the Commission for Administration Act, the Commission may—

- (i) make recommendations or give directions on all matters not specifically provided for in this Act or any other law, but not inconsistent therewith, relating to or arising out of the employment of and the conditions of service generally of officers and employees in the public service;
- (ii) make recommendations or give directions on all matters relating to or arising out of the employment and, in general, the conditions of service of former officers and employees while they were officers and employees, concerning which it may, under the provisions of this Act or any other law, make recommendations or give directions in the case of serving officers and employees.

(b) A recommendation or direction contemplated in paragraph (a) (ii) may not be to the detriment of a former officer or employee, and the Commission may not make such a recommendation or give such a direction in respect of any former officer or employee after the expiry of a period of two years after he ceased to be an officer or employee.

(2) The Commission may make recommendations—

- (a) regarding the establishment or abolition of departments, subdepartments, branches, offices or institutions, the transfer of functions from one department to another or from a department to any other body or from any other body to a department;
- (b) regarding the control, organization or readjustment of departments, subdepartments, branches, offices or institutions;
- (c) regarding the number, grading, regrading, designation, redesignation or conversion of posts on the fixed establishment;
- (d) regarding the number of persons to be employed temporarily or under a special contract, whether in a full-time or a part-time capacity—
  - (i) against posts on the fixed establishment which are not permanently filled;
  - (ii) additional to the fixed establishment, either by reason of the absence of the incumbent of any post, or when it is necessary to provide staff for the performance of a class of work for which staff is not ordinarily employed on a permanent basis, or when it is necessary for any other reason to increase temporarily the staff of any department;
- (e) when it considers it necessary, regarding the employment of a person or the continued employment of an officer in or against a post graded higher or lower than his own grade, or additional to the fixed establishment;
- (f) in order to promote efficiency and effect economies in the management and functioning of departments, subdepartments, branches, offices and institutions by—
  - (i) improved organization, procedure and methods;
  - (ii) improved supervision;
  - (iii) simplification of work and the elimination of unnecessary work;
  - (iv) the utilization of computers and labour-saving devices;
  - (v) co-ordination of work;
  - (vi) limitation of the number of officers and employees of departments, subdepartments, branches, offices and institutions, and the utilization of the services of officers and employees to the best advantage;

- (vii) the training of officers and employees;
  - (viii) improved work facilities;
  - (ix) any other action it may consider essential;
  - (g) regarding the scales of salaries, wages or allowances of all the various classes, ranks and grades of officers and employees, as well as salary ranges in respect of particular classes, ranks and grades of officers and employees;
  - (h) regarding the person to be appointed or promoted, when it is necessary to make any appointment in or promotion to a post in the A division;
  - (i) regarding regulations to be made under section 35 (1).
- (3) The Commission may give directions—
- (a) regarding—
    - (i) the age, educational, language and other qualifications to be possessed by persons on appointment, transfer or promotion in or to the public service, where those qualifications are not prescribed by or under this Act or any other law;
    - (ii) the classes of posts and positions in respect of which, the circumstances under which and the conditions on which a Minister or an Administrator, or any officer to whom a Minister or an Administrator has delegated the power of appointment, transfer or promotion, may require qualifications other than those contemplated in subparagraph (i);
  - (b) regarding the requirements with which the condition of health of a person shall comply before he may be appointed as an officer;
  - (c) when it considers it necessary, regarding the security requirements with which officers and employees have to comply;
  - (d) regarding the training which officers and employees have to undergo.
- (4) (a) The Commission—
- (i) shall keep a record of officers employed in posts in the A division;
  - (ii) shall inquire into the grievances of officers and employees and, subject to the provisions of this Act, shall make such recommendations thereon as it may think fit;
  - (iii) shall, when it deems it necessary, provide training or cause training to be provided or conduct examinations or tests or cause examinations or tests to be conducted, as it may direct or as may be prescribed as a qualification for the appointment promotion or transfer of persons in or to the public service;
  - (iv) may issue directives which are not contrary to this Act to elucidate or supplement any regulations;
  - (v) may, notwithstanding anything to the contrary in any law contained, make a recommendation regarding the establishment or operation of, but excluding the management of and control over, any pension, housing or other scheme which is or will be a condition of service of officers and employees, but which has not or will not be established by or under this Act.
- (b) Notwithstanding the provisions of section 4 (6), the provisions of section 4 (2) apply *mutatis mutandis* in respect of a recommendation in terms of paragraph (a) (v).
- (5) The provisions of subsections (2) (h) and (4) (a) (i) apply *mutatis mutandis* in respect of such employees as the Commission may direct.

**4. Recommendations of Commission.**—(1) (a) For the purposes of this Act and any other law, a recommendation of the Commission is deemed—

- (i) to have been made on the date of the written communication conveying that recommendation;

- (ii) if it relates to a particular person, to have been carried out by a Minister or an Administrator on the date of the written communication to that person stating that the Minister or Administrator has approved that recommendation.

(b) Where a Minister or an Administrator has to determine a date for the commencement of such a recommendation, it shall be a date within six calendar months from the date referred to in paragraph (a) (i).

(2) (a) (i) Subject to the provisions of subsection (7), any recommendation of the Commission which relates to a particular person may be withdrawn or varied or further varied by the Commission, or, subject to the provisions of subsection (5), may be rejected or varied by the State President before it has been carried out, at any time within a period of six calendar months from the date upon which it was made or varied or further varied by the Commission.

(ii) Notwithstanding the provisions of subparagraph (i), the Commission may not withdraw or vary any recommendation which has been varied by the State President.

(b) Subject to the provisions of subsection (7), every recommendation of the Commission which relates to a particular person shall—

- (i) if the State President has varied it, be carried out as so varied, forthwith by the Minister or Administrator;
- (ii) if the State President has refused to vary or reject it, be carried out as made or varied by the Commission, forthwith by the Minister or Administrator;
- (iii) if the period contemplated in paragraph (a) has expired, and it has not been carried out or withdrawn by the Commission or rejected or varied by the State President, be carried out as made or varied by the Commission, forthwith by the Minister or Administrator.

(3) When the State President has rejected or varied a recommendation of the Commission, the matter shall be dealt with in accordance with the decision of the State President and subject to the provisions of subsection (2) (b) (i), without obtaining a further recommendation of the Commission.

(4) For the purposes of subsection (2) regarding the rejection by the State President of a recommendation of the Commission, any refusal or failure by the Commission to make a recommendation is deemed to be a recommendation of the Commission.

(5) No application for the rejection or variation of a recommendation contemplated in subsection (2) shall be made to the State President unless the department concerned has given the Commission at least 14 days' notice of its intention so to apply, and that notice shall set forth the grounds upon which the department intends to base its application.

(6) (a) A recommendation of the Commission which does not relate to a particular person—

- (i) may, subject to the provisions of subsection (7), be withdrawn or varied or further varied by the Commission before it has been carried out, at any time within six calendar months from the date upon which it was made by the Commission or varied the previous time;
- (ii) shall, subject to the provisions of subsection (7), if that period has expired and it has not been carried out or withdrawn by the Commission, be carried out as made or varied by the Commission forthwith by each head of a department concerned.

but the aforesaid provisions do not preclude the Commission from withdrawing or varying at any time, subject to the provisions of subsection (7) and section 28, any recommendation regarding the employment or conditions of service of persons, even if service benefits are thereby reduced or persons deprived of service benefits.

(b) The provisions of subsection (2) apply *mutatis mutandis* in respect of a recommendation of the Commission regarding any matter relating to persons other than those contemplated in section 7 (1), irrespective of whether that recommendation relates to a particular person or not.

(7) (a) No recommendation by the Commission involving expenditure from the State Revenue Fund, other than a recommendation to be carried out by or on the authority of an Administrator of a province, shall be carried out unless the Treasury approves that expenditure.

(b) The Treasury may, in its discretion and upon such conditions as it may determine, delegate its power to approve such expenditure, to any officer.

**5. Powers of inspection of Commission.**—(1) The Commission may inspect departments and has access to such official documents, and may obtain such information from heads of department and other officers and employees and other persons in the service of departments, as in its opinion may be necessary for the exercise of its powers or the carrying out of its duties in terms of this Act or any other law.

(2) When a member or the members of the Commission contemplated in section 5 (2) (a) (i) of the Commission for Administration Act, is or are inspecting a department in terms of subsection (1), he has or they have for that purpose the powers conferred upon the Commission by section 8 of that Act, and for the purposes of that section in relation to such an inspection a reference therein to the Commission shall be construed as a reference to the member or members conducting the inspection.

(3) The Commission may designate any officer appointed under section 9 (1) of the Commission for Administration Act to inspect a department in terms of section 5 (1) of this Act, and any officer so designated has the powers conferred upon the Commission by the latter section.

### CHAPTER III

#### ORGANIZATION AND STAFF

**6. Departments and heads of department.**—(1) For the purposes of the administration of the public service there are the departments, including administrations, which are mentioned, or which are to be mentioned, in the first column of Schedule 1, as well as the organizational components which are mentioned, or which are to be mentioned, in the first column of Schedule 2.

[Sub-s. (1) substituted by s. 1 (a) of Act No. 22 of 1986.]

(2) (a) Each department has a head of department who as an officer is the incumbent of the post on the fixed establishment designated by the name mentioned in the second column of Schedule 1 opposite the name of the department concerned, or the officer who is acting in that post.

(b) A head of department is responsible for the efficient management and administration of his department, including the effective utilization of staff, the maintenance of discipline and the proper use and care of State property, and he shall perform the functions that may be prescribed.

(2A) (a) An organizational component mentioned in the first column of Schedule 2 and the officer who is the incumbent of the post designated by the name mentioned in the second column of the Schedule opposite the name of the organizational component concerned, or the officer who is acting in that post, are, for the purposes of the application of the provisions of this Act, deemed to be a department and a head of department, respectively.

(b) The incumbent of a post contemplated in this subsection is not by reason only of such incumbency entitled to the conditions of service of the incumbent of a post referred to in subsection (2).

[Sub-s. (2A) inserted by s. 1 (b) of Act No. 22 of 1986.]

(3) The State President may, after the Commission has made a recommendation, amend Schedule 1 and Schedule 2 by proclamation in the *Gazette*.

[Sub-s. (3) substituted by s. 1 (c) of Act No. 22 of 1986.]

**7. Composition of public service.**—(1) The public service consists of persons who—

(a) hold posts on the fixed establishment—

(i) classified in—

the A division; and  
the B division;

(ii) in the services;

(iii) in the National Intelligence Service;

- (b) (i) having **ceased** to hold posts on the fixed establishment contemplated in paragraph (a), and not having retired or having been discharged, are employed additional to the fixed establishment of who are deemed to continue to hold posts under the circumstances contemplated in subsection (3) (c);
- (ii) are **appointed** permanently additional to the fixed establishment;
- (c) (i) hold posts on the fixed establishment other than posts referred to in paragraph (a);
- (ii) are employed temporarily or under a special contract in a department, whether in a full-time or part-time capacity, additional to the fixed establishment or in vacant posts on the fixed establishment.

(2) The A and B divisions consist of such posts as the Commission has directed shall be included therein.

(3) (a) The Commission may direct that any post included in one division shall be removed from that division and be included in the other division, or that any post included in the A or B division shall be excluded from both those divisions.

(b) No direction under this subsection shall deprive any officer of any leave or other prescribed privilege or right which flowed from the occupancy by him of a post in one of the said divisions.

(c) Any officer whose post has been excluded from both the divisions aforementioned is, for the purposes of this Act and the Government Service Pensions Act, 1973 (Act No. 57 of 1973), deemed to continue to hold a post in the division in which his post was included immediately before the direction came into force.

(4) All posts which immediately before the commencement of this Act were, in terms of any law repealed by this Act, included in, and all officers who immediately before that commencement were employed in—

- (a) the administrative, clerical, professional, technical and general A divisions, are from that commencement deemed to be included or employed in the A division;
- (b) the general B division, are from that commencement deemed to be included or employed in the B division.

#### CHAPTER IV

##### APPOINTMENT, PROMOTION AND TRANSFER

**8. Powers of Minister and Administrator.**—(1) Without derogating from the functions of the Commission in terms of this Act, the appointment of any person or the promotion or transfer of any officer or employee shall be made by the Minister or Administrator or by the officer or officers to whom the Minister or Administrator has delegated his power of appointment, promotion or transfer.

(2) Subject to the provisions of this Chapter, appointments and promotions in, and transfers in or to, the public service shall be made in such manner and on such conditions, including conditions regarding the possession of knowledge of the official and other languages, as may be prescribed, or, in so far as they are not prescribed, as may be directed by the Commission.

**9. Qualifications for appointment.**—(1) No person shall be appointed permanently or be transferred and appointed permanently under section 14 (1), whether on probation or not, to any post in the A or B division unless he—

- (a) is a South African citizen, or is a citizen of any territory which formed part of the Republic and became an independent state in terms of an Act of Parliament;

- (b) is of good character; and
- (c) in so far as his condition of health is concerned, complies with such requirements as may be directed by the Commission under section 3 (3) (b).

(2) Notwithstanding the provisions of subsection (1) (c), a person may be appointed on probation, but his appointment shall not be confirmed unless he complies with the requirements contemplated in that paragraph.

**10. Appointments and filling of posts.**—(1) In the making of any appointment or the filling of any post in the public service—

- (a) no person who qualifies for the appointment, transfer or promotion concerned shall be favoured or prejudiced;
- (b) only the qualifications, level of training, relative merit, efficiency and suitability of the persons who qualify for the appointment, promotion or transfer concerned, and such conditions as may be prescribed or as may be directed by the Commission for the making of the appointment or the filling of the post, shall be taken into account.

(2) For the filling of any post in the A division, the Commission shall, subject to the provisions of subsection (1), recommend either—

- (a) the transfer or promotion of an officer; or
- (b) if the post cannot satisfactorily be filled by such a transfer or promotion, the appointment of a person who is not an officer.

**11. Appointment of heads of department.**—(1) Subject to the provisions of this Chapter and of Chapters V and VI—

- (a) (i) a person who is appointed as an officer in the office of head of department;
- (ii) an officer who is promoted or transferred to that office; and
- (iii) an officer who, at the commencement of this section, occupies that office, shall occupy that office for a period of five years or for such shorter period as the Minister or Administrator may approve, subject to the provisions of subsection (3), from, in the case of a person contemplated in subparagraphs (i) and (ii), the date of the appointment, promotion or transfer concerned, and in the case of a person contemplated in subparagraph (iii), the commencement of this section;
- (b) an officer who is promoted or transferred from the office of head of department contemplated in paragraph (a) to another office of head of department, shall occupy the latter office for the remainder of the term of office which applies to him in regard to the first-mentioned office in terms of paragraph (a), or the remainder of any extended term in terms of paragraph (c);
- (c) an officer's term of office as head of department as prescribed in paragraph (a) or (b), may, subject to the provisions of subsection (2), be extended at the expiry thereof for a period or successive periods of at least one year but not exceeding five years, as the Minister or Administrator may approve.

(2) (a) The Minister or Administrator shall in writing inform the officer concerned at least six calendar months before the expiry of the term contemplated in paragraph (a) or (b) or any previously extended term contemplated in paragraph (c), of his intention to retain him in service for an extended term, or not.

(b) If the Minister or Administrator so informs the officer concerned of his intention to retain him in service for an extended term, he shall in writing inform the Minister or Administrator, within one calendar month from the date of that communication, of his acceptance or not of that extended employment.

(c) If the officer concerned so informs the Minister or Administrator of his acceptance of the further employment, his term of office as head of department is extended by the further period upon which he and the Minister or Administrator have agreed.

(3) Before the Minister or Administrator approves a shorter period contemplated in subsection (1) (a) in respect of an officer who is not a member of the services or the National Intelligence Service, or communicates with such an officer in terms of subsection (2) (a), the Commission shall make a recommendation.

(Date of commencement of s. 11 1 September, 1984.)

**12. Appointment, transfer and promotion on probation.**—(1) The appointment of a person and the transfer and promotion of an officer in the A or B division shall be made on probation—

(a) unless, in the case of an appointment in—

(i) the A division, the Commission recommends otherwise; or

(ii) the B division, the person having the power to approve such an appointment, directs otherwise; or

(b) if, in the case of a promotion or transfer in—

(i) the A division, the Commission so recommends; or

(ii) the B division, the person having the power to approve such a transfer or promotion, so directs.

(2) (a) Subject to the provisions of paragraphs (b) and (c), the period of probation so recommended or directed shall not be less than 12 calendar months.

(b) If an officer who is serving on probation is transferred or promoted to another post, a lesser period of service on probation may be recommended or directed in the new post, which together with the period of probation served in the former post, shall total at least 12 calendar months.

(c) The period of probation of an officer shall be extended by the number of days' leave taken by him during the period of probation or any extension thereof.

(3) If the head of the office, branch, subdepartment, institution or department certifies that during the period of probation or extended period of probation, the officer concerned has been diligent and his conduct uniformly satisfactory and that he is in all respects suitable for the post which he holds, and if the officer has complied with all the conditions to which his appointment, transfer or promotion was subject, the person having the power to make the appointment, transfer or promotion concerned, may confirm that appointment, transfer or promotion, but if the probationary appointment, transfer or promotion is not so confirmed—

(a) the head of department shall, in the case of an officer serving in the A division, report the reasons for the non-confirmation to the Commission, which shall, subject to the provisions of subsection (5) make such recommendation in the matter as it may deem fit.

(b) the person having the power to make the appointment, transfer or promotion concerned may, in the case of an officer serving in the B division, extend the period of probation or act according to the provisions of subsection (4).

(4) (a) Notwithstanding anything to the contrary contained in subsection (2) or in Chapter VI, but subject to the provisions of paragraph (b) and subsection (5), an officer who is serving on probation may be discharged from the public service by the person having the power of discharge, either during or at or after the expiry of the period of probation—

(i) by the giving of one month's notice; or

(ii) forthwith, if his conduct or performance is unsatisfactory.

(b) Before an officer serving in the A division is so discharged, the Commissioner shall first make a recommendation.

(5) (a) Notwithstanding anything to the contrary contained in sections 13 and 28, but subject to the provisions of paragraph (b), a person whose transfer or promotion on probation is not confirmed and who immediately prior to that transfer or promotion on probation was an officer, other than an officer on probation, shall be transferred to the post formerly held by him, or to a post of equivalent grading, and shall receive such salary as he would have received in his former post if he had not been transferred or promoted on probation.

(b) In the case of the transfer of an officer serving in the A division, the Commission shall first make a recommendation.

**13. Transfers within public service.**—(1) Subject to the provisions of this Act, every officer or employee may, when the public interest so requires, be transferred from the post or position occupied by him to any other post or position in the same or any other department, irrespective of whether such a post or position is in another division, or is of a lower or higher grade, or is within or outside the Republic.

(2) (a) The transfer of an officer or employee from one post or position to another post or position may, subject to the provisions of paragraph (b) and (c) and subsection (3) (d), be made on the authority of the person having the power to transfer.

(b) In the case of a transfer from one department to another department the approval of the persons who in respect of each of those departments have the power to transfer, shall first be obtained.

(c) The provisions of this subsection shall not be construed as precluding the Commission from—

- (i) recommending the transfer of an officer from one post to another post in the A division; or
- (ii) recommending that an officer, other than a member of the services or the National Intelligence Service, who occupies the office of head of department be transferred to a post to which the provisions of section 11 do not apply during or at the expiry of the term contemplated in section 11 (1) (a) or (b), or of any extended term contemplated in section 11 (1) (c), on such conditions as the Commission may recommend (date of commencement of sub-para. (ii) 1 September, 1984).

(3) An officer—

- (a) shall not upon transfer suffer any reduction in his salary or scale of salary without his consent, except in accordance with the provisions of Chapter VI and section 32;
- (b) who has been transferred to or is employed in a post of a lower or higher grade than his own grade without a change in his scale of salary, shall be recommended by the Commission for transfer to a post to which his scale of salary is appropriate;
- (c) who has been transferred to or who is employed in a post which is graded higher than his own grade, or which is regraded or converted to a post of a higher grade than his own grade, shall not by reason only of that transfer or employment be entitled to the higher scale of salary applicable to the post;
- (d) shall not be transferred from one post to another post which is of a higher or lower grade than his own grade or bears a different designation, unless the Commission has recommended the transfer, except where each of the two posts concerned is in the services or in the B division;
- (e) holding a post in the A or B division shall not without his consent be transferred to a post in any branch of the services or in the National Intelligence Service.

(4) A member of any of the three branches of the services shall not without his consent be transferred to a post in any other of those branches or to a post in the A or B division, and a member of the National Intelligence Service shall not, subject to the provisions of the Bureau for State Security Act, 1978 (Act No. 104 of 1978), without his consent be transferred to a post in such a division.



**14. Transfer and secondment of officials.**—(1) A person holding a pensionable appointment in a department under any law other than this Act, or in the South African Transport Services, the Department of Posts and Telecommunications, or an institution established by an Act of Parliament and which obtains its funds directly in whole or in part from the State Revenue Fund, may on the recommendation of the Commission be transferred to and appointed in a post in the A or B division.

(2) A person in the service of a department under any law other than this Act, or in the service of another government, or of a Black authority, or of a council, institution or body established by or under any law, or of any other body or person, may on the recommendation of the Commission be employed by another department or a department, as the case may be, for a particular service or for a stated period and on such conditions, other than conditions laid down by or under any pensions law, as may be recommended by the Commission after consultation with the employer of the person concerned and approved by the Treasury.

(3) (a) An officer or employee may with his consent and on the recommendation of the commission and on such conditions, in addition to those prescribed by or under any law, as may be recommended by the Commission after consultation with the Treasury, be placed at the disposal of another government, or of a council, institution or body established by or under any law, or of any other body or person, for a particular service or for a stated period.

(b) Such an officer or employee remains subject to the laws applicable to officers and employees in the public service while so placed at such disposal.

(4) (a) A person (in this paragraph referred to as the official) in the service of a department under any law other than this Act, or of another government, or of a Black authority, or of a council, institution or body established by or under any law, or of any other body or person, may, on the recommendation of the Commission, be employed by another department or a department, as the case may be, for a stated period and on such conditions, other than conditions laid down by or under any pensions law, as may be recommended by the Commission after consultation with the employer of the official and approved by the Treasury; and in such a case, on the recommendation of the Commission and on such conditions, in addition to those laid down by or under any law, as may be recommended by the Commission after consultation with the Treasury, an officer or employee may with his consent and in terms of an agreement between the department in which he is employed and the employer of the official be placed at the disposal of the employer of the official for the same period on an exchange basis.

(b) Such an officer or employee remains subject to the laws applicable to officers and employees in the public service while so placed at such disposal.

(5) (a) Notwithstanding anything to the contrary contained in any law, an officer or employee may, when the public interest so requires, with his consent and on the recommendation of the Commission and on such conditions as may be prescribed on the recommendation of the Commission, be transferred to the service of a Black authority.

[Para. (a) substituted by s. 2 (a) of Act No. 22 of 1986.]

(b) Until any law in force within the territory of a Black authority contemplated in paragraph (a) provides otherwise, the service with such an authority of an officer or employee transferred under paragraph (a), is regarded, for the purposes of his leave and pension, as part of and continuous with his service in the public service and, until any law provides otherwise, the provisions of the pensions law which is applicable to him as an officer or employee or, in the event of his death, to his dependants, continue *mutatis mutandis* to apply.

(c) . . . . .

[Para. (c) deleted by s. 2 (b) of Act No. 22 of 1986.]

## CHAPTER V

## TERMINATION OF SERVICE

**15. Retirement and retention of services.**—(1) (a) Subject to the provisions of this section, an officer, other than a member of the services or the National Intelligence Service, has the right to retire from the public service, and shall be so retired on the date when he attains the age of 65 years.

(b) If such an officer attains the said age after the first day of a month, he is deemed to have attained it on the first day of the following month.

(2) (a) Subject to the provisions of paragraph (b), an officer, other than a member of the services or the National Intelligence Service, who was appointed with effect from a date prior to 24 June 1955, or an officer to whom the provisions of section 7 of the Government Service Pensions Act, 1973 (Act No. 57 of 1973), are applicable, has the right at any time before or after attaining, in the case of a male officer, the age of 60 years or, in the case of a female officer, the age of 55 years, to give written notification to his head of department of his wish to be retired from the public service, and he shall—

(i) if that notification is given at least three calendar months prior to the date on which he attains the said age, be so retired on the date on which he attains that age or, if he attains it after the first day of a month, on the first day of the following month; or

(ii) if that notification is not given at least three calendar months prior to the date on which he attains the said age, be so retired on the first day of the fourth month after the month in which the notification is received.

(b) (i) In the case of an officer who occupies the office of head of department, he shall give notification of his wish to be retired from the public service at least six calendar months prior to the date on which he attains the said age, and if he has so given notification, the provisions of paragraph (a) (i) apply *mutatis mutandis*;

(ii) If such an officer has not so given notification at least six calendar months prior to the date on which he attains the said age, he shall be so retired on the first day of the seventh month following the month in which that notification is received.

(3) (a) Subject to the provisions of this section, section 11 (2) (a) and section 13, an officer who occupies the office of head of department has the right to retire from the public service and he shall be so retired at the expiry of the term contemplated in section 11 (1) (a) or (b), or of any extended term contemplated in section 11 (1) (c), as the case may be.

(b) If an officer retires or is retired in terms of paragraph (a), he is deemed to have been discharged from the public service in terms of section 16 (2) (b).

(4) (a) Subject to the provisions of paragraph (b), an officer, other than a member of the services or the National Intelligence Service or an officer contemplated in section 16 (4), who has reached the age of 60 years may, subject in every case to the recommendation of the Commission and the approval of the Minister or Administrator, be retired from the public service.

(b) In the case of an officer contemplated in subsection (2) the age at or after which he may be so retired, is in the case of a male officer 55 years and in the case of a female officer, 50 years.

(5) (a) The Minister or Administrator may, at the request of an officer occupying the office of head of department and, if the officer is not a member of the services or the National Intelligence Service, subject to a recommendation of the Commission, allow him to retire from the public service before the expiry of the term contemplated in section 11 (1) (a) or (b), or any extended term contemplated in section 11 (1) (c), and notwithstanding the absence of any reason for discharge in terms of section 16 (2), if a reason exists which the Minister or Administrator deems sufficient.

(b) If an officer is allowed to retire from the public service in terms of paragraph (a), he is, notwithstanding anything to the contrary contained in subsection (4), deemed to have retired in terms of that subsection, and he is entitled to such pension as he would have been entitled to if he had retired from the public service in terms of that subsection.

(Date of commencement of sub-s. (5) 1 September, 1984.)

(5A) (a) The Minister or Administrator may, at the request of an officer in the A division and subject to a recommendation of the Commission, notwithstanding the absence of any reason for discharge in terms of section 16 (2), allow him to retire from the public service if in the opinion of the Minister or Administrator a sufficient reason exists therefor and the retirement will be to the advantage of the State.

(b) The provisions of subsection (5) (b) shall *mutatis mutandis* apply to any officer who is allowed to retire from the public service in terms of paragraph (a).

[Sub-s. (5A) inserted by s. 2 of Act No. 67 of 1985.]

(6) If it is in the public interest to retain an officer, other than a member of the services or the National Intelligence Service, in his post beyond the age at which he shall be retired in accordance with the provisions of subsection (1), he may with his consent be so retained from time to time, on the recommendation of the Commission and with the approval of the Minister or Administrator, for further periods which shall not, except with the approval, by resolution, of Parliament, exceed in the aggregate two years.

**16. Discharge of officers.**—(1) (a) Subject to the provisions of paragraph (b) and subsection (6), the power to discharge an officer or employee is vested in the Minister or Administrator, who may delegate that power to an officer.

(b) In the case of an officer holding a post in the A division, the Commission shall first make a recommendation for his discharge.

(2) Every officer, other than a member of the services or the National Intelligence Service, may be discharged from the public service—

- (a) on account of continued ill-health;
- (b) owing to the abolition of his post or any reduction in or reorganization or readjustment of departments or offices;
- (c) if, for reasons other than his own unfitness or incapacity, his discharge will promote efficiency or economy in the department or office in which he is employed, or will otherwise be in the interest of the public service;
- (d) on account of unfitness for his duties or incapacity to carry them out efficiently;
- (e) on account of misconduct;
- (f) if, in the case of an officer appointed on probation, his appointment is not confirmed;
- (g) on account of misrepresentation of his position in relation to a condition for permanent appointment;

[Para. (g) substituted by s. 3 of Act No. 22 of 1986.]

- (h) if his continued employment constitutes a security risk for the State;
- (i) if the State President appoints him in the public interest under any Act of Parliament to an office to which the provisions of this Act or the Commission for Administration Act do not apply.

(3) (a) If an officer is discharged under subsection (2) (g), he is deemed to have been discharged under subsection (2) (e).

(b) If an officer is discharged under subsection (2) (h), he is deemed to have been discharged under subsection (2) (d).

(4) (a) The services of an officer who occupies a post in the A or B division may, notwithstanding the absence of any reason for discharge in terms of subsection (2), be terminated upon the recommendation of the Commission by the giving of notice in writing, and that notice shall, in the case of an officer with less than 10 years' continuous service, be one month, and in the case of an officer with 10 years' or more continuous service, be three months.

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(b) A recommendation in terms of paragraph (a) in respect of an officer in the A division shall be made only after the officer concerned has been afforded an opportunity of making representations with regard to his position to the Commission and after the Commission has given due consideration to any representations made by the officer.

(c) In the application of paragraph (a) to an officer in the A division the Minister or Administrator may delegate the power conferred upon him by subsection (1) only to the head of the department concerned.

[Sub-s. (4) substituted by s. 3 of Act No. 67 of 1985.]

(5) (a) (i) An officer, other than a member of the services or the National Intelligence Service, who absents himself from his official duties without permission of his head of department, office or institution for a period exceeding one calendar month, is deemed to have been discharged from the public service on account of misconduct with effect from the date immediately succeeding his last day of attendance at his place of duty.

(ii) If such an officer assumes other employment, he is deemed to have been discharged as aforesaid irrespective of whether the said period has expired or not.

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(b) If an officer who is deemed to have been so discharged, reports for duty at any time after the expiry of the period referred to in paragraph (a), the Commission may, notwithstanding anything to the contrary contained in any law, recommend that, subject to the approval of the Minister or Administrator, he be reinstated in the public service in his former or any other post or position on such conditions as the Commission may recommend, and in such a case the period of his absence from official duty is deemed to be absence on vacation leave without pay or leave on such other conditions as the Commissioner may recommend.

(6) If it is in the public interest to appoint an officer under any Act of Parliament to an office to which the provisions of this Act or the Commission for Administration Act do not apply, the State President may so appoint him to that office and may discharge him from the public service without the Commission first having made a recommendation for his discharge.

## CHAPTER VI

### INEFFICIENCY AND MISCONDUCT

**17. Inefficient officers.**—(1) If a head of department reports to the Minister or Administrator that any officer, other than an officer who occupies a post in the B division or a member of the services or the National Intelligence Service, in his department is, in his opinion, unfit for his duties or incapable of carrying them out efficiently, the Minister or Administrator shall appoint an officer to inquire into those allegations, and if such a report is made to a head of department by an officer designated in terms of section 5 (3) to inspect departments, the head of department shall, within one calendar month of the date on which he received it, send it to the Minister or Administrator, who shall appoint an officer to inquire into those allegations.

(2) If an inquiry is to be held in terms of subsection (1), the officer concerned shall be notified in writing thereof, and thereupon he has the right—

- (a) to a written statement setting out the grounds on which he is alleged to be unfit for his duties or incapable of carrying them out efficiently;
- (b) to be present at the inquiry; to be assisted or represented by another person, to give evidence and, either personally or through a representative—
  - (i) to be heard;
  - (ii) to call witnesses;
  - (iii) to cross-examine any person called as a witness in support of the said allegations; and
  - (iv) to have access to documents produced in evidence.

(3) At the conclusion of the inquiry, the officer concerned shall be notified of the finding of the officer conducting the inquiry, and if it has been found that he is unfit for his duties or that he is incapable of carrying them out efficiently, he has the right to appeal to the Commission against that finding.

(4) The procedure at an inquiry and the noting and hearing of an appeal are as prescribed.

(5) If the officer conducting the inquiry has found that the officer concerned is unfit for his duties or incapable of carrying them out efficiently, the Commission shall, having regard to the documents relating to the finding and any appeal, recommend to the Minister or Administrator—

- (a) that no further action be taken in the matter; or
- (b) that the officer concerned be transferred to another post or be employed additional to the fixed establishment; or

- (c) that his salary or grade or both his salary and grade be reduced to an extent recommended; or
- (d) that action be taken against him as prescribed in paragraph (b) as well as paragraph (c); or
- (e) that he be discharged from the public service from a date to be fixed by the Minister or Administrator.

(6) The Commission shall send the documents relating to the inquiry and, where applicable, to the appeal, together with its recommendation in terms of subsection (5), to the Minister or Administrator, and the Minister or Administrator may act according to the recommendation of the Commission or, subject to the provisions of section 4, according to any other recommendation which can be made under subsection (5).

**18. Inefficient heads of department.**—(1) If in the opinion of a Minister or an Administrator there are reasonable grounds for believing that a head of department is unfit for his duties or incapable of carrying them out efficiently, the Minister or Administrator shall report to the State President accordingly, and the State President may appoint a person or persons to inquire into the allegations.

(2) The provisions of section 17 (2) to (6) apply *mutatis mutandis* to an inquiry in terms of subsection (1) of this section, and for that purpose a reference in section 17 (5) and (6) to the Minister or Administrator shall be construed as a reference to the State President.

**19. Misconduct.**—An officer, other than a member of the services or the National Intelligence Service, is guilty of misconduct and may be dealt with in accordance with the provisions of section 20, if he—

- (a) contravenes any provision of this Act or fails to comply with any provisions thereof;
- (b) performs or causes or permits to be performed or connives at any act which is to the prejudice of the administration, discipline or efficiency of any department, office or institution of the State;
- (c) disobeys, disregards or makes wilful default in carrying out a lawful order given to him by a person having the authority to give it, or by word or conduct displays insubordination;
- (d) is negligent or indolent in the carrying out of his duties;
- (e) undertakes, without permission of the Minister or Administrator (granted on the recommendation of the Commission in the case of an officer in the A division) any private agency or private work in any matter connected with the performance of his official functions or the carrying out of his official duties;
- (f) publicly comments to the prejudice of the administration of any department;
- (g) makes use of his position in the public service to promote or to prejudice the interests of any political party;
- (h) attempts to secure intervention from political or outside sources in relation to his position and conditions of service in the public service, unless it occurs in an endeavour to obtain redress of any grievance through Parliament;
- (i) conducts himself in a disgraceful, improper or unbecoming manner, or, while on duty, is grossly discourteous to any person;
- (j) uses intoxicants or stupefying drugs excessively;
- (k) becomes insolvent or compromises with his creditors, or has a decree of civil imprisonment made against him by any court of law, unless it is shown that his insolvency or composition or the making of the decree has been occasioned by unavoidable misfortune;

- (l) becomes pecuniarily embarrassed, unless it is shown that his pecuniary embarrassment has not been occasioned by imprudence or other reprehensible cause and is not prejudicial to the faithful carrying out of his duties;
- (m) without first having obtained the permission of his head of department, discloses, otherwise than in carrying out his official duties, information gained by or conveyed to him through his employment in the public service, or uses that information for any purpose other than for carrying out his official duties, whether or not he discloses that information;
- (n) accepts, without permission of the Minister or Administrator (granted on the recommendation of the Commission in the case of an officer in the A division), or demands in respect of the carrying out of or the failure to carry out his duties any commission, fee or pecuniary or other reward (not being the emoluments payable to him in respect of his duties), or fails to report to his head of department or, if he is a head of department, to the Minister or Administrator, the offer of such a commission, fee or reward;
- (o) misappropriates or makes improper use of any property of the State under circumstances not amounting to an offence;
- (p) commits an offence;
- (q) absents himself from his office or duty without leave or valid cause;
- (r) makes a false or incorrect statement, knowing it to be false or incorrect, with a view to obtaining any privilege or advantage in relation to his official position or his duties, or to causing prejudice or injury to the State or a department or the public service or a member of the public service;
- (s) contravenes any rule of the constitution of a medical aid fund or aid scheme or aid society of which he is required to be a member in terms of the regulations, or fails to comply therewith;
- (t) contravenes any provision of a prescribed code of conduct or fails to comply with any provision thereof.

20. **Action in cases of misconduct.**—(1) When an officer, other than a head of department or a member of the services or the National Intelligence Service, is accused of misconduct, his head of department or an officer in that department authorized by the head of the department may charge him in writing under his hand with that misconduct, and the charge shall contain or shall be accompanied by a direction calling upon the officer charged to send or deliver within a reasonable period specified in the direction to a person likewise specified a written admission or denial of the charge and, if he so desires, a written explanation regarding the misconduct with which he is charged.

(2) An officer may at any time before or after he has been charged under this section be suspended from duty on such conditions as may be prescribed.

(3) (a) If the officer charged admits that he is guilty of the charge, he is deemed to be guilty of misconduct as charged.

(b) If he denies the charge or fails to comply with the direction contemplated in subsection (1), the Minister or Administrator shall appoint an officer to inquire into the charge.

(c) The Minister or Administrator may delegate the power conferred upon him by this subsection in relation to an officer in the B division to the head of department.

(4) At an inquiry in terms of subsection (3), the officer charged has the right—

- (a) if the misconduct with which he is charged, amounts to an offence of which he was convicted by a court of law, to show cause why, in his opinion, he was wrongly convicted;

- (b) to be present at the inquiry, to be assisted or represented by another person, to give evidence and, either personally or through a representative—

(i) to be heard;

(ii) to call witnesses;

(iii) to cross-examine any person called as a witness in support of the charge; and

(iv) to have access to documents produced in evidence.

(5) At the conclusion of the inquiry the officer charged shall be notified of the finding of the officer conducting the inquiry, and he has the right—

(a) if he has been found guilty, to appeal against the finding to the Commission; and

(b) if he has been suspended from duty before or during the inquiry, to resume duty under the prescribed circumstances and to receive any emoluments which were withheld during the period of suspension, as prescribed.

(6) The procedure at an inquiry in terms of subsection (3) and the noting and hearing of an appeal contemplated in subsection (5) (a) are as prescribed.

(7) If the officer charged is found guilty of the charge or if he admits that he is guilty of the charge, the head of the department where the officer is employed, in the case of an officer charged who is employed in the B division and who has not appealed against the finding, or the Commission, in the case of any other officer charged, shall recommend, having regard to the documents relating to the inquiry and, where applicable, to the appeal, to the Minister or Administrator—

(a) that he be cautioned or reprimanded; or

(b) that a fine not exceeding R2 000 be imposed upon him; or

(c) that he be transferred to another post or be employed additional to the fixed establishment; or

(d) that his salary or grade or both his salary and grade be reduced to an extent recommended; or

(e) that he be discharged or called upon to resign from the public service from a date to be fixed by the Minister or Administrator.

(8) (a) Except where a recommendation is made under paragraph (e) of subsection (7), the Commission or head of department may make recommendations under more than one of the paragraphs of that subsection.

(b) The Commission or head of department may postpone the making of a recommendation for a period not exceeding 12 calendar months.

(c) If an officer who has been called upon to resign from a stated date, fails so to resign, he is deemed to have been discharged with effect from that date.

(d) A fine imposed under subsection (7) (b) may be recovered by the deduction from the salary of the officer concerned of such instalments as the Minister or Administrator may determine.

(9) The Commission or head of department shall send the documents relating to the inquiry and, where applicable, to the appeal, together with its or his recommendation under subsection (7), to the Minister or Administrator, and the Minister or Administrator may act according to the recommendation of the Commission or head of department or, subject to the provisions of section 4 in the case of a recommendation by the Commission, according to any other recommendation which can be made under subsection (7).



**21. Misconduct of heads of department.**—(1) When a head of department is accused of misconduct, the Minister or Administrator may report the matter to the State President, who may direct the Minister or Administrator to charge him with that misconduct, and if an inquiry becomes necessary in terms of section 20 (3), read with subsection (2) of this section, the State President may appoint a person or persons to hold the inquiry.

(2) The provisions of section 20 (2) to (9) apply *mutatis mutandis* to any proceedings following upon a direction under subsection (1) of this section, and for that purpose a reference in sections 20 (3), 20 (7) (e), 20 (8) (d) and 20 (9) to the Minister or Administrator shall be construed as a reference to the State President, and a reference in section 20 to the officer conducting the inquiry as a reference to the person or persons appointed under subsection (1) of this section.

## CHAPTER VII

### OBLIGATIONS, RIGHTS AND PRIVILEGES OF OFFICERS AND EMPLOYEES

**22. Rights and obligations.**—An officer or employee shall fulfil the obligations imposed upon him by this Act or any other law, and he has the rights and may be granted the privileges which are prescribed by or under this Act or any other law.

**23. Saving regarding rights and obligations.**—No provision of this Act shall be construed as abrogating or derogating from any existing, accruing or contingent right, liability or obligation of any person flowing from any other law.

**24. Other work by officers and employees.**—Unless it is otherwise provided for in his conditions of employment—

- (a) every officer and employee shall place the whole of his time at the disposal of the State;
- (b) no officer or employee shall perform or engage himself to perform remunerative work outside his employment in the public service, without permission granted on the recommendation of the Commission by the Minister or Administrator, or an officer authorized by the Minister or Administrator;
- (c) no officer or employee may claim any additional remuneration in respect of any official duty or work which he performs voluntarily or is required by a competent authority to perform.

**25. Unauthorized remuneration.**—(1) (a) (i) If any remuneration, allowance or other reward is received by an officer or employee in connection with the performance of his work in the public service otherwise than in accordance with the provisions of this Act or a recommendation of the Commission, or is received contrary to the provisions of section 24 (b), that officer or employee shall pay into revenue an amount equal to the amount of such remuneration, allowance or other reward, or, where it does not consist of money, the value thereof as determined by the head of the department in which he was employed at the time of the receipt thereof, and if he does not do so, it shall be recovered from him by that head by way of legal proceedings or in such other manner as the Treasury may approve, and be paid into revenue.

(ii) The officer or employee concerned may appeal against such a determination by the head of the department to the Minister or Administrator, who may make such order as he may think fit.

(iii) The Commission may recommend that the officer or employee concerned may retain the whole or a portion of the remuneration, allowance or reward.

(b) If in the opinion of the head of department mentioned in paragraph (a) an officer or employee has received any remuneration, allowance or other reward contemplated

in that paragraph, and it is still in his possession or under his control or in the possession or under the control of any other person on his behalf, or, if it is money, has been deposited in any deposit-taking financial institution in his name or in the name of any other person on his behalf, that head of department may in writing require that officer or employee or that other person or that financial institution not to dispose thereof, or, if it is money, not to dispose of a corresponding sum of money, as the case may be, pending the outcome of any legal steps for the recovery of that remuneration, allowance or reward or the value thereof.

(c) A person or financial institution contemplated in paragraph (b) who or which fails to comply with a requirement in terms of that paragraph, is guilty of an offence and liable on conviction to a fine not exceeding R3 000 or to imprisonment for a period not exceeding one year.

(d) The provisions of this section also apply to an officer who is a head of department, and in such a case a reference to a head of department shall be construed as a reference to the Treasury.

(2) (a) Subject to the provisions of paragraph (b), any salary, allowance, fee, bonus or honorarium which may be payable in respect of the services of an officer or employee placed temporarily at the disposal of any other government or a Black authority, or of a council, institution, body or person contemplated in section 14 (3) or (4), shall be paid into revenue.

(b) In circumstances regarded by the Commission as exceptional, it may recommend the payment out of revenue to the officer or employee concerned of an amount equal to that salary, allowance, fee, bonus or honorarium, or a portion thereof.

**26. Assignment of other functions to officers and employees.**—The Minister or Administrator or the head of a department, branch, office or institution may direct any officer or employee under his control temporarily to perform duties other than those ordinarily assigned to such an officer or employee or appropriate to the grade, designation or classification of his post, and he shall comply with such a direction.

**27. Cession of emoluments.**—No officer or employee shall without written approval of the accounting officer, as defined in section 1 of the Exchequer and Audit Act, 1975 (Act No. 66 of 1975), of the department or office in which he is employed, cede the right to the whole or any part of any salary or allowance payable to him.

**28. Reduction of salaries.**—The salary or scale of salary of an officer shall not be reduced without his consent except in accordance with the provisions of Chapter VI or section 32 or in terms of an Act of Parliament.

**29. Grievances and requests of officers and employees.**—If an officer in the A or B division has a complaint or a grievance concerning an official act or omission, or if an officer in those divisions or an employee wants to address a request or communication to the Commission, he has the right to lodge that complaint, grievance, request or communication with the authority concerned under the prescribed circumstances, on the prescribed conditions and in the prescribed manner, and that authority shall submit it to the Commission in the prescribed manner, and at the prescribed time or within the prescribed period.

**30. Political rights of officers and employees.**—Subject to the provisions of section 19 (g), an officer or employee may—

- (a) be a member and serve on the management of a lawful political party;
- (b) attend a public political meeting, but may not preside or speak at such a meeting;
- (c) not draw up or publish any writing or deliver a public speech to promote or prejudice the interests of any political party.

## CHAPTER VIII

## MISCELLANEOUS

**31. Remuneration of officers and employees.**—(1) Subject to the provisions of section 4, officers and employees shall be paid the salaries, wages and allowances in accordance with the scales recommended by the Commission for their ranks and grades in terms of section 3 (2) (g).

(2) On the recommendation of the Commission, but subject to the provisions of section 4—

- (a) officers or employees or classes of officers or employees may on appointment, transfer or promotion be paid higher salaries or wages than the minimum amounts of the appropriate scales;
- (b) officers or employees or classes of officers or employees may be granted special advancement in salaries within the scales applicable to them;
- (c) the salary or wage of an officer or employee of exceptional ability or possessing special qualifications or who has rendered meritorious service, and, if it is in the interest of the public service, of any officer or employee, may be specially advanced within the scale applicable to him or may be paid a salary or wage in accordance with a higher scale or may be granted any other fitting reward; and
- (d) any special service benefit may be granted to a head of department or class of heads of department before or at the expiry of a term contemplated in section 11 (1) (a) or (b), or any extended term contemplated in section 11 (1) (c), or at the time of retirement or discharge from the public service.

(Date of commencement of s. 31 1 September, 1984.)

**32. Wrongly granted remuneration.**—(1) If an incorrect salary or scale of salary on appointment, transfer or promotion, or an incorrect advancement of salary within the limits of the scale of salary applicable to his grading, was awarded or granted to an officer or employee, or was awarded or granted at the correct notch or scale but at a time when or in circumstances under which it should not have been awarded or granted to him, the head of the department in which that officer or employee is employed, shall correct his salary or scale of salary with effect from the date on which the incorrect salary, scale of salary or salary advancement commenced, notwithstanding the provisions of section 13 (3) (a) and notwithstanding the fact that the officer or employee concerned was unaware that an error had been made in the case where the correction amounts to a reduction of his scale of salary or salary.

(2) If an officer or employee contemplated in subsection (1) has in respect of his salary, including any portion of any allowance or other remuneration or any other benefit calculated on his basic salary or scale of salary or awarded to him by reason of his basic salary—

- (a) been underpaid, an amount equal to the amount of the underpayment shall be paid to him, and that other benefit which he did not receive, shall be awarded to him as from a current date; or
- (b) been overpaid or received any such other benefit not due to him—
  - (i) an amount equal to the amount of the overpayment shall be recovered from him by way of the deduction from his salary of such instalments as the head of department, with the approval of the Treasury, may determine if he is in the service of the State, or, if he is not so in service, by way of deduction from any moneys owing to him by the State, or by way of legal proceedings, or partly in the former manner and partly in the latter manner;

- (ii) that other benefit shall be discontinued or withdrawn as from a current date, but the officer or employee concerned has the right to be compensated by the State for any patrimonial loss which he has suffered or will suffer as a result of that discontinuation or withdrawal.

(3) With the approval of the Treasury the amount of an overpayment to be recovered in terms of subsection (2) (b) may be remitted in whole or in part.

**33. Public Service Joint Advisory Council.**—(1) There is hereby established a council, called the Public Service Joint Advisory Council, consisting of—

- (a) the prescribed number of officers nominated by the Commission; and
- (b) the prescribed number of officers representing officers in the public service, other than the services and the National Intelligence Service, who shall, subject to the prescribed conditions and exceptions, be nominated by the staff associations recognized by the Commission.

(2) The Public Service Joint Advisory Council shall advise the Commission regarding—

- (a) any matter which the Commission shall or may deal with under this Act or any other law;
- (b) regulations and proposed regulations, and legislation and proposed legislation, in so far as they affect or may affect the public service;
- (c) such other matters as may be prescribed.

**34. Limitation of actions.**—(1) No legal proceedings shall be instituted against the State or any body or person in respect of any alleged act in terms of this Act, or any alleged omission to do anything which in terms of this Act should have been done, unless the legal proceedings are instituted before the expiry of a period of 12 calendar months after the date upon which the claimant had knowledge, or after the date on which the claimant might reasonably have been expected to have knowledge, of the alleged act or omission, whichever is the earlier date.

(2) No such legal proceedings shall be commenced before the expiry of at least one calendar month after a written notification, in which particulars as to the alleged act or omission are given, of intention to bring those proceedings has been served on the defendant.

**34A. Limitation of liability.**—(1) The State or any person in the service of the State is not liable to any other person (except an officer or employee of the State acting in the execution of his duty) who makes use of any vehicle, aircraft or vessel which is the property of the State or which is used by or on behalf of the State or which has been made available by the State for use by any person, or to the spouse, or any parent, child, or other dependant of such other person, or to any person who is required by law to maintain any of the dependants of such other person, for any loss or damage caused by or arising out of or in any way connected with the use of such a vehicle, aircraft or vessel.

(2) The provisions of subsection (1) do not affect the liability of any person in the service of the State who wilfully causes the said loss or damage.

[S. 34A inserted by s. 4 of Act No. 22 of 1986.]

**35. Regulations.**—(1) The State President may, after the Commission has made a recommendation, make regulations regarding—

- (a) the employment of persons and the transfer, promotion and continued employment of officers and employees;
- (b) the duties, powers, conduct, discipline, hours of attendance and leave of absence of officers and employees and their other conditions of service, including the occupation of official quarters;
- (c) a code of conduct with which officers and employees shall comply;
- (d) journeys on official duty and transport privileges of officers and employees;
- (e) the conditions on which and the circumstances under which remuneration for overtime duty, and travelling, subsistence, climatic, local and other allowances, shall be paid to officers and employees;
- (f) the circumstances under which medical examination shall be required for the purposes of any provision of this Act, and the form of medical reports and certificates;
- (g) the particular classes of officers and employees who may be required to provide security, and the amount and form thereof;

- (h) the circumstances under which the conditions on which and the manner in which an officer may be found unfit for his duties or incapable of carrying them out efficiently, and the conditions on which and the manner in which he may appeal against such a finding;
- (i) the manner of charging an officer with misconduct, the circumstances under which, the conditions on which, the manner in which, and the time when, an officer may be suspended from service, the manner in which a finding of guilty of misconduct may be appealed against, and the hearing of such an appeal;
- (j) the procedure for dealing with complaints and grievances of officers, and the manner in which and time when documents in connection therewith and in connection with requests and communications of officers and employees, shall be submitted to the Commission;
- (k) the composition, functions and procedure of the Public Service Joint Advisory Council;
- (l) the recognition of staff associations;
- (m)
  - (i) the recognition by the Commission of a particular medical aid scheme or medical aid society or particular medical aid schemes or medical aid societies of which officers and employees are or may be required to become and to remain members;
  - (ii) the conditions on which that recognition or continued recognition or the withdrawal of such recognition may take place and the power of the Commission to prescribe the requirements with which the constitution, rules, control, management, powers, duties, scales of membership fees and any other aspect of the activities of a medical aid scheme or medical aid society shall comply before it becomes eligible for recognition or continued recognition as contemplated herein;
  - (iii) the compulsory membership of officers and employees of any medical aid scheme or medical aid society recognized by the Commission;
  - (iv) the classes of officers and employees who are so required or who may be so required to become and to remain members of such a medical aid scheme or medical aid society;
  - (v) the conditions of such compulsory membership, including the circumstances under which, the manner in which and the conditions on which membership fees and any other moneys which are payable or owing by or in respect of officers or employees to a medical aid scheme or medical aid society, may, notwithstanding the provisions of section 27, be recovered from the salaries or wages of those officers or employees or from any other moneys which are payable to them under this Act. and paid to that medical aid scheme or medical aid society;
  - (vi) the circumstances under which an officer or employee or classes of officers or employees are or may be exempted from compulsory membership of a recognized medical aid scheme or medical aid society;
- (n)
  - (i) the establishment and management of and control over a medical aid fund or medical aid funds for the public service;
  - (ii) the classes of officers and employees who may be required to become members of and to contribute to such a fund;
  - (iii) the scales of the contributions;
  - (iv) the rights, privileges and obligations of members;
  - (v) in general, all matters reasonably necessary for the regulation and operation of such a fund, including the circumstances under which, the

manner in which and the conditions on which contributions and other moneys payable to or due to such a fund by or in respect of officers and employees, may, notwithstanding the provisions of section 27, be recovered from the salaries or wages or from other moneys payable to those officers or employees under this Act, and paid to the fund:

- (o) the general security in departments and the security requirements with which officers and employees shall comply;
- (p) all matters which shall or may be prescribed under this Act;
- (q) the designation or establishment of an authority or more than one authority and the powers of such an authority to authorize a departure from the provisions of a regulation in respect of an officer or employee or class of officers or employees under stated circumstances;
- (r) any matter which the State President may consider necessary or expedient to prescribe in order to achieve the objects of this Act.

(2) Different regulations may be made in respect of the A and B divisions, or to suit the varying requirements of particular departments or branches of departments, or of particular classes of officers or employees, or of particular kinds of employment in the public service.

(3) (a) A regulation made under this Act is in force unless and until during the session in which it has been laid upon the Table in Parliament as provided by section 17 of the Interpretation Act, 1957 (Act No. 33 of 1957), Parliament, by resolution, disapproves of the regulation, in which event the regulation lapses with effect from a date to be specified in the resolution.

(b) The lapsing of a regulation in terms of this subsection does not affect the validity of anything done under the regulation prior to the date mentioned in the resolution.

(c) The provisions of this subsection do not affect the power of the State President to make a new regulation regarding the subject dealt with by a regulation that has lapsed in terms of paragraph (a).

**36. Public Service Staff Code.**—(1) Subject to the provisions of section 4 (7)—

- (a) any standing recommendation or direction of a general nature made or given by the Commission; and
  - (b) any directive by the Commission to elucidate or supplement any regulation.
- and which is not contrary to this Act, may be included in a code called the Public Service Staff Code.

(2) The provisions of section 35 (2) apply *mutatis mutandis* in respect of the Public Service Staff Code.

(3) The provisions of the Public Service Staff Code are binding upon any department, officer or employee in so far as they apply to that department, officer or employee.

**37. Repeal and amendment of laws.**—(1) Subject to the provisions of subsection (2), the laws mentioned in Schedule 3 are hereby repealed or amended to the extent set out in the third column of that Schedule.

(2) Anything done under any law repealed by subsection (1), is deemed to have been done under the corresponding provision of this Act.

(Date of commencement of s. 37, in so far as it repeals ss. 15 to 20 of Act No. 54 of 1957, 1 September, 1987.)

**38. Short title and commencement.**—(1) This Act shall be called the Public Service Act, 1984, and shall come into operation on a date fixed by the State President by proclamation in the *Gazette*.

(2) Different dates may be fixed under subsection (1) in respect of different provisions of this Act.

## Schedule 1

[Schedule 1 amended by Proclamation No. R.37 of 1985, by Proclamation No. R.126 of 1985, by Proclamation No. R.205 of 1985 and by Proclamation No. R.85 of 1987.]

## DEPARTMENTS AND HEADS OF DEPARTMENT

Column I	Column II
Administration: House of Assembly . . . . .	Director-General: Administration: House of Assembly
Administration: House of Delegates . . . . .	Director-General: Administration: House of Delegates
Administration: House of Representatives . . . . .	Director-General: Administration: House of Representatives
Department of Agricultural Economics and Marketing . . . . .	Director-General: Agricultural Economics and Marketing
Department of Development Aid . . . . .	Director-General: Development Aid
Department of Development Planning . . . . .	Director-General: Development Planning
Department of Education and Training . . . . .	Director-General: Education and Training
Department of Environment Affairs . . . . .	Director-General: Environment Affairs
Department of Finance . . . . .	Director-General: Finance
Department of Foreign Affairs . . . . .	Director-General: Foreign Affairs
Department of Home Affairs . . . . .	Director-General: Home Affairs
Department of Justice . . . . .	Director-General: Justice
Department of Manpower . . . . .	Director-General: Manpower
Department of Mineral and Energy Affairs . . . . .	Director-General: Mineral and Energy Affairs
Department of National Education . . . . .	Director-General: National Education
Department of National Health and Population Development . . . . .	Director-General: National Health and Population Development
Department of Public Works and Land Affairs . . . . .	Director-General: Public Works and Land Affairs
Department of Trade and Industry . . . . .	Director-General: Trade and Industry
Department of Transport . . . . .	Director-General: Transport
Department of Water Affairs . . . . .	Director-General: Water Affairs
Office of the Auditor-General . . . . .	Auditor-General
Office of the Commission for Administration . . . . .	Secretary: Commission for Administration
National Intelligence Service . . . . .	Director-General: National Intelligence Service
South African Defence Force . . . . .	Chief of the South African Defence Force
South African Police . . . . .	Commissioner of the South African Police
State President's Office . . . . .	Director-General: State President's Office
Provincial Administration of the Cape of Good Hope . . . . .	Provincial Secretary
Provincial Administration of Natal . . . . .	Provincial Secretary
Provincial Administration of the Orange Free State . . . . .	Provincial Secretary
Provincial Administration of the Transvaal . . . . .	Provincial Secretary

## Schedule 2

[Schedule 2 amended by Proclamation No. R.37 of 1985, substituted by s. 5 of Act No. 22 of 1986 and amended by Proclamation No. R.92 of 1986.]

## ORGANIZATIONAL COMPONENTS AND POSTS CONTEMPLATED IN SECTION 6 (2A)

Column I	Column II
Bureau for Information . . . . .	Head: Bureau for Information

## Schedule 3

## LAWS REPEALED OR AMENDED BY SECTION 37 (1)

Number and year of law	Short title	Extent of repeal or amendment
Act No. 54 of 1957	Public Service Act, 1957 . . . . .	The repeal of the whole
Act No. 9 of 1961	Public Service Amendment Act, 1961 . . . . .	The repeal of the whole

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Number and year of law	Short title	Extent of repeal or amendment
Act No. 71 of 1963	Public Service Amendment Act, 1963	The repeal of the whole
Act No. 47 of 1965	Public Service Amendment Act, 1965	The repeal of the whole
Act No. 63 of 1967	Public Service Amendment Act, 1967	The repeal of the whole
Act No. 17 of 1968	Public Service Amendment Act, 1968	The repeal of the whole
Act No. 70 of 1968	General Law Amendment Act, 1968	The repeal of section 45
Act No. 86 of 1969	Public Service Amendment Act, 1969	The repeal of the whole
Act No. 92 of 1970	General Law Further Amendment Act, 1970	The repeal of sections 5 and 6
Act No. 65 of 1971	Public Service Amendment Act, 1971	The repeal of the whole
Act No. 58 of 1972	Public Service Amendment Act, 1972	The repeal of the whole
Act No. 54 of 1973	Public Service Amendment Act, 1973	The repeal of the whole
Act No. 66 of 1974	Post Office Service Act, 1974	The repeal of sections 51 to 54
Act No. 4 of 1975	Public Service Amendment Act, 1975	The repeal of the whole
Act No. 64 of 1976	Public Service Amendment Act, 1976	The repeal of the whole
Act No. 97 of 1976	Public Service and Post Office Service Amendment Act, 1976	The repeal of section 1
Act No. 104 of 1978	Bureau for State Security Act, 1978	The repeal of sections 36 to 48
Act No. 71 of 1980	Public Service Amendment Act, 1980	The repeal of the whole
Act No. 85 of 1982	Public Service Amendment Act, 1982	The repeal of the whole
Act No. 23 of 1984	Public Service Amendment Act, 1984	The repeal of the whole
Act No. 65 of 1984	Commission for Administration Act, 1984	<p>1. The amendment of section 1 —</p> <p>(a) by the substitution for the definition of "employee" of the following definition:</p> <p>" 'employee' means a person referred to in section 7 (1) (c) of the Public Service Act";</p> <p>(b) by the substitution for the definition of "officer" of the following definition:</p> <p>" 'officer' means a person who has been appointed permanently, notwithstanding that such appointment may be on probation, to a post referred to in section 7 (1) (a) of the Public Service Act, and includes a person referred to in section 7 (1) (b) or 7 (3) (c) of that Act";</p> <p>(c) by the substitution for the definition of "Public Service Act" of the following definition:</p> <p>" 'Public Service Act' means the Public Service Act, 1984"; and</p> <p>(d) by the insertion after the definition of "Public Service Act" of the following definition:</p> <p>" 'salary range' means a minimum and maximum salary limit linked to a specific level of work."</p> <p>2. The amendment of section 4 by the substitution in subsection (2) (b) (ii) for the expression "section 14 (4)" of the expression "section 15 (4)".</p> <p>3. The amendment of section 5 by the substitution in subsection (2) (a) for the words "section 6 (2) (a), (g), (j), and (m), or section 14 (3), (4), (6) (a) up to and including (e) and (8), or Chapter IV, or section 25, or section 27" of the words "section 3 (2) (a), (g) and (i), or section 3 (4) (a) (ii) and (v), or section 6 (3), or section 11, or section 13 (2) (c) (ii), or section 15 (4), (5) (a) and (b), or section 16 (2) (a) to (e), or section 16 (2) (g) and (h), or section 16 (5) (b), or Chapter VI, or section 33".</p>



Number and year of law	Short title	Extent of repeal or amendment
		<p>4. The amendment of section 6—</p> <p>(a) by the substitution in subsection (1) (c) for the expression "section 6 (2) (j)" of the expression "section 3 (4) (a) (ii)";</p> <p>(b) by the insertion after paragraph (b) of subsection (3) of the following paragraph:</p> <p>"(c) Where the Commission has under section 3 (2) (g) of the Public Service Act recommended salary ranges for application to specific classes, ranks or grades of officers or employees, the determination of salary scales within the limits of such ranges may, notwithstanding the provisions of paragraph (b), be assigned to a Minister or an Administrator."; and</p> <p>(c) by the substitution in subsection (5) for the expression "section 8" of the expression "section 5".</p> <p>5. The amendment of section 8 by the substitution in subsection (6) for the words "section 5 (2) (a) or holds an inquiry in pursuance of a designation or an appointment under section 5 (3) of this Act, or section 15 (1), or section 16 (1), or section 18 (8), or section 19 (1)" of the words "section (5) (2) (a) (i) or holds an inquiry in pursuance of a designation or an appointment under section 5 (3) of this Act, or section 17 (1), or section 18 (1), or section 20 (3), or section 21 (1)".</p> <p>6. The repeal of the Schedule.</p>

Personnel in diens op 30 September 1987 vir wie se diensvoorwaardeverbeterings begroot word in die Kommissie vir Administrasie se Begrotingspos: Verbetering van Diensvoorwaardes.

Personnel employed on 30 September 1987 whose improvements of conditions of service are budgeted for in the Commission for Administration's Budget Vote: Improvement of Conditions of Service.

Instellingsgroepe Groups of institutions	Wet(te) ingevolge waarvan personeel aangestel is Act(s) according to which personnel are appointed	Bevelingsgroep Populias Group	Personeelgroepe/Personnel groups					Totaal Total
			Arbeiders Labourers	Opvoeders Educators	Verpleeg- personeel Nursing personnel	Dienste Services	Ander Other	
Sentrale Regering (staatsdepartemente met uitsondering van die Departement van Pos- en Telekommunikasiewese en die S.A. Vervoerdienste) Central Government (government departments with the exception of the Department of Posts and Telecommunication and the S.A. Transport Services)	Staatsdienswet, 1984 (Wet 111 van 1984) Public Service Act, 1984 (Act 111 of 1984)	B	1 150	—	3 912	13 256	51 784	70 102
		K	11 912	—	1 110	986	1 253	15 261
		I	500	—	253	362	986	2 101
		S	48 986	—	6 545	590	8 361	64 482
		T	62 548	—	11 820	15 194	62 384	151 946
	Onderwyswet <sup>(1)</sup> Education Acts <sup>(1)</sup>	B	—	3 835	—	—	—	3 835
		K	—	—	—	—	—	0
		I	—	—	—	—	—	0
		S	—	52 714	—	—	—	52 714
		T	—	56 549	—	—	—	56 549
	Ander wette <sup>(2)</sup> Other acts <sup>(2)</sup>	B	—	—	3	72 522	614	73 139
		K	758	—	—	10 449	385	11 592
		I	—	—	—	3 172	18	3 190
		S	3 375	—	3	34 380	1 173	38 931
		T	4 133	—	6	120 523	2 190	125 852
	Subtotaal Subtotal	B	1 150	3 835	3 915	85 778	52 398	147 076
		K	12 670	—	1 110	11 435	1 638	26 853
		I	500	—	253	3 534	1 004	5 291
		S	52 361	52 714	6 548	34 970	9 534	156 127
		T	66 681	56 549	11 826	135 717	64 574	335 347
Algemene Sakdepartemente General Affairs Departments	Staatsdienswet, 1984 (Wet 111 van 1984) Public Service Act, 1984 (Act 111 of 1984)	B	113	—	724	—	9 858	10 695
		K	8 283	—	1 012	—	8 014	17 309
		I	420	—	136	—	2 035	2 592
		S	6 929	—	29	—	331	7 289
		T	15 745	—	1 901	—	20 239	37 885
	Onderwyswet <sup>(1)</sup> Education Acts <sup>(1)</sup>	B	—	3 887	—	—	—	3 887
		K	—	35 974	—	—	—	35 974
		I	—	11 551	—	—	—	11 551
		S	—	—	—	—	—	0
		T	—	51 412	—	—	—	51 412
	Provinsiale ordonnansies Provincial ordinances	B	82	62 591	117	—	12 688	75 478
		K	3 917	—	—	—	51	3 968
		I	15	—	—	—	76	91
		S	23 118	—	—	—	120	23 238
		T	27 132	62 591	117	—	12 935	102 775
	Subtotaal Subtotal	B	195	66 478	841	—	22 546	90 060
		K	12 200	35 974	1 012	—	8 065	57 251
		I	435	11 551	136	—	2 112	14 234
		S	30 047	—	29	—	451	30 527
		T	42 877	114 003	2 018	—	33 174	192 072
	Provinsiale Administrasies (slegs Staatsdienswet, 1984) Provincial Administrations (Public Service Act, 1984, only)	B	377	—	25 797	—	49 991	76 165
		K	8 292	—	12 729	—	6 094	27 115
		I	604	—	5 617	—	3 004	9 225
		S	52 999	—	15 425	—	10 155	78 580
		T	62 272	—	59 569	—	69 244	191 085
Totale personeel in diens Total of personnel employed	Staatsdienswet, 1984 (Wet 111 van 1984) Public Service Act, 1984 (Act 111 of 1984)	B	1 640	—	30 433	13 256	111 633	156 962
		K	28 487	—	14 851	986	15 351	59 685
		I	1 524	—	6 006	362	6 026	13 918
		S	108 914	—	22 000	590	18 847	150 351
		T	140 565	—	73 290	15 194	151 857	380 916
	Onderwyswet <sup>(1)</sup> Education Acts <sup>(1)</sup>	B	—	7 722	—	—	—	7 722
		K	—	35 974	—	—	—	35 974
		I	—	11 551	—	—	—	11 551
		S	—	52 714	—	—	—	52 714
		T	—	107 951	—	—	—	107 951
	Ander wette <sup>(2)</sup> Other acts <sup>(2)</sup>	B	—	—	3	72 522	614	73 139
		K	758	—	—	10 449	385	11 592
		I	—	—	—	3 172	18	3 190
		S	3 375	—	3	34 380	1 173	38 931
		T	4 133	—	6	120 523	2 190	125 852
	Provinsiale ordonnansies Provincial ordinances	B	82	62 591	117	—	12 688	75 478
		K	3 917	—	—	—	51	3 968
		I	15	—	—	—	76	91
		S	23 118	—	—	—	120	23 238
		T	27 132	62 591	117	—	12 935	102 775
	Totale personeel in diens Total of personnel employed	B	1 722	70 313	30 553	85 778	124 935	313 301
		K	33 162	35 974	14 851	11 435	15 797	111 219
		I	1 539	11 551	6 006	3 534	6 120	28 750
		S	135 407	52 714	22 003	34 970	20 140	265 234
		T	171 830	170 552	73 413	135 717	166 992	718 504

Instellingsgroepe Groups of institutions	Wet(te) ingevolge waarvan personeel aangestel is Act(s) according to which personnel are appointed	Bevolkinggroep Population group	Personeelgroepe/Personnel groups					Totaal Total
			Arbeters Labourers	Opvoeders Educators	Verpleeg- personeel Nursing personnel	Dienste Services	Ander Other	
Staatsdienste van die Nasionale State <sup>(3)</sup> Public Services of the National States <sup>(3)</sup>	Wette op elke Nasionale Staat van toepassing Acts applicable to each National State	B	—	—	—	—	—	—
		K	—	—	—	—	—	—
		I	—	—	—	—	—	—
		S	59 562	64 727	15 346	5 023	20 232	164 890
		T	59 562	64 727	15 346	5 023	20 232	164 890
Parastatale instellings Parastatal institutions	Verskeie <sup>(4)</sup> —Wette op elkeen van toepassing Various <sup>(4)</sup> —Acts applicable to each	B	1	—	1	—	2 278	2 280
		K	234	—	—	—	294	528
		I	34	—	5	—	151	190
		S	3 421	—	5	—	876	4 302
		T	3 690	—	11	—	3 599	7 300
Al boegemeelde instellings tesame* All above-mentioned institutions together	Totale personeel in diens Total of personnel employed	B	1 723	70 313	30 554	85 778	127 213	315 581
		K	33 396	35 974	14 851	11 435	16 091	111 747
		I	1 573	11 551	6 011	3 534	6 271	28 940
		S	198 390	117 441	37 354	39 993	41 248	434 426
		T	235 082	235 279	88 770	140 740	190 823	890 694
Wetenskaplike Rade <sup>(5)*</sup> Scientific Councils <sup>(5)*</sup>	Wette op elkeen van toepassing Acts applicable to each	B	—	—	—	—	5 995	5 995
		K	132	—	—	—	93	225
		I	—	—	—	—	27	27
		S	1 430	—	—	—	426	1 856
		T	1 562	—	—	—	6 541	8 103
Streekse Rade vir die Uitvoerende Kuns <sup>**</sup> Regional Councils for the Performing Arts <sup>**</sup>	Wette op elkeen van toepassing Acts applicable to each	B	50	—	—	—	1 530	1 580
		K	59	—	—	—	299	358
		I	2	—	—	—	42	44
		S	374	—	—	—	294	668
		T	485	—	—	—	2 165	2 650
Universiteite en tegniese <sup>**</sup> Universities and technicons <sup>**</sup>	Wette op elkeen van toepassing Acts applicable to each	B	566	12 809	—	—	11 149	24 524
		K	2 935	300	—	—	1 070	4 305
		I	482	435	—	—	890	1 807
		S	9 734	554	—	—	1 490	11 778
		T	13 717	14 098	—	—	14 599	42 414
GROOTTOTAAL GRAND TOTAL		B	2 339	83 122	30 554	85 778	145 887	347 680
		K	36 522	36 274	14 851	11 435	17 553	116 535
		I	2 057	11 986	6 011	3 534	7 230	30 818
		S	209 928	117 995	37 354	39 993	43 458	448 728
		T	250 846	249 377	88 770	140 740	214 128	943 861

\* Bron: Loonrolstatistiek soos op 30 September 1987.

\* Source: Payroll statistics as on 30 September 1987.

\* Bron: Departement van Nasionale Opvoeding.

\* Source: Department of National Education.

1. *Wet op Onderwys en Opleiding*, 1979 (Wet 90 van 1979); *Wet op Onderwys vir Kleurlinge*, 1963 (Wet 47 van 1963); *Wet op Onderwys vir Indiërs*, 1965 (Wet 61 van 1965) en *Wet op Onderwysdienste*, 1967 (Wet 41 van 1967).
2. *Ontwikkelingstrust en Grond Wet*, 1936 (Wet 18 van 1936) en *Waterwet*, 1956 (Wet 54 van 1956). (Personeel aangestel ingevolge die *Wet op Edelgesteentes*, 1964 (Wet 73 van 1964) is nie by die statistieke ingesluit nie aangesien hulle diensvoorwaardeverbeterings nie gefinansier word uit die Begrotingspos: Verbetering van Diensvoorwaardes nie). "Dienste" sluit in personeel aangestel ingevolge die *Verdedigingswet*, 1957 (Wet 44 van 1957), die *Polisiewet*, 1958 (Wet 7 van 1958) en die *Wet op Gevangenis*, 1959 (Wet 8 van 1959).
3. Gazankulu, KaNgwane, KwaNdebele, KwaZulu, Lebowa en Qwaqwa.
4. Byvoorbeeld: Raad vir Nasionale Gedenkwaardighede; Suid-Afrikaanse Koördinerende Verbruikersraad; Raad van Kuratore vir Nasionale Parke; Raad van Kuratore vir Nasionale Botaniese Tuine van Suid-Afrika; (Personeel van die) Parlement en kulturele instellings ingevolge die *Wet op Kulturele Instellings*, 1969 (Wet 29 van 1969), ingestel.
5. Wetenskaplike en Nywerheidsnavorsingsraad (WNNR), Suid-Afrikaanse Buro vir Standaarde (SABS), Raad vir Mineraaltegnologie (MINTEK), Raad vir Geesteswetenskaplike Navorsing (RGN) en Suid-Afrikaanse Mediese Navorsingsraad (MNR).
1. *Education and Training Act*, 1979 (Act 90 of 1979); *Coloured Persons Education Act*, 1963 (Act 47 of 1963); *Indians Education Act*, 1965 (Act 61 of 1965) and *Educational Services Act*, 1967 (Act 41 of 1967).
2. *Development Trust and Land Act*, 1936 (Act 18 of 1936) and *Water Act*, 1956 (Act 54 of 1956). (Personnel appointed under the *Precious Stones Act*, 1964 (Act 73 of 1964) are not included in the statistics as their improvements of conditions of service are not financed by the Budgetary Appropriation: Improvement of Conditions of Service). "Services" include personnel appointed under the *Defence Act*, 1957 (Act 44 of 1957), the *Police Act*, 1958 (Act 7 of 1958) and the *Prisons Act*, 1959 (Act 8 of 1959).
3. Gazankulu, KaNgwane, KwaNdebele, KwaZulu, Lebowa and Qwaqwa.
4. For example: National Monuments Council, South African Co-ordinating Consumer Council, National Parks Board of Trustees, Board of Curators for the National Botanic Gardens of South Africa; (Personnel of) Parliament and cultural institutions established under the *Cultural Institutions Act* 1969 (Act 29 of 1969).
5. Council for Scientific and Industrial Research (CSIR), South African Bureau of Standards (SABS), Council for Mineral Technology (MINTEK), Human Sciences Research Council (HSRC) and South African Medical Research Council (MRC).

PUBLIC INSTITUTIONS, 1910 - 1985

	1910	1974	1985
Government departments	16	39	23
Provincial authorities	4	4	4*
Municipal authorities	438	643	850**
Divisional councils	86	88	38***
Public corporations	-	14	14
Agricultural control boards	-	25	25
Other control boards	-	19	19
Parastatal research institutions	-	7	7
Universities	2	14	15
Technikons	0	6	8
Permanent commissions and councils	0	25	28
Development boards		22	14***
Companies rendering services on contract to the public sector	-	7	7

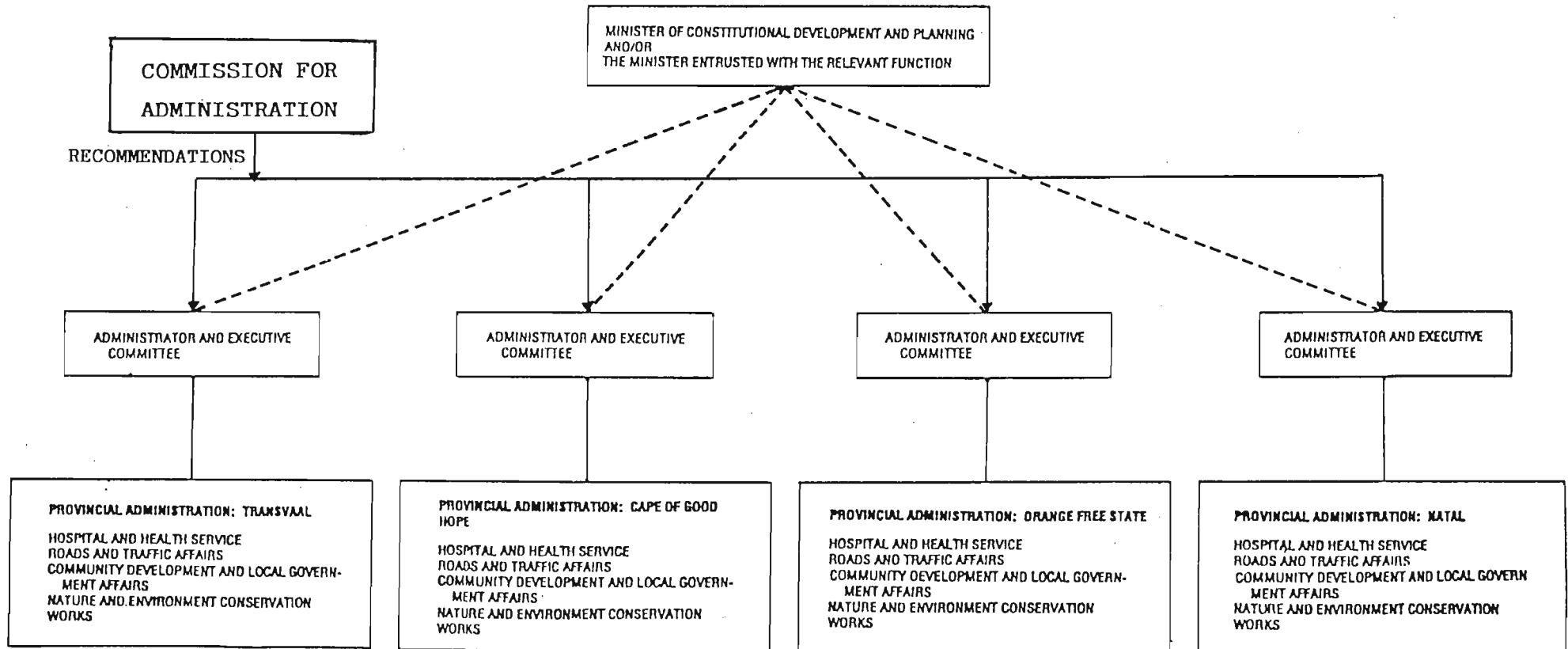
Public activities increase in complexity as they increase in nature and extent, because there is continual interaction between the various services. For example, it may be necessary to investigate organisational arrangements in detail to establish whether they still meet the needs of contemporary society. Consider in this regard, APPENDIX 04, which illustrates the increase in the various public institutions since 1910.

\* Provincial councils may be abolished in 1986. Provincial executive and administration are to remain, but may be increased if existing provinces are subdivided.

\*\* The number includes community councils as elementary forms of local authorities.

\*\*\* To be changed or abolished with the introduction of Regional Services Councils.

CO-ORDINATION BETWEEN PROVINCIAL LEVEL AND  
1. CENTRAL LEVEL;  
2. THE COMMISSION FOR ADMINISTRATION





STAFF  
CONFIDENTIAL

REPUBLIC OF SOUTH AFRICA

QUESTIONNAIRE : EVALUATION OF PERSONNEL  
IN THE UPPER STRUCTURE

YEAR COVERED BY REPORT

NOTE : SECTIONS A TO D OF THE QUESTIONNAIRE MUST BE COMPLETED CHRONOLOGICALLY

A. THIS SECTION MUST BE COMPLETED BY THE PERSONNEL DIVISION OF  
THE DEPARTMENT

PERSONAL PARTICULARS

Surname :	
First names (in full) :	
Identity number :	<input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>
Department :	
Directorate/Division/Office, etc :	
Centre :	
Rank :	
Grading :	
Date of entry to rank/grading :	
Management class : (Indicate with an X where applicable)	
Key administrator	<input type="checkbox"/>
Institution manager	<input type="checkbox"/>
Specialist manager	<input type="checkbox"/>

3. THIS SECTION IS TO BE COMPLETED BY THE OFFICER/CONTRACT  
EMPLOYEE TO BE EVALUATED

(Indicate appropriate block with an X where applicable)

## 1. PERSONAL PARTICULARS

Marital status :	
Number of dependent children :	
Home language :	

## 2. EDUCATIONAL QUALIFICATIONS

(a) Highest school qualification obtained

Educational qualification(s)/certificate(s) obtained	Where obtained (institution)	When obtained (year)

(b) Post-school qualifications

[illegible]

3. PREVIOUS EXPERIENCE - CHRONOLOGICAL (INCLUDING EXPERIENCE GAINED OUTSIDE THE PUBLIC SERVICE)

Period (dates)		Department/Institution	Nature of experience e g financial and agriculture/occupational class *
From	To		

4. KNOWLEDGE OF LANGUAGES OTHER THAN ENGLISH AND AFRIKAANS

Language	Speak			Read			Write		
	Good	Fair	Weak	Good	Fair	Weak	Good	Fair	Weak

5. STATE OF HEALTH

<p>Is your physical state of health as desired?</p> <div style="text-align: right;"> <input type="checkbox"/> Yes    <input type="checkbox"/> No         </div> <p>If "No", describe the nature of your problems briefly</p> <hr/> <hr/>
<p>Is your mental state of health as desired?</p> <div style="text-align: right;"> <input type="checkbox"/> Yes    <input type="checkbox"/> No         </div> <p>If "No", describe the nature of your problems briefly</p> <hr/> <hr/>
<p>Are you in any way physically disabled?</p> <div style="text-align: right;"> <input type="checkbox"/> Yes    <input type="checkbox"/> No         </div> <p>If "Yes", describe the nature of your disability briefly</p> <hr/> <hr/>

\* Public Service experience obtained before the occupational classes were introduced in their present form, must be classified according to the occupational class which presently performs that work.



## 6. PLACEMENT

Are you correctly placed in your present department?

Yes	No
-----	----

Are you correctly placed in your present work sphere/occupational class?

Yes	No
-----	----

If "No" (a) where would you like to be placed?

Department	Work sphere/occupational class

(b) give reasons

---



---

and

(c) have you tried to obtain a transfer officially?

Yes	No
-----	----

If so, when?

---

Irrespective of whether or not you are placed correctly, to which department(s) and/or sphere(s) of work/occupational class(es) would a transfer suit you? (In order of preference)

Department	Sphere of work/occupational class

## 7. TRANSFERABILITY

Would you accept a transfer to another station/centre?

Yes	No
-----	----

If "Yes", state station/centre you prefer (Town/City) other than your present station/centre.

Reason for your choice

---



---



---

Are there any particular centre(s) where you do not wish to be stationed?

Yes	No
-----	----

If "Yes", mention centre(s)

---

## 8. FEEDBACK OF PERFORMANCE/EVALUATION RESULTS (This item must be completed in consultation with your supervisor)

Have you, in your present rank/grade been informed of -

(a) your work performance?

Yes	No
-----	----

(b) your promotability rating?

\* (in case of first assessment in a rank/grading)

Yes	No	N a"
-----	----	------

## 9. STATEMENT

I declare that the aforementioned information furnished by me is true and correct and I am aware that it will be noted for record purposes. I undertake to advise the personnel division should there be a change in any of the information furnished

.....  
SIGNATURE

.....  
DATE

C. THIS PART MUST BE FILLED IN BY THE PERSONNEL DIVISION  
OF THE DEPARTMENT

## GENERAL

(Indicate appropriate block with an X, where applicable)

Has officer/contract employee previously been -

- (a) reprimanded or suspended by a professional body?

Yes

No

If "Yes", give details/reasons :

---

---

---

---

---

- (b) found guilty of a criminal offence?

Yes

No

If "Yes", give details/reasons :

---

---

---

---

---

Security classification of officer/contract employee

None

Classification refused  
by SAP

Confidential

Secret

Top secret

## D. EVALUATION

1. DIRECTIONS1.1 Purpose of instrument

To determine the relative efficiency of officers/contract employees in the upper structure of the Public Service, to serve as an aid in especially -

- 1.1.1 the determination of their promotability to, and acceptability in, the next higher posts;
- 1.1.2 considering ~~transfers~~ within and between departments (correct placement);
- 1.1.3 the identification of high-level management potential;
- 1.1.4 the determination of the training and development needs of under-achievers in particular; and
- 1.1.5 deciding upon corrective action.

1.2 Who should be evaluated

Officers/contract employees in the upper structure of the Public Service limited to the standard grading of Deputy Director and higher (excluding heads of department), who have completed the qualifying periods set out in the relative Personnel Administration Standards.

1.3 Parties involved in evaluation1.3.1 Evaluation Committee

- (a) The evaluation committees for the evaluation of officers/contract employees on the undermentioned gradings must be constituted as follows :

- (i) Standard gradings of Deputy Director, Director and Chief Director (and equivalent gradings)

To be constituted at the discretion of the head of department, on condition that the members are on a grading at least one grading higher than the persons being evaluated.

- (ii) Standard grading of Deputy Director-General and higher (excluding heads of departments)

The head of department will undertake the evaluation.

- (b) The evaluation committees must fill in items D2.1 to 2.10 and must, where possible, co-opt the supervisors of the officers/contract employees.

1.3.2 Head of Department

Item D2.11 must be filled in by the head of department, where applicable.

### 1.3.3 Moderating Committee

Item D2.12 must be filled in by the moderating committee, where applicable.

### 1.3.4 Commission for Administration

The final decision on the assessment will be made by the Commission, where applicable (item D2.13).

## 1.4 Procedure to be followed

### 1.4.1 Weighting (items D2.1 to 2.4)

Read the definition of each element carefully and determine the importance/applicability thereof in respect of the post/rank occupied by the officer/contract employee and indicate it in column IV of the assessment table by means of 0, 1, 2 or 3 where -

0 = not applicable;

1 = partially applicable;

2 = normal requirement; and

3 = important/critical requirement.

The provisions of Public Service Staff Code SX/IV/4(3)

(b) must also be taken into consideration in this regard.

### 1.4.2 Evaluation (items D2.1 to 2.4)

Read the element and the rating definitions (columns III and V of the assessment table) carefully and determine the extent to which the proven achievements of the officer/contract employee measure up to the requirements of the work and indicate this in column V of the assessment table by means of 0, 1, 2, 3, 4 or 5 (per element). The rating definitions must be read from the lowest grade until a definition is reached which "flatters" the officer's/employee's proven abilities. The immediately preceding grade/marks must then be awarded. Where an element is not applicable (weighting of 0), no evaluation in respect of that element is necessary.

### 1.4.3 Calculation of Assessment (items D2.1 to 2.5)

(a) Multiply the figure values/marks awarded in columns IV and V with each other and write the answers in column VI of the assessment table (per element).

(b) Multiply the figure values awarded in column IV of the assessment table with the figure "5" in order to obtain the maximum marks which could be achieved and insert the answers in column VII of the assessment table:

(c) Add the figures in columns VI and VII per factor and write the answer under "sub-total".

(d) Add the sub-totals and write the answer under "grand total".

(e) Apply the formula at item D2.5 in order to calculate the assessment.

#### 1.4.4 Evaluation in present rank (item D2.6)

In order to make an assessment/award under the item "Evaluation in present rank", the following guide-line may be used in converting the assessment (item D2.5) to the evaluation grade of the officer/contract employee :

0 - 35% - Poor

Achievements by no means comply with the standard. The officer/contract employee is not gainfully employed and his continued employment/utilisation must be investigated.

40 - 50% - Not completely satisfactory

Achievements do not fully comply with the standard and there is doubt re gainful employment. Continued employment/utilisation must be investigated.

55 - 65% - Satisfactory

Achievements comply with the standard that can reasonably be expected for the particular type and level of work to justify the remuneration and service benefits he receives, his employment is to the advantage of the State and he tries his best (compare the officers/contract employees who are capable of performing better but who are disinterested or lazy, or who hinder others in their work/influence them negatively).

70 - 80% - Exceptionally good

Achievements are of a remarkable higher standard than that of officers/contract employees assessed as "satisfactory".

85 - 100% - Excellent

Achievements are of such a high standard that it is difficult to improve thereupon.

Notes :

- (a) In the case of a "no man's land" the moderating committee must determine the rating of the evaluation in the present rank by means of a general view and with due regard to the relative performances of his peers.
- (b) Gainful employment means that, measured against accepted norms for the particular type and level of work, the officer/contract employee performs sufficient work of a satisfactory quality for the remuneration and service benefits he receives; his employment is not to the detriment of the State; he tries his best; and there are insufficient grounds to reduce his rank or salary.

1.4.5 Promotability Rating (item D2.7)

In order to make an assessment/award under the item "promotability rating", the efficiency/capabilities of officers/contract employees (as evidenced under items D2.1 - 2.6) must, in coherence with the information furnished in items B2 - 7, be weighed up against the requirements of the higher post/posts for which he would normally be considered. The following may be used as a guide-line in converting the assessment (item D2.5) of the officers/contract employees who are considered for promotion, to the promotability rating :

- |   |   |
|---|---|
| 0 - 40%   | - Not at all a candidate for promotion. |
| 45 - 55%  | - Not yet ready for promotion.          |
| 60 - 70% and a marking of not less than "2" under any element   | - Promotable in turn.                   |
| 75 - 80% and a marking of not less than "3" under any element.  | - Promotable out of turn.               |
| 85 - 100% and a marking of not less than "3" under any element. | - Preferentially promotable.            |

Notes : (a) In the case of a "no man's land" the moderating committee must determine the promotability rating by means of a general view and with due regard to inter alia the relative positions of the candidates in question.

(b) Definitions of particular promotability ratings :

"Not yet ready for promotion" - Although the officer/contract employee possesses the inherent ability to comply with the requirements attaching to the next higher grading in future, certain deficiencies/limitations still exist.

"Promotable in turn" - The officer/contract employee is regarded as suitable for promotion when his turn for promotion, based on seniority, arrives.

"Promotable out of turn" - The officer's/contract employee's work performance is of such a nature that sufficient justification exists, notwithstanding seniority considerations, to promote him over the heads of his peers who are promotable in turn.

"Preferentially promotable"

- The officer's/contract employee's work performance is of such a high standard that there is sufficient justification, notwithstanding seniority considerations, to promote him even over the heads of his peers who are promotable out of turn.

1.4.6 Acceptability Rating (item D2.8)

The officer/contract employee must be assessed globally i.e. with regard to his experience, proven abilities, knowledge, aptitudes, training, qualifications, interests, ideas, potential, appearance, attitude, habits, personality make-up, disposition, sobriety, security, etc against the requirements of the next higher posts in the Department for which he would or could normally be considered. If he is able to occupy any one of such posts successfully, his acceptability must be regarded as "without reservation." If he is suitable for only some of the relative posts, he must be regarded as acceptable "with reservations" - in such cases details must be given, e.g. the posts/field of work/occupational class to which he is restricted for promotion purposes.

1.4.7 Head of Department (item D2.11)

Where a head of department did not make the assessment himself or did not act as Chairman of the evaluation committee, he must fill in item D2.11. If he disagrees with the evaluation committee with regard to the assessment of the officer/contract employee, he should briefly give details of the grounds on which he bases his opinion.

1.4.8 Moderating Committee (item D2.12)

In view of the fact that specific groups of officers/contract employees also compete with one another on a horizontal basis, it is essential that the moderating committee(s) in respect of those groups verify/verifies the promotability ratings of departmental evaluation committees/heads of departments. These committees will be constituted by the Commission.

1.4.9 Commission for Administration (item D2.13)

The Commission will take the final decision on the promotability ratings of officers/contract employees in the management echelon as well as of those groups of officers/contract employees which it identifies from time to time and will inform departments thereof.

## 2. ASSESSMENT TABLE

[illegible]



I	II	III	IV				V						VI	VII
Factor	Element	Definition of element	Weighting per element				Extent to which job requirements are met						Total marks obtained	Maximum marks obtainable
			Not applicable (0)	Partially applicable (1)	Normal requirement (2)	Important/essential requirement (3)	0	1	2	3	4	5	Column IV x Column V	Column IV x 5
5. Decision-making	The proven ability to choose the correct alternative, taking into account the implications thereof where the choice is not prescribed or standard.						Very weak ability to make decisions.	Weak ability to make decisions.	Fair ability to make decisions but sometimes decides too hastily/too slowly/incorrectly.	Decision-making ability meets the requirements.	Good decision-making ability.	Exceptional decision-making ability.		
6. Financing	The proven ability to timeously request funds/to arrange for funds to be requested for programmes according to priority/purpose, to spend the funds provided responsibly or to arrange for funds provided to be spent responsibly as well as the efficient book-keeping/control over the spending of funds.						Not capable of handling the financing of the organisation/component.	To some extent capable of handling the financing of the organisation/component.	Fairly capable of handling the financing of the organisation/component.	Ability to handle the financing of the organisation/component meets with requirements.	Succeeds well in handling the financing of the organisation/component.	Succeeds exceptionally in handling the financing of the organisation/component.		325.
7. The utilisation of other resources	The proven ability to obtain timeously and in a responsible manner resources other than personnel and finances (e.g. facilities, equipment, raw materials, etc) and to efficiently utilise such resources or to ensure that they are obtained timeously and are utilised efficiently.						Unable to obtain or utilise resources or indifferent thereto.	To some extent able to obtain/utilise resources or not entirely indifferent thereto.	Is reasonably able to obtain and utilise resources but deficiencies sometimes occur.	Generally succeeds in obtaining resources and utilising them efficiently.	Successful in obtaining resources and utilising them efficiently.	Exceptionally successful in obtaining resources timeously and utilising them optimally.		
8. Personnel development	The proven ability to induct personnel/to arrange for the induction of personnel and to train them/have them trained effectively as well as to equip them for future tasks.						The induction, training and development of personnel do not occur.	Endeavours to induct, train and develop personnel without achieving much.	Endeavours to induct, train and develop personnel but sometimes this does not materialise.	Is positively disposed towards the induction, training and development of personnel. Successes meet with requirements.	The induction, training and development of personnel are handled well.	Ensures at all times that personnel are inducted and trained without delay, and developed on a continuous basis. Results can hardly be improved upon.		

I	II	III	IV				V						VI	VII
Factor	Element	Definition of element	Weighting per element				Extent to which job requirements are met						Total marks obtained	Maximum marks obtainable
			Not applicable (0)	Partially applicable (1)	Normal requirement (2)	Important/critical requirement (3)	0	1	2	3	4	5	Column IV x Column V	Column IV x 5
	9. Motivation of personnel	The proven ability to encourage personnel to give of their best on a continuous basis.					Unable to influence his personnel positively.	Displays little ability to motivate his personnel.	Has a reasonable ability to motivate his personnel, but sometimes lacks the ability to inspire them.	Succeeds in motivating his personnel.	Displays good ability to motivate his personnel.	Has particular talents as a leader to encourage his personnel to good work performance.		
	10. Team-building	The proven ability to direct and develop inter-personal actions/relationships within the organisation/component under his control in such a way that the individuals work together as an effective group in attaining of the objectives of the organisation/component.					Does not succeed in building a team.	Finds it difficult to build a team.	Reasonably successful in building a team.	Team-building meets with requirements.	Succeeds well in building a team.	Possesses an exceptional ability to build a team as is evident in the high morale of his organisation/component.		326.
	11. Evaluation of personnel	The extent to which he continuously keeps himself informed about the activities of his personnel as well as about their aptitudes, abilities, potential and achievements in order to be able to decide on their optimal utilisation.					Lacking in the extreme.	Weak.	Deficiencies sometimes occur.	Meets with requirements.	Continuously displays good ability.	Can hardly be improved upon.		
	12. Listening ability	The proven ability to be aware of what others say as well as to understand, to evaluate and to interpret their points of view.					Listening ability lacking in the extreme.	Weak listening ability.	Deficiencies sometimes occur.	Meets with requirements.	Continuously displays a good ability.	Can hardly be improved upon.		
	13. Exercise of control	The proven ability to command personnel effectively and to evaluate their activities and work performance in order to determine progress in regard to objectives.					Exercises no control.	Seldom exercises control.	The extent to which control is exercised, is reasonably acceptable.	The extent to which control is exercised, is acceptable.	Exercises regular and effective control.	Exercises outstanding control.		

I	II	III	IV				V						VI	VII
Factor	Element	Definition of element	Weighting per element				Extent to which job requirements are met						Total marks obtained	Maximum marks obtainable
			Not so- con- sider- able (0)	Parti- ally con- sider- able (1)	Nor- mal re- quire- ment (2)	Impor- tant/ critical require- ment (3)	0	1	2	3	4	5	Column IV x Column V	Column IV x 5
	14. Exercise of discipline	The proven ability to identify un-acceptable behaviour and to exercise authority over personnel in a purposeful, determined and self-controlled manner.					Acts undecidedly, uncontrolled and aimlessly without any discipline.	Actions often undecided, uncontrolled and aimless with little discipline.	Actions some-times undecided with reasonable discipline.	Actions usually determined, controlled and purposeful and discipline meets with requirements	Always determined, controlled and purposeful. Main-tains good discipline.	Always acts in determined manner, and exercise of authority is at a high level with exceptional discipline.		
Sub-total (Management ability)														

[illegible]

I	II	III	IV				V						VI	VII
Factor	Element	Definition of element	Weighting per element				Extent to which job requirements are met						Total marks obtained	Maximum marks obtainable
			Not applicable (0)	Partially applicable (1)	Normal requirement (2)	Important/critical requirement (3)	0	1	2	3	4	5	Column IV x Column V	Column I x 5
	6. Consistency	The extent to which attitudes, opinions and actions do not fluctuate					Extremely inconsistent. Continually changes his attitude/opinion/plan for no reason.	Inconsistent. Changes attitude/opinion/plan in the slightest crisis.	Fairly consistent but sometimes still changes his attitude/opinion/plan for no good reason.	Consistency is acceptable. He seldom changes his attitude/opinion/plan without having good reason.	Very consistent. Succeeds in acting according to firm principles.	Extremely consistent but yet flexible when circumstances dictate.		
Sub-total (Interpersonal relations)														

I	II	III	IV				V						VI	VII
Factor	Element	Definition of element	Weighting per element				Extent to which job requirements are met						Total marks obtained	Maximum marks obtainable
			Not applicable (0)	Partially applicable (1)	Normal requirement (2)	Important/critical requirement (3)	0	1	2	3	4	5	Column IV x Column V	Column IV x 5
2.3 INSIGHT	1. Expertise	The extent of the recognition which he enjoys (professionalism) owing to his knowledge of his field of work and techniques (academic, professional and otherwise).					Enjoys no recognition.	Enjoys little recognition.	Enjoys reasonable recognition in his field of work.	Enjoys general recognition in his field of work.	Enjoys recognition even outside his field of work.	Enjoys exceptional recognition, even internationally.		
	2. Initiative	The extent to which he takes the lead to implement new ideas contributing to the achievement of the objectives of the institution/component.					Shows no initiative.	Shows little initiative.	Shows reasonable initiative.	Initiative meets with requirements.	Initiative exceeds expectations.	Initiative can hardly be improved upon.		
	3. Dealing with problems	The extent to which he succeeds in identifying, understanding and interpreting problems in his work and solving them timeously.					Generally speaking is unable to identify, understand and interpret problems in his work and solve them timeously.	Finds it difficult to identify, understand and interpret problems in his work and to solve them timeously.	Reasonably able to identify, understand and interpret problems in his work and solve them timeously but there are still shortcomings.	Usually succeeds in identifying, understanding and interpreting work problems and solving them timeously.	Good comprehension ability. Can quickly identify, understand, interpret and solve work problems.	Has exceptionally high mental alertness and is able to quickly identify, understand, interpret and solve complex work problems.		330.
	4. Improvisation	The proven ability to find solutions in a situation where the necessary means or methods are not available or known, or, where such means or methods do exist but are insufficient, the proven ability to find better means/methods as a solution.					Unable to improvise.	Finds it difficult to improvise.	Sometimes able to improvise.	Ability to improvise is acceptable.	Ability to improvise is impressive.	Exceptionally resourceful.		
	5. Self-development	The extent to which he is willing and able to assimilate knowledge of different and new aspects of work by way of in-service training and/or formal training and/or informal private studies (internal and/or external).					Is not at all interested in self-development.	Deficient self-development.	Self-development is fair but there are still shortcomings.	Self-development meets with the requirements.	Self-development is good.	Self-development can hardly be improved upon.		
Sub-total (Insight)														

[illegible]

I	II	III	IV				V						VI	VII
Factor	Element	Definition of element	Weighting per element				Extent to which job requirements are met						Total marks obtained	Maximum marks obtainable
			Not applicable	Partially applicable	Normal requirement	Important/critical requirement	0	1	2	3	4	5	Column IV x Column V	Column IV x 5
			(0)	(1)	(2)	(3)								
	6. Ability to communicate in writing (Afrikaans)	The extent to which he succeeds in committing his ideas to paper in Afrikaans so that the receiver understands what he has in mind/intends.					Extremely indistinct and cumbersome.	Weak ability to communicate in writing.	Fair ability to communicate in writing.	Acceptable ability to communicate in writing.	Good ability to communicate in writing.	Exceptional ability to communicate logically, clearly and concisely.		
	7. Ability to communicate in writing (English)	The extent to which he succeeds in committing his ideas to paper in English so that the receiver understands what he has in mind/intends.					Extremely indistinct and cumbersome.	Weak ability to communicate in writing.	Fair ability to communicate in writing.	Acceptable ability to communicate in writing.	Good ability to communicate in writing.	Exceptional ability to communicate logically, clearly and concisely.		
	8. Ability to communicate orally (Afrikaans)	The extent to which he is able to say in Afrikaans what he has in mind/intends.					Cannot make himself understood.	Weak ability to communicate verbally.	Fair ability to communicate verbally.	Acceptable ability to communicate verbally.	Good ability to communicate verbally.	Exceptional ability to communicate verbally.		332.
	9. Ability to communicate orally (English)	The extent to which he is able to say in English what he has in mind/intends.					Cannot make himself understood.	Weak ability to communicate verbally.	Fair ability to communicate verbally.	Acceptable ability to communicate verbally.	Good ability to communicate verbally.	Exceptional ability to communicate verbally.		
Sub-total (Work performance)														
+ Sub-total (Management ability)														
+ Sub-total (Interpersonal relations)														
- Sub-total (Insight)														
Grand total														



## 2.5 CALCULATION OF ASSESSMENT (ITEM D1.4.3)

Total marks obtained, expressed  
as a percentage of the maximum  
marks obtainable

$$= \frac{\text{Grand total column VI}}{\text{Grand total column VII}} \times \frac{100}{1}$$

$$= \frac{\quad}{\quad} \times \frac{100}{1}$$

$$= \quad \%$$

## 2.6 EVALUATION IN PRESENT RANK (ITEM D1.4.4)

GRADE	ASSESSMENT
<p><u>Ø POOR</u></p> <p>Achievements by no means comply with the standard (cut off points 0 - 35%)</p>	
<p><u>Ø NOT COMPLETELY SATISFACTORY</u></p> <p>Achievements do not fully comply with the standard (cut off points 40 - 50%)</p>	
<p><u>SATISFACTORY</u></p> <p>Achievements comply with the standard that can reasonably be expected (cut off points 55 - 65%)</p>	
<p><u>EXCEPTIONALLY GOOD</u></p> <p>Achievements are of a remarkable higher standard than that of officers/contract employees assessed as "satisfactory" (cut off points 70 - 80%)</p>	
<p><u>EXCELLENT</u></p> <p>Achievements are of such a high standard that it is difficult to improve thereupon (cut off points 85 - 100%)</p>	
<p>Ø Not gainfully employed/doubt re gainful employment - continued employment/ utilisation to be investigated.</p>	

## 2.7 PROMOTABILITY RATING (ITEM D1.4.5)

Not at all a candidate for promotion*	Not yet ready for promo- tion*	Promotable in turn	Promotable out of turn	Preferentially promotable

\* State reasons

\_\_\_\_\_

\_\_\_\_\_

## 2.8 ACCEPTABILITY RATING (ITEM D1.4.6)

Acceptability in any next higher post in the Department for which he would or could normally be considered

☐ Not at all

☐ With reservations

☐ Without re-  
servation

If "not at all" or "with reservations", give particulars

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

## 2.9 UTILISATION

In your opinion, is the officer/contract employee occupying a post where his abilities are used to the greatest advantage of the State?

☐ Yes ☐ No

If "No", state reasons \_\_\_\_\_

\_\_\_\_\_

Does the officer/contract employee possess any special knowledge, aptitude, experience or qualifications which would render it possible for him to be utilised with advantage or success in (a) post(s) other than those for which he would/could normally be considered by way of promotion/transfer?

☐ Yes ☐ No

If "Yes", (a) indicate with an X

KNOWLEDGE	APTITUDE	EXPERIENCE	QUALIFICATIONS
-----------	----------	------------	----------------

(b) give details and mention the post(s) for which the officer/contract employee could come into consideration on the grounds indicated.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Does the officer/contract employee display any specific shortcomings/ faults/weaknesses?

☐ Yes ☐ No

If "Yes", give particulars

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Have the shortcomings/faults/weaknesses been brought to the attention of the officer/contract employee?

Yes

No

If "No", why not?

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## 2.10 EVALUATION COMMITTEE (ITEM D1.3.1)

Surname and initials	Rank	Capacity (Chairman/Vice-chairman/member)	Signature
(a)			
(b)			
(c)			
(d)			
(e)			
Date of assessment :			

Furnish the following particulars of the officer's/contract employee's supervisor :

Surname and initials :	Rank :
Period under relative supervisor :	to

Did the supervisor of the officer/contract employee have a say in the assessment?

Yes

No

## 2.11 HEAD OF DEPARTMENT (ITEMS D1.3.2 AND D1.4.7)

Comments on findings of evaluation committee/Own assessment

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Signature of Head of Department

-----  
Date

## 2.12 MODERATING COMMITTEE (ITEMS D1.3.3 AND D1.4.8)

Where there are no differences between the assessments of the evaluation committee and the head of department in respect of the item "promotability rating", indicate whether rating made is agreed with

Yes	No
-----	----

If "No" -

(a) which promotability rating is proposed

---



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(b) state reasons for proposal

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Where there are differences between the assessments of the evaluation committee and the head of department in respect of the item "promotability rating", indicate -

(a) whose assessment is supported

Evaluation committee	Head of department
----------------------	--------------------

(b) the reasons for supporting the assessment indicated

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Signature of Chairman of Moderating  
Committee

-----  
Date

2.13 FOR USE BY THE OFFICE OF THE COMMISSION FOR ADMINISTRATION  
(ITEM D1.4.9)

A. GROUPS THAT COMPETE ON AN INTERDEPARTMENTAL BASIS FOR HIGHER POSTS AS WELL  
AS THE MANAGEMENT ECHELON WHO ARE MODERATED CENTRALLY

Promotability rating of the moderating committee accepted/not accepted.  
(Scrap inapplicable)

If "not accepted" the promotability rating recommended by the Commission.

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Comments, if any

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OFFICIAL STAMP

B. GROUPS THAT ARE NOT MODERATED CENTRALLY

Cognizance taken

-----  
SIGNATURE OF RESPONSIBLE OFFICER

-----  
DATE

EFFICIENCY REPORT

(Mark appropriate space with an X)

First report	Revised report

Year covered by report

- A. THIS PART SHOULD BE COMPLETED BY THE PERSONNEL DIVISION OF THE HEAD OFFICE OF THE DEPARTMENT/ADMINISTRATION.

Surname and initials .....

Department/Administration .....

Division/Subdivision .....

Occupational Class .....

Date of entry into grade .....

Date of entry into rank .....

Salary scale/leg of link scale .....

DIRECTIONS

- 1.0 The report is to be completed in respect of all officers/employees on contract who -
- (i) have completed the qualifying period for consideration for promotion as laid down by the Office of the Commission for Administration in the various Personnel Administration Standards/Circulars on/or before 31 March preceding the year covered by the report (1 April to 31 March); or
  - (ii) have completed a period of two years' service on/or before 31 March preceding the year covered by the report (1 April to 31 March), if no specific qualifying period of service has been laid down by the Office of the Commission for Administration (1 April to 31 March) in the various Personnel Administration Standards/Circulars, excluding -
    - (a) officers/employees on contract who are subject to the system of merit assessment;
    - (b) officers/employees on contract in the General B division of the Public Service; and

(c) officers/employees on contract in the top structure, whose efficiency is assessed by means of the "Questionnaire: Evaluation Of Top Personnel In The Upper Structure".

- 1.1 Authorised absences from duty which are not recorded as leave, as contemplated in Public Service Staff Code D II/II, and all leave with full pay, are regarded as service.
- 2.0 The report is to be submitted not later than 15 February (preceding the year covered by the report) and becomes effective on 1 April. The report is valid for one year.
- 3.0 The report is to be completed by the following persons/institutions:
  - 3.1 Front page by the Personnel Division of the head office of the department/administration.
  - 3.2 Part B by the officer/employee on contract being assessed. If a report is being revised, it must be completed in full as in the case of a first report.
  - 3.3 Part C by the departmental assessment committee.
  - 3.4 Part D by the head of the department in person.
  - 3.5 Part E is for use by the Commission for Administration.
- 4.0 Definitions of qualities, rating of abilities, "gainfully employed" and experience appear in Part F.

For the use of the C.F.A.

Coded (initials)	Date



B. THIS PART IS TO BE COMPLETED IN FULL BY THE OFFICER/EMPLOYEE ON CONTRACT HIMSELF

N.B. - Mark appropriate space with an X, where applicable.

1.0 Surname .....

First names .....

Date of birth .....

Identity number

--

Marital state ..... State number of dependent children 

--	--

How would you describe your physical and mental state of health?

Good	Fair	Poor

If "Reasonable" or "Poor" briefly describe the nature of your problems

.....  
 .....

2.0 Are you placed correctly in your present department/administration?

Yes	No

Are you placed correctly in your present sphere of work?

Yes	No

If "No", (a) where would you like to be placed?

Department/Administration	Sphere of work

(b) state reasons .....

.....

and

(c) have you tried officially to obtain a transfer?

Yes	No

If so, when?

2.1 Apart from whether or not you are placed correctly, to which department(s)/administration(s) and/or sphere(s) of work would a transfer suit you?  
(In order of preference)

Department/Administration	Sphere of work
.....	.....
.....	.....
.....	.....
.....	.....
.....	.....

2.2 Present centre of employment (Town/City) .....

Would you accept a transfer?

Yes	No

(a) If "Yes", where would you like to be stationed (Town/City)?

.....

(b) If "No", state reasons .....

.....

.....

.....

.....

## Qualifications

3.0 (a) Highest school qualification obtained:

Educational qualification(s) / certificates obtained	Where obtained (institution)	When Obtained

(b) Post-school qualifications:

Educational qualifica- tion(s) / certificates obtained	Where ob- tained (institu- tion)	When ob- tained	Major sub- ject(s) / Field(s) / of study	Subsidiary subjects (at least second year cour- ses)
.....	.....	.....	.....	.....
.....	.....	.....	.....	.....
.....	.....	.....	.....	.....
.....	.....	.....	.....	.....

4.0 Knowledge of other languages  
(not English or Afrikaans)

Language	Speak	Read	Write
.....	.....	.....	.....
.....	.....	.....	.....
.....	.....	.....	.....

5.0 All experience in the Public Service

Period (dates)		Department/ Administration	Occupational classes (see Part F1.3)
From	To		
.....	.....	.....	.....
.....	.....	.....	.....
.....	.....	.....	.....
.....	.....	.....	.....
.....	.....	.....	.....
.....	.....	.....	.....
.....	.....	.....	.....

6.0 Have you, in your present rank/  
grade, been told -

(a) how your performance rates?

Yes	No

(b) what your promotability  
rating is)

*		
N.A.	Yes	No

\* (in case of first assessment)

7.0 I declare the information I have filled in above to be true  
and correct and that I know and understand that it will be  
noted for record purposes, and I undertake to complete a  
revised report should any of the above information change.

Signed ..... Date .....

## C. DEPARTMENTAL ASSESSMENT OF EFFICIENCY

1.0 Security classification (Mark appropriate space with an X)

Not classified	Classification refused by SAP	Confidential	Secret	Top Secret

2.0 Proficiency in the official languages:

Language	Does not meet requirements in every respect		Meets requirements in every respect		Excellent command of language	
	Speak	Write	Speak	Write	Speak	Write
Afrikaans .....						
English						

3.0 In your opinion, is the officer/employee on contract in a post where his abilities are used to the greatest advantage of the State?

Yes	No

If "No", state reasons .....

.....

.....

.....

4.0 Has the officer/employee on contract any special knowledge, aptitude, experience or qualification which may equip him for some other occupational class in the Public Service? If not, mark "None".

None		Knowledge		Aptitude		Experience		Qualification	
------	--	-----------	--	----------	--	------------	--	---------------	--

Furnish details of occupational class(es), knowledge, apti-  
tude, experience or qualification .....

.....

.....

.....

.....

.....

.....

.....

5.0 Degrees of ability (see Part F 1.1)

Rating of abilities					
Quality	Weak	Not com- pletely satisfac- tory	Complete- ly satis- factory	Excep- tional- ly good	Excellent
Respon- sibility					
Insight					
Ability to guide and direct					

6.0

Rating of promotability

Not promotable			Promotable		
Has reached a ceiling in his present work situation - yet employed against a post of appropriate grading		Not promotable at present	Promotable when his turn comes	Promotable out of his turn	Preferentially promotable
Not gainfully employed	Gainfully employed	Gainfully employed			

If "not promotable at present", state reasons (on an annexure if space is insufficient) .....

.....

.....

7.0 ACCEPTABILITY

7.1 Acceptability in the Department in any next higher post in the same occupational class

Not at all	With reservation	Unreservedly

Furnish particulars if "Not at all" or "With reservation"

.....

.....

.....

7.2 Acceptability in any next higher post in some other occupational class(es) in the Department (~~compare 6.1.0~~). State occupational class(es) and acceptability.

.....  
.....  
.....

8.0 Does the officer/employee on contract show signs of any shortcomings/disabilities/weaknesses of which the Commission should be aware.

Yes	No

If "Yes", furnish details.

.....  
.....

Have these shortcomings/disabilities/weaknesses been brought to the attention of the officer/employee on contract

Yes	No

If "No", why not?

.....  
.....

9.0 Signatures of committee members:

(a) ..... Rank .....  
(b) ..... Rank .....  
(c) ..... Rank .....  
(d) ..... Rank .....  
(e) ..... Rank .....  
Date when filled in .....





## F. DEFINITIONS

## 1.0 QUALITIES

**Responsibility**

Conduct and behaviour calculated to safeguard and promote the prestige and interests of the State, particular note to be taken of an officer's/contract employee's -

- (a) sense of duty, inter alia as regards diligence, awareness of time, and obeying and prompt carrying out of instructions;
- (b) interest in official matters (also beyond his own official duties);
- (c) attentiveness, thoroughness and considerateness;
- (d) loyalty and pride taken in his work;
- (e) constructive action, on his own initiative, in the interests of the State;
- (f) ability and willingness to accept responsibility;
- (g) realisation of the necessity of self-development and of keeping abreast of developments in his own field and whether this is evident from his actions;
- (h) voluntary overtime not necessitated by such personal characteristics as over-meticulousness or being a slow worker.

**Insight**

The officer's/contract employee's vision and clear thinking coupled with a balanced, considered approach to matters, and his ability to turn his knowledge, qualifications, experience, common sense and aptitudes to good account in his work, for example in -

- (a) independently analysing and understanding matters/-situations and reasoning them out to a logical conclusion; and
- (b) finding solutions to problems, applying or introducing new ideas, and suggesting or making improvements.

**Ability to guide and direct**

The officer's/contract employee's self-confidence and ability to take a positive lead, to delegate authority, to proceed systematically and purposefully in regulating activities and, in the process, to assess the position (and, where

appropriate, the implications for Government policy) and to make effective adjustments where necessary. In this connection, note the extent to which the officer/employee on contract displays the ability -

- (a) to recognise needs, to plan matters, to organise the work, to co-ordinate activities, to evaluate results and to make decisions;
- (b) to handle people successfully and to get on with them, to obtain and retain the co-operation of others at all levels, e.g. by respecting their opinions and eliciting and recognising their contributions, to hold his own and to assert himself, to inspire spontaneous teamwork but to be firm if necessary, to remain calm and unruffled under pressure;
- (c) to ensure that, for every subordinate under his direct or indirect supervision, purposeful training and development programmes are drawn up and carried out; and
- (d) to ensure that the services of every subordinate under his direct or indirect supervision are utilised to the greatest advantage of the department/administration and the Public Service.

### 1.1 RATING OF ABILITIES

#### Weak:

Performance is not up to standard at all.

#### Not completely satisfactory:

Generally speaking, performance is not quite up to standard.

#### Completely satisfactory:

Measured against the standard that can reasonably be expected, performance is completely satisfactory.

#### Exceptionally good:

Performance is of a markedly higher standard than that attained by the majority of officers who are rated completely satisfactory.

#### Excellent:

Performance is of so high a standard that it can hardly be surpassed.

## 1.2 GAINFULLY EMPLOYED

Being "gainfully employed" implies that a person is doing work of a quality and quantity normally expected of a person of his rank, salary and/or scale in the specific work situation; in other words, being gainfully employed means that -

- (a) measured against reasonable production norms for the specific type of work, the officer/employee on contract does sufficient work of a satisfactory standard for the salary he receives; and
- (b) it is not to the State's disadvantage to employ the officer/employee on contract; and
- (c) the officer/employee on contract takes his work seriously and does his best (compare with the officer/employee on contract who is capable of better work, but who is not interested, or is lazy, or hinders other officers/employees on contract in their work); and
- (d) there are not grounds for demoting the officer/employee on contract or reducing his salary.

## 1.3 EXPERIENCE

Experience gained prior to the implementation of the occupational classes in their present form must be classified according to the occupational class performing those duties at present.