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Improving human resources management in the City Hall, Atlanta Georgia

Onyenma Emerole Ubani-Ukoma
Atlanta University

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ABSTRACT

PUBLIC ADMINISTRATION

UBANI-UKOMA, ONYENMA EMEROLE B.A. Midland Lutheran College, 1982

Improving Human Resources Management in the City Hall Atlanta, Georgia.

Adviser: Dr. Agyei Frempong

Degree Paper Dated: May 1986

The objective of this degree paper, is to discuss and recommend solutions to some of the human resources management problems confronting the City of Atlanta.

It is necessary to improve human resources management at the City Hall because the city is a service-oriented bureaucracy. Service delivery depends on the efficiency and effectiveness of the city's local government labor force. Enormous staffing costs is being incurred by the city in meeting its personnel policy obligations. However, these costs could be minimized by a rational application of result-oriented management principles.

This paper discusses why personnel costs have soared and what could be done to minimize them. The paper examines the issue of training and career development and how it could affect productivity. Other essential problem
areas at the personnel bureau - the sole personnel administrative unit of the city government such as, discipline, civil service board, affirmative action and employee turnover was discussed.

The sources of information in the course of this research were derived from questionnaires, telephone contacts and actual internship experiences. Further references in the course of research were made from data reviews of relevant city government documents, including the Civil Service Rules and Regulations (which the writer revised) and numerous government papers, periodicals and other published sources.
IMPROVING HUMAN RESOURCES MANAGEMENT IN THE
CITY HALL, ATLANTA, GEORGIA

A DEGREE PAPER
SUBMITTED TO THE FACULTY OF ATLANTA UNIVERSITY
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR
THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION

BY
ONYENMA EMEROLE UBANI-UKOMA

DEPARTMENT OF PUBLIC ADMINISTRATION

ATLANTA, GEORGIA
MAY 1986
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I. INTRODUCTION

The City of Atlanta, Georgia is one of the largest employers within the city boundaries. There are 8,012 permanent employees, working for the city government under different job classifications.\(^1\) Structurally, there are ten (10) city departments, with thirty-seven bureaus and three adjunct agencies. Atlanta has a mayoral government with the Mayor as chief executive. An eighteen member city council makes legislative and policy decisions for the city, presided over by an elected President.

Atlanta is recognized as a Standard Metropolitan Statistical Area with a population of about 2,029,618 inhabitants. The core city population is 425,022.\(^2\) SMSA is defined as an integrated economic and social unit with an accepted population concentration.\(^3\)

Bruce Beatus in writing a brief history of Atlanta indicates that the name Atlanta is the feminine gender of Atlantic and that the name of the city was suggested by

\(^1\)City of Atlanta, Department of Finance, General Budget 1985 (Atlanta: City Press, 1985), p. 289.

\(^2\)Data were produced from the 1980 Census of Population and Housing Department of Commerce ... Bureau of the Census.

J. Edgar Thompson, a chief engineer of Georgia Railroad. It is appropriate to imply that the name Atlanta was used to denote a fast growing urban population nucleus because of the community's proximal location to the Atlantic Ocean (the State of Georgia is bounded in the east by the Atlantic Ocean).

The administrative development of the city is traceable to 1847, when a governing body, the Board of Commissioners came into being. The City of Atlanta was chartered by a legislative instrument on December 29, 1847. However, prior to its charter, Atlanta was considered a town. The 1847 Act which elevated the status of this community to that of a city, made the following administrative provisions:

a. A mayor and a council form of government.

b. The mayor and a six-member council was authorized to govern the city within its charter limitations.

c. The city government was empowered to levy and collect legitimate revenue through taxation and impose fines for the violation of ordinances.

d. The council was also authorized to elect a clerk, treasurer, marshall and tax collector and fix their duties and bonds.

e. The mayor was exclusively empowered to appoint standing committees which had only an ex-officio capacity, to present recommendations only, to the council.

The 1847 city charter was weak and had unnecessary limitations that did not provide adequate power for efficient and

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effective government for a city which was rapidly growing into a metropolis. By 1974, it became evident that the city needed a new charter. The current city charter, therefore, became operative in January 1974 and provided for a strong mayoral form of government.

Presently, the local government of Atlanta is organized into ten departments headed by commissioners who are nominated by the mayor and confirmed by the council. The city council has a president who presides at council meetings, but is not a council member, although he may only vote in council proceedings in cases of a tie. The president appoints members and chairperson of council committees. While the president is a member of all standing committees, he may not vote on committee deliberations, although he may address the committee.

The chief executive of city government, is the mayor. He serves no more than two consecutive four year terms. Atlanta has an executive mayor. The city charter empowers the mayor to veto council resolutions and ordinances repugnant to mayoral policies and governance. He appoints all directors of city departments and bureaus. The mayor also directs and supervises the administration of these departments. He represents the city in the affairs of inter-governmental relations, improvement of city administration, promotion of prosperity and the enhancement of social

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5City of Atlanta, Charter and Code of the City of Atlanta (Atlanta: City of Atlanta Press, 1975).
well being of the entire citizenry of Atlanta. The mayor reserves the right and discretion to reorganize the administrative machinery of the city in accordance with the charter.

Each city commissioner is responsible for the administration and direction of the affairs and operations of his or her department, and the exercise of general management and control. Departments are further subdivided into bureaus for purposes of organizational efficiency.

Purpose of the Research

The primary intent of this study is to identify, explain and recommend constructive solutions to some of the human resources management problems confronting the city of Atlanta local government administration. In doing so, it is hoped that this paper will stimulate more discussion and some action on these issues.
II. THE PROBLEM AND ITS SETTING

Agency and Unit Description

The administrative unit in which the writer served as an intern is the Bureau of Personnel and Human Resources. It is an integral part of the Department of Administrative Services of the Atlanta city government. The Department of Administrative Services comprises the following bureaus:

2. Bureau of Purchasing and Real Estate.
5. Bureau of Labor Relations.

The Bureau of Personnel and Human Resources manages the central personnel administration system of the entire city government. The Bureau of Personnel is responsible for the advertisement of city positions and the recruitment of candidates to fill the city's manpower needs, certification of employees; establishment and maintenance of a roster of all officers and employees in the classified service, including the maintenance of over 10,000 employee records, which includes Job Training and Partnership Act (JTPA) personnel; making recommendations to the mayor and city council regarding proper job classifications according to
the duties and responsibilities; developing Equal Employment Opportunity (EEO) status reports on city positions for affirmative action purposes; conducting research and collecting data pertaining to discrimination charges filed against the city and submitting the results to the requesting agency; monitoring payrolls for over 8,000 employees to insure accounting accuracy; coordinating activities between Labor Relations and the Civil Service Board in resolving grievances; participating in union management negotiations; administration of all personnel transactions; providing all of the initial activities for the JTPA program; a comprehensive counseling and referral service for employees whose retirements are imminent and/or who voluntarily terminate their employment with the city and/or employees who have unique personal problems and are in need of assistance.

Because of growth and accomplishment, the Bureau of Personnel and Human Resources has recently been charged with the responsibility for Task Analysis and Test Validation in an attempt to lead the nation with compliance in all EEO compliance guidelines in hiring, training, and promotional opportunities. In keeping with merit principles of personnel administration, there is a need for a more critical review of selection devices, rating methods, and evaluation of training and experience.

Structurally, the Bureau of Personnel and Human Resources is headed by the Director of Personnel and Human Resources (see Figure I). The components of the Bureau of the
FIGURE I

DEPARTMENT OF ADMINISTRATIVE SERVICES

Source: From Larry Stokes, Personnel Analyst, Bureau of Personnel and Human Resources, City of Atlanta.
Administrative Division; the Classification and Records Division; Recruitment and Certification Division; Evaluation Division; Workers Compensation; Division and the Employee Development and Safety Division; and the Affirmative Action Division.

The Administrative Division of the Bureau of Personnel and Human Resources as its name connotes is the governing body of the Bureau. This division establishes the policy and procedure in all matters relating to personnel for city government. It coordinates the activities for the various divisions in the Bureau of Personnel and coordinates the activities of administration including: preparation of the annual bureau budget, reviewing expenditures, coordination of various meetings, delegation of assignments to division chiefs, coordinating performance evaluation reports, re-evaluation of original examination ratings, coordinating the Pre-Retirement Program, maintaining payroll records, distribution of mail to the various divisions in the bureau, replying all letters regarding employment, writing job announcement bulletins, devising job-related written and/or performance examinations, writing advertisements for city job openings, preparation of annual reports, etc.

One of the extended functions of the administrative division is to coordinate the functions of the Civil Service Board. The Civil Service Board was created by the charter of the City of Atlanta. The Board consists of five appointed
officials by the mayor and approved by the city council. The Board receives appeals from classified employees; holds hearings on proposed or actual demotions, suspensions, dismissals, alleged discrimination, and other such actions, makes the final decisions, affirming or revoking the affected departments, decision; as well as makes recommendations on the creation, abolishment, and change of classifications and positions in city government. The Board has been criticized for its jurisprudential inconsistencies and later in this paper these inconsistencies are examined.

The Classification and Records Division of the Bureau of Personnel and Human Resources functionally post across-the-board salary adjustments, and also post annual increments by payroll periods as they are due. This division verifies employment and in emergency situations contacts employees by phone. It maintains records of garnishment notices. Records division maintains records of creation, reclassification and abolishment of positions and classification as determined by city ordinances. Classification division maintains personal files and history files of all city employees, active and inactive while checking history cards to detect discrepancies.

Over the years, the problem of unauthorized intrusion into personnel files has persisted, but lately this problem has been reduced to a minimum. Presently, a centralized retrieval system is being utilized for security reasons.
FIGURE II
BUREAU OF PERSONNEL AND HUMAN RESOURCES

Source: Existing Operational Structure as it was during the period of internship - figure compiled by the writer February 2 - July 23, 1985
Manual record-keeping procedures are slowly being phased out by such automated equipment as a reader printer. Other activities in the Records Division include: completing the inventory report for the personnel director's approval; assisting police officers on research assignments for the Crime Analysis Team; preparing various statistical reports; as well as preparing inactive history cards for microfilming.

One of the goals and objectives of the Bureau in 1984, was to maintain personnel records in a manner which complies with applicable state and local laws, while developing a coding system for easier identification. Actions to-date have been taken and retention schedules for all records have been completed. All the eight schedules, according to the annual report has been submitted to the Records Management Division. Three have been approved and returned. New record policies and procedures for records retention have been written on the basis of the schedules that have been approved. Records will be called in 1985 in accordance with these schedules.

Another division of Personnel and Human Resources is the Certifications Division. This division maintains eligible registers for all classes of positions for city employment. This division refers eligibles to departments after requisitions have been processed; to certify to

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payroll new employees, promotions, demotions, transfers, reassignments, reinstatements, and re-employments, to maintain clearance records of all mandatory conditions of employment to determine employment status; to perform EEO status checks for Affirmative Action by determining the number on the eligibility registers by race and sex, for the purpose of recruitment selection and retention of a balanced workforce; as well as to monitor vacancy lists for the purpose of placing persons who have been displaced due to job abolishments.

In 1984, the certification division had as its goal an objective, to strengthen policies, rules and regulations pertaining to certification and records. Moreover, to develop and implement uniform rules for the appointment and certification of summer seasonal and other temporary employees in the Department of Parks, Recreation and Cultural Affairs; obtain input from classification division; identify positions which need classification of their status. Twenty-two positions from the Position Authority Control report, which need clarification of their status - classified, unclassified, temporary, permanent, etc. Ordinances for information were researched on creation of those positions.

Next, the recruitment division attracts qualified persons for employment with the City of Atlanta. This

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<table>
<thead>
<tr>
<th>Category</th>
<th>1976</th>
<th>1977</th>
<th>1984</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vacancies Filled</td>
<td>408</td>
<td>1,178</td>
<td>1,058</td>
</tr>
<tr>
<td>Certification to Payroll</td>
<td></td>
<td></td>
<td>1,491</td>
</tr>
<tr>
<td>Requisitions Processed</td>
<td></td>
<td></td>
<td>789</td>
</tr>
<tr>
<td>Transactions Processed/New Hires</td>
<td></td>
<td></td>
<td>2,443(Includes 1,282 Summer)</td>
</tr>
<tr>
<td>Internal Moves</td>
<td>34</td>
<td>56</td>
<td>1,240</td>
</tr>
<tr>
<td>Separations</td>
<td>459</td>
<td>567</td>
<td>2,075(1,039 Summer)</td>
</tr>
<tr>
<td>Leaves</td>
<td>36</td>
<td>71</td>
<td>577</td>
</tr>
<tr>
<td>Increments Checked</td>
<td></td>
<td></td>
<td>3,183</td>
</tr>
<tr>
<td>Employment Verifications</td>
<td></td>
<td></td>
<td>5,626</td>
</tr>
<tr>
<td>Material Filed</td>
<td></td>
<td></td>
<td>24,034</td>
</tr>
<tr>
<td>Probation Cards Checked</td>
<td></td>
<td></td>
<td>1,069</td>
</tr>
<tr>
<td>Demotions</td>
<td>32</td>
<td>37</td>
<td>*</td>
</tr>
<tr>
<td>Promotions</td>
<td>340</td>
<td>517</td>
<td>*</td>
</tr>
<tr>
<td>Deaths</td>
<td>20</td>
<td>28</td>
<td>*</td>
</tr>
<tr>
<td>Pensions</td>
<td>154</td>
<td>140</td>
<td>*</td>
</tr>
<tr>
<td>Suspensions</td>
<td>130</td>
<td>361</td>
<td>*</td>
</tr>
</tbody>
</table>

Source: City of Atlanta, Bureau of Personnel Operations, 1977 Annual Report and 1984 Annual Report. Note: * Data for these categories were unavailable.
division runs recruitment programs, through operating a job applicant in-take unit, reviewing applications, maintaining a resume file of prospective applicants as well as issuing and distributing job announcement bulletins.

In 1984, the Recruitment Division planned to project staffing needs, in order to maintain an adequate supply of qualified eligibles while developing a contingency recruitment plan to meet city manpower needs. The 1984 report indicated a 95 percent success rate in regard to the issuance of a minimum of the ten job announcement bulletins on Mondays of each week. Total number of bulletins issued and applications received are shown in Table 2.

**TABLE 2**

**RECRUITMENT: JOB ANNOUNCEMENTS AND APPLICATIONS RECEIVED**

<table>
<thead>
<tr>
<th>Bulletins Issued</th>
<th>Application Processed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open Competitive</td>
<td>64</td>
</tr>
<tr>
<td>Promotional</td>
<td>59</td>
</tr>
<tr>
<td>Total</td>
<td>123</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Application Processed</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Open Competitive</td>
<td>2,248</td>
</tr>
<tr>
<td>Promotional</td>
<td>290</td>
</tr>
<tr>
<td>Total</td>
<td>2,538</td>
</tr>
</tbody>
</table>


The division now categorizes all job classes in the city government for purposes of revising applicant mailing list.
The Evaluation Division of the Bureau assesses the qualifications of job applicants in accordance with the system and procedure established by the director of personnel. However, the evaluation of the performance of individual employees is an integral part of the responsibility of each supervisor. Each evaluation report is assessed by the personnel specialist and he/she keeps the records of all evaluations for reference purposes.

Workers Compensation Division of the City of Atlanta maintains a self-insurance program for its workers compensation coverage. The workers compensation division pays medical bills and income benefits to the city's injured employees. The division also files data on employee injuries with the State Board of Workers Compensation. These specific benefits are paid to employees without regard to their probable negligence or fault—it may be called a civil service no-fault insurance for employees. This insurance grants the employee a guaranteed right for remedy, but precludes any other legal remedy against an employer by an employee arising from a work related injury. Workers compensation applies to all public employees under the city, public corporations of the city and non-profit organizations that have at least three full-time or part-time employees.

The city pays workers compensation benefits in accordance with the state law. This provides for payment of two-thirds of the employee weekly salary up to a minimum of $135.00 per week for injuries that happened on or after
April 22, 1983, for accidents which occurred between these periods, the maximum benefits are shown in Table 3.

### TABLE 3

**PERIODICAL CLASSIFICATION OF MAXIMUM BENEFITS**

<table>
<thead>
<tr>
<th>Period</th>
<th>Maximum Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>7-1-81 to 4-21-82</td>
<td>$115.00</td>
</tr>
<tr>
<td>7-1-78 to 6-30-81</td>
<td>110.00</td>
</tr>
<tr>
<td>4-1-75 to 6-30-78</td>
<td>95.00</td>
</tr>
<tr>
<td>4-1-74 to 3-31-75</td>
<td>80.00</td>
</tr>
<tr>
<td>4-1-73 to 3-31-74</td>
<td>65.00</td>
</tr>
</tbody>
</table>


The Employee Development and Safety Division of the Bureau of Personnel and Human Resources promotes and provides program training for the civil service. This function is intended to improve the quality of personal service rendered to the public while assisting employees to advance their career opportunities in the civil service. The division provides training and development activities in these areas: new employee orientation, supervisory/management development; clerical support development, general education, remedial education, common needs training, staff retreats/team building, general safety and loss control training, and various employee development activities. The division also provides unformation concerning job requirements and

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training opportunities for the assistance of employees. The division ensures that all training opportunities and programs are provided to all employees without regard to political affiliation, race, color, national origin, physical handicap, age, sex, sexual preference and religious creed.

The Chief of Employee Development and Training through the instrumentality of his division is responsible for administering all citywide employee development and training activities. The detailed coordination of activities vis a vis the other organizational units include the following:

a. Review all departmental training requests during the budget preparation process.

b. Suggest recommendations for the approval of training funds to the director of personnel.

c. Advise the mayor yearly on the status of current training programs and recommend priorities for the development and funding of future programs.

d. Monitor all training records and data regarding established training and development programs and all training records on individual trainers.

e. Conduct periodic needs assessments.

f. Review, monitor and update city policies and procedures for employee training to assure that they are carried out with maximum effectiveness, etc.

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See City of Atlanta, Civil Service Rules and Regulations, Chapter XIX, Section 3, all references to the city code is based on the revised edition which was part of my assignment during the internship.
Lastly, the Affirmative Action Division of the Bureau of Personnel and Human Resources administers the Equal Employment Opportunity compliance requirements. This division administers compliance with Title VII of the Civil Rights Act of 1964 as amended by the Equal Employment Opportunity Act of 1972, and the Age Discrimination in Employment Act of 1967. Basically, the city pursues a policy of non-discrimination against any person in the recruitment, examination, appointment training, promotion, retention, discipline or any other aspect of personnel administration because of political or religious opinions or affiliations or because of race, national origin or other non-merit factors. Discrimination on the basis of age, sex, sexual preference, or physical disability shall be prohibited except where specific age, sex, or physical requirements constitute a bona fide occupational qualification necessary to proper and efficient administration. Employee rights are guaranteed in the city code. Procedures for redressing discriminatory or disciplinary grievances are guaranteed in the city code. First, a formal grievance shall not be initiated until the employee has discussed the grievance with his immediate supervisor and such employee was not satisfied with the outcome of the discussion. The employee may further discuss the complaint with the immediate supervisor with or without a representative of his/her choice.

10 See City Code, Chapter VIII, Sections 1 and 3.
within five (5) working days after the employee becomes aware of the occurrence. The immediate supervisor according to the procedural rules should render a decision on the matter within five (5) working days after the grievance has been presented.

Second, if no satisfactory treatment is obtained, the employee is at liberty to file a standard grievance form with the division head of such employee setting forth the reasons for the appeal. At this level, appropriate inquiries regarding the matter is made by the division including all facts surrounding the case and render a written decision to the employee on the standard grievance form within five working days after receipt of the documented appeal.

Third, should the employee still be aggrieved, such employee may appeal to the Affirmative Action Division of the Bureau of Personnel and Human Resources if questions concerning discrimination on the basis of sex, race, color, national origin, religion, handicapped condition, age, sexual preference or other substantive issues relating to the discrimination is involved.

Further channels along the line if no satisfaction is obtained prior to this, is the appeal to the director of the Bureau of Labor Relations. The last body for appealing cases in the city civil service is the civil service board; where a complete adjudication of the complaints is heard, with legal representation without adherence to the intricacies associated with the ordinary judicial system.
Duties and Responsibilities of Intern

The writer's internship was begun with the City Hall on the 2nd day of February 1985, and was assigned by the Director of Personnel and Human Resources, Ms. Lillie Hughes to work under the auspices of the Bureau. The first week was utilized to familiarize and orientate the intern with the Bureau's structure and its operations.

Right from the outset, the writer's job description was to coordinate the Bureau task force aimed at accomplishing the first goal and objective of updating and revising the civil service rules and regulations; to delete obsolete sections and to clarify ambiguous and its conflicting provisions. Essentially, the task was to revise the city code chapters one through seventeen. The assignment layout were as follows:

1. Request suggestions from division heads for ideas reasonable enough to be incorporated in the code or deleted from the code and to reflect prevailing practices not codified.

2. Gather backup data from various sources.

3. Prepare draft.

4. Get review of law department, as well as user organizations.
5. Prepare final document.

6. Present legislation to mayor and council for approval.

7. Implementation.

In order to accomplish the above objectives, the writer sent a memorandum with the director of personnel's approval to the division heads, towards the realization of assigned objectives. The division heads were requested to send in their recommendations, by the 31st of March 1985.

Meanwhile, some backup data was gathered from various sources, including a request for codes from similar jurisdictions. The City of Chicago and the City of San Diego respectively, sent the Bureau a sample of their civil service rules and regulations, for comparative purposes.

In pursuant to the task of revising the city code, the following observations were noted:

Observation #1: The city code needs consistent clarification. There were noticeable ambiguity concerning the re-assignment of employees who were demoted. Hence, there was the need to clarify the position of the city as regards the placement of demoted/re-employed workers within the appropriate wage level. Secondly, the code needed to establish a distinction between emergency appointment at a higher level and at the provisional level. The relevant aspects here were Chapter IV, Section 14; Section 9, Sub. Chapter C, Chapter XIX, sub-section d, f.

Observation #2: In Chapter XIX, sub. sec. 5, distinction between "classified" and "unclassified" service needed to be clarified.
Observation #3: It was essential to spell out management rights and employee rights to prevent misconceptions from city employees as to "who does what" and "how."

Observation #4: Need to rewrite the whole chapter on Political Activity of Employees. The revision of this chapter became expedient in the light of the recent political abuse of office in the State Department of Labor, and towards the avoidance of such recurrence in the future.

Observation #5: Since the Bureau has changed its name from the Bureau of Personnel Operations to the Bureau of Personnel and Human Resources, the code has not been revised. To reflect the new name, all the sections bearing the old name was changed.

Observation #6: The existing format of the code, with its complicated number index, without a commencing table of contents makes quick referral cumbersome and unwieldy.

These observations, including the ones discovered by the writer in the course of the code revision assignment, were noted and appropriately rectified. The revision of the code has been completed and the draft was presented to the director of personnel on the 22nd of May 1985.

Meanwhile, the writer was assigned another task which entailed the publication of a personnel policy and procedure manual for use by supervisors. This assignment is the second goal and objective of the Bureau of Personnel and Human Resources for 1985.

Statement of the Problem

The writer's internship experience at the City Hall exhibited personnel management problems comprising administrative inefficiency and ineffectiveness. The paper
sought the identification and explanation of the management problems. Accordingly, the research task of this paper seeks solutions for the following problems.

First, in the administrative units of the Bureau of Personnel and Human Resources there are proven laxities on the part of the supervisors in terms of getting the job done and in the enforcement of discipline. There is often the recurrent problem of delayed and improper performance evaluation spanning a period of over two years. Second, some divisional heads have not had refresher training courses essential for sustained organizational growth in the last decade. Productivity is hampered from the slow development of employee training programs and as a result it takes a longer time to get essential projects done. For instance, it took over two years to plan and execute the revision of the Civil Service Rules and Regulations. This goal was only realized because an intern had to do the project voluntarily and full-time for a period of six months. Third, the city incurs enormous financial losses in adverse proceedings because of management inadequacies. For instance, in 1984 and up to February 1985 alone, the city spent a huge $3.7 million in settling matters arising out of litigation. Since 1980, expenditure on litigation has steadily been rising at an annual 1.1 percent increase. Fourth, the

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Civil Service Board is ineffective. Its inconsistent rulings in jurisprudential matters; its ineffectiveness in promptly resolving matters, including its non-establishment of guidelines to avoid the recurrence of treating similar cases in the future, exacerbate its functioning abilities. As a matter of fact, its ineffectiveness over the years prompted a review of its operations as early as 1977. Improvements on the review recommendations have not been effective partly because of the Board's imprecise nature and its inability to control its proceedings. Fifth, staffing costs at the City Hall is increasing at an alarming rate. These cost increases is attributed to frivolous overtime claims which has steadily risen since 1983. In addition, the need to structure employee salaries to compare with other jurisdictions and reduce turnover rates, also increase personnel costs. Furthermore, employee hospitalization expenses and pension contributions increase personnel costs. Sixth, there is a back-log of affirmative action cases and the protracti-eness in resolving grievances. Seventh, there is an increasing progression in employee turnover rates. In 1978, 640 employees left the city labor force; in 1983; 709 employees; in 1984, 1,052 employees were separated from the city workforce and between January and July 1985 alone, 620 employees were separated from the city employment.

11See the 1977 Review of the Civil Service Board.
III. REVIEW OF RELATED LITERATURE

The function of managing the public workforce in the 1980's has assumed an evolutionary dimension - there are new roles for public personnel managers. The management function arising from these new roles involve adding new tasks and emphasizing the management function. Recent studies in human resources management focus on the emerging trends.

According to Donald E. Klinger, these trends entail, increased need for quantitative methods orientation for public managers, increased humanist background and the need for public managers to ascertain the psychological differences of individuals for purposes of recruitment, training and career development.\(^{12}\)

There has also been an increased public awareness that public employees should be efficient, productive and result oriented. The public stigma and the usual impression of taxpayers is that bureaucrats are protractive, inefficient and are more of masters than civil servants. The new public awareness demands results at a minimal financial cost, in public personnel management. For instance, people expect

that their neighborhood should be protected from the menaces of criminals by law enforcement agencies. Taxpayers expect that city health ambulances, should answer emergency calls within reasonable time lapse and that non-elected officials should not make far reaching decisions for which they could not be accountable.

In order to sustain increased employee productivity, the new human resources management approach emphasizes that there should be cross-training to promote upward mobility. Michael Armstrong and John F. Lorentzen\textsuperscript{13} suggest that all training must be directed towards the satisfaction of defined needs for the company as a whole for the specific functions or groups of employees, or for individuals.

Furthermore, there is an increasing demand on human resources managers for employee rights and greater use of due process. Thus, in \textit{Pickering v. Board of Education}, it was held that:

\begin{quote}
A citizen's right to engage in protected expression or debate is substantially unaffected by the fact that he is also an employee of the government and as a general rule he cannot be deprived of his employment merely because he exercises those rights. This is so because dismissal from government employment, like criminal sanctions or damages may inhibit the propensity of a citizen to exercise his right to freedom of speech and association.\textsuperscript{14}
\end{quote}


However legitimate public employee right to freedom of expression may be abridged under the following situations: (1) the need for maintaining discipline and harmony in the workforce, (2) the need for confidentiality, (3) the possibility that a public employee's position is such that his pronunciation may be difficult to refute due to his or her access to factual information, (4) the situation in which an employee statement impede the proper performances of duties, and (5) the case where the statements are a blatant lie that his or her capability to perform on the job becomes questionable.

There is also Affirmative Action compliance requirements for public management. Thelma Hunt in "Critical Issues Facing Personnel Administration Today," spells out these requirements. They are the new legal requirements of personnel managers. The (private sector) must comply with regulations issued by the Federal Contract Compliance Programs which falls under the auspices of the Equal Employment Opportunity Commission (EEOC). Thus even in the public workforce, human resources managers should be adequately oriented to interpret government regulations, defend personnel practices in routine investigations, comply with confusing and conflicting regulations enforced by competing federal regulatory agencies.

It is essential for public personnel managers to recruit the right kind of personnel at the right time. Elmer H. Burack and Nicholas J. Mathy's in their latest work emphasized the importance of strategic planning in these terms:

For the organization, it means that human resource planning processes have been able to establish future managerial requirements in terms of numbers, accurate job requirements and timing of needs. It also means that career ladders have been established, that back-up candidates have been identified and the development requirements for individuals have been established.¹⁶

Pursuing an efficient recruitment program entails that the right calibre of career civil servants could be attracted to the system. Successful recruitment with the proper blend of motivation means improved productivity, disciplined workforce, and a less problematic public personnel administration.

A previous study of the City of Atlanta administration in 1938¹⁷ discussed briefly, yet succinctly these subjects: (1) the city code, (2) the mayor, (3) elective department heads, (4) the general council, (5) headless administration, (6) personnel, (7) wardism, (8) proposed changes in city administration, (9) city finances and income,


(10) adequacy of Atlanta income, (11) the school's share, (12) unsatisfied needs, and (13) bookkeeping and budget.

The 1938 study did not elaborate in detail about the existing personnel structure because the system was in its rudimentary stages at the time. The study did however discuss the unfortunate intrusion of the spoils system in the civil service and recommended that:

... next to a simple executive head, the greatest need of the city administration in Atlanta is a merit system of appointment enforced by a non political civil service commission.¹⁸

Recently, a review of the Atlanta Civil Service Board in 1977 was undertaken. This study criticized the existing practices of the Board. Specifically, the study criticized the jurispudential inconsistencies of the Board and wondered from the way things were, whether the Board "should be a judicial body following courtroom procedures or an informal body merely reviewing the action of the department."¹⁹ The review recommended that: (1) the Board should give and document reasons for its decisions, (2) the charter and the Civil Service Rules and Regulations should properly define the functions of the civil service, (3) the Board should be independent enough to make non-partisan decisions and discretionary enough to balance the interest of the city with the rights of aggrieved employers.


¹⁹ Bureau of Personnel Operations, A Review of the City of Atlanta Civil Service Board (Atlanta: City Press, 1982) see Appendix A.
Lastly, a conscientious use of management by objectives in the future will assume a wider application in the local government situation. George Ordione has defined MBO as:

...a process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual's major areas of responsibility in terms of the results expected of him and use these measures as guides for operating the unit and assessing the contribution of each of its members.²⁰

MBO if rationally utilized could make departmental activities more explicit while involving job applicants and those already on the job. In fact, today's personnel managers are expected to develop procedures to determine kinds of test scores acceptable for selection.

Conceptual Framework

Human resources management as the term is used in this research includes recruitment, motivation, responsible leadership, humane utilization and development of individual employees either singularly or in a collective setting to achieve the functional objectives for which a bureau, an agency or for which an employing organization is assigned by order, legislative instrument or charter. Today human resources management both in the private industry and in any public service administration include deciding current manpower needs, analysis of existing manpower resources, the forecasting of manpower requirements in the future, the

evaluation of current and estimated imbalances between needs and available resources, and the cultivation of employee and personnel management action plan to sustain a conducive balance.

Employee evaluation is an important aspect of human resources management. It is necessary that the employee's value on the job be appraised and recorded by the judgement of his superior. Procedure for proper ratings should be selected and categorized under factorial indicators that are preferably graded in degrees. Zollitsch and Langsner suggest that factorial indication of ratings is a reliable concept and suitable for "objective judgement" in dealing with the elements of "transfer, promotion, wage-base rate increases, wage incentive and other benefits to the employee as well as to the employer. 21 Employee evaluation should be at least on an annual basis to effectively monitor performance, and it should encourage a situation where the supervisor and the subordinate are both willing and interested in achieving results and improvements where necessary:

... an evaluation plan should facilitate a constructive working relationship between supervisor and subordinate and not be an unpleasant task that a supervisor must perform once a year. It should be realistic in emphasizing job oriented performance goals and the results the employee achieves in line with these goals. It should provide for continued involvement of the employees.

It is essential that a personnel officer be professionally knowledgeable and preferably should have a college degree or reasonable experience on the job, including adequate training in management. If officers have been promoted from the ranks by virtue of experience deriving from long service; the personnel officer should have undertaken specific training programs or refresher courses in personnel operations.

Employee recruitment must be in accordance with merit not because of political patronage, old school tie or nepotism. Effective human resources management, entails the operation of a sound personnel policy approved by legislation and backed with adequate financial appropriation. Inadequate funding in personnel management would entail a higher turnover rate, a decreasing employee morale and the recruitment of less competent employees. However, the personnel requirements of counties, municipalities are not the same. It is believed that size, geographical location, climate, services rendered and the nature of the local political system affect public personnel operations. Effectiveness as the term connotes refers to the achievement of desired results deriving from a proper assimilation and utilization of variables. Effectiveness as used in these pages means minimization of costs and the maximization of service delivery. All the instrumentalities that hinder wasteful spending should be avoided. For instance, personnel policies should be explainable to employees.
directly dealing with personnel operations, to the legislature and to the general public to avoid the misconception of intentions. All public personnel departments must update existing employee handbooks to reflect the existing internal and external operations.

Employee evaluation is essential to human resources management. It is necessary that the employee's value on the job be appraised and recorded by the judgement of his superior. Procedure for proper rating should be selected and categorized under factional indicators that are preferably graded in degrees. Zollitsch and Langster think that factional indication of ratings is a reliable concept and suitable for "objective judgement" in dealing with the elements of "transfer, promotion wage-base rate increases, wage incentive and other benefits to the employee as well as to the employer."22 Employee evaluation should be at least on an annual basis to effectively monitor performance while encouraging a situation where the supervisor and the subordinate are both willing and interested in achieving results and the necessary improvements.

Training and development is important in human resources management, especially a planned program of instruction that seeks to enhance the knowledge, proficiency, ability and skills of public workers. Training must keep

22 Zollitsch and Langsner, Wage and Salary Administration, p. 363.
pace with developments in employee's professional field especially changes within the occupational field as a result of technological intrusion and changes resulting from a restructured long range government goals. The performance of employee responsibilities at an optimum level requires the usage of health and safety courses, clerical proficiency programs, and equipment maintenance courses, for the non-managerial staff. On the other hand, potential civil service managers must be oriented in personnel supervision.

IV. METHODOLOGY

This study attempted to discuss the problem areas of human resources management confronting the Bureau of Personnel and Human Resources, being the sole personnel management unit of the city.

Hence, the paper is partly exploratory and partly of content analysis. It is exploratory in the sense that although some of the issues treated in this research had appeared in earlier works, new circumstances involving new management approaches demand in-depth analysis and more modern solutions.

The bulk of this research comprises telephone surveys, and self-administered questionnaires. Telephone surveys afforded greater control over data collection considering the abundance of telephone units within the bureau. Furthermore, self-administered surveys dealt more effectively with sensitive issues while protecting the confidentiality of respondents. The questionnaire established a statistical group of fifteen quota sampled employees from the Bureau unit-defined as an appropriate aggregate of individual opinions in an open ended questionnaire.24

24 The number of employees working for the Bureau of Personnel and Human Resources is forty-five - the sample group represents 33.3 percent of Bureau workforce. Normally,
Methods of Data Analysis

Simple cross-classification and tabulation procedures were used to analyze the primary data collected. The secondary sources were examined by means of content analysis. In their totality, the secondary sources comprised, relevant government documents some contemporary personnel management literature and other published sources.

Definition of Key Words Used

Efficiency. The cost of a program or a project relative to the outcome. Efficiency entails rational application of available resources to attain desired objectives.

Effectiveness. The ability to attain program objectives.

Measurement

Data was measured by computing the percentage of the elements that responded to the particular questions asked and in their relation to the survey population. Efficiency was measured by the volume of services rendered, while effectiveness was determined by the number of projects accomplished.

the survey population considering its size of forty-five is too small to be sampled. However, in this case, it was physically impossible to get the response of the elements, since most of them were out in the field most of the time.
V. ANALYSIS OF THE PROBLEM

Employee Evaluation. In public bureaucracies as well as in private industrial organizations, employee evaluation programs are used for a variety of purposes. Employee evaluation serve to compensate employees, aid employee development plans, assist in personnel counseling, and the making of transfers and promotions and create a sense of understanding between the employer and the employee by indicating how well the employee is doing in his work. However, employee evaluation at the city is beset with delays and improper performance evaluation. First, about 40 percent of temporary employees who had completed their six month probationary period were not evaluated sixty days prior to the sixth month in which submission of their performance appraisal was due. Second, there were several cases where job applicants were improperly evaluated and in 25 percent of the cases the personnel specialist re-evaluated the applicants and were placed on the eligible lists. Employee evaluation identifies the individual contribution of employees. While the individual contribution of employees determine the value or worth of public employees; it furnishes information for proper placement.

Training. Some divisional heads have not had refresher training courses in the last decade. Productivity has
suffered from the slow development of employee training programs. First, the proposal to install computer terminals for each supervisor for effective communication and faster access to personnel data is being delayed for two reasons: some of the supervisors at the time of promotion to management positions did not have the know how in computer operations/programming and there had been a cutback on hardware purchases, due to budgetary limitations. In addition, there is the failure of bureau management to centralize and coordinate electronic data processing. Second, about 60 percent of the divisional heads believe that they need computer terminals beside their desk to facilitate personnel information retrieval and that the computer facility at the Division of Certification and Records is not enough - it is isolated and sometimes users have to wait their turn. Hence, the flow of communication is often hampered and productive hours wasted when personnel leave their stations in search of relevant information.

Financial Loss in Adverse Proceedings. The City of Atlanta incurs enormous financial losses in adverse proceedings due to the non-enforcement of the notion of accountability of public officials. For instance, in 1985, among other legal actions against the city, the Georgia Supreme Court ordered a settlement claim of $100,000 to be paid to a female employee for sexual discrimination in promotion, harassment and deprivation on the job on the basis of her sex. Furthermore, in the Comprehensive Annual Financial
Report of the City of Atlanta, for the fiscal year ended, December 31, 1984, it is stated that:

In February 1985, the city, together with the Atlanta Board of Education, paid Eastern Airlines and College Park six million dollars and $1.5 million respectively for settlement of a property tax suit. An amount for this settlement of $2,625,000 representing the city's share has been recorded in the General Fund. Amounts paid by the city in 1984 for other litigation settled was approximately $1.1 million.

The City is a defendant in a number of pending lawsuits. An accrual has been provided which reasonably estimates, based on information currently available, the probable settlement of claims and suits and the payment of judgments against the city that may result from such litigation.

Although, it may not be possible to absolutely avoid legal action in municipal administration, it is feasible for personnel management to minimize the proliferation of suits against itself by applying prudent management principles. Often rational decisions made by competent personnel eliminates waste and high costs.

The Civil Service Board. The Civil Service Board is inefficient. As a quasi judicial body, on employee grievances and discipline, it has not been able to develop a systematic case law precedent. There is confusion among superiors as to the right disciplinary prescription to apply when similar adjudicated cases reappear. Besides, rulings

\footnote{City of Atlanta, Department of Finance, Comprehensive Annual Financial Report of the City of Atlanta for the Fiscal Year Ended December 31, 1984 (Atlanta, Georgia: City Press, 1985), p. 21.}
on the previous cases are inconsistent. During the first six months of 1985, about twenty-five cases that could have been treated within the first and second stages of the grievance procedure had to exhaust all the processes to the Board. Thus, the unnecessary work hours expanded to vent and arbitrate on grievances were lost to the city.

The importance of the Civil Service Board cannot be over-emphasized. First, the Bureau of Personnel and Human Resources as indicated earlier coordinates activities between the Labor Relations Board and the Civil Service Board. Hence, the extended function of the Bureau overseeing the activities of the Board is important if its pursuance of an efficient and effective human resources management for the city is to be realized. Second, the Civil Service Board makes far reaching determinations on employee disciplinary matters, rulings and affirmative actions and adjudicating on core personnel matters, involving evaluation, selection, promotion, dismissal, and workers compensation. Numerous complaints about the inefficiency of the Civil Service Board have raised concerns about their jurisprudential activities. Sometimes it is difficult for the Board being a civil service agency to balance the personnel policy expectations of the city and rectify the aggrieved needs of the individual employee. A recent study highlights the malaise of the Board as follows:

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See The Review of the City of Atlanta Civil Service Board.
a. The functions and responsibilities of the Board are either unprecise or not properly defined. There is confusion as to whether it is a judicial body or simply an informal adjudicating committee. It allows legal representation and yet eschews legalistic procedures in its judicial proceedings.

b. There has been consistent criticisms, that the Board does not effectively control its proceedings. Because of its informal nature, opposing participants at the hearings rant and rave at each other most of the time in a decorum not befitting a quasi judicial body.

c. The Civil Service Board has been proven to be inconsistent in its jurisprudence. The Board is said to make conflicting decisions on cases involving the same offense and similar circumstances. Again, its informal nature hinders it from developing a reliable system of judgement by precedent.

d. Lastly, the Board is devoid of a working policy. Apart from its coded operational functions, it lacks a defined sense of purpose, intents and needs to state the merits and demerits of each case that comes before it.

Discipline. Lengthy legal battles and protracted appeal procedures discourage the effective discipline of flagrant non-performers. There is a growing concern as in other local government administration about the inability of personnel management to terminate poor performances. Chapter XX, section 4(7) of the Civil Service Rules and Regulations, stipulates the conditions for the dismissal of employees on the bases of inefficiency and incompetence. Dismissal action has not been that easy, as one may imagine as in the private

27see Civil Service Rules and Regulations, Chapter IV, p. 33.
industrial organizations because public employees enjoy greater job tenure and safeguards. Robert Lee explains that public employees are not dismissed as early as they should, due to the fact that management must build a strong case that would withstand court review. The demands of adverse proceedings perpetuates the tolerance of poor job performance at the City Hall. Besides, the cost of defending the City's position on employee related matters in the courts have been soaring lately as stated earlier.

Furthermore, there have been irrational and irresponsible attempts at enforcing discipline at the City Hall. In 1985, the Commissioner of Public Safety demoted a subordinate Eldrich Bell for being at the wrong place at the wrong time after his official work hours. The officer was not charged for any criminal violation. The officer sued for wrongful demotion after having reasonably waited for reinstatement to his original position. His suit against the city is claiming a huge sum of $1.5 million for specific and general damages; including back pay since being demoted. In another case, police brutality resulted into the sudden death of a civilian. In this case, the Civilian Review Board established that the policemen used "excessive force" in the arrest of Eddie Kirkland in August 1985.


However, there has been a remarkable improvement in lessening the incidence of tardiness and absenteeism.\textsuperscript{30}

**Personnel Costs.** Staffing costs at the City Hall is increasing at an enormous pace, particularly now that the revenues accruing to the city is dwindling due to eroding tax base, population and business exodus to the outer metropolitan areas. Staffing costs have also been exacerbated by frivolous overtime claims, consistently made by subordinates and uncontrolled by supervisors. It is estimated that in 1984 and 1985 (period ending June 1985, about 175 employees had already made over $1,000 each in overtime earnings alone).\textsuperscript{31} Unfortunately, this period did not indicate any substantial increase in productivity. Productivity was not improved by way of man hours per unit of production, nor from the proper utilization of hardware, office equipemnt nor work simplification methodologies. Other factors that have necessarily increased staffing costs are: the desire to make city personnel renumerations comparable to other jurisdictions as was stated in the General Budget 1985.\textsuperscript{32}

\textsuperscript{30} In a period of three months, between March 12 - April 13, the data collected from the attendance register of the seven divisions within the Bureau of Personnel and Human Resources indicated less than 1.5 percent decline in tardiness and absenteeism in 1985 compared to the same period in 1984 (forty-five employees).

\textsuperscript{31} Department of Finance, Cumulative Payroll Computer Print-out, 1984-85.

\textsuperscript{32} City of Atlanta, General Budget 1985 (Atlanta, Georgia: City Press, 1984), p. 7.
<table>
<thead>
<tr>
<th>Department</th>
<th>Total # of Injuries</th>
<th>Worker's Med. Rehab. Settlement</th>
<th>Lost Time Paid as Full Salary</th>
<th>Total Loss Year to Date Due to Injuries</th>
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<tbody>
<tr>
<td>Administrative Services</td>
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<td>$183,079.40</td>
<td>$38,117.99</td>
<td>$221,197.39</td>
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<tr>
<td>Aviation</td>
<td>51</td>
<td>90,185.86</td>
<td>13,906.20</td>
<td>104,152.12</td>
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<td>City Council</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<tr>
<td>Community Development</td>
<td>14</td>
<td>62,456.90</td>
<td>7,722.18</td>
<td>70,179.08</td>
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<td>Courts</td>
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<td>7,408.04</td>
<td>0</td>
<td>7,408.04</td>
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<td>Finance</td>
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<td>8,716.00</td>
<td>362.00</td>
<td>9,078.00</td>
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<td>Mayor</td>
<td>9</td>
<td>1,025.50</td>
<td>5,768.95</td>
<td>6,794.45</td>
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<td>Parks, Recreation</td>
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<td>160,059.50</td>
<td>2,677.83</td>
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<td>1,351,978.15</td>
<td>382,675.64</td>
<td>1,734,653.79</td>
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<td>Public Works</td>
<td>902</td>
<td>624,820.23</td>
<td>285,945.17</td>
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<td>Tax Assessors</td>
<td>1</td>
<td>103.25</td>
<td>326.50</td>
<td>429.75</td>
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<td>Water &amp; Pollution Control</td>
<td>324</td>
<td>123,416.08</td>
<td>56,277.40</td>
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<tr>
<td>Total</td>
<td>2524</td>
<td>2,613,248.80</td>
<td>856,594.92</td>
<td>3,237,089.03</td>
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</table>

In order to make the City of Atlanta salaries comparable with those of other jurisdictions, the 1985 Budget provides a pay increase of approximately 12 percent for all city employees, plus the addition of an eighth step to the pay and class plan for those employees not eligible for annual increments at a total cost of nineteen million dollars. In addition, the budget includes a seven million dollar increase over 1984 levels for increases in group hospitalization expenses and pension contributions.

Other factors that have increased staffing costs include - workers compensation expenses, indemnity income and rehabilitation settlements. The cumulative expenses for these items for city departments in 1984 was a staggering $2.6 million (a 2.5 percent increase of previous year expenses on similar items). See Table 5 for a complete workers compensation executive summary 1984 above.

Affirmative Action. There are problems arising from the administration of Equal Employment Opportunity, as it relates to the city personnel. Where there exists a clear cut method for the EEO status of each individual personnel practice (e.g. determine if there is a statistically significant differences between groups taking a written test), it is much more difficult to gauge the EEO status of an entire personnel system for the following reasons:

a. No single measure is satisfactory (for instance, a personnel system may have alleviated parity for a certain protected group, but that groups median salary may still be lower than that of other groups).

b. There are major disagreements as to which data base should be adopted for computing utilization rates (i.e. should the percentage of minorities women and blacks, etc.) in the city workforce be compared
TABLE 5
AFFIRMATIVE ACTION OFFICE
Activity Report

<table>
<thead>
<tr>
<th>NUMBER OF CHARGES</th>
<th>Referred to EEO Crd., Law Dept., Justice Dept.</th>
<th>Number Brought Forward, No Action</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Internal Complaints (Informal)</td>
<td>15</td>
<td>6</td>
<td>3</td>
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<tr>
<td>City Internal Charges (Formal)</td>
<td>2</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>Equal Employment Opportunity Commission</td>
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<td>14</td>
<td>1</td>
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<tr>
<td><strong>Total</strong></td>
<td>26</td>
<td>26</td>
<td>6</td>
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Source  Bureau of Personnel, Affirmative Action Office, City of Atlanta
TABLE 6  
AFFIRMATIVE ACTION OFFICE  
Activity Report

<table>
<thead>
<tr>
<th>July-September 1983</th>
<th>NUMBER OF CHARGES</th>
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<tr>
<td></td>
<td>Received</td>
</tr>
<tr>
<td>City Internal Complaints (Informal)</td>
<td>10</td>
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<tr>
<td>City Internal Charges (Formal)</td>
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</tr>
<tr>
<td>Equal Employment Opportunity Commission</td>
<td>14</td>
</tr>
<tr>
<td>Total</td>
<td>24</td>
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Source: Bureau of Personnel and Human Resources, Affirmative Action Office, City of Atlanta.
<table>
<thead>
<tr>
<th>Oct. - Dec. 1983</th>
<th>Under Received</th>
<th>Under Investigation</th>
<th>Adm. Closed</th>
<th>No Cause, Justice</th>
<th>Referred to EEO Crd., Law Dept.</th>
<th>Number Brought Forward</th>
<th>No Action</th>
<th>Total</th>
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</thead>
<tbody>
<tr>
<td>City Internal Complaints (Informal)</td>
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<td>1</td>
<td>1</td>
<td>2</td>
<td>8</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>City Internal Charges (Formal)</td>
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<td></td>
<td></td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Equal Employment Opportunity Commission</td>
<td>9</td>
<td>17</td>
<td>1</td>
<td>4</td>
<td>3</td>
<td>4</td>
<td>38</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>14</td>
<td>18</td>
<td>2</td>
<td>5</td>
<td>5</td>
<td>4</td>
<td>48</td>
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Source: Bureau of Personnel Affirmative Action Office
# TABLE 8

**AFFIRMATIVE ACTION OFFICE**

*Activity Report*

<table>
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<tr>
<th>January-July 1984</th>
<th>Referred to EEO</th>
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<tr>
<td>Received</td>
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<td>Resolved</td>
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<td>City Internal Complaints (Informal)</td>
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</tr>
<tr>
<td>City Internal Charges (Formal)</td>
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<td>2</td>
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<tr>
<td>Equal Employment Opportunity Commission</td>
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<td>6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>6</td>
<td>10</td>
</tr>
</tbody>
</table>

*Source: Bureau of Personnel and Human Resources, Affirmative Action Office.*
<table>
<thead>
<tr>
<th>Number of Charges</th>
<th>Referred to EEO</th>
<th>Number Brought</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Adm. Crd.</td>
<td>Law Dept.</td>
</tr>
<tr>
<td>Ref. Invest.</td>
<td>Close. No</td>
<td>Justice</td>
</tr>
<tr>
<td>Re-Received</td>
<td>Resolved Etc.</td>
<td>Dept.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>July-December 1984</th>
<th>16</th>
<th>1</th>
<th>1</th>
<th>14</th>
<th>32</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Internal Complaints (Informal)</td>
<td>10</td>
<td>1</td>
<td>3</td>
<td>5</td>
<td>20</td>
</tr>
<tr>
<td>City Internal Charges (Formal)</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td>5</td>
<td>17</td>
</tr>
</tbody>
</table>

Source: Bureau of Personnel Affirmative Action Office.
TABLE 10
AFFIRMATIVE ACTION OFFICE
Activity Report

<table>
<thead>
<tr>
<th>Jan.-June 14, 1985</th>
<th>Received</th>
<th>Under Investigation</th>
<th>Referred to EEO Crd., Adm. Closed Law Dept.</th>
<th>Re- solved Etc.</th>
<th>Under Closed No Cause, Justice</th>
<th>No</th>
<th>Number Brought Forward</th>
<th>No</th>
<th>Action</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Internal</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Complaints (Informal)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>City Internal</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Charges (Formal)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>Equal Employment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Opportunity</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commission</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>13</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>8</td>
<td>3</td>
<td>6</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>25</td>
</tr>
</tbody>
</table>

Source: Bureau of Personal and Human Resources, Affirmative Action Office.
to their percentage in the population, in the total labor force, or in the employed labor force.

c. The data base used for performing utilization analysis is not completely valid, due to its age (census data is six years old).

Reverse discrimination is the other side of the problem. Recently, there was a case of reverse discrimination suit against the city in which the Georgia Supreme Court ruled that the plaintiff should be reinstated (May 1985), and over $200,000 in legal fees and claims was expended by the city in this particular case.

Altogether the Bureau of Personnel and Human Resources, Affirmative Action Division has been besieged with 306 affirmative action cases and was able to resolve twenty of these cases (see tables 5-10 . . .). Many employees are reluctant to file charges of discrimination because the grievance procedure is protractive, distractive and coupled with the inefficiency of the Civil Service Board as discussed earlier; the grievance procedure engenders bitterness within the work environment. Even when the grievance is successfully resolved, the rancour still persists. Forty-three percent of the workers polled rated the grievance procedure inadequate. 33b

Employee Turnover. Employee turnover in the City of Atlanta workforce is consistently becoming one of the

33a Dennis Walters vs. The City of Atlanta. GSC, 1985.

33b About six of the elements responding to the questionnaire rated the grievance procedure inadequate.
perennial problems facing personnel management. In 1978, there were a total of 640 employee separations from the city workforce. (See Table 11 below.)

**TABLE 11**

**EMPLOYEE TURNOVER, CITY OF ATLANTA**

<table>
<thead>
<tr>
<th>Type of Separation</th>
<th>No. of Separations</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resigned in Good Standing</td>
<td>373</td>
<td>4</td>
</tr>
<tr>
<td>Resigned in Bad Standing</td>
<td>12</td>
<td>1</td>
</tr>
<tr>
<td>Job Abandonment</td>
<td>69</td>
<td>2</td>
</tr>
<tr>
<td>Dismissal</td>
<td>76</td>
<td>3</td>
</tr>
<tr>
<td>Deceased</td>
<td>21</td>
<td>1.4</td>
</tr>
<tr>
<td>Termination of Appointment</td>
<td>1</td>
<td>.04</td>
</tr>
<tr>
<td><strong>Total Separation</strong></td>
<td><strong>640</strong></td>
<td><strong>8</strong></td>
</tr>
</tbody>
</table>

Source: Aloysious Obiefule "An Analysis of Perennial High Employee Turnover Among the City of Atlanta Workforce" (M.P.A. thesis, Atlanta University, 1986) p. 42.

Among this figure, there were 373 resignations of workers in good standing. Alarmingly, there is a progressive increase in worker separations. In 1983, a total of 709 employees left the city labor force. (See Table 12 below.)
TABLE 12
EMPLOYEE TURNOVER, CITY OF ATLANTA

<table>
<thead>
<tr>
<th>Type of Separation</th>
<th>No of Separations</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resigned in Good Standing</td>
<td>370</td>
<td>4</td>
</tr>
<tr>
<td>Resigned in Bad Standing</td>
<td>20</td>
<td>1</td>
</tr>
<tr>
<td>Dismissal</td>
<td>84</td>
<td>3</td>
</tr>
<tr>
<td>Retirement</td>
<td>136</td>
<td>4</td>
</tr>
<tr>
<td>Termination</td>
<td>57</td>
<td>2</td>
</tr>
<tr>
<td>Deceased</td>
<td>24</td>
<td>1.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>709</strong></td>
<td><strong>9</strong></td>
</tr>
</tbody>
</table>

Source: Aloysious Obiefule "An Analysis of Perennial High Employee Turnover Among the City of Atlanta Workforce" (M.P.A. thesis, Atlanta University, 1986) p. 43.

Furthermore, in 1984 about 1,052 employees left the city workforce as the data in Table 13 below indicate:

TABLE 13
EMPLOYEE TURNOVER, CITY OF ATLANTA

<table>
<thead>
<tr>
<th>Type of Separation</th>
<th>No. of Separations</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resigned in Good Standing</td>
<td>513</td>
<td>6</td>
</tr>
<tr>
<td>Resigned in Bad Standing</td>
<td>52</td>
<td>2</td>
</tr>
<tr>
<td>Dismissal</td>
<td>114</td>
<td>4</td>
</tr>
<tr>
<td>Retirement</td>
<td>111</td>
<td>38</td>
</tr>
<tr>
<td>Termination</td>
<td>238</td>
<td>5</td>
</tr>
</tbody>
</table>
TABLE 13-Continued

<table>
<thead>
<tr>
<th>Type of Separation</th>
<th>No. of Separations</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deceased</td>
<td>24</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>1,052</td>
<td>12</td>
</tr>
</tbody>
</table>

Source: Aloysious Obiefule "An Analysis of Perennial High Employee Turnover Among the City of Atlanta Workforce" (M.P.A. thesis, Atlanta University, 1986) p. 43.

It is interesting to note, however, the phenomenal increase in employee turnover between the months of January to July 1985, in which a total of 629 employees left the city government.  

Several factors influence turnover rates at the City Hall. Most of the factors range from organizational factors to personal factors. Interestingly enough, the need to stem this mass exodus prompted the city in its 1985 General Budget to provide a pay increase of approximately 12 percent for all city employees. Some of the organizational factors affecting employee separations include the perceived notion held by most of the civil servants about limitations on personal and professional growth, within the departments. However, despite the internal promotional opportunities made available in accordance with the merit principle

\[34\text{See Table 14.}\]
# TABLE 14

EMPLOYEE TURNOVER, CITY OF ATLANTA

<table>
<thead>
<tr>
<th>Month</th>
<th>RGS</th>
<th>RBS</th>
<th>Dismissal</th>
<th>Retirement</th>
<th>Deceased</th>
<th>Terminated</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>January</td>
<td>38</td>
<td>5</td>
<td>17</td>
<td>15</td>
<td>3</td>
<td>15</td>
<td>94</td>
<td>3</td>
</tr>
<tr>
<td>February</td>
<td>23</td>
<td>5</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>45</td>
<td>81</td>
<td>3.5</td>
</tr>
<tr>
<td>March</td>
<td>25</td>
<td>2</td>
<td>11</td>
<td>12</td>
<td>0</td>
<td>8</td>
<td>58</td>
<td>2</td>
</tr>
<tr>
<td>April</td>
<td>39</td>
<td>2</td>
<td>14</td>
<td>15</td>
<td>0</td>
<td>14</td>
<td>84</td>
<td>2.7</td>
</tr>
<tr>
<td>May</td>
<td>38</td>
<td>6</td>
<td>9</td>
<td>11</td>
<td>1</td>
<td>13</td>
<td>78</td>
<td>2.6</td>
</tr>
<tr>
<td>June</td>
<td>52</td>
<td>3</td>
<td>18</td>
<td>12</td>
<td>2</td>
<td>10</td>
<td>102</td>
<td>3.4</td>
</tr>
<tr>
<td>July</td>
<td>54</td>
<td>4</td>
<td>31</td>
<td>11</td>
<td>0</td>
<td>22</td>
<td>132</td>
<td>3.9</td>
</tr>
<tr>
<td>G. Total</td>
<td>284</td>
<td>27</td>
<td>103</td>
<td>80</td>
<td>7</td>
<td>128</td>
<td>629</td>
<td>7</td>
</tr>
</tbody>
</table>

Source: Aloysious Obiefule, "Analysis for the Perennial High Employee Turnover Among the City of Atlanta Workforce," Thesis for the fulfillment of M.P.A. Degree Requirement, Atlanta University, 1986, p. 44.
constantly pursued by the city; most employees complain that employee training and career advancement is not broadened enough to sustain hope and discourage resignations. Generally, the city finds it difficult to attract and retain competent employees because of its financial limitations, because of its protracted salary step increases and the technical difficulty inherent in raising taxes just to increase workers pay.
Employee Evaluation. Employee performance appraisal is a sine qua non in human resources management. In order to foster the principle of promotion and career advancement based on merit, employee's value on the job should be evaluated and recorded in his personal file through the judgement of his superior. In order to maximize job performance standards, it is hereby recommended that:

1. Procedure for proper ratings should be selected and categorized under factorial indicators that are graded in degrees.

2. To effectively monitor performance, employee evaluation should be conducted on a yearly basis.

3. Performance appraisal should be result oriented providing for continued involvement of the employees progress or lack of it.

Training. Since the essence of training and career development is to improve the work performance of employees in both the existing and projected job openings and:

a. whereas the existing training programs have consistently been inadequate; some superiors have not had refresher courses and basic training in retrieving and storing information from the recently installed information system within the Bureau;

b. whereas the growing complicities of personnel operations in the Bureau demands that appropriate personnel be
trained in research methods to solve cropping analytical problems such as the use of quantitative methods to determine individual differences during recruitment and selection of personnel. This know how is essential for proper job classification purposes,

c. whereas financial constraints and lack of relief personnel had been advanced in the past as excuses for not pursuing effective training programs, the following recommendations are made to improve Bureau personnel training and development:

1. It is recommended that before any training program is implemented, its general purpose, its goal and its objectives and its unit cost and benefits be clearly defined and documented.

2. It is recommended that back-up personnel be elevated to act in the place of trainees (if supervisors are involved in specific training exercises, to solve the problem of relief duty, in future cases of this nature.

3. Lastly, because over 80 percent of Bureau personnel functions is service oriented, it is recommended that employees should be trained to improve agency personnel interaction with its clientele.

Financial Loss in Adverse Proceedings. In order to lessen and ultimately eliminate losses often incurred by taking the city to court, public officials responsible for making far reaching decisions should be accountable. Thus it is recommended that:

1. Public officials should undergo periodic orientation in employee evaluation to avoid the sort of discrimination complaints that usually crop up in affirmative action cases.
2. Sensitivity training programs should be undertaken, to educate public officials and other employees as how to generate confidence in the workforce.

The Civil Service Board. Judicial inconsistencies and other criticisms have been leveled against the city's civil service board. The Review of the Civil Service Board mentioned the imprecise nature of its functions and advised that the composition of the Board must ultimately be made by elected officials.

In order to make the activities of the Civil Service Review Board more meaningful, it is recommended that:

1. The City of Atlanta charter and the Civil Service Rules and Regulations should re-define the functions of the Board. The charter should specify whether henceforth the board should be a judicial body with judicial procedure or just an informal reviewing committee.

2. The Board has exercised poor control of its proceedings lately; hence the idea of an impartial, independent ombudsman should be considered.35

3. The Civil Service Board should be directed by the charter to make annual reports of its activities available to the Bureau of Personnel and Human Services and to the mayor. This way its activities could be monitored for further improvement.

Discipline. The concept of discipline is very ephemeral. The subject of discipline because of its transitory nature comes up in one form or the other. No bureaucratic organization is perfect in disciplinary matters. But, in a situation

35 It is understood that the idea of an independent ombudsman had been tried in the past unsuccessfully but the Board needs some judicial independence to improve in its functions.
where flagrant abuse of office and poor job performance
undercut gains already made in running an efficient public
workforce, a policy that is contingent and result oriented
should be pursued.

The present disciplinary process is negatively affected
by the inadequacies of the Civil Service Board, its review
on disciplinary matters are inconsistent with its previous
decisions on similar cases, and in furtherance of discipline
in the Bureau, the Board does not advice supervisors through
its written decisions on where the supervisors or the
employees went wrong as the case maybe.

In order to ensure that the state of discipline at the
Bureau does not deteriorate it is recommended that:

1. The Civil Service Board should be
re-organized into a quasi-judicial body,
directed to make reasonable review of
disciplinary cases before it and to make
recommendations to avoid identical
problems in the future.

2. The policy of job enrichment should be
pursued in order to minimize the
dis-affection associated with routine
and cyclical jobs that encourage
indiscipline.

**Personnel Costs.** Reducing the costs accruing to city
personnel and its management or limiting its costs increases
can be achieved by one or a combination of these measures,
(1) reducing or limiting the expansion of services, or
(2) increasing productivity.

Department of Finance in cooperation with the Bureau
of Personnel and Human Services should coordinate productiv-
ity improvement and in the absence of a time schedule for
reducing costs due to the galloping cost from other areas of city government, the writer makes the following recommendations:

1. The city with the awareness of the personnel bureau should establish a productivity monitoring system.

2. Superfluous overtime claims should be prohibited and employees should be discouraged from taking job assignments home, as this practice is highly prone to abuses.

3. The city council with the approval of the mayor should establish a viable accounting and auditing unit or the present auditing unit of the finance department could be expanded and made autonomous with powers to make recommendations directly to the mayor.

4. Lastly, the Personnel Bureau should phase in word measurement and unit cost/benefit assessment (zero budgeting methodology) considering the best rational approach, during budget preparations.

Affirmative Action. Despite the conventional problems associated with meeting Equal Employment Opportunity compliance requirements, the city of Atlanta has made significant gains in creating a condition wherein all personnel activities are conducted with less than average discrimination. The mayor is a member of the minority group (black, women, Hispanics). Apart from some few high positions, about 70 percent of the top executive jobs are held by minorities. The degree of affirmative action complaints is decreasing over approximately three year period;36 although there has been an upsurge of reverse

36See Tables 5-10.
discrimination complaints. This situation is now plaguing the city because of an improper application of Affirmative Action. Now the non-protected groups (e.g. some male Caucasians) has began generating their litigation.37

Despite the impressive picture of the Affirmative Action situation in the City, certain pertinent observations, need redressing to avoid future financial loss to the city by way of litigation. The study, therefore, recommends that in the future, the Affirmative Action program place its highest priorities on:

1. The Affirmative Action Division of the Bureau of Personnel and Human Resources should more closely monitor the EEO status of city personnel system and practices and to implement affirmative action programs for the purpose of redressing and/or avoiding discrimination.

2. Recruiting more protected group individuals (Blacks, women, Hispanics) for positions with salaries exceeding the city median salary in order to enable appointing authorities to hire qualified protected individuals in such classes.

3. Allocating resources to upward mobility training programs which can be demonstrated to be effective.

Employee Turnover. It is understood that the traditional limitations associated with running public bureaucracies such as budgetary constraints and public scrutiny affect substantially the issue of employee turnover. It is difficult for the city of Atlanta to effectively expand its

37 Dennis Walters vs. The City of Atlanta, GSC 1985.
revenue base without unduly raising taxes. The city has over the years improved and expanded its employee benefit package just to effectively draw and retain competent employees away from other jurisdictions and encourage a longer service tenure. However, certain flaws do exist in the system - there are no policies governing reduction in force, there is no existing statistical analysis within the bureau on employee turnover, except the voluminous computer print-out on all employee separations. This volume is lengthy and could take at least a week to decipher. Hence, in order to stem the tide of employee turnover, it is recommended that:

1. The Bureau of Personnel and Human Resources should lay down policies regarding reduction in force while utilizing those policies as required.

2. Appropriate personnel managers should make projections while anticipating reductions in force or any other change possible in the short-run or longer.

3. While turnover projections are under way, management should arrange employee transfers where expedient or consider the retraining of skilled employees.

4. Meanwhile, the city should retain the existing employee benefit package and strive to improve the city wage and salary administration.

38 It is extremely difficult especially for interns doing research of this nature to easily collect data on employee turnover from the Records Division or see it at a glance without going through some rigorous compilation themselves.
In conclusion, it is fair to say that although, "We Have Raised A Brave and Beautiful City,"\(^\text{39}\) a lot need to be done to improve the human resources management at the City Hall. Atlanta has risen from a meagre southeastern town administration, with some few skeleton staff to a gigantic personnel intensive public labor force. It's personnel management problems are not unusual for a city administration, it's size. Metropolitan organization, despite perennial budgetary constraints, must aspire to recruit efficient and professional employees at the right time. Public employees must be result-oriented in order to justify huge staffing costs and, in this day and age when public awareness demands employee accountability, civil servants should be oriented to discharge their responsibility effectively.

APPENDIX

HUMAN RESOURCES RESEARCH PROJECT

MAY 26, 1985

MANAGEMENT QUESTIONNAIRE
Management Questionnaire

The responses to the following questions' will assist the Atlanta University graduate intern assess the personnel policies and practices of the City of Atlanta. The responses will be held in the strictest confidence. The intern will greatly appreciate your completing the questionnaire and returning it to the Administrative Services Division Bureau of Personnel and Human Resources.

1. How many years have you worked for the City of Atlanta?
   1 or Under  1 to 5 Years  5 to 10 Years  10 Years or Over
   □  □  □  □
   
   a. Have you ever worked for a public agency other than the City?
      Yes  No
      □  □
   
   b. Have you ever worked for an organization in the private sector?
      Yes  No
      □  □

2. How would you rate the personnel system (not the Personnel Department) in comparison with personnel systems of other public agencies you may know about?
   Excellent  Good  Fair  Poor  Don't Know
   □  □  □  □  □

3. How would you rate your knowledge and understanding of City of Atlanta personnel procedures?
   Excellent  Good  Fair  Poor  Don't Know
   □  □  □  □  □
   
   a. Is the internal communication including information storage and retrieval within your various divisions adequate?
      Excellent  Good  Fair  Poor  Don't Know
      □  □  □  □  □
      Elaborate

   □
4. How would you rate the following personnel procedures or services your department or agency currently receives? Please check the appropriate box for each procedure or service.

<table>
<thead>
<tr>
<th>Procedure</th>
<th>Excellent</th>
<th>Good</th>
<th>Fair</th>
<th>Poor</th>
<th>Not Applicable/Don't Know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Evaluation/Examination</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Classification/Pay Adm.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Recruitment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Certification</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Affirmative Action</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disciplinary Actions</td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grievance Process</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. Please comment if you rate any service to be "Poor", or if you have suggestions for improvement.

____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________

5. In general, do you believe that persons certified to you for filling vacant positions meet minimum requirements?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
<th>Don't Know</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

6. How would you rate the quality of persons certified to you for filling vacant positions in open and promotional examinations? Please check the appropriate box.

<table>
<thead>
<tr>
<th>Procedure</th>
<th>Excellent</th>
<th>Good</th>
<th>Fair</th>
<th>Poor</th>
<th>Not Applicable/Don't Know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clerical/Stenographic</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Crafts/Labor</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fiscal/Accounting</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
6. Continued.

<table>
<thead>
<tr>
<th>Position</th>
<th>Excellent</th>
<th>Good</th>
<th>Fair</th>
<th>Poor</th>
<th>Not Applicable/Don't Know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional/Technical</td>
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<tr>
<td>Supervisory</td>
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<tr>
<td>Managerial/ Administrative</td>
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</table>

a. If you consider the quality to be poor, please suggest ways to make improvements.

7. In your experience, what is the usual turnaround time between your request for an examination until a list of certified eligibles is available?

   Three Weeks or Less 4 - 5 Weeks 6 - 8 Weeks 9 Weeks or More
   □                    □                    □                    □

8. In general, in 1980, were you satisfied with the turnaround time between your request for an examination (no eligible list was available) until a list of certified eligibles was available?

<table>
<thead>
<tr>
<th>Position</th>
<th>Almost Always</th>
<th>Usually</th>
<th>Sometimes</th>
<th>Infrequently</th>
<th>Not Applicable</th>
<th>Don't Know</th>
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<tbody>
<tr>
<td>Clerical/Stenographic</td>
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<tr>
<td>Crafts/Labor</td>
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<tr>
<td>Fiscal/Accounting</td>
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<tr>
<td>Professional/Technical</td>
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<tr>
<td>Managerial/Administrative</td>
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</tbody>
</table>
a. If you were dissatisfied with the turnaround time, please indicate the amount of time you consider desirable.


9. What procedures does your department follow prior to submitting a request to fill a vacancy?


10. Do you think paper and pencil tests would improve the quality of persons selected for placement on eligible lists?

Yes  
No  
Don't Know  

a. Would you be willing to allocate your Department's resources to assist in job analysis for the purpose of test development?

Yes  
No  
Don't Know  

11. Do you believe that Departmental staff should sit on interview boards screening applicants for positions in their departments?

Yes  
No  
Don't Know  

a. Would you be willing for your staff to participate in such interview boards?

Yes  
No  
Don't Know  
12. Have you been prevented from promoting the best people due to ranking of certified eligibles on promotion lists?

<table>
<thead>
<tr>
<th></th>
<th>Almost Always</th>
<th>Usually</th>
<th>Sometimes</th>
<th>Infrequently or Never</th>
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a. If so, why is this happening?

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________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

13. Do you believe the City provides a climate which allows the dismissal of unsatisfactory employees?

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<th>Almost Always</th>
<th>Usually</th>
<th>Sometimes</th>
<th>Infrequently or Never</th>
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</table>

a. Why do you say that?

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________________________________________________________________________
________________________________________________________________________
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14. Do you feel you receive adequate assistance in handling disciplinary problems?

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<th></th>
<th>Almost Always</th>
<th>Usually</th>
<th>Sometimes</th>
<th>Infrequently or Never</th>
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a. Please specify additional assistance which would be helpful to you.

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________________________________________________________________________
15. Do you feel that the calendar time required from when a disciplinary action occurs to when a judgment is made by the Civil Service Board is reasonable?

   Yes ☐  No ☐  Don't Know ☐

16. Do you think the scheduling process and the time required in the actual hearing before the Civil Service Board is appropriate?

   Yes ☐  No ☐  Don't Know ☐

17. Do you consider the de novo concept (hearing a case as if it has never been reviewed) as practiced by the Civil Service Board is the correct procedure?

   Yes ☐  No ☐  Don't Know ☐

18. Do you believe the quasi-judicial process used in Civil Service Board hearings is appropriate?

   Yes ☐  No ☐  Don't Know ☐

19. Do you think the City supervisors and managers know:

   a. The difference between a grievance and an appeal?  Yes ☐  No ☐

   b. Which issues are grievable and which issues are appealable?  ☐ ☐

   c. How to respond to and process a grievance and appeal?  ☐ ☐

   d. How to document and prepare a grievance or appeal case?  ☐ ☐

20. Do you think the potential filing of grievances or appeals inhibits supervisors and managers in performing their duties?  Yes ☐  No ☐  Don't Know ☐

21. Do you think the grievance procedure is useful in making supervisors and managers aware of employee problems?  ☐ ☐  ☐
22. Do you think that the filing of a grievance generally reflects poorly on the supervisors or managers involved?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
<th>Don't Know</th>
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23. Do you feel that the grievance procedure helps provide fair and equitable treatment for all employees?

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<thead>
<tr>
<th>Yes</th>
<th>No</th>
<th>Don't Know</th>
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</table>

24. Do you think the majority of grievances in your organization are resolved between the employee and his or her immediate supervisor?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
<th>Don't Know</th>
<th>No Grievances Filed</th>
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25. Please provide any comments or suggestions on changing the grievance or appeals processes.

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26. In your opinion, is there a comprehensive, coordinated personnel system in the City of Atlanta (e.g. employee selection process, classification and compensation, employee records, employee benefits, labor relations, affirmative action, CETA, safety, grievance and appeals processes, employee services, etc.)?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
<th>Don't Know</th>
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</table>

a. Should there be such a comprehensive coordinated personnel system?

<table>
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<tr>
<th>Yes</th>
<th>No</th>
<th>Don't Know</th>
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b. If so, what kind of organizational structure should be established?

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________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
27. Approximately what percent of your total work time is spent on personnel-related matters (classification, recruitment, interviewing, performance evaluation, training, affirmative action, grievance and appeals, etc.)?

- 50% or More
- 20 to 50%
- 5 to 20%
- Under 5%

a. Do you consider the time spent in any personnel-related matter excessive?

- Yes
- No
- No Opinion

b. If yes, please comment.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

28. Please list the areas where you think management might benefit from additional training.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
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29. And a final request, in addition to the comments you have already made, please expand on any other suggestions for improving or changing the City personnel system.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

Thank you for your help.
SELECTED BIBLIOGRAPHY

Books


Grady, Henry. The New South: Writings and Speeches of Henry Grady (Savannah, Georgia: The Beehive Press, 1971)


Government Documents


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