

MODERN HUMAN RESOURCE MANAGEMENT

(SELECTED TOPICS FOR IMPROVING HUMAN RESOURCE MANAGEMENT
IN MUNICIPALITIES, MUNICIPAL ENTERPRISES and OTHER LOCAL
GOVERNMENT INSTITUTIONS..)

July, 2001

MODERN HUMAN RESOURCE MANAGEMENT

Produced by:

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**COMMUNITY AND PUBLIC ADMINISTRATION SUPPORT
STRATEGY**

COMPASS is the official name of the Community and Public Administration Support Project of the Government of the Netherlands, in Albania.



The Modern Human Resource Management Document is prepared on behalf of the Association of Albanian Municipalities as part of the COMPASS support and product development program for the AAM. It is designed as an aid to the AAM in their effort to provide capacity building assistance to the Municipalities of Albania. It is not designed to be an all inclusive guide to Human Resource Management but rather is a compilation of selected topics to assist Albanian Municipalities in improving the personnel management function.

This monograph is a joint effort of Artan Rroji and James G. Budds, Consultants in Economic Development and Public Management .

FORWARD

The monograph presented here is the result of an evolving effort that began as part of the USAID sponsored P.A.P.A. project in June of 1998. The materials were later modified and the manual re-written in September of 2000, again for the same program.

The current version is a substantial re-write that incorporates much of the original version and adds substantially to the product making it a totally new product. Though the authors lean heavily on the material (written earlier by them as well), this manual is designed to have broader and more extensive impact than the original. All uses of the original document are so noted in the footnotes.

Several new sections have been added as a result of a changing set of conditions and laws in Albania. The new version incorporates an entire chapter on designing and implementing a Human Resources Policy within the local government. It also adds a section on Personnel Record Keeping. Finally it modifies and expands on the traditional areas of concern that were addressed in the earlier versions.

This re-written manual is designed by the authors jointly in their role as consultants for the COMPASS program. COMPASS is the Community and Public Administration Support Project of the Government of the Netherlands and as the principle sponsor of the effort to provide this material to the Albanian Association of Municipalities is provided this material for its use by the authors. (The authors are also both associates of Международни Градски Сътрудници (МГС), a Bulgarian consulting firm working in the Balkans. Some of the time put into the development of this manual was provided by МГС.)

In the past the subject of this manual was more often than not referred to as “Personnel Administration”. Today we tend to call it “Human Resource Management”. The change is not just some new bureaucracies attempt to repackage an old issue under a new name. It is far more an attempt to demonstrate the new role that this highly important element in the management process holds in the big scheme of things. Clearly the most valuable resource of any organization, there is no reason why the human resource should not be given the same attention as other management functions.

The purpose in re-writing this work and preparing it for distribution is not only to help local governments in their new roles but to assist the Albanian Association of Municipalities to become more effective in their role as an advisor and consultant to municipalities. It is the hope of the authors and the COMPASS program that this product will assist them in that end.

TABLE OF CONTENTS

| | |
|--|-----|
| FORWARD..... | 3 |
| TABLE OF CONTENTS..... | 4 |
| I. INTRODUCTION | 7 |
| II. DESIGNING AND IMPLEMENTING A HUMAN RESOURCES POLICY..... | 9 |
| III. GENERAL PERSONNEL MANAGEMENT..... | 13 |
| IV RECRUITMENT AND SELECTION..... | 23 |
| V. EMPLOYEE DEVELOPMENT..... | 29 |
| VI. MEASURING PERSONNEL EFFECTIVENESS..... | 35 |
| VII. EMPLOYER AND EMPLOYEE OBLIGATIONS..... | 43 |
| VIII. HUMAN RESOURCE RECORD KEEPING..... | 49 |
| IX. CONCLUSION AND ACKNOWLEDGMENTS | 53 |
| APPENDIX 1 MODEL CITY HUMAN RESOURCES POLICY TEMPLATE | 55 |
| APPENDIX 2 MODEL JOB DESCRIPTIONS | 67 |
| APPENDIX 3 MODEL EMPLOYEE HANDBOOK | 76 |
| APPENDIX 4 MODEL EMPLOYEE EVALUATION | 99 |
| APPENDIX 5 DEFINITIONS OF TERMS | 102 |
| APPENDIX 6 ALBANIAN CIVIL SERVICE SAMPLE EVALUATION | 107 |
| APPENDIX 7 ALBANIAN PERSONNEL INFORMATION FORM SAMPLE | 110 |

I.

INTRODUCTION

INTRODUCTION

Local government in Albania is changing. A new series of laws went into effect in January 2001 that have substantially changed the responsibility and capacities of the local governments. There is a second group of laws that will become operational and affect local government in the beginning of 2002. Whereas the local government used to be simply an extension of the will of the national government, today real changes are occurring that are putting more responsibility in the hands of the local government officials.

With the prospect of truly decentralized government looming it is only right and proper that attention should be paid to the most valuable of resources, the personnel who work for the organization. No longer can municipalities and other local government organizations afford to treat the people with anything less than the respect and understanding that they deserve. At the same time the need for systemization is apparent. Decisions on personnel must be made in a consistent and orderly fashion and thus must be based on a policy and procedure set down and approved by the local authority.

In any local government the impact of the Human Resources is substantial. The cost is a major factor in the budget. The work habits and methods employed weigh heavily on the efficiency and effectiveness of the organization. As new competencies are granted to municipalities so too will the need for employees to be seen more as representatives of the policy makers than strictly as employees. This demands a new approach to management of the employees and those issues that affect them in the conduct of their daily duties.

One can also not ignore the cost of the human resources. Just as we concern ourselves with the cost of commodities we must also concern ourselves with the cost of personnel. Traditionally municipalities are highly labor intensive and anywhere from 50-60% of any municipalities given budget might be the cost of personnel. This is too high a figure to be treated lightly or without adequate policies, regulations and rules. Municipalities operating in a market based system do not have the luxury of treating employment as a social right, but rather must look at the cost of operation for the entire organization, including the personnel and make its decisions based on the best interest of the taxpayer and citizens.

SPECIAL EDITORIAL NOTE

The materials in this manual are drawn from samples around the world. However, it is the authors belief that all suggested methodologies, forms and processes are in compliance with the Albanian Law. For insuring compliance with the law and for specifics on many of the activities covered by this manual readers should refer to the **Albanian Civil Status Law, Law Number 8549, of Nov 11, 1999**. That law “sets forth uniform regulations on conditions and procedures for entering the public service, the mode of establishment and termination of the work relations, career advancement, to guarantee the rights and define the duties of civil servants aimed to create a professional stable and efficient civil service” for Albania.

It is the purpose of this manual to augment that law by providing the basics, templates and ideas on how to design, initiate and implement a human resources management program. It is not intended to be an all inclusive guide to personnel administration. It is a guide that provides the essentials which can be incorporated into a system to make it effective and serve the needs of the municipality or other local organization. Like all issues of policy there is no one way to do it. There are many ways and variations occur due to local needs, cultures and conditions. This is also true of human resource management. However, there are some basic ideas, the thread of which is necessary in any system. This manual attempts to define them and give examples of how they may be implemented.

II.

**DESIGNING AND
IMPLEMENTING
A
HUMAN
RESOURCES
POLICY**

II. DESIGNING AND IMPLEMENTING A HUMAN RESOURCES POLICY

1. What is a Human Resource Policy?

“An important responsibility of public managers is to balance the citizen’s rights to receive efficient, effective, equitable, and responsive service from government with the public employee’s rights to be treated with equity and dignity”.¹ This fundamental statement of the way in which employees should be managed is perhaps the basis for the development of a Human Resource policy. A Human resource policy is the systematic, codified and disseminated set of rules and regulations that guides how the Human Resources in the organization will be treated, what rights and responsibilities they have and what rights and responsibilities the management has.

In the past Human Resource policy or Personnel policy as it was often referred to was vague, dependent on the mood, attitude or discretion of the supervisor or in some cases was not policy at all, but simply individual discretion. It has been found that such an approach leads to divisiveness, dissatisfaction and disputes among employees and supervisors. The remedy for this is a comprehensive set of policies, covering all the issues likely to be of concern in the workplace, that is adopted and

2. Characteristics of a Human Resource Policy

A Human resource policy should fulfill several functions. It should be a written documentation of the rules and regulations regarding the personnel administration function, but at the same time it should be written in a manner that allows managers and supervisors the opportunity to use it as a guide as well. (Many municipalities publish a Supervisors Guide, that is an annotated version of the policy document, giving them the specific rules and regulations as well as commentary on what is the meaning and intent of the City Council, or other agencies in the imposition of the policy).

There are several characteristics to insuring that the policy is one that will be beneficial and usable.

- The policy must be understandable. Bureaucracies tend to phrase things to suit their own internal jargon. This will not work with a policy manual designed for your managers and supervisors. If you want them to be able to implement the policy and the rules and regulations, then it has to be written in such a way as they will readily understand the intent and the wording.
- The manual or document should be published in sufficient quantities that all managers and supervisors can have a copy. It is also necessary for simplicity and cost reduction that you publish it in a format that lends itself to being modified and

¹ Human Resource Management in Local Government – An essential Guide, I.C.M.A., Washington, D.C., 1999

upgraded. If there is anything certain in personnel administrations it is that it will change. Using a manual that is permanently bound will be a hindrance. (Many municipalities simply use a loose leaf binder and then provide a numbering system that assures that you can readily keep up with changes.

- The policy document should also include any disclaimers that are appropriate to insure that it is not used inappropriately or for purposes that were not intended for it. For example in areas where contracting with employees is a legal consideration, it may be appropriate to note that the document is not a contract.

3. Documenting and Disseminating the Human Resource Policy.

There are several issues in documenting and disseminating the policy that are important to consider. The importance for the designation of the Administrative head of the Human Resource function is clearly shown in this functional area. Chapter III of this manual describes in more detail the need for a Human Resources official within the municipality. One of the main functions that such a person will serve is the assurance that personnel policies are properly documented, maintained and disseminated.

Human resource policies, whether they come from the City Council, Central Government or any other source are official rules and regulations and must be treated as such. Unlike some rules and regulations that apply to only one department or function of city government, these policies apply to all, and an adequate and functioning system must be developed both to maintain and to disseminate the information.

After an initial writing and distribution of a Human Resource Policy Document, the administrator should set a system, with a defined distribution list and methodology for forwarding any changes or modifications to the plan. This will insure that all the appropriate personnel receive the information.

Most often the average employee receives the basic information in the form of an employee handbook. (Chapter VII of this manual describes such a manual in more detail and Appendix 3, provides a sample handbook that could be adopted for local needs) As is the case with the distribution technique for supervisors and managers, it would be a good idea to design the employee handbook in such a way that modifications can easily be made to it. In addition, again it is a good idea to have a pre-determined distribution system in place.

4. Organization of the Human Resource Policy

Appendix 1 of this guide book provides a template for a Human Resource policy guide. In it the various issues that are of importance to personnel management are included. The extent and depth of the document depends solely on the extent and depth of the applicable laws and regulations that apply to the jurisdiction. It is very important to be all inclusive since it is unfair and in most cases illegal to hold people responsible for actions that they are not fully informed about.

Generally, all human resource documents cover a basic list of items. The specific listing should be compiled by the individual organization. Exhibit 1 provides a summary of the kinds of topics that might be included

Exhibit 1

- | | |
|---|--|
| <ul style="list-style-type: none"> ❖ General Policy Statement ❖ Scope of the Policy ❖ Administration Policies <ul style="list-style-type: none"> ◆ Recruitment and Selection ◆ Compensation ◆ Classification ◆ Employee Development ◆ Employee Rights ◆ Disciplinary Action ◆ Nepotism Rules ◆ Creation and Abolition of Positions ◆ Transfer of Employees ◆ Filling Vacancies ❖ Salaries and Wages <ul style="list-style-type: none"> ◆ Compensation Levels ◆ Compensation rules and regs ◆ Permanent/Temporary Employees ◆ Performance Evaluation | <ul style="list-style-type: none"> ❖ Hours of Work and Overtime ❖ Vacations and Holidays <ul style="list-style-type: none"> ◆ Rules governing vacations ◆ Length and time to be taken ◆ Compensation in lieu of extra pay ◆ Official Holidays ◆ Compensation for Holiday Work ◆ Other types of authorized absences ❖ Leave without pay ❖ Sick Leave ❖ Employee Benefits <ul style="list-style-type: none"> ◆ Pensions ◆ Other ❖ Employee Representation ❖ Other Employee Requirements |
|---|--|

The Appendix Template lays these and other issues out in a standard policy format template and provides a description of each of the issues and what should be included. This template relies heavily on the models of several major international local governments.

5. Initiating the Process of Establishing a Human Resource Policy.

In the initial stages of policy development it is helpful to obtain the services of a consultant specialized in the national laws as well as generally accepted Human Resource policies and procedures. In this way, the municipality can be assured of including all the issues of importance. Such experts are available from a variety of sources, and it is strongly recommended that municipalities use the auspices of their municipal association to assist in finding or providing such assistance.

If it is not possible to hire or obtain such support, using a template such as the one provided in Appendix 1 will lay out virtually all of the issues. It will be incumbent on the designated Human Resource official of the municipality to insure that the template items are properly annotated and that it is all inclusive of the policies, regulations, rules and procedures approved by the City Council or mandated by other authorities.

III

GENERAL

PERSONNEL

MANAGEMENT

III. GENERAL PERSONNEL MANAGEMENT²

1. Administrative Structure

The first consideration in improving the human resource management is to review the level of attention the issue is getting from the administration. To be effective there must be someone who is specifically tasked with this responsibility. In some municipalities this function is relegated, if addressed at all, to the responsibility to the Secretary. However, in many if not most municipalities the work load given to the Secretary precludes his actively spending much time managing the details of the municipality's human resources. In some cases the Mayor retains direct responsibility over this function, which he/she is ultimately responsible for anyway. In either case it is strongly recommended that a specialist (preferably a senior specialist) be assigned, whose sole responsibility is to manage personnel related activities. This action does not necessarily change any of the responsibilities that others have in personnel functions but in time may allow for some consolidations that will save cost.

The initial role of the *personnel specialist* can be to coordinate the activities to insure that the system is in compliance with the policies of the administration and council and is being administered consistently throughout the organization. When the demands of human resource management increase beyond the capability of a single specialist these functions can be turned over to a personnel department. Other duties of the specialist can include:

- Developing rules and regulations pertaining to all aspects of human resources which are ultimately approved by the Mayor and City Council
- Assisting in the development of job descriptions for the municipality
- Advertising all municipal position openings
- Providing initial screening or review of employee applications
- Advising and informing the mayor and city council on laws and decisions of the central government that pertain to personnel.

2. Matching Human Resource Requirements with the Budget

There is an inevitable merging of the municipal budget function and the Human Resource management function. Personnel requirements in the budget often account for as much , or more, than 50% of the local budget. As the budget represents the municipality's work plan expressed in numbers so must the human resource plan acknowledge the cost factors and the need to be able to manage those resources along with the other assets and resources of the municipality.

The primary responsibility of the Human Resource function in government is to recruit, select and develop personnel to meet the needs and specific requirements of the government agency. Because of limited resources and the need for an ever increasing scope of expertise the Personnel function and the budget and financial management functions of municipalities need to be closely aligned. (In some cases, municipalities will merge the two into an umbrella

² This section is partially drawn from the original version "Modern Personnel Techniques for Municipalities, USAID/PAPA, September 2000. Substantial modifications are included.

department known as the Department of Administrative Services, or something similar.)

Accommodating the Human resource needs into the management function is not always easy. “Three strategies are now being used by local governments to improve their ability to build and effective workforce:

- The greatest break from Tradition is to allow managers to move funds between expense categories or line items as needed as long as their unit’s overall budget allocation is not exceeded
- A second strategy is to encourage performance budgeting by requiring department heads to tie their budgetary requests to their strategic plans
- A third, more modest strategy is to search for economies within traditional line item budgets to free up funds for other purposes.”³

Getting a city council to accept changes in the budget for personnel is always difficult at best and providing methods for internal change and management can lessen this burden. All of the above suggestions are not currently available, under the law, in Albania but are expected to be in the not too distant future.

3. Organizational Structure

One of the initial tasks in taking a fresh look at current personnel administration is for each municipality to review its own organizational structure. Traditionally, most local governments review their structure on a city-wide basis and then develop individual charts for all departments and agencies within the local government. Since most municipalities are small, some governments can develop a single, city-wide organization chart; others may choose to complete both.

The organization chart denotes the personnel structure in an organization. It lists each position and its corresponding relation to the department director and other positions in the department. Organization charts indicate the supervision structure and reporting relationships as well as the number and type of employees within a given organization or department as illustrated in the samples in Exhibit 2 and Exhibit 3. Exhibit 2 provides a sample of an organization chart for a mayor's office. In this example the Mayor has six direct employees. The Driver, the receptionist/Secretary, the Personnel Specialist and the Communications Director all report directly to the Mayor. The Communications Director supervises two employees - the Citizen Liaison and the Communications Specialist.

³ Human Resource Management in Local Government – An Essential Guide, I.C.M.A. Washington DC, 1999, pg 4-5

Exhibit 2

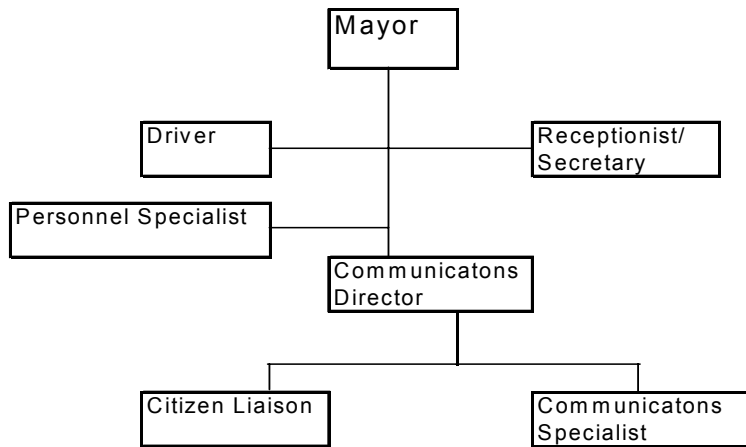
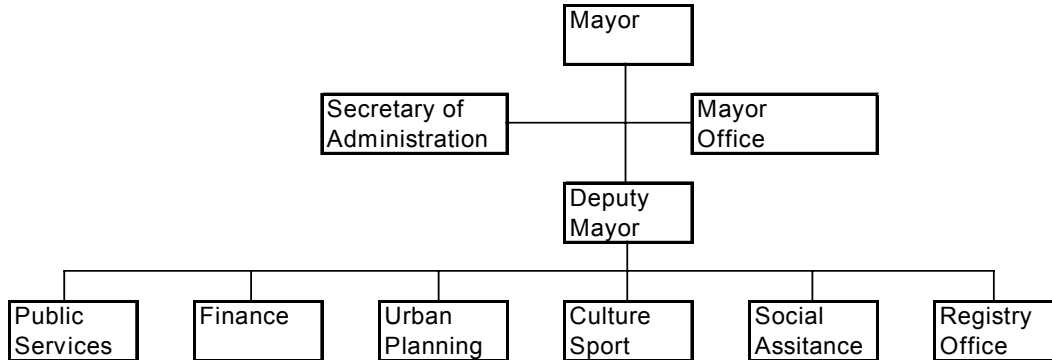


Exhibit 3 is a general Municipality

wide organization chart, showing the Mayor as the head of the government and the various department heads that report directly to him. Beneath each department head should be an additional organization chart that would graphically display the department they manage.

Exhibit 3



Utilization of organization charts is a good way to assess the current relationships within the organization and thus be able to develop alternatives that fit the changing needs of the municipality. It must be remembered, that though they are a valuable tool they are nevertheless limited in the benefit they provide, since they do not account for individual human personalities which also affect the relationship of the structure.

4. Categorizing Jobs and Employees

One of the keys to efficient and effective management of human resources is to be sure that employees know what is expected of them and management has an understanding of what they should expect from each employee. In addition a systemization of this process will insure that personnel decisions are made as objectively as possible and that employees will receive fair and equal treatment throughout the organization. Two very important techniques used to accomplish this are Job Classifications and Job Descriptions.

A. JOB CLASSIFICATION SYSTEMS

Classification of positions is the process of finding out what kinds or "classes" of positions there are in the organization and establishing a systematic record of these classes and the particular positions which fall under each class. The duties and responsibilities (as specified in the Job Description) are the basis on which position classes are determined and the individual positions are assigned to their appropriate classes.

When every position has been allocated to its appropriate class, each class will consist of all positions within the entire city government which fall into that class (regardless of what department or city agency they are in). Therefore each class is representative of positions across the organization which are alike in terms of duties and responsibilities; this equates to the same level of pay within the overall salary structure.

As personnel classification and pay scales become less centrally controlled and more a function of the individual units of local self-government, it will be important that municipalities adopt such a classification and pay plan. Having such a system in place ensures:

- the equal treatment and equitable payment of employees doing the same type of work regardless of where in the organization they are working.
- a competitive recruitment process based on the actual requirements of the job;
- the placement of employees in positions suitable to their abilities; and
- a tool for more accurate budgeting of personnel expenditures.

Exhibit 4 and Exhibit 5 illustrate how a basic pay scale along with the corresponding classification plan is structured. These are examples and should be used for illustrative purposes only. It should not be construed as corresponding to any existing classification plan.

Exhibit 4

| SAMPLES FROM A CLASSIFICATION SCHEDULE | |
|--|---------------------|
| <u>Range Classification and Positions</u> | <u>Salary Range</u> |
| <u>Range 3</u> Receptionist Maintenance Worker Laborer | 8467-10639 |
| <u>Range 9</u> Communications Specialist Personal Driver Clerk/Typist | 11094-15091 |

BASIC PAY PLAN

Exhibit 5

| Pay Range Number | Monthly Salary Step 1 | Monthly Salary Step 2 | Monthly Salary Step 3 | Monthly Salary Step 4 | Monthly Salary Step 5 |
|------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| 1 | 7500 | 7875 | 8270 | 8680 | 9116 |
| 2 | 7950 | 8427 | 8933 | 9469 | 10307 |
| 3 | 8427 | 8933 | 9469 | 10037 | 10639 |
| 4 | 8933 | 9469 | 10037 | 10639 | 11277 |
| 5 | 9469 | 10037 | 10630 | 11277 | 11954 |
| 6 | 10037 | 10630 | 11277 | 11954 | 12671 |
| 7 | 10630 | 11277 | 11954 | 12671 | 13431 |
| 8 | 11277 | 11954 | 12671 | 13431 | 14237 |
| 9 | 11954 | 12671 | 13431 | 14237 | 15091 |
| 10 | 12671 | 13431 | 14237 | 15091 | 15997 |
| 11 | 13431 | 14237 | 15091 | 15997 | 16957 |
| 12 | 14237 | 15091 | 15997 | 16957 | 17974 |

Note: in this arrangement an employee within a certain classification is eligible for increases up to the maximum shown in Step five, usually based on the quality of performance and the results of the employee evaluation (See section V of this guide). In order to progress beyond that level the employee would need to be promoted to a more highly classified level. Over time and depending on inflation the entire scale can be upgraded to meet competitive salary scales. In addition more steps can be added as necessary

B. JOB DESCRIPTIONS

In order to implement a truly fair and effective personnel management system it is imperative that all employees know, what is expected of them and exactly what their job entails. For that reason it is not only a good management tool but also a good control factor to have a complete job description on each employee. The job description will provide the employee a better understanding of what is expected of him. It will insure that when it is time to rehire, that a predetermined set of qualifications exists, by which to judge candidates for the job. Thus the system of appointments to city positions will be based on merit rather than favoritism or personal friendships. In this way the overall effectiveness of government is enhanced.

Job descriptions take any number of formats but should include as a minimum:

- A brief description of the position and its responsibility
- A listing of required educational, skills, experience and qualifications
- An description of the department that the position is in.
- An extensive listing of the actual requirements for and responsibilities of the job. These should be descriptive enough that the employee can be held accountable for them.

Job descriptions can be useful tools in many other ways as well. As circumstances change they can be re-written to take into account new needs and duties within the city. This will insure that the person doing the hiring has adequate knowledge of what will be needed by the new candidate in order to fulfill the requirements of the position. It can also be used by employees as protection against unwarranted requests or demands from supervisors. As part of the overall attempt to institute quality control in government it is strongly recommend that the Job Description, be a basic ingredient. Examples of a commonly used style of job description are included in APPENDIX 2 of this manual.

Using techniques such as Job Classifications and Job Descriptions, as well as other techniques described later in this Manual, all tend to raise the public's trust and belief in local government. As the public begins to see that decisions are made objectively, based on sound management principals and by predetermined, publicly available criteria, they begin to become more trusting of officials. They begin to believe that the government is acting in their behalf and not in the self interest of the few. Thus these personnel administration suggestions can be far more than just a sound way of administering. They can be invaluable tools in the overall governance process.

4. Controlling Personnel Related Costs

There are many ways to control the cost of personnel. The flexibility granted by the national government, to determine salaries and staffing levels will determine some of these.

The surest way to control employee cost is always legal. That is not to hire the employee in the first place. Such a policy sounds preposterous but in actuality is very effective if undertaken in a systematic and highly controlled fashion.

There are two basic elements to this method:

A. ANALYSIS OF DEMAND FOR PERSONNEL

The first element involves the basic research needed to determine how many city employees are really needed in each department. Since this will not be a one time but rather an ongoing analysis the need for the personnel specialist is again apparent. The research will require that a cost analysis study be done for each department to critically analyze the number of personnel and the efficiency of the department work. (If for example a department of 10 people who produce services for 1000 people a month could do the same work with 6 people perhaps there is reason for a reduction. The analysis must also consider, however, the demand for the service. If a thousand citizens are being served and the demand is for two thousand, then other corrective measures are probably called for.) A properly trained personnel specialist could probably conduct these studies, in house, after going through several with an expert.

B. CONTROLLING THE HIRING PROCESS

Once a clear and concise picture of how many people are actually needed is determined the control function can be implemented. The simplest way to do this is to put an automatic hold on all replacements for two to three months. This should include terminations that occur for any reason, including retirement. At the end of the automatic waiting period Department Heads should be made to justify the need for the replacement. There will of course need to be exceptions to the rule. When these are made they should only be with the explicit permission of the Mayor or his designee. In departments where there has been over staffing, it will become readily apparent that the work which was done by the departed employee is assumed by others and by the end of the two month period there will be little left of the job as it was to be refilled.

This technique serves two other very valuable purposes as well. It saves having to terminate employees, since natural attrition is used as the means for staff reduction. As a result the impact of staff cost reduction will be much slower, but nevertheless steady and without personal consequences. The second purpose is the enormous amount of money it can save. At the beginning of the year a municipality budgets for 100% of employee costs. Utilizing this technique will result in using only 80- 90% of the budget. Though such a savings may not seem of critical importance for municipal staff that are paid by the conditional budget, it can have an enormous positive effect when extended to the municipal enterprises. Furthermore, as more responsibility is shifted to the local government and the independent budget, it is only a matter of time before it becomes a necessary concern. Once the optimum level is reached and employment totals level off there will not be the continued savings with relation to the budget each year but the overall cost of operating the municipality will remain much lower.

It should also be noted that using this technique will sometimes end in a determination of more employees being needed for a department or for specific functions. When this is the case it is a good idea to find any resources possible to add the needed employees. Under staffing can often be as costly, in terms of productivity as over staffing. Continuing to use this method on a long term basis will eventually result in a balance of staffing appropriate to the workload and demands.

Exhibit 6

Tips for Successfully Developing and Implementing a Classification and Pay System⁴

- Hold orientation meetings with government officials and employees to explain the project and its activities and objectives
- If they are not already available, draw organizational charts of the whole administration and of the individual agencies
- Determine job duties and responsibilities using trained observers, on site interviews, position analysis, questionnaires, or work logs
- Develop draft and final job descriptions
- Rate positions and assigned them to pay grades on the basis of an objective evaluation system
- Establish salary schedules using comparative salary data
- Provide requests for reclassification carefully, rate positions using a standard rating system, and adjust the classification system accordingly
- If needed, update organizational charts to reflect changes in positions and ranks
- Update salary schedules to reflect annual cost of living increases
- Periodically collect and analyze comparable salary data to make sure positions are being paid competitively in comparison with the labor market

⁴ Human Resource Management-An Essential Guide, I.C.M.A., Washington DC., 1999, pg.19



IV

RECRUITMENT AND SELECTION

IV RECRUITMENT AND SELECTION ⁵

Most employers are beginning to change the ways they hire new employees. They are relying less and less on the traditional recruitment methods of depending on "word of mouth" to get word out or only hiring relatives and friends. Instead they are implementing more modern methods of recruiting and selecting employees. As the current job market begins to expand and provide an increasing number of professional level jobs, local governments will need to institute effective recruitment techniques. Traditionally in many places, local governments cannot compete with the private sector in terms of salary level. However, it can offer other benefits which can and do attract and retain good employees. Chief among these, is the openness and transparency of the system that gives employees and potential employees the assurity that they are being treated fairly and honestly.

Local government employment often suffers from an image problem. Many young people, rightly or wrongly, assume that local government positions are less challenging, have less promotional or self-development opportunities than private sector jobs. As local governments begin to adopt the modern personnel management systems, recommended in this manual and others, the image of the local government will improve and with it the desire of more people to seek jobs in the public sector. In turn this will give local government managers a bigger choice and thus lead to a higher quality of personnel. One of the most important ways that municipalities can strengthen its employment practices is in the areas of recruitment and selection.

It is critical to understand that for any modern system of personnel management to be successful, any practices which encourage or allow patronage must be dispensed with. The recruitment of personnel must be done on an open, competitive basis to be effective.

1. Recruiting employees

The cornerstone of an effective recruitment program is publicity. Unless prospective candidates learn about job opportunities then most other aspects of the employment selection process are virtually pointless. Under the general heading of publicity fall a number of media channels for information (newspaper and radio advertisements for example) but before the type of medium is selected it is important to determine the source of qualified candidates. Typical sources for qualified applicants are:

- Universities, technical or trade schools
- employee unions
- other governmental agencies
- professional societies or organizations
- employment agencies

After the principal source of candidates have been selected, the next step is to choose the best method of reaching these sources. One of the standard methods is to issue a written job announcement which formally notifies applicants that a vacancy exists. The announcement of a

⁵ This section is taken in its entirety from the original version Modern Personnel Administration Techniques for Albanian Municipalities, USAID/PAPA , September 2000

vacancy or examination for a position should include the following information:

1. Position title, Classification and Salary Range
2. Description of the job duties and responsibilities (summary of job description)
3. Minimum Qualifications
4. Starting Date
5. Application Procedures
6. Closing Date of application.

In addition the announcement may describe some of the advantages of employment including promotional and special educational opportunities. Exhibit 6 provides a sample of a job announcement that might be used for newspaper advertising.

Exhibit 7

Position Opening

The City of Anywhere, is seeking qualified candidates for the position of Finance Director. This upper level position (level 15) reports directly to the Mayor and serves as the Chief Financial Officer for the Municipality. The successful candidate must have a bachelors degree in accounting or related field and a minimum of 10 years experience in local government finance. Applications must be filed not later than July 31. The expected starting date for the position is Sept. 1. Further information on this position including a complete job description and application forms can be obtained from municipal personnel specialist at City Hall, Room 123 between 8:30-and 3:30 Daily. (Telephone # 000-00000),

The announcement should be provided to all sources of potential applicants. These sources may differ depending on the position that is being recruited for. Position announcements can also be placed in appropriate professional society journals, newsletters, or publications. Publishing vacancies in the local newspaper is a most common practice for municipalities. Many times a weekly listing of all vacancies is announced. ***In such cases it is important to establish one standard location, such as the local newspaper, where all job listings are placed all of the time. This will soon be recognized by the community as the place that they can count on finding any job availability's that the local government has to offer.***

It is not always sufficient to publicize a job announcement and then take whatever candidate comes along. For certain important positions, such as a Department Head, it may be necessary to seek out qualified people who may already have positions and induce them to apply. In addition it is a good idea for the personnel specialist to keep a file of inquiries concerning employment and to send job announcements to all people who have previously expressed and interest in the kind of position being recruited.

To ensure that all applications are equitably considered and reviewed it is common practice for local governments to require that all applicants fill out a standardized applications form. Exhibit 7 provides suggested information that should be in on an application form. This form is usually accompanied by the applicants Curricula Vitae and other supporting documentation. Routinely, the application form is submitted to the Personnel Specialist for initial screening. The Specialist reviews the application the application to ensure that it is

complete and that the applicant meets the minimum job and educational requirements for the position as stated in the Position Description. After the initial screening process is complete, the eligible candidate application packages are forwarded to the department head or appropriate senior management position in charge of interviewing and selecting the new employee.

Exhibit 8

| |
|---|
| <p>STANDARD JOB APPLICATION REQUEST FORM INFORMATION.</p> <p>Any standardized Application form should request, at a minimum, the following information:</p> <ul style="list-style-type: none"><input type="checkbox"/> Name of Position Applied for.<input type="checkbox"/> Applicant's Name, home address and telephone number<input type="checkbox"/> Applicants date of birth, place of birth, marital status, sex (where permitted)<input type="checkbox"/> Identification Card (passport) registration number<input type="checkbox"/> Listing of all educational institutions attended, graduation dates, degrees received and subject areas studied<input type="checkbox"/> Names of two or three personal and work related references along with telephone numbers and addresses<input type="checkbox"/> A complete listing of all previous employment (usually over the past ten years) including:<ul style="list-style-type: none">* Name, address, and telephone number of employer* Type of business* Dates of employment* Number of employees supervised by the applicant* Starting and final salary* Reason for leaving position* Name and title of immediate supervisor<input type="checkbox"/> Applicants Signature, and date of signature<input type="checkbox"/> Listing of Special Skills, awards, commendations etc. |
|---|

2. Selecting Employees

Employment is no longer considered a social guarantee and as such the competition for desirable positions in both the private and public sectors will increase. The success of any organization depends on the success of its employees. Selecting the appropriate individual to fill a vacant position is an important decision. As local governments become better placed to actively seek and choose more selectively from a larger group of qualified applicants, they must adapt appropriate techniques for selecting the best people for their positions.

Once the pool of applicants has been screened by the Personnel Specialist, the supervisor must select the appropriate candidates for interviews. Employees should never be selected based solely on the strength of written application materials. It is imperative that personal interviews be conducted to evaluate and determine strengths and weaknesses which are not readily ascertained through written materials. These include the applicant's ability to communicate ideas effectively, the ability to present him or herself in a professional manner, and other observable traits which are invaluable in making a personnel selection.

In a successful interview situation, both the employer and employee are assessing each other to determine if the "fit" is right. Usually at some interview stage, by virtue of his or her qualifications, the interviewer has some comfort level in knowing that the applicant has the basic ability to perform most if not all aspects of the job. Among other things, the potential employer uses the interview situation as an opportunity to gauge the candidate's overall appropriateness for the position; and if he or she has the potential to work well with co-workers and become a productive contributor to the department and government organization. On the other hand, the job candidate uses the interview situation to determine if the position actually does meet his or her expectations and if the job fulfills or has the potential to fulfil personal and professional needs and goals.

There are many forms that an interview can take. These often depend on the level of the position being filled and also depend on the employer's management style. For key or top management positions the selection process may include a series of interviews involving an interview panel. For less sensitive recruitment, one or two interviews with the supervisor or several co-workers may be sufficient. In addition to the traditional question and answer format, employers use a variety of techniques in the interview process. These could include, for appropriate positions:

- Requesting brief verbal or written presentations
- Completing work related tests
- Completing "in-basket" exercises
- Performing typing tests
- Proposing hypothetical work problems that the candidate must resolve

Exhibit 8 gives a series of suggestions that help the employer conduct a good interview

Exhibit 8

| IDEAS FOR CONDUCTING A SUCCESSFUL INTERVIEW | |
|--|---|
| <input type="checkbox"/> | Do not allow any interruptions during the interview (telephone calls, etc.) - give the candidate your full attention. |
| <input type="checkbox"/> | Conduct the interview in a comfortable and private setting |
| <input type="checkbox"/> | Attempt to put the candidate at ease |
| <input type="checkbox"/> | Be open, up-front and honest about your expectations regarding the position |
| <input type="checkbox"/> | Prepare ahead of time a list of questions to ask all candidates |
| <input type="checkbox"/> | Know ahead of time what types of qualities you are looking for in the position. |
| <input type="checkbox"/> | Know what the necessary job qualifications and duties are for the position (Have a copy of the job description with you) |
| <input type="checkbox"/> | Ask questions which promote and in-depth response from candidates aimed at demonstrating communication skills. |
| <input type="checkbox"/> | Avoid questions of a personal nature which are not directly related to the ability to perform job duties. |
| <input type="checkbox"/> | Avoid making negative references regarding the organization or individuals. |
| <input type="checkbox"/> | Encourage questions and be prepared to respond to them. |
| <input type="checkbox"/> | Encourage candidates to express their expectations regarding the position. |



V

EMPLOYEE

DEVELOPMENT

V. EMPLOYEE DEVELOPMENT⁶

1. Incentives and Motivation

Concerns about the level of productivity and efficiency on the part of the staff are common. Any new administration has its own set of priorities. It is important to find a way to motivate employees toward these goals and objectives. At the same time it must be demonstrated that old ways are frequently no longer acceptable and that individual initiative, a spirit of team cooperation and a striving for excellence is the norm not the exception. In order to accomplish this there has to be a sense among the employees that their work means something. They have to believe if they make the extra effort that someone cares. Basic principles of motivation are simple and seem almost to commonplace to mention, yet they are often some of the most forgotten management tools. A start in this process can be made by recognizing peoples strengths and then helping them to develop their own abilities. Some simple rules make this principle easier:

- * Don't ignore weaknesses, they won't go away. Help the worker to recognize them and motivate them to take the initiative to improve their own performance for their own sake.
- * Don't simply state rules and procedures as dogma but make sure employees understand the reasons for these rules.

If a supervisor is always honest, trustworthy, straightforward and sensitive to the differences among people he will have gone a long way toward initiating the motivation process.

In order to accelerate the motivation process it would help to introduce a series of incentives to which an individual can strive. Ordinarily this would take the form of pay increases either through promotions to higher paying jobs or through merit increases in the pay for the job done well. Understanding the shortness of money and the tight control over salaries, exercised centrally at the present time, this may not currently be a possible. Merit pay through the independent budget would be an excellent incentive. However, incentives can come in many forms and need not always require the city to put out extra cash of any significance. The important point is that someone takes the time to recognize employees who are doing a superior job.

Such a program will not turn around worker attitudes immediately but should have positive, long term affects. It will also begin to develop a mentality among the workers, that their pay will be based on what they produce. When the system does change, to allow greater control at the local level, employees will be paid through a system that rewards productivity.

There are many methods of implementing such a program. It is important to remember that the rewards should be continuous and consistent, as well as commensurate in value with the

⁶ This section is taken in its entirety from the original version Modern Personnel Administration Techniques for Albanian Municipalities, USAID/PAPA , September 2000

reason why the award is given. The better the job - the more significant the award. The more exclusive the award - the greater value. Also care should be given to insure that employees being cited for the same accomplishment, even if from different departments or in different months, get the same or comparable reward.

Some possible incentive bonuses could include..

- An extra week of paid vacation
- An extra day's paid holiday
- Special recognition dinners
- Luncheon with Mayor/Council
- Plaques denoting Employee of the Month/Year

A similar program can be developed for groups such as divisions or departments, to reward superior performance. Being seen as a functioning unit is a great enhancement to teamwork within the organization.

Above all the simplest and most effective management tool ever known is to make sure to compliment and express appreciation to an employee for a job well done. When employees know they are appreciated you can expect almost anything. The method can vary, the need for the compliment cannot. A vivid example of this technique is presented in as Exhibit 8.

As with most things there are two sides to this story. Although great improvement in productivity can be attained by increasing peoples value for the job there will always be a need for a negative incentive or disincentive as well. There will always be some who persistently do not do a good job and those who do a downright poor job. For some of them, only the fear of losing their job or being otherwise penalized will provide the needed motivation. Therefore a series of penalties need also be instituted with the idea that they only be invoked when absolutely necessary and for the most needed cause. The most serious of such penalties is of course termination of employment and should be reserved for the most serious of cases. It is customary and appropriate that the reasons that could be conditions for termination be outlined in advance and published in the Employee Manual.

Exhibit 9

A CASE OF EXPECTATIONS AND PERFORMANCE...

(Believing in your Employees)

In the late spring of 1987 Charleston, S.C. was preparing for its annual Spoleto Festival. This most comprehensive of all the world's Art Festivals tantalized the citizens and visitors each spring. Over 700 arts events occur in just 17 days. It is staged in a city where the 20 year leadership of a very charismatic Mayor, has changed the city from a pocket of poverty to a thriving metropolis. The extra work the festival creates for the City employees, is always enormous but that particular year, with but 46 hours until the opening of the Festival, something special was about to happen.

That year Spoleto had brought a reproduction of a 19th Century Italian Circus to play alongside the operas, dance and music. It was the custom of the festival to open at noon on a Friday, on the steps of City Hall with anthems, speeches and a small sampling of some performance to occur later in the festival.

At 2:00 pm on the preceding Wednesday, the festival Public Relations Director called the Mayor's deputy and suggested that it would be a wonderful public relations coup if we could arrange for the festival tight rope walker to do a skywalk from the top of City Hall to the top of the Federal Courthouse (Diagonally across Charleston's famous 4 corners of law - nearly 30 meters in the air.) as the opening act of the festival. After an initial shock and a trip to the Mayor's office, (where the idea received a rapid response of "do it", from a Mayor already legendary for his leadership), two extraordinary days in City Hall history began.

No one involved was an expert but no one involved was afraid to try. Top management, middle management and most especially the "crew" had long ago started believing that if the boss wanted it done, then the only question to be resolved was how to do it. Even after the first four structural engineers contacted declined on the basis of "your crazy", no one hesitated in directing their full energy toward making it happen. The burden of the effort fell on the city's maintenance crew who for 46 straight hours built trusses, cleaned wire, assembled line, strung wire and in general performed miracles. Their leader set the tone by working right alongside the crew and never once hesitating toward the goal. 46 hours later, after overcoming the federal bureaucracy, legal regulations, physical impossibilities and numerous naysayers a young lady walked on a 5/8 inch wire, 400 feet between City Hall and the Court House, 30 meters above the ground, while the "miracle crew" held the wires.

What makes this story special are the people. Long before it ever occurred the Mayor, his top management, Department heads and supervisors had been acclimated to never saying "it can't be done". Difficult challenges were treated as normal (Impossible only took a little longer). But the Leadership principles needed to engender such a response were long in place - nor were they forgotten afterwards.

Five days later a special breakfast was held for the crew, where Dalilah Wallenda, the walker, personally autographed a photo of the event for every member of the crew. Also at the breakfast was the Mayor and his staff to say thanks. It only lasted an hour or so. The walk had only taken 10 minutes but today that "miracle crew" truly believe that they can do anything.

As a post script to the story, later that year the most devastating hurricane to hit the United States in 250 years ravaged the city of Charleston. It is mostly because of this crew and the other city workers who believed the same, and the leadership that inspired them, that six months later the city looked like nothing had ever happened. The same response can happen anywhere. It only depends on leadership. If the leadership inspires confidence, is willing to work alongside its people and never gives up on the efforts of those who put it on the line, it can happen to anyone.

2. Training

One of the most overlooked elements of good management is the training of employees. It is hard to hold someone responsible for a function and to fulfill that function, using specified procedures, unless you have adequately trained them. Each work center supervisor as well as upper echelon management has some burden of responsibility to see that employees are adequately trained. If employees do not respond to new directives, perhaps the reason is that they are not aware of the way in which the administration wants the job done.

There are many ways to conduct the training. Given the current conditions and availability of funds it obviously cannot be elaborate. But good training procedures do not have to be. A weekly session of departmental training, in the offices, conducted by departmental personnel on subjects of current concern would be a good way to start. The most important thing is to begin to formally explain to the employees how things are to be done and what is expected of them. Just instilling a notion of customer service, which the old system was not inclined to do, can be some of the most productive training that can be given and it does not require and sophisticated seminars. The initial training program can be developed through internal cooperation between the department heads and the Mayor's office. Higher levels of technical and conceptual training can come later.

The goal of the training is to insure that, at all echelons of the administration, the policy goals are being carried out as effectively as possible. One good way to initiate an in house training program is to set aside a period each week when, as a group, the department can review all the complaints and problems that have occurred during the past week. By doing so, not only those who have made the mistakes will learn but those who were free of errors will learn from others mistakes so they do not do the same things. As things progress other types of training can be set up, either for the department as a whole or for smaller groups needing more defined training. Eventually a system of more specialized and protracted training, for a variety of employees will need to be considered. During the continued state of transition in government, the donor nations assisting in local government are good resources to rely on for training. Administrations should not hesitate to ask specifically for what they want from these consultants. Most will respond readily because they appreciate working on issues that they know are needed by the local governments.

When developing a training program both in the present and for the future, keep in mind that there is no "one best method" for training and that many approaches work. True, some topics lend themselves better to certain training methods but developing new ways to cover old ideas may add to employee motivation and willingness to learn. Consider the following approaches which steer away from the traditional "lecture" method of training.

- Conducting inspections and Tours
- Field Trips
- Demonstrations
- Simulated Situations
- Role Playing
- Discussions
- Participatory exercises or demonstrations

- Rotation of work assignments
- Exercises which produce and "end product" (i.e. an improved report, or revised procedure for telephone answering)

The training process has a number of beneficial side effects. Chief among them is the direct benefit of what the employee learns. However, there is also a feeling by the employee, that someone cares enough to teach him the things he needs to do a good job. The employee begins to feel that the organization does value him or her and is willing to invest in them. This almost always results in better performance.

One good way of managing the training process, which is used by many public entities is the establishment of a training committee within the organization. The Mayor should appoint a number of upper and middle level personnel who would have the responsibility to meet regularly to discuss, organize, plan and coordinate the training for the municipal staff. (It is also politically astute to appoint a member of city council, since sooner or later the training will cost money, and council will have to approve the funding. Including them in the process from the beginning makes them feel as though they have some ownership of the issue.

VI

**MEASURING
PERSONNEL
EFFECTIVENESS**

VI. MEASURING PERSONNEL EFFECTIVENESS.⁷

Measuring Personnel effectiveness through employee review is another important factor in the improvement of individual production and efficiency. It is important to have some type of an evaluation so that supervisors can critique the work of the employee and suggest methods for improvement, as well as to recognize superior performance. If a merit system of pay increases can be established it would be the evaluation system that would be used to determine the eligibility of merit pay increases. Evaluations should be done annually or semi annually with an eye toward assuring that each employee is given the constructive criticism needed to carry out the function as desired. It also gives management a system of evaluating the strong employees and the weaker ones. This can lead to better rewarding of those who do perform and the gradual elimination of those who do not. It is critical for all to understand that the main purpose of the employee review is to insure that the supervisor and employee are in agreement with what the job expectations are and what constitutes acceptable performance. The review of the performance of the past period as well as the setting of expectations for the future are the two major goals of any evaluation program.

An evaluation system needs to systematic and insure that all employees with like jobs are being rated against the same criteria. A critical feature of an evaluation system is the requirement that the employee and supervisor meet to discuss the evaluation and look at future goals. These sessions should identify strong and weak points in the individuals achievement and provide constructive counsel to each worker based on these observations. Thus the personnel evaluation becomes the individual extension of the process of setting goals and objectives for a department.

Employee evaluations also form an objective basis for personnel actions. Management can use the results for selection of new positions and promotions as well as for the reward and salary increase features mentioned before. In aggregate the evaluations will also help the management define new policies and procedures for the betterment of the working conditions.

1. Using Employee Evaluations

Evaluation is a natural human phenomenon. Each one of us is constantly evaluating and being evaluated. We are evaluated many times without our knowing it, by the public we serve, by our supervisors, by our fellow workers - even by ourselves. Evaluation provides us with a guide for action.

City administrators must choose people for promotion and for responsible positions on the basis of impressions. These impressions should be based upon the abilities of each person and upon how much he would contribute toward providing courteous and efficient municipal services. They should not be based upon personal or subjective bias. The use of a formal evaluation program for a municipality is the primary method of making regular, consistent and

⁷ This section is taken partially from the original version Modern Personnel Administration Techniques for Albanian Municipalities, USAID/PAPA , September 2000. Modifications have been added.

objective reviews of personnel.

This technical note is intended as a proposal for management and an aid to the supervisor for conducting effective employee evaluations. It covers the purposes of evaluation, the time and frequency of evaluations, work performance standards, things to watch for in employee evaluation, and things to consider when conducting evaluation interviews. It is hoped that Municipalities will use it to their advantage in creating a more effective and understanding work place.

2. Time and Frequency of Evaluations

Regular performance evaluations should be conducted at specific time intervals. Municipalities may choose the frequency based on their individual needs. Many municipalities hire new employees on a probationary basis. This is a three to six month period to see if the employee is qualified for the job. If such a system exists an evaluation should be held half way through the evaluation period and again at the end of it. After that all employees should receive at least an evaluation from their supervisor.

It should be kept in mind that the idea of a probation period is to allow management the prerogative of releasing an employee at any time if they are not fit for the job. However, the evaluation at the end of the probationary period should contain a statement by the supervisor indicating whether he does or does not recommend the retention of the employee as a permanent employee.

Regular evaluations should be initiated by the Personnel department or the Chief Administrative officer (perhaps the Deputy Mayor or Secretary of the Administration.) Each supervisor should be notified of the due date in advance. Special evaluations (for superior performance or specific problems of a severe nature) should be initiated by the division or department.

3. Purposes of the Evaluation

Performance evaluation is a way to clarify what is expected on the job. It assists in developing standards of satisfactory performance by setting forth the quality and quantity of work that is acceptable and adequate for a particular job. This works to the benefit of the employee, the supervisor and the municipality.

Performance evaluations should fortify and improve employee performance by identifying strong and weak points in individual achievements, recording these as objectively as possible, and providing constructive counsel to each worker based on these observations. It lets the employee know where he stands with respect to his work. It helps him, and the supervisor, do the job more effectively and with more satisfactions.

Employee evaluations form an objective basis for personnel actions. They assist in selection for placement and promotion, form a basis for awarding salary advancements within a given range and in making other awards, and may be used to determine the order of retention in case of a need for staff reduction.

Employee evaluations also assist the Personnel Office in redefining and developing personnel policy and procedures. They serve as a check on qualification requirements, examinations, placement techniques, training needs and help to uncover instances where employees are not suited for a job.

Finally evaluation of employees helps the supervisor get some idea of how good a job they are doing as supervisor. Employee performance in a real sense reflects the supervision that an employee is receiving.

4. Performance Standards

Performance standards, or work standards, are what the municipality and the supervisor expect of the employee in terms of what is to be done, how much is to be done and how well it is to be done.

Performance standards should be made clear to the employee when he is first selected, oriented and trained. Both the supervisor and the employee should review the standards occasionally, especially if the job changes. What is most important is that the supervisor and the worker have the same understanding of performance standards.

5. What to Watch for in Employee Evaluations

Supervisors are human, and as such are subject to basic personal likes and dislikes. Thus, supervisors, as all other people tend to like some employees more and to like other employees less. The supervisor, however, should constantly strive to treat all employees equally and evaluate their work fairly.

a. What to appraise

It is the employee's performance on the particular job, not himself, that should be the subject of analysts. Do not fall into the trap of evaluating based on personal bias, prejudice or favoritism. For example, an employee should not be downgraded on an evaluation for style of hair, or wearing unusual clothes unless appearance is directly related to the job requirements. Have a thorough knowledge of the requirements and duties of each job that is to be evaluated.

b. Leniency

This error in judgement occurs when an employee is rated higher than his real ability indicates. This is by far the most common supervisory evaluation error. Leniency in evaluation often stems from a desire to keep the friendship of a worker, desire to prevent unpleasantness, desire to protect an employee with long service or a feeling that a low rating indicates poor supervision.

c. Central Tendency

When a supervisor does not know a worker well, does not have all the facts, or wishes to opt for an easy way out, he may rate an employee as "average" This may not be a true rating and might be quite unfair to the employee or the municipality. Know your employees and be willing to make an honest appraisal.

d. Severity

Just the opposite of leniency, the error of severity arises when a supervisor consistently underestimates an employee's performance or the degree of his desirable traits. Severity is often the result of an overzealous supervisor who is eager to establish himself or who is attempting to change, in a short period of time, what may have evolved over a much longer span of time. High standards are not unreasonable demands of a supervisor for his employees. However, the supervisor should be sure that the standards are just high and not excessive, and are high for a valid reason.

e. Halo Effect

The halo effect is operating when the supervisor rates each employee's traits on the basis of his overall estimate of him, and fails to consider each trait separately. If he has a generally high opinion of the individual, he will give high assessments on all the performance criteria.

If he has a low opinion, he will give him low assessments. In each case, the supervisor is making ratings without looking for possible differences of individual behavior from trait to trait.

Exhibit 10

Tips for Evaluating Employee Performance⁸

- Take the time to thoroughly determine why the organization desires to implement a performance appraisal system, and then identify the appraisal techniques that most closely fit these purposes.
- Identify goals that are associated with the agency's mission. This process moves from the top down, with each level of the organizations selecting goals that assist the next level up to achieve its goals.
- Begin communication about the evaluation system early and continue through the development process.
- Develop a comprehensive training plan for managers and supervisors as well as for all employees
- Ensure that the performance appraisal instrument elicits a balanced account of the employee's performance.
- Review appraisal results with employees, identifying both strengths and weaknesses.
- Reinforce management's commitment to the evaluation system by including accurate and timely completion of employees' evaluations in the managers' and supervisors' appraisal criteria

8 I.C.M.A. *ibid*, pg. 67

6. The Evaluation Interview

Evaluation methods are worthless unless they have full understanding, participation, and acceptance of the employee being appraised. Holding an interview with the employee after your evaluation gives the employee an opportunity to gain that understanding, participation and acceptance. It also should let him know where he stands on his job performance and individual development. Emphasis should always be on the constructive side; that is, on improvement, not just on evaluation for evaluation' sake.

a. Preparation - Adequate preparation for the evaluation interview is essential if it is going to gain satisfactory results. If the interview is not skillfully handled, the employee may resent comments on his shortcomings. Therefore, the supervisor must have a clear idea of what he wants to accomplish. When getting ready for the interview, have all the facts that need to be discussed. In addition to the present evaluation, have the employee's file handy for written records of past performance. Try also to remember what has been covered with employees in past meetings. Review the employee's strengths and weaknesses. Try to work out a plan for improvement which can be developed at the interview. Then set a time for the interview when it can be in private and without interruptions.

b. Conducting the Interview - Use good interview techniques in your meeting. Set the employee at ease. A good way to begin is by letting the employee evaluate himself. Ask him to express what he thinks he has done well and what he could do better. He may even judge himself more severely than the supervisor.

After this initial step the supervisor begins his own interview by reviewing the strong points. Praise him for any outstanding performance that has been observed. In discussing the employee's weak points, be sure to criticize gently but constructively. Remember, the purpose is to get the employee to become more effective. Stick to the facts and avoid general criticisms. Listen to what the employee has to say with an open mind. He may have a sound explanation for poor performance.

It is very important to finish the interview by suggesting ideas for improvements and allowing the employee to do the same. Set some goals for the coming year and be sure that they are clearly understood.

c. After the interview - Be sure to write down the important points covered immediately after the interview. This information will help when the next one is due. Follow up the evaluation. Be sure to live up to any promises that were made. If there are problems that are persistent the supervisor should discuss them with their manager.

7. The Evaluation Form

Evaluation forms differ from organization to organization. The important thing is to be sure that the form that is being used is appropriate for the type of work being done and fits the needs of the municipality. Exhibit A is a sample of an evaluation form. It is not a complete form but is summarized to provide the essence of how they work.

In the sample, there are seven performance factors, "Not Applicable", "Unsatisfactory",

"Improvement Needed", "Competent", "Good", "Very Good" and "Outstanding". The supervisor needs to place the appropriate code next to the criteria that best describes the performance. Each code has a numerical equivalent. The summation of the scores will give an overall performance rating. A table giving categories of ratings is at the end of the form.

Every evaluation should also have a space for subjective comments and explanations of any Outstanding or Unsatisfactory grades. This is an important feature in increasing the employee's understanding of deficiencies or compliments and makes the evaluation much more effective. A space for the employee to sign acknowledging the evaluation is also important as it insures that there can be no question that the employee has seen the evaluation.

A sample evaluation form that might be adapted for use in any municipality is provide in APPENDIX 4 of this manual. It is important to note that the sample is for one category of employee.

Each category of employee should have a different evaluation form that asks questions that are pertinent to that type of employment. (For example, the sample given is for "Labor/Trades". A separate type of evaluation should be used for other categories such as "Clerical", "Supervisor" "Skilled Workforce", Semi-Skilled workforce" and the like. It is important that these follow the categories established in the Classification process so that there can be an insurance that employees of like jobs and like specialties will be evaluated uniformly.

VII

EMPLOYER AND EMPLOYEE OBLIGATIONS

VII. EMPLOYER AND EMPLOYEE OBLIGATIONS.⁹

⁹ This section is taken partially from the original version Modern Personnel Techniques for Municipalities,

At present there is no civil service law which will provides a framework for the management and development of municipal employees. There has been much consideration of such a law at the central level but it is still questionable whether it is intended to cover local governments. While most local governments may be hesitant to establish there own civil service system, putting into practice many of the concepts can be of great benefit.

1. Labor - Management Relations

Exhibit 11

Tips for Maintaining Good Labor Relations¹⁰

- Familiarize yourself with statutes and local ordinances governing labor relations
- Avoid unfair Labor Practices
- Serve as a conduit between elected officials and the employees
- Do your homework. Gather as much data as possible to help in the formulation of negotiation strategies
- Work closely with the management team in developing a comprehensive bargaining plan
- Familiarize yourself with the union's position, if one exists
- Try to be collaborative as opposed to adversarial
- Resolve problems before they turn into grievances
- Establish an internal policy committee composed of representation from management, the union, the employees, and the council or commission to assess the contract administration phase and to provide input to all parties during the next round of negotiations

Employer /Employee relations begin at the very start of the relationship. From the first day the employee enters the door that relationship is initiated and the first impression that the employee has will often be the one that lingers throughout the working career. Employers should ensure that the opening experience is a good one. This includes insuring that the employee has all the information that they need in order to do the job. Section 4 of this chapter describes the details of how an orientation should be conducted and what documents can be provided to the employee to insure they have the needed information.

Openness and transparency are probably the most important features of a successful working relationship. Employers need to be sure that the employee is given all information that is important to their jobs and that the information they are given is accurate. This cannot be stressed enough, because there is very little that will turn a contented employee into a disgruntled one, than a feeling that the employer is not telling him necessary information or worse yet is being dishonest in their communications.

In jurisdictions where a formal labor agreement is in place, or where negotiating with Unions is commonplace, the employer must remember that the relationships with the labor union will color their relationship with all employees and the less adversarial an more collegial that these communications can take, the better the general working relationship will be. Such organizations are not always labor unions, but might simply be professional associations, who

USAID/PAPA , September 2000. Significant modifications have been made.

10 I.C.M.A. *ibid*, pg 91

though they do not legally represent employees in employment negotiations, can nevertheless have a significant impact on the attitude of employees toward the management.

Employees must also be convinced to not think of management as the enemy but as part of the team. The remainder of this chapter will focus on what should be required of employees and what can be done to enhance the communications process in the Human Resource management process

2. Establishing Expectations –

Employees come to the workplace as a blank slate. What we expect of them and what they understand that is expected of them must be communicated and then enforced. If there are rules they must be communicated and if it is important enough to have a rule, it is important enough to enforce.

In order to establish the expectations you want in the workplace and what is needed of employees, it is important that employers take heed of several important issues.

- It is vitally important that management communicate effectively to employees, what the rules are, what is expected of them and what the consequences of not complying are. You cannot expect employees to meet your expectations if you don't adequately communicate this to them.

There are several ways in which to effect the communications, one of which is through the use of an employee handbook which is discussed later in this chapter. To have such a handbook, the municipality must first establish a personnel policy . (a template for such a policy is provided in Appendix 1

- The second major principle of establishing expectations effectively is to insure that rules and regulations are fair, reasonable and impartially administered. Lack of fairness is one of the major causes of dissatisfaction in the work place.

Follow these two basic principles and you almost insure that the employees that you hire will meet your expectations

3. Managing Disciplinary Problems

Managing Disciplinary problems may be the least desirable function in the Human

Exhibit 12

Pitfalls to be Aware of: ¹¹

How Supervisors can adversely affect employee behavior –

- Ignoring the complaints or questions of an employee
- Criticizing or chastising and employee in front of other employees
- Not believing an employee's story (when there is no evidence to the contrary)
- Failing to give recognition for work well done
- Failing to go first to the employee who becomes the object of an investigation
- Not expressing sympathy for or interest in and employee's personal burdens
- Not being totally professional in dealing with employees

11 I.C.M.A. ibid. pg 167

Resource Management process. No one likes to have to reprimand or otherwise take action against an employee. However, failure to do so can create much larger problems. In this case we are reminded of the old maxim “There is a time in the life of any problem where it is large enough to recognize yet small enough to do something about.” Getting outside these parameters can be very damaging to the well being of the organization.

There are several basic principles that should be followed for effective management of the such problems.

- First and foremost is to return to the concept of communications and insure that all employees know what the rules are and what is expected of them.
- All offenses are not equal. There should be established a series of punishments that fit the offense. In some cases minor punishment for a first offense can be most effective and solve a problem permanently. Progression should be a function of the seriousness of the offense and the number of offenses. The exact progression that should be used, should be at the discretion of the individual municipality but should be well documented in the personnel policy.
- Some types of discipline used might include
 - ◆ Oral Warning
 - ◆ Oral Reprimand
 - ◆ Written Warning/Reprimand
 - ◆ Suspension from work
 - ◆ Dismissal from employment
- Insure that supervisors are well trained to undertake disciplinary action. This should include the concepts of personnel supervision and full understanding of the rules and regulations of the municipality.

4. Orienting the Employee - Developing an Employee Handbook

In any contract between employer and employee there are stipulated rights and responsibilities on the part of both parties. Making sure that these rights and responsibilities are clearly understood is a very important and reduces the chance of further problems. The best way to do this is to reduce the rights and responsibilities, the expectations and rewards and general information concerning employment to writing and then distributing it to all employees. The best know method of doing this is through the employee manual.

The spectacle of a Mayor being taken to court for supposedly violating an employees rights is not in any way beneficial to the municipality. Whether the complaint turns out to be valid or not officials should go to considerable lengths to avoid such problems. One of the best ways to prevent such incidents is by developing an employee manual or handbook. In addition the manual serves numerous other purposes. The actual contents of an employee manual will vary from community to community but should at a minimum contain certain basic information. Exhibit 9 outlines the basic information that should be included in any employee manual.

Exhibit 13



SUGGESTED MINIMUM TOPICS TO BE IN EMPLOYEE MANUAL

EMPLOYMENT

- *Recruitment
- *Applicable Forms and Testing
- *Selection Process
- *Probation Period

SALARIES AND SOCIAL BENEFITS

- *The classification and Pay Plan
- *Promotions and Transfers
- *Overtime Pay Policy
- *Benefits

EMPLOYMENT DEVELOPMENT

- *Training Program/Policy
- *Promotions
- *Award Policy

INTERNAL RELATIONS

- *Hours of Work
- *Holiday Leave and Pay
- *Sick Leave

DISCIPLINARY ACTION/SEPARATION

- *Warning and Reprimand
- *Suspension
- *Discharge/ Resignation
- *Employee Grievance Procedure

- * Meal Hours
- * Employee Conduct
- *Tardiness, Absenteeism, Emergencies

The primary purpose of the manual is to specify in writing the policies of the municipality with regard to employees. It also provides guidelines and rules governing the actions of employees relative to their employer. Examples of the items to be included are the rules regarding attendance and working hours, leave and vacation policies, Benefits, Policies for disciplinary action, grievances and termination of employment. These policies need to be determined based on existing law and the desires of the administration. Typically a manual will also have all of the benefits that an employee receives and when they are entitled to them. If longevity plays a part in defining the benefit structure or the longevity plan. When a employee evaluation program is adapted an explanation of the program and the reasons for it should also go in the manual.

The manual is basically a method of communicating with employees. Employers should consider it as one of the best ways of insuring that all employees get whatever information they need to effectively and efficiently do their job. For that reason employers should not try to cut the policy manual short. Once an employee is on the job it is much more difficult to get them to understand organization and policy issues because they become enmeshed in the "informal authority structure" Thus items such as organization charts, explanations of overall goals and objectives and the expectations of the management should be included.

Once a manual is fully developed it is a good idea , although not absolutely necessary, to have it officially adapted by City Council. This procedure adds another layer of credibility and helps to insure the legality of the policies, if ever tested in court . (If an administration intends to do this it is helpful to include one or more council members in the development process so they have a feeling of ownership of the end product.) The end result will be a clearly stated set of policies and regulations leaving the employee with no doubt of what behavior is

expected of him or her.

APPENDIX 3 of this manual is a sample employee handbook which can be adapted to the needs of the individual municipality.

VIII

Human Resource

Record Keeping

VIII. Human Resource Record Keeping

1. The Elements of the Personnel Record

Record keeping in the area of personnel is a very delicate matter at best. Employers must maintain sufficient records to insure they have all the necessary information on an employee required for their position, benefits and other circumstances relevant to their employment. However, employers should not have more information than is necessary nor information not related to the employment of the individual. Such over abundance of record keeping is an infringement on the privacy rights of the individual.

How to make a decision on what is necessary and what is not, is at the heart of the record keeping process. Exhibit 14, gives an overview of the things that should normally be in a personnel file.

Exhibit 14

COMMON CONTENTS OF A PERSONNEL FILE¹²

- Job Description
- Application form and related documents such as test results
- Letters with conditional job offer and final job offer, including pay rate
- Copies of any documents that may be necessary to affirm work eligibility
- Requests for reasonable accommodation, where appropriate
- Employee Benefits forms including medical, pension and other benefits requiring information about the employee
- Form acknowledging receipt of employee handbook
- Regularly scheduled employee evaluation forms
- Records of participation in training and educational programs
- Documentation of any promotions, special recognitions and awards
- Written reprimands and other disciplinary decisions
- Any other pertinent information to document issues or items deemed relevant by City Council or other authoritative agency

2. Security of Personnel Files

By their very nature personnel files require confidentiality and security. The information included in these files is by its very nature personal and sensitive to the employee. Therefore, it is imperative that steps be taken to insure privacy is not violated. Some of the actions that should be considered are:

- Access to personnel files should be limited to only those who have an absolute need to know. This normally includes the personnel official, the employee, and in certain cases, the supervisor or manager. The rules regarding this should be in writing and

12 I.C.M.A. *ibid*, pg. 100

strictly adhered to.

- Personnel files should have only necessary information and not extraneous, non essential information that might be a violation of an employee's privacy.
- Physically files should be kept in a safe place under lock and key. Computerized files add a new dimension to security precautions and every effort must be made to insure that computerized versions are as safe as traditional files.
- Personnel Manager's should be required to devise a written plan for the security of personnel information and have that plan approved by the Mayor and Council.

3. Albanian Personnel Information Form

The standard form now used for keeping information on employees is proscribed for municipalities in Albania. A sample of that form is included in that manual in Appendix 7.

IX

**CONCLUSION
AND
ACKNOWLEDGMENTS**

IX. CONCLUSION AND ACKNOWLEDGMENTS

In any organization the management of the Human Resources is the most important function that we have. Unlike mechanical and other physical resources the personnel resources add an element not experienced with any other. To the monetary value and work value of the physical resources is added the human factor and all the connotations that are part of that. It requires a special attention and its own very specialized and well trained management. Employers cannot ignore the fact that the time effort and training put into developing managers to manage the functions and equipment of an organization cannot be forgotten for the personnel element.

Running a municipality is a highly labor intensive operation. No matter how fancy and sophisticated the garbage trucks, it still takes workers to operate them. Many municipalities have introduced labor savings concepts, but the bulk of the work still needs to be done by people. Indeed in most municipal budgets, around the world, personnel costs and expenses amount to at least 50% of the entire budget. With such a huge investment how can an administration do other than see that this investment receives, at a minimum the attention and resource management that it's value to the organization demands. Furthermore, unlike trucks and shovels, and buildings, human resources have feelings, families and lives outside the job. This cannot be ignored, if we expect to get maximum performance while they are on the job.

Human resource management, might quite possibly be the most important part of managing the organization. It is the hope of the authors and sponsors of this manual that the reader will find the information helpful and useful.

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The Author wishes to acknowledge Leah April, whose work on a similar project in Albania was a model for much of the information used herein

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APPENDICIES

Appendix 1 - Human Resource Policy Document Template

Appendix 2 – Model Job Descriptions

Appendix 3 – Model Employee Handbook

Appendix 4 - Model Employee Evaluation

Appendix 5 – Definition of Terms

Appendix 6 – Albanian Civil Service Sample Evaluation

Appendix 7 – Albanian Personnel Information Form.

APPENDIX 1 – TEMPLATE FOR HUMAN RESOURCE POLICY

DOCUMENT

City Personnel Code/Regulation.

The following template is provided as a guide for local governments to use in establishing their own personnel policy. It is a composite of ideas gained from reviewing the personnel codes of several major international municipalities and other local governments. For specifics on the Albanian code of laws readers should refer to the: **Albanian Civil Status Law. Law Number 8549, of Nov 11, 1999**

Not all of the material here will be needed for every municipality. The key to success is to have a system that works for the individual municipality. This template is provided to demonstrate the majority of those issues which should be covered by such a policy. Typically the Human Resource Policy Document is a part of the city code of laws, or official regulations of the municipality in cases where the code of laws is not an appropriate vehicle. The following template, modified to reflect the code of laws of a given municipality can be inserted directly into the code.

The template is set up so that each area has a policy title, followed by a brief annotation of the meaning and reason for the item (Ed. Note) , and a sample, where possible, of what might be used in that area.

* * * * *

Personnel Code of the Municipality of Anywhere

4.01.010 Policy Statement.

(**Ed.note** – Beginning the process with a policy statement will give the reader an overview of what the City Council had in mind and what the reasons are for the codes or regulations)

Sample:

To ensure the provision of high quality services, which are responsive to the needs of the community, it is the policy of the City Council to:

1. Provide a fair and equal opportunity for public service to all interested citizens.
2. Provide for conditions of service, which will attract, develop and retain officers and employees whose integrity, skills and abilities will promote excellence in the organization.

To accomplish these policy objectives requires that the City Council authorize and direct the adoption of a uniform system of personnel administration.

4.01.020 Scope of Policy.

(Ed.Note: The scope of the policy gives some parameters to the rules and regulations and provides for a mechanism for implementation)

Sample:

The provisions of this Regulation shall pertain to all employees in the classified service, provided that in the event of a conflict between a provision of this Chapter or a rule adopted hereunder and the provisions of any collective bargaining agreement, the collective bargaining agreement shall prevail. The Personnel Director shall promulgate further rules to carry out the provisions of this Regulation.

4.01.030 Administrative Policies.

(Ed. Note . The whole purpose of having the policy is to state the manner in which the various aspect of the system will be carried out. The Administrative policies are set forth in this section of the template)

Sample:

The Personnel Director shall ensure the operation of the Personnel system in accordance with the following administrative policies:

A. Recruitment and selection:

1. Recruitment, selection, reinstatement, and advancement procedures will be job-related and based upon the relative ability, knowledge and skills required for the job.
2. The Personnel Director shall adopt rules for the implementation of recruitment pursuant to the Personnel Rules.
3. Selection procedures, which are used as a basis for any employment decision, must be validated, modified or changed in accordance with relevant National and local regulations concerning personnel selection or otherwise demonstrated to be in accord with applicable federal and state laws.

B. Compensation: The compensation plan shall be based upon a consistent method of evaluation, which takes into account the following factors:

1. The classification's role and responsibility within the organization;
2. Internal salary equity;
3. Labor market considerations;
4. Complexity or difficulty of the work;
5. Other pertinent factors as determined by Council. During the regular budgetary

process, compensation ranges for all non represented classifications shall be set for the upcoming fiscal year. The City recognizes the legitimate role of collective bargaining in determining compensation for represented employees.

C. Classification:

1. The classification plan will be based on an analysis of job-related factors, and shall be utilized for decision making on compensation, selection, employee development, career advancement, upward mobility and other personnel program activities. The classification plan shall be periodically reviewed and updated, and the proliferation of "single person classifications" shall be avoided.

2. Classification actions which require an additional appropriation of funds and/or which represent a programmatic change in the work function of the unit shall require the specific approval of Council. Responsibility for all other classification actions, including routine revision of classification specifications, shall be deemed to be approved by Council and shall take effect according to the rules promulgated by the Director under this Chapter.

D. Employee development: Employees will be trained to the extent practicable as needed to facilitate high-quality performance. In addition to providing training intended to improve performance, training should be developed as needed to prepare employees for more responsible assignments and to implement affirmative action plans for equal employment opportunity. Training programs should include systematic methods for assessing training needs, providing training to meet priority needs, selecting personnel for training, and evaluating the training provided.

E. Employee rights: Employees who have acquired permanent status shall not be subject to separation except for cause, or such reasons as curtailment of work or lack of funds. Rules shall be established to provide for the periodic and systematic evaluation of job-related work performance in relation to organizational standards. Rules will provide for the transfer, demotion or separation of employees whose performance continues to be inadequate after reasonable efforts have failed to correct such performance. Appeals rights concerning disciplinary actions are as provided under applicable law or collective bargaining agreement.

F. Disciplinary action: Any employee within the classified service is subject to disciplinary action for cause. Such discipline may include but is not limited to an oral reprimand, written reprimand, demotion, reduction in pay, suspension or discharge. Serious offenses such as stealing, workplace violence, refusal to obey a legitimate order or conviction of a bias crime or other causes in which the employee's performance or behavior will not be improved through corrective measures, will justify discharge without the necessity of prior warnings or attempts at corrective actions

Ed. Note: The below listed offenses may not always be appropriate, but a listing of those things that are considered violations of the disciplinary code, should most definitely be

committed to writing.

G. Prohibited Activities: Cause for disciplinary action shall include but not be limited to the following:

1. Insubordination, inefficiency, incompetence, inadequate performance or nonperformance of assigned duties.
2. Neglect of duty or negligence in performance of duty causing a substantial risk of personal injury or damage to property.
3. The use of intoxicants, or illegal use or possession of controlled substances on the job, or reporting for work under the influence of intoxicants, or the use of drugs which create a substantial risk of injury to self or others or which impair work performance.
4. Habitual or excessive absence or tardiness, or abuse of sick leave privileges.
5. Absence from duty without authorization or failure to notify ones supervisor when unable to report to work on time.
6. Conviction of a felony, or conviction of any crime where the conviction would impair effectiveness as a City employee or bring discredit or reproach upon the City or bureau involved.
7. Violation of safety rules or policies.
8. Violation of the provisions of federal or state law, or of the City Charter, ordinances or any City rules or regulations including bureau-specific policies.
9. Discourteous treatment of the public or other employees, offensive conduct or conduct unbecoming a City employee.
10. Willful disobedience or failure to follow a lawful supervisory directive.
11. Inappropriate or personal use of City resources, including, but not limited to tools and equipment, materials and supplies, vehicles, facilities and grounds, work time and personnel on pay status.
12. Dishonesty.
13. Fraud in securing employment.
14. Physical violence, including engaging in acts of bodily harm or attempting to inflict bodily harm, physical intimidation or verbal threats of violence.

H. Outside employment:

1. City employees shall not engage in outside employment which is incompatible or in conflict with or reflects discredit on City service.
2. City bureaus shall develop a written policy on outside employment activities, which take into account specific bureau requirements, and include as appropriate the following general principles. Outside employment shall not:
 - a. Involve use of City time, facilities, equipment and supplies, or the influence of the employee's position with the City; or
 - b. Involve actions which may later be directly or indirectly subject to the control, inspection, review or audit by the City; or
 - c. Involve receipt of money or other consideration for duties performed while in the employ of the City;
 - d. Involve competing with the City in providing a service or product;
 - e. Involve such time demands as would render performance of the employee's duties less efficient or take precedence over extra duty required by City employment.

3. Details of outside employment shall be reported to the employee's hiring manager.

I. Nepotism prohibited:

1. It shall be a violation of this Chapter for an employee or official responsible for personnel decisions to show favoritism in such decisions toward an applicant or employee because the applicant or employee is a member of the official's family. This Subsection shall apply in the case of any family relatedness, of whatever kind or degree.

2. For purposes of Subsection 2 a and b, "family member" shall mean the employee's wife, husband, son, daughter, mother, father, brother, sister, brother-in-law, sister-in-law, son-in-law, daughter-in-law, mother-in-law, father-in-law, aunt, uncle, niece, nephew, stepparent or stepchild as provided in ORS 659.340(3)(b).

4.01.040 Composition of Municipal Workforce

(Ed.Note: This section will deal with the creation and abolition of positions. It details how this can be done and who has the authority to do it. Over the long run, as municipal requirements change this feature becomes most important)

Sample

A. Council to Create and Abolish Positions.

All subordinate offices and positions in the classified or unclassified service of the City shall be established by the Council by specific ordinance. The Council may prescribe duties and job descriptions, and may abolish any subordinate offices or positions. Action by the Council shall be subject to the Civil Service provisions of the Charter.

B. Mayor to Appoint Acting Officers in Certain Cases.

Whenever a vacancy occurs in an office, the Mayor is hereby authorized to appoint some suitable person having the qualifications required by the Statute and ordinances to serve as an acting officer for such positions. Each person appointed as an acting officer under the terms and provisions hereof shall have and exercise during his term of service all of the power and authority which attaches to the office.

C. Transfer of Employees.

Any employee, upon written request approved by the appointing authorities concerned and subject to the approval of the Department of Personnel (Civil Service), may transfer from a position in one department to a position in the same class in another department. As provided by the Statute, such transfer may be permitted whether two positions be in the same class or in different classes, if the person to be transferred shall have been appointed to the position from which such transfer is made as the result of an open competitive examination equivalent to that required for the position to which the transfer is to be made. Transfers of employees from one position to another within a department shall be reported by the Head of the department to the Department of Personnel (Civil Service) in writing within 24 hours of the effective date of the transfer.

D. Appointment to Fill Vacancies.

D.1. In the appointment of any officer or employee of the City to fill any vacancy, the Mayor is authorized to fill vacant positions subject to Civil Service Law and rules and in accordance with the terms of the City Statute and ordinances.

D.2. The Mayor is authorized to leave any position in a department or office temporarily unfilled for the reason of economy, lack of funds, operational efficiency or other good cause. While a position remains unfilled under this delegation of authority, it shall not be considered a vacant position.

Chapter 4.08 SALARIES AND WAGES

4.08.010 Council to Set Salaries.

The Council shall fix and adopt the salaries of all officers, agents and employees of the City.

4.08.020 Boards and Commissions to Serve without Pay.

No member of any board or commission shall receive any salary or other compensation for his/her services as such.

4.08.030 Pay Effective Dates.

Notwithstanding any other provision in this Regulation, all promotions, demotions reclassifications, re-employments or adjustments in salary of an employee shall take effect at the beginning of the next regularly established payroll period after occurrence of such change for purposes of salary determination and accounting.

4.08.050 Compensation for Elected Officials.

The salary rates for the Mayor, City Council Members shall not be assigned to the non represented salary schedule and shall be established separately by the Council.

4.08.080 Salary Rate for the Permanent Appointments of Full Time Employees Not Covered in Collective Bargaining.

A. All initial permanent full time appointments to classifications not represented in collective bargaining, shall be to the entry rate of the pay grade for this classification; except as follows:

1. At the discretion of the Bureau Director, an employee's initial permanent full time appointment to a classification may be at a rate up to the midpoint of the assigned grade.

2. Initial appointments above the midpoint of the assigned grade may be made with the approval of the Personnel Director.

4.08.100 Performance Evaluation.

A. All employees in non represented classifications, who are not employed on a seasonal or temporary part time basis, shall be evaluated using the City's Performance Evaluation System.

B. Using the City's Performance Evaluation Form, evaluations will be done on an annual cycle determined by each department. The department cycle shall provide, at a minimum, that each employee receive a set of goals and objectives, a six month evaluation and a one year evaluation. Employees within the same department may be evaluated on different annual evaluation cycles.

C. The department director or designee shall review each performance evaluation after the employee has reviewed and commented on the evaluation.

D. Departments will report every employee's annual performance evaluation rating to the Department of Personnel Services. The Department of Personnel shall provide the Council with an annual report of the performance evaluations in each of the departments.

E. The Department of Personnel Services may make changes in the City's Performance Management forms after consultation with Department Directors.

4.08.110 Progression Through a Pay Grade Based on Performance.

C. The Municipal Human Resources Officer shall devise a plan for performance evaluation and pay increases. The Plans shall provide the following:

1. A performance-rating schedule, which identifies the performance, pay increase, if any, given for each rating category. The performance based pay increase for an individual employee shall not exceed 4.1 percent per year.

D. Employees will be eligible for a performance based pay increase on his/her anniversary date. Individual bureaus may provide for increases at a later date based on its performance pay plan.

E. Pay increases shall be based on the City's Performance Management evaluation.

F. In no event shall an employee's rate of pay be more than the top pay rate for his/her classification.

4.08.130 Impact of Appointments to Other Classifications.

A. If a permanently appointed employee accepts a temporary appointment in a classification in the same pay grade and is later re-appointed to the former classification, the employee shall retain his/her current salary rate and anniversary date.

4.08.150 Starting Rates and Salary Adjustments for Temporary Full Time Employees.

A. The starting rates of pay for full time temporary employees in non represented classifications shall be set in the same manner as for permanent full time employees, as provided in Section 4.08.080.

B. Full time temporary employees are eligible for performance increases in the same manner as

permanent full time employees, as provided in Section 4.08.110, providing their service is continuous.

4.08.160 Starting Rates and Salary Adjustments for Temporary Part Time and Seasonal Employees.

The Department Director or designee may set a change the pay rates of temporary part-time and seasonal employees in nonrepresented classifications to any pay rate within the pay range designated in the compensation plan for their classification.

Chapter 4.12 HOURS OF WORK AND OVERTIME*

4.12.020 Hours of Work.

The City maintains the right to alter an employee's work day or work week, and to require an employee to work overtime and on a weekend or holiday. The normal business hours for the transaction of City business and the working time of City employees shall be 40 hours in 5 days during each payroll week. The Commissioner In Charge may establish not less than 36 hours in a week as the work week to be worked by any full-time employees or group of employees in any department. The Mayor and Heads of Departments shall keep their respective offices open for the transaction of business from 8:00 a.m. until 5:00 p.m. on Mondays through Fridays, inclusive. The City Hall and other offices shall be closed all day Saturday and Sunday.

4.12.040 Approval of Overtime.

Compensation for overtime is not authorized for employees who qualify as executives, administrators or professionals except;

A. As provided by a by a comprehensive agreement or when approved by the Mayor in cases of emergency.labor agreement; or

4.12.060 Compensation for Overtime.

Overtime for an employee shall be computed at 1-1/2 times the base rate of pay. The normal method of compensating overtime shall be payment in cash. However, compensatory time off may be authorized in lieu of cash up to a total accrual of 75 hours in a calendar year. Compensatory time off will be arranged by mutual agreement between the employee and the supervisor. Any accrued compensatory time remaining at the end of a calendar year will be paid in cash or may be carried over into the next calendar year. Any compensatory time carried forward into the next calendar year will count against that calendar year's total accrual. If the employee transfers to another bureau, all accrued compensatory time will be paid in cash or used before such transfer

4.12.090 Cost Accounting for Overtime.

For cost accounting purposes only, time worked before or after the employee's normal work day or after his normal work week, which results in overtime, shall be considered the overtime period.

4.12.080 Rescheduling of Work Days.

An employee normally shall be given adequate advance notice of any change in his regular hours of work. If that notice is given less than 8 hours before he is to begin work under the changed schedule, he shall be compensated at the overtime rate for those hours that are earlier, later or different than the hours he last worked in a work day. Compensation under this Section shall not exceed 8 hours at the overtime rate. An employee is not entitled to compensation at the overtime rate under this Section if he is otherwise entitled to overtime for the same hours of work.

Chapter 4.16 VACATIONS AND HOLIDAYS

4.16.010 Persons Entitled to Annual Vacations.

All appointive officers and full-time employees shall be entitled to an annual vacation without deduction of pay only as provided in this Regulation. As used in this Regulation, a "full-time employee" is one assigned to a minimum schedule of nine-tenths of the normal work hours in a biweekly pay period.

4.16.020 Basis for Computing Vacations.

A. Annual vacation leave for employees shall be computed on the basis of time actually served. The rate that vacation leave accrues shall depend upon the number of years of total service for the City, whether or not the total was broken. Except as otherwise provided in a labor agreement, if in a calendar year an employee will have attained the following number of years of total service, then beginning on January 1 of that year his vacation leave shall accrue at the rate indicated in one of the following appropriation schedules:

B. Any vacation time accruing to an employee by the terms of this Section shall be accrued biweekly in conformity with the payroll period, and any vacation time so accrued may be taken by an employee in accordance with procedures established by this Code and bureau regulations.

4.16.030 Persons not Entitled to Vacation Benefits.

No person employed as a consultant or expert on a contract basis, or employed for special period or project authorized by ordinance, or employed on an hourly or intermittent basis, shall accrue vacation credits.

Ed.Note: The following are additional titles which may be considered under the general heading of Vacations and Holidays

4.16.031 Vacation Accrual Permanent Part-Time Employees.

4.16.040 Time Annual Vacation to Be Taken.

4.16.050 Employment While on Vacation.

4.16.090 Compensation for Work on Vacation.

4.16.060 Lump Sum Payment for Vacation Allowances.

4.16.070 Transferred Employee.

4.16.080 Holidays.

A. Unless otherwise provided in an agreement, a "holiday" means any day between Monday and Friday, inclusive, that is designated by State law to be a legal holiday,. Every full-time employee is entitled to a day off with pay on a holiday, if he has pay status for the entire scheduled work day preceding and following the holiday. If an employee's scheduled day off falls on a holiday, he is entitled to a postponed holiday with pay, to be taken at the mutual convenience of that employee and the department.

Ed. Note. Other Holiday issues which might want to be addressed might include:

4.16.086 Holidays for Permanent Part-Time Employees.

4.16.090 Compensation for Work on Holidays.

Chapter 4.20 LEAVES OF ABSENCE WITH PAY

Ed.Note - Individual jurisdictions have different rules and procedures for providing for the unusual circumstances of employees taking extraordinary leave. Some are with pay and some without depending on local policy and national law. In some circumstances there are no provisions for this, others have many. Some examples are shown below.

Samples with Pay.

Ed.Note: Each following section would have a series of regulations attached as befits the national law and local policy.

4.20.030 Jury Service.

4.20.040 National Military Reservists.

4.20.050 Conventions and Meetings.

4.20.060 Search or Rescue Operations.

4.20.080 Absence on Account of Death of a Relative.

4.20.090 Administrative Leave.

Chapter 4.24 LEAVES OF ABSENCE WITHOUT PAY

Samples without pay

4.24.010 Accepting Outside Employment.

4.24.020 Approval.

4.24.030 Penalty for Non - Return.

4.24.040 Rate of Deduction for Absence.

4.24.070 Military Leave.

4.24.180 Family Leaves.

Chapter 4.28 SICK AND INJURY LEAVE

4.28.020 Accrual of Sick Leave Credits.

A. Unless otherwise provided in a collective bargaining agreement, employees and officers assigned to a 40 hour week shall accrue sick leave at the rate of 4 hours per biweekly payroll period, or 104 hours per year of service.

4.28.030 Payment for Illness or Injury During Vacation Period.

No payment shall be made to an employee for an absence on account of sickness or injury during a period designated in advance for vacation purposes, except upon a determination by the Commissioner In Charge, or the Auditor as to his department, that the injury or illness was of a serious nature. Prompt notification of the injury or illness, and clearance by the person in charge of the employee's payroll unit shall be made as provided in Section 4.28.060.

4.28.040 Absence on Account of Injury.

Absence because of injury not in the line of duty shall be treated as absence because of sickness.

4.28.050 Absence on Account of Pregnancy.

Absence because of pregnancy shall be treated the same as absence because of sickness.

4.28.060 Procedure for Reporting, Recording and Payment of Illness or Injury in the Line of Duty or Otherwise.

4.28.070 Employment While on Sick Leave Prohibited.

A. No officer or employee reported off duty because of illness or injury shall accept or engage in any work or employment without prior written approval of the head of his bureau.

4.28.080 Funds for Payment.

Payment, whether in case of sickness or injury not in the line of duty, shall be from funds appropriated for sick or injury leave.

Ed. Note. Other Sick Leave Issues which might be addressed

4.28.090 Persons not Entitled to Sick Leave Benefits.

4.28.091 Sick Leave for Permanent Part-Time employees.

4.28.100 Sick Leave Accrual During Injury Leave.

4.28.110 Counting Sick Leave Credits.

4.28.140 No Payment Without Compliance.

4.28.150 Effect of False Statements.

It is unlawful for any person to make a false statement, in connection with any of the matters covered by this Chapter, and if any City officer or employee knowingly makes a false statement, he or she shall be liable to dismissal from the City's service.

Chapter 4.32 PENSIONS

4.32.030 Statement Required.

Before the Auditor delivers to the pensioner the initial check due under disability allowance he shall require from the pensioner a statement in writing, and under oath, relinquishing any and all rights that he or she might have, or which might accrue under the Charter of the City or the Civil Service provisions thereof, and releasing and discharging the City, its officers and employees from any and all claims for injury or damage sustained or alleged to have been sustained while employed by the City, and accepting any special conditions that may be specified in the granting of a disability allowance

APPENDIX 2 SAMPLE JOB DESCRIPTIONS

Sample #1

| CITY OF ANYWHERE POSITION DESCRIPTION | |
|---|---|
| Position: Director of Economic development | Department: Economic Development |
| Statement of Duties: The incumbent directs the activities of the City economic development effort and acts as the principal staff to the Economic Development Planning Commission | |
| Distinguishing Features of Position: Employee is responsible for the preparation of documents, records and correspondence relating to alleconomic development. Performs a variety of complex administrative, technical and professional tasks in the preparation and implementation of economic development plans, programs and services. The Economic Development Director is under the general supervision of the Mayor and exercises a great deal of discretion regarding the planning and performance of work. | |
| Work Requirements: | |
| Incumbent plans,directs and participates in the administration of the economic development program and other activities as follows: | |
| -Works with and provides staffing for the Economic Development Commission (EDC) to produce the Economic Development plan of the municipality. | |
| -Coordinates with department heads to assure linkages exist between departments and what needs to be done in the economic development sphere, such as the capital plan, budgeting, public works, etc. | |
| -Maintains and inventory of land and buildings which are available or could be made available for development purposes. | |
| -Assists the EDC in designating which areas of the city will be recommended for utilization as industrial, commercial, mixed use and residential purposes. | |
| -Advises potential investors on relevant rules, laws and regulations. | |
| -Establishes working relationships with relevant institutions such as banks, universities, etc. | |
| -Monitors quality of life issues such as availability of housing, schools, recreation and cultural activities | |
| -Assists in negotiations between potential joint venture partners. | |
| -Other relevant duties as required. | |
| Knowledge, Skills and Abilities: | |
| The Executive Director of Economic Development position requires: | |
| -Considerable knowledge of economic development techniques and procedures. | |
| -Considerable knowledge of municipal and state laws related to development activities | |
| -Considerable knowledge of the organization and functions of municipal government | |
| -Ability to deal courteously with the public | |
| -Ability to use computer for related functions | |
| -Ability to read, understand and analyze business plans. | |
| -An understanding of at least rudimentary funding mechanisms and real estate transactions | |
| -Creativity and a willingness to be innovative | |
| Experience and Training | |
| -At least four years experience in management and/or economic development/business promotion | |
| -College degree in business or public administration | |

APPENDIX 2 - CONTINUED

Sample #2

| CITY OF ANYWHERE POSITION DESCRIPTION | |
|---|-----------------------------------|
| <u>Position:</u> City Treasurer | <u>Department:</u> Finance |
| <u>Statement of Duties:</u> The incumbent performs responsible work of both a clerical and supervisory nature in the area of municipal accounting and finance. | |
| <u>Distinguishing Features of Position:</u> Employee is responsible for the preparation of documents, records and correspondence relating to all municipal functions. The work is performed with the help of clerical assistance whom the employee supervises. Work is reviewed annually by an auditor. The Treasure is under the general supervision of the Mayor and exercises a great deal of discretion regarding the planning and performance of work. | |
| <u>Work Requirements:</u> Incumbent plans, directs and participates in the collection of municipal revenue and in all municipal accounting and bookkeeping activities as follows: <ul style="list-style-type: none">- Collets funds including taxes, revenues from the sale of permits, fixed assets, fines, water rents,-Disburses funds including payrolls, accounts payable, injury claims.-Prepares budget for each department-Prepares various financial reports-Handles investment of municipal funds, as directed by the legislative body-Closes and balances all accounts-Attends meeting of legislative body and provides advise on financial issues-Hires, trains and supervises all employees of department-Performs related work as necessary | |
| <u>Knowledge, Skills and Abilities:</u> The Treasure position requires: <ul style="list-style-type: none">-Considerable knowledge of municipal accounting and auditing procedures-Considerable knowledge of municipal and state laws related to fiscal activities-Considerable knowledge of the organization and functions of municipal government-Ability to plan and direct operations of municipal accounting with little supervision-Ability to make complex arithmetical calculations-Ability to deal courteously with the public-Ability to use computer for related functions | |
| <u>Experience and Training</u> <ul style="list-style-type: none">-At least four years in general municipal bookkeeping work required-College degree in business administration | |

Sample Job Description #3 - From Albanian Law on Civil Status Nr. 8549, 11.11.99

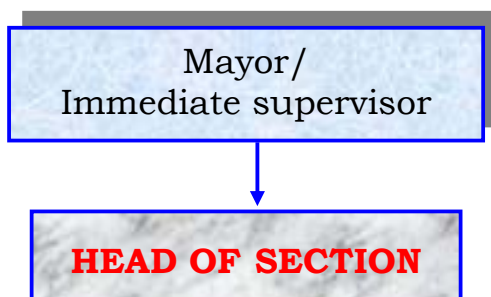
MUNICIPALITY OF _____,
TAX AND FEES SECTOR.

JOB DESCRIPTION

Position- Head of Sector.

First name: _____
Surname: _____
Organization: Municipality of _____
Government unit: Taxes and Fees Sector.
Title of position: Head of Taxes and Fees Sector.
Position class: III (refer to guide no.1 of the Council of Ministers dated 13.6.2000).
Position level: 12 (refer to guide no.1 of the Council of Ministers dated 13.6.2000).
Base Salary: _____ lek a month.

Organizational Position



Purpose of the position: _____

To lead, plan, organize and manage functions, activities and the staff of the Sector in local tax collection administration mainly the registration of taxpayer and taxable objects, billing taxes and delivering bills within the Municipality of _____.

Head of Sector has the following main responsibilities and tasks:

1. Formulates the draft policies dealing with local taxes and fees their rates and types, in case there is discretion on that, and presents them to the immediate supervisor and the Mayor and once they are approved is responsible for their implementation.
2. Formulates policies dealing with the functioning, management and operation of the Sector and is responsible for their implementation.

3. Prepares the analyses, which will anticipate proposal on levying or removal of a certain tax or fee and change of rate, analyses to be presented to City Council and Mayor.
4. Prepares and follows up the annual Sector work.
5. Is responsible for the organization and running of works within the Sector.
6. Implement the legal framework and City Council acts on local taxes and fees.
7. Reports to the direct supervisor and Mayor on problems encountered in management of tax and fees registration and administration and proposes solutions.
8. Provides advises to the Mayor and City Council on issues related to Sector functioning.
9. Prepares project proposals to be submitted to City Council.
10. Prepares analyses to be submitted to City Council and reports.
11. Is responsible to provide for the working conditions according to the standards.
12. Prepare proposals for Sector's policies and programs.
13. Conducts analyses not at least once in three months.
14. Exercises controls.
15. Develops and maintains the Sector's regulation, submits it for approval to the immediate supervisor and Mayor and files an approved copy with the personnel sector.
16. Develops, jointly with his staff Sectors' mission, goals and objectives, individual office goals and objective.
17. Develops and approves, jointly with his staff, the work plan for each position.
18. Informs, in a written form his staff on their rights and the prohibited actions.
19. Receives and organizes the processing procedures of complains.

ANALYSIS OF THE FACTORS

Manarement and organization of the works of the position.

20. Submit to immediate supervisor and Mayor the proposal on the structure of Sector.
21. Prepares, together with the staff, the Sector's draft mission, goals and objectives and submits to direct supervisor and Mayor for approval.
22. Arranges, within the Sector, the separation of works, the implementation time frame, controls results and identifies problems and difficulties.
23. Identifies, jointly with staff, the material needs, office equipments and supplies.
24. Prepares the draft budget for material needs and submits it to the Finance Sector.
25. Guarantees, in close cooperation with the Administration Sector, the stand art working conditions for the staff.
26. Organizes the work for the full registration and continues up dating of the taxable objects and taxpayers.
27. Makes sure that the list with the calculated tax amount for each taxpayer is done on due time.
28. Organizes the work for the preparation on due date of the official tax collection periodic lists to be sent for co-signature to Mayor and afterward to the cashier office.
29. Prepares the proposal for the calendar of due dates to prepare bills, submission of the bills to cashier office, posting to the tax payers and due dates for tax payments and submits them to the direct supervisor and Mayor to be adopted afterwards from the City Council.
30. Signs, on due time the bills, to be sent to taxpayers.
31. Receives complains on tax amount calculation and checks the calculation answering the client on a written form within five working days.
32. Prepares, together with the staff, and approves the Sector's working processes and procedures.

33. Prepares the work plan for the inspection office.
34. Receives periodically information from the cashier office on tax collection level.
35. Prepares, together with the staff, and approves the Sector's regulation on functioning and operation and send a copy to the immediate supervisor and Mayor.

RESPONSIBILITY ON THE ADMINISTRATION OF FINANCIAL RESOURCES.

36. Prepares the Sector's draft budget dealing with policy and program implementation, equipment and supplies buying and submits it to direct supervisor and Mayor.
37. Is responsible for the administration and management of the Sector's budget.

RESPONSIBILITY ON THE ADMINISTRATION OF HUMAN RESOURCES - PERSONNEL.

38. Is responsible to implements the Civil Status Law and its by-laws on administration and management of Sector's personnel.
39. Develops and reviews once a year, or more frequent if necessary, jointly with each of his staff, the goals and objective to be set in their respective job descriptions.
40. Is responsible for his discipline and that of his staff during business time.
41. Is responsible for his ethics and that of his staff during business time.
42. Is member of the commission for the examination of the candidates to be hired to fill a position within the Sector.
43. Develops and reviews, once a year, the job descriptions of the staff and submits them or the proposed changes to the Mayor for final approval.
44. Submits, once a year, to the immediate supervisor and the Mayor proposals for changes in his job description to be finally approved.
45. Submits to the immediate supervisor and the Mayor the proposal for additional payments for good performance of Sector's staff.
46. Submits written paper with the specified disciplinary measurement taken against his employee in case he ha/she has failed to execute position goal and objective, City Council decisions, violated the rules of ethics, Sector's internal regulation, stating if the disciplinary action is written reprimand, reprimand with admonition demotion to a position of a lower level or category for a period of thirty days to one year, dismissal from civil service or delete disciplinary measurements. He/she should guarantee to his employee the right to be informed, heard, defended and to appeal to head of office immediate supervisor or Mayor (Civil Status Law no. 8549 dated 11.Nov.1999, Heading VIII, article 25).
47. Submits written proposal to the Mayor and immediate supervisor the lay off of his staff who have taken illegal actions, not implement City Council decisions, have abused with public money, have not fulfilled the assigned tasks, and agreed goals and objectives, have disobeyed discipline and ethics and sector's regulation submitted the necessary proves, a copy of which is send to personnel sector to be filed (Law n. 8549 dated 11/11/1999 chapter VIII, article no.25).
48. Prepares the annual evaluation report of each of his staff and send a copy of the results and documentation attached to the personnel sector. This evaluation is done based on the Municipal Personnel Regulation and the Guide no.2. dated 07/07/1999 of the Council of Ministers on "The evaluation system of annual individual achievements of the civil servant".
49. Is responsible for the evaluation of staffs performance on probation, and submits a copy to the Mayor/immediate supervisor together with his proposal for appointment, extension of the probation period up to 6 months, or leave from office.
50. Once in three months conducts a meeting with his staff to discuss needs for training, additional payments, improvement for work procedures, workload, and task division.

51. Once in three months submits to the personnel sector his training needs and those of his staff.
52. Submits to the Mayor /immediate supervisor request for leave in case of trainings, seminars, workshops, conferences or other work meeting and gets their approval. Prepares a report on for each participation and submits it to the personnel sector.
53. Approves the requests of the Sector's staff to receive vocation leave, birth leave, death leave, and non-paid leave.
54. Approves days off for his staff in case of trainings/seminars/working with other organizations towards which Municipality has engagement.
55. Sends to the personnel sector a summary report with all trainings, seminars he or his staff has participated.
56. Informs immediately the Mayor, the immediate supervisor and the personnel sector and also one of his staff in case he will be absent because of his or his family illness.
57. Guarantees a fair treatment for all his staff.
58. Deals with disputes among his staff.

REPORTING

59. Reports directly to the immediate supervisor and Mayor.
60. **In general** reports about policy implementation, taxpayers' registrations and billings, performance in leading, organizing and managing the Sector, budget use, programs' implementation, stall and indoor/outdoor public market management, relations with other municipal units and outside agencies, problems encountered in all these report related elements.
61. Reports to the **City Council** according to a predetermined scheduled period and referring to the structure of the report already approved by the City Council or any other structure he is asked.
62. Reports to the **City Council Commission**, assigned with local taxes, according to a predetermined scheduled period and referring to the structure of the report already approved by the City Council or any other specific structured information he is asked.
63. Reports to the **Mayor** according to a predetermined scheduled period and referring to the structure of the report already approved by the City Council or any other structure he is asked.
64. Reports to the **Management Group** according to a predetermined scheduled period and referring to the structure of the report already approved by the City Council or any other structure he is asked
65. Reports to the **Immediate Supervisor** according to a predetermined scheduled period and referring to the structure of the report already approved by the immediate supervisor or any other structure he is asked.
66. Reports to **other authorities** are done with the permission of the immediate supervisor or Mayor.
67. Prepares project proposals for the structure of each of the above mentioned reports and submits it for approval to reporting authority.
68. Prepares the six months and the annual report on Sector's management performance and budget use and submits them to the immediate supervisor and the Mayor.
69. Prepares the six months and the annual reports on situation of stall and open/indoor public markets and submits them to the immediate supervisor and the Mayor.

DECISION TAKING:

70. Takes decisions on the _____

1. CONTACTS AND COMMUNICATIONS, REPRESENTATION:

WITHIN MUNICIPAL GOVERNMENT.

- 71. Coordinates Sector's works and activities with the other sectors of the Municipality
- 72. Represents the Sector in joint meeting with other Municipal sectors.

OUTSIDE THE MUNIICPALITY.

With other Agencies.

- 73. Coordinates works and activities and keeps contacts with other public agencies outside the Municipality when dealing with implementing functions and responsibilities of the Sector.
- 74. Represent the Sector in joint bilateral or multilateral meetings with other public agencies outside the Municipality.
- 75. Represents the Sector at Court when there court cases against the Sector and defends technically the decisions of City Council or the Sector dealing with local taxes and fees.

With the Public.

- 76. Prepares proposal for public communication programs, on introducing new taxes and rates, raising citizens awareness their respective budgets and submits them to the Mayor for approval.
- 77. Participates in the meetings organized by the Municipality or other agencies, ONG-s or community groups dealing with issues of local taxes and fees.
- 78. Prepares the report on the findings and conclusions and sends a copy to the immediate supervisor and the Mayor.

9. KNOWLEDGES, SKILLS, EXPERIENCE.

KNOWLEDGE _____

Should have university degree on finance.

Operate computer using at least Word and Excel programs.

SKILLS: _____

Main skills:

- Judgment.
- Team work.
- Use of human resources
- Self initiative
- Innovative spirit.
- Self- organizing
- Written communication skills
- Oral Communications skills
- Quality of Service
- Technical skills

Management skills

- Organizational skills.
- Public communication skills.
- Ability to support work under pressure.

Be persistent in implementing position responsibilities.

EXPERIENCE _____

Should have at least 1 year of experience at Municipal Sector of Taxes and Fees.

Prepared by the analyst of works: Mr/Mrs _____
Dated _____

Approved

(Signature)

Director

Mr/Mr _____

Approved

(Signature)

MAYOR

Mr/Mrs _____

Municipality of _____

Dated _____

MUNICIPALITY OF ANYWHERE

EMPLOYEE PERSONNEL HANDBOOK

**MUNICIPALITY OF ANYWHERE
OFFICE OF THE MAYOR**

Dear New Employee

We at the City of Anywhere, are proud that you have decided to join our family of municipal employees and we look forward to a mutually rewarding relationship. Each and every employee is critical to the successful operation of our City. Everyone, including you, is important and necessary in our endeavor to serve our citizens.



I sincerely hope that you find working for the city a rewarding experience. We are here to help in any way we can - either through your direct supervisor or the Personnel Office.

Also, in City Hall is a suggestion box for the specific purpose of communicating directly with my office if you have an idea for making improvements. We are always willing to listen.

Again, we are pleased you have joined our fine staff. Welcome to the City of Anywhere!

Most sincerely yours,

Mayor, City of Anywhere

* * * * *

EMPLOYEE HANDBOOK/ FOLDER AND OTHER WRITTEN POLICIES

This employee handbook/ folder and written personnel policies contain various provisions relating to your employment. THIS HANDBOOK/ FOLDER AND THESE POLICIES ARE NOT A CONTRACT OF EMPLOYMENT. The provisions of this handbook/ folder and of our personnel policies are subject to change at any time by the City of Anywhere notwithstanding any of the provisions of this handbook/ folder or of any personnel policy, all the employees of the City of Anywhere are employees- at- will@ who may quit at any time for any or no reason and who may be terminated at any time for any or no reason.

CONTENTS

| Section | Page |
|--|-----------|
| Letter from the Mayor | 2 |
| Table of Contents | 3 |
| Welcome/Introduction | 4 |
| SECTION I: YOUR JOB | 5 |
| Employment | |
| Employment Opportunities | |
| Hours of Work | |
| Payday | |
| Types of employment | |
| Overtime Compensation | |
| SECTION II: YOUR RESPONSIBILITIES | 10 |
| Personnel Records | |
| Absence | |
| Excessive Absence | |
| Safety | |
| Use of City Vehicles and Equipment | |
| Secondary Employment | |
| Exit Interview | |
| SECTION III: YOUR BENEFITS | 14 |
| Leave- Annual and Sick | |
| General Leaves of Absence | |
| Holidays | |
| Hospital/ Medical Insurance | |
| Retirement | |
| Other Benefits | |
| SECTION IV: EMPLOYEE MANAGEMENT POLICIES | 23 |
| Rights and Duties of Employees | |
| Merit principles | |
| Employment of Relatives | |
| Policies for Corrective Action, Suspension, or Dismissal | |
| Grievances | |
| ORGANIZATIONAL CHART OF THE CITY OF ANYWHERE | |

WELCOME!

We welcome you as you begin your employment with the City of Anywhere and its Public Enterprise. Your job is critically important to the City. With your willingness to do good work and your cooperation with other employees, we will serve the citizens of the City of Anywhere in a conscientious and public spirited manner. Being a municipal government organization, we must present a competent, professional image in order to gain and maintain the confidence of those we serve. On and off the job, you represent the City of Anywhere.

Please note that this manual is provided for the employees of the Municipality and the Public Enterprise. Any references to the Municipality or Municipal Employees refers to both entities unless specifically noted otherwise. Additional rules and regulations pertaining only to the employees of the Municipal Enterprise can be found in the Collective Agreement. Copies of this agreement are available for inspection in the office of the Director of the Public Enterprise.

YOU ARE IMPORTANT

The City of Anywhere depends on you to carry out your responsibilities to the best of your ability. We want you to help become a productive staff member as quickly as possible. We encourage your growth and development and hope you find a challenging and rewarding career with the Municipality or Municipal Enterprise.

This handbook has been prepared to provide information about your job, benefits and services available to you, and the personnel policies and procedures which apply to you.

Read the information contained in this handbook very carefully. If you have questions about any information, consult your supervisor.

You will be trained by your supervisor to perform the duties assigned to you. Be sure to gain a clear understanding of your duties and how your work fits into the local team effort. Always, consult your supervisor whenever you have questions or problems. Communication is the key to your success.

INTRODUCTION TO THE CITY OF ANYWHERE

The City of Anywhere is a municipality of 30,000 persons. The Municipality and its public enterprise provide a wide variety of services to the citizens of the city. Included in these are the communal services including the supply of drinking water, sewer system, public hygiene, public illumination, traffic and public markets. In addition the municipality provides citizen services in the fields of preschool education, culture, sport, social and child care, basic medical services and the protection of animals as well as a variety of other services provided for under the law and of need to the citizens of the city.

The employees of the Municipality of Anywhere and its Public Enterprise are the key to the success of these services. It is important that they always be provided in a manner that keeps at its heart the fact that our citizens are our customers.

Section I



YOUR JOB



Section I

YOUR JOB

EMPLOYMENT

Selection of new employees is very important and the municipality takes its responsibility to be sure that we select each new employee carefully. We also provide equal opportunities for employment for all qualified candidates.

The general criteria for employment requires that:

1. To be a citizen of the Republic of Albania
2. To be over 18 years of age
3. To have adequate level of education in accordance with the Job Description for the position being considered
4. To have the necessary working experience as indicated in the Job description for the position being considered.
5. Not to be sentenced to a security measure of prohibition to perform certain profession, activity or duty; and
6. To be of good general health

Special requirements for employment of a municipal employee may be stipulated by the municipality or the public enterprise to insure that properly qualified applicants are hired. The Official Job Descriptions of the City of Anywhere are the documents on which these special requirements are noted. These job descriptions are open for inspection by prospective applicants in the Department for Administrative and Legal Issues, and at the Unemployment Bureau. The Municipality makes every effort to place applicants where they can make use of their experience and ability.

EMPLOYMENT OPPORTUNITIES

All opportunities for employment are advertised in a newspaper of general circulation and by announcement in the Unemployment Bureau. The municipality fills the vacancies only after public job announcements. The Committee of the Municipal Council responsible for personnel reviews all applications and provides a recommendation to the Mayor. The Mayor has the final responsibility and authority to select a candidate based on his judgement and choice.

In the case of the Municipal Enterprise the selection of candidates will be made by the Director of the Enterprise not more than 15 days after the close of the announcement period. When deemed appropriate the Director can require that prospective employees take a test to determine their suitability for the position. The results of the test will be used in employment consideration.

The positions of City Architect, Secretary of the City Council and Director of Public Works are exceptions to this rule. These positions are approved by the City Council upon recommendation of the Mayor.

HOURS OF WORK

The regular working hours are from 7:30 – 15:30, Monday through Friday for all employees for all employees. If there is a need for employees to work longer hours such request will be made by the Department or Division head.

Certain positions in the municipality require a modified working schedule. If this is relevant to you position your supervisor will explain your work schedule. Any deviation from a regular work schedule must be approved in advance by the Department/ Division Head.

Every City Employee is expected to be at work on time and as scheduled on a regular basis. Any employee not able to come to work should notify his/her supervisor immediately

PAYDAY

Salaries are paid on a monthly basis. Depending on the current state of the budget payday is normally the middle of the month following the month in which the salary was earned.

Consistency of performance is the primary consideration in payment of salaries. Employees will be reduced in salary in the form of penalties for unexcused days and reductions for sick leave, in accordance with existing regulations.

TYPES OF EMPLOYMENT

Generally all employment in the City of Anywhere is full time employment based on the official job descriptions of the municipality. These job descriptions are held in file at the office of Administrative and Legal Issues. They are also used for all formal announcements of employment opportunities. The city reserves the right to create positions that are part time and/or temporary based on the needs and requirements of the municipality or the enterprise.

The City of Anywhere has the following five (5) types of employment classifications:

1. **Full-time:** A full-time employee who satisfactorily passes the probationary period attains regular status.
2. **Probationary:** An employee hired to fill a full-time position. All new employees are subject to one- year probationary period during which time the employee will be evaluated for regular employment. During the probationary period:
 - The employee may be terminated by the Department Head without cause;
 - The employee is not entitled to a hearing before the grievance committee;
 - The employee may resign without giving notice.
 -

(Note: Specific time frames for the probationary period of the Enterprise are elaborated on in the collective agreement)

3. **Regular part-time:** An employee hired for an unlimited period of part-time

employment.

4. **Temporary:** An employee hired for a limited period of full-time employment during the year. Positions in this category may develop due to special projects or additional workload for a limited period (often seasonal). Normally, the work week in this classification of employees would consist of 30 to 40 hours per week.

5. **Temporary/ Part-time:** An employee hired under the same conditions as a temporary employee, but whose services are needed on a part-time basis only. The work week for this classification of employees would be less than 30 hours per week.

The following regulations apply to temporary and temporary part- time employees:

1. They may be hired without regard to most of the policies and procedures in the Personnel Manual.
2. They will not be entitled to any of the leave that accrues to regular employees.
3. They are not subject to the rates of pay established by the pay plan.
4. They are not entitled to any fringe benefits.

(Note: All employees will be asked to sign a statement at the beginning of their employment stating that they have read the information and waive any and all rights not specifically provided for in this manual.)

PLACE OF EMPLOYMENT

Normally the employee will be deployed to a specific work place as noted at the time of hiring. However, the municipality reserves the right to re-deploy an employee under circumstances determined by the Mayor or Enterprise Director, or their designees, to be in the best interest of the Municipality. Such circumstances include:

- Need to replace an absent worker
- For Work of need or interest to the enterprise
- If it is expected that an employee could achieve better results in another position
- If the employees current position is abolished or the work load diminished
- If a another critical position is vacant
- If there is a direct health threat to the employee
- If the scope of work increases in another position
- On the request of the employee - with the agreement of the Mayor or Director
- If the employee does not make average results in his/her current job.

OVERTIME COMPENSATION

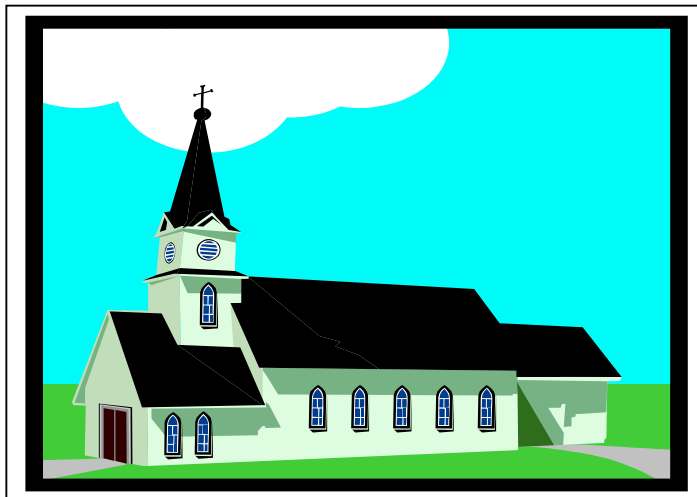
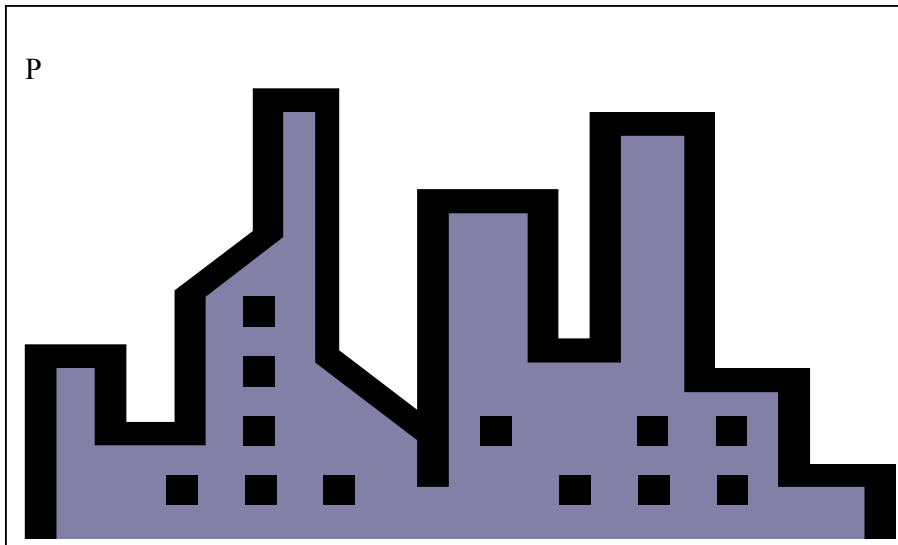
Overtime compensation is granted for work performed beyond the normal 40 hours per week. Such occasions are very rare and only your supervisor determines if overtime is necessary, and overtime must be approved for by your supervisor in order to be paid as such.

For municipal employees compensation for approved overtime will be in the form of compensatory time off granted in lieu of cash payment.

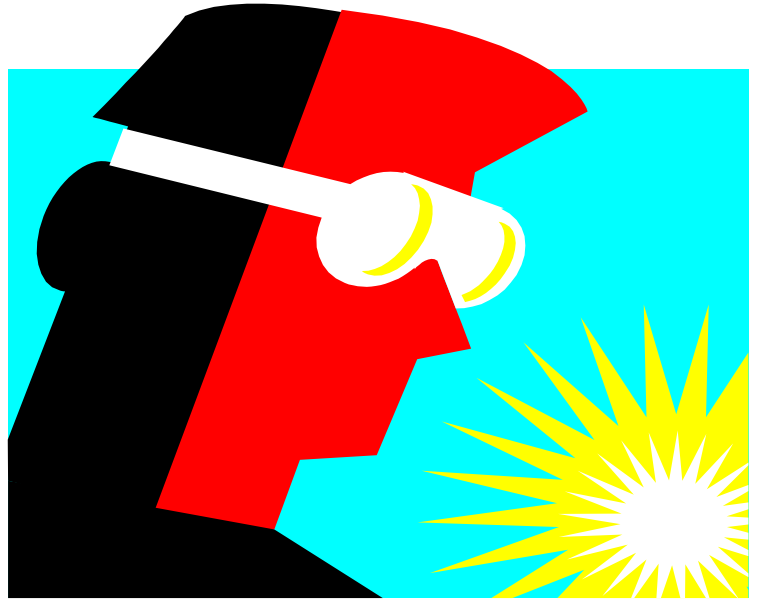
In the case of Enterprise employees the collective agreement provides that the basic salary of the worker shall be increased at least by hour.

- for work longer than the full working time - 35%
- for work at night - 35%
- for work in shifts - 5%

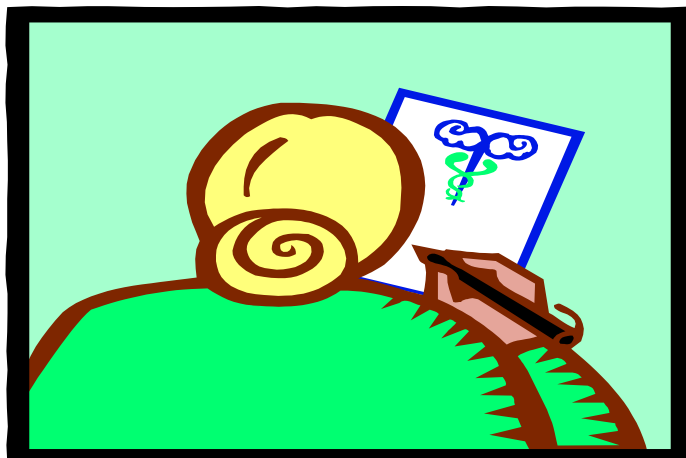
For work on holidays determined by law, the worker has the right to a compensation to the normal salary which belongs to him and a salary for the hours spent at work increased by 50%.



SECTION II



YOUR RESPONSIBILITIES



SECTION II

YOUR RESPONSIBILITIES

You represent the City of Anywhere to you family and friends, members of the public and other government officials. The impression you give through your work, your personnel communications, and you appearance influences what people think of the City of Anywhere. You are our best public relations agent. You are expected to conduct yourself in a professional manner at all times.

PERSONNEL RECORDS

Each new employee is required to sign a statement authorizing verification of information given on his/her application for employment. Those who show one or more years of post-secondary education may be required to submit a transcript from the institution indicated.

It is important that the Department of Administrative and Legal Issues be informed as soon as possible of any changes in your present status, or in the event that you plan to leave the municipal employment. This information is necessary for proper administration of records

A change in status might include:

- A change in name (through marriage or otherwise)
- A change in address
- A change in number of dependents
- A change in beneficiary on you insurance policy

VOLUNTARY TERMINATION

In the event you plan to leave City employment for any reason you are required to notify your department head or supervisor at least one month in advance of your leaving in order that a replacement may be obtained, unless otherwise provided by the law.

ABSENCE

Employees will be held responsible for calling in, or having someone call in on a timely basis to notify his/her department when sick, out with an on-job-injury, or absent for any reason. Failure to call in when absent as instructed by your supervisor or department head could result in disciplinary action, leading to termination

EXCESSIVE ABSENCE

Excessive absence is considered to be:

1. Absence from work more than three (3) consecutive working days without proper notification to the employee's department.
2. Absence from work without reasonable cause three (3) times in thirty days, or a total of six days during the year.
3. Frequent or chronic absence or tardiness which interferes with departmental operations, even though there is reasonable cause.

A supervisor has the right to require a doctor's certificate to verify an illness that exceeds three (3) days.

AN EMPLOYEE WILL BE DISMISSED FOR EXCESSIVE ABSENTEEISM

SAFETY

Accidents don't just happen, they are caused by unsafe acts or unsafe conditions. Every year, too many workers throughout the nation suffer pain, inconvenience, loss of time and loss of life through on-the-job accidents.

Safety is everyone's responsibility. The City does everything it can to maintain safe working conditions, and to train you in the safe way to perform your job. We cannot do this without you. We need your support.

YOU ARE RESPONSIBLE FOR REPORTING ALL WORK RELATED ACCIDENTS TO YOUR SUPERVISOR IMMEDIATELY, NO MATTER HOW MINOR THEY APPEAR TO BE.

USE OF CITY VEHICLES AND EQUIPMENT

Automobiles, motorcycles, trucks, and other vehicles and equipment are provided to facilitate the work of the City and to attend to public business. UNDER NO CIRCUMSTANCES WILL CITY EQUIPMENT, MATERIALS, OR FACILITIES BE USED FOR PERSONAL BUSINESS.

Generally, employees who damage municipal or enterprise equipment, through negligence or their own fault are obliged to compensate for the damage. Employees hired or promoted to a Driver's position must agree to abide by the A Schedule of Charges for all drivers. If you are involved in an accident while operating a City vehicle, these charges will be made only when City property is damaged due to your negligence. Amounts to be collected in restitution will be made by payroll deduction.

SECONDARY EMPLOYMENT

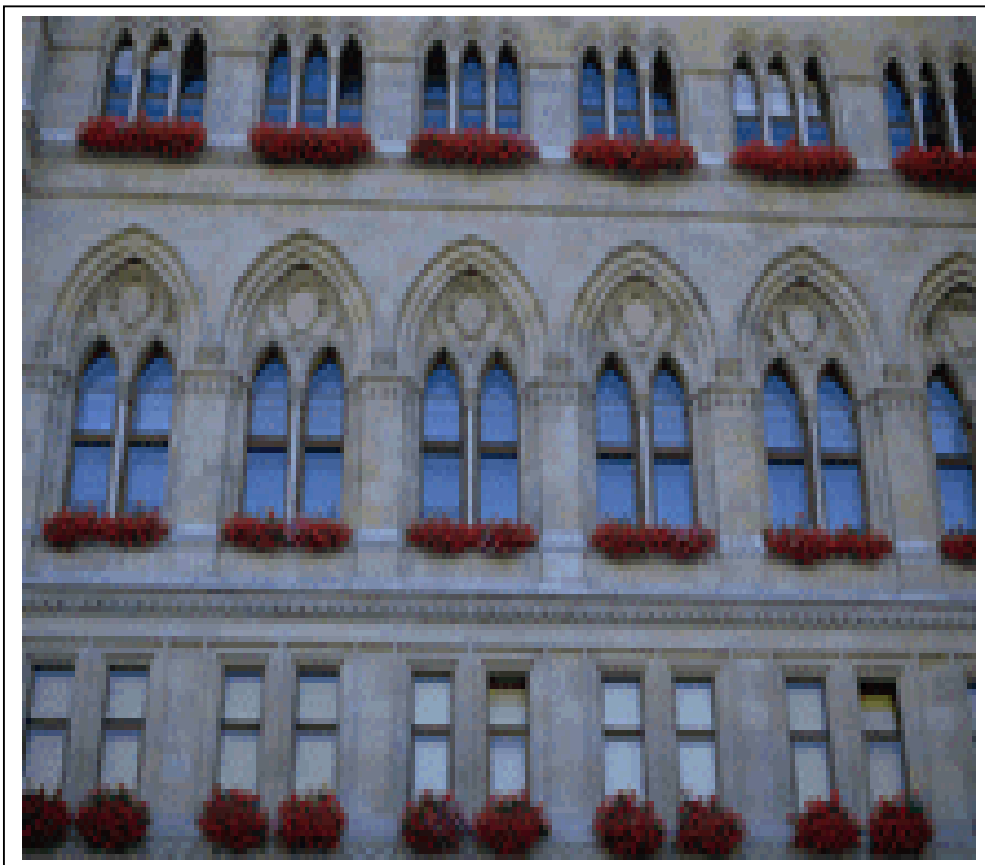
City of Anywhere employees may accept secondary employment provided that it in no way constitutes a conflict of interest or in any way compromises your position or that of the

City. Permission for secondary employment should be obtained, through your supervisor, from your department/ division head. Permission may be revoked if the outside employment affects your normal competence in the performance of your job.

EXIT INTERVIEW

All- full time employees are asked to schedule an exit interview prior to their departure from City employment. This conference is to ensure that City assets have been accounted for, that personnel records are completed , and all personnel liabilities to the City have been cleared. This conference will also allow you to discuss your reason for leaving and any positive or negative about aspects of your term of employment with the City.

* * * * *



SECTION III



YOUR BENEFITS



SECTION III

YOUR BENEFITS

The benefits offered by the City of Anywhere are as follows:

ANNUAL LEAVE

As an employee of the City of Anywhere you will earn annual leave according to the following schedule. The longer you work, the more annual leave you are granted. The schedule for the increasing of annual leave is as follows:

Employees are entitled to annual leave during the course of one calendar year of a minimum of 18 and a maximum of 26 working days.

Employees who have not accumulated one year of work in the calendar year in which they have commenced employment, are entitled to annual leave of two working days for each month of employment, but not exceeding 18 working days.

The duration of annual leave for employees working under specific working conditions is determined by branch collective agreements, however, it may not exceed ~~36~~ 26 working days.

The duration of annual leave is determined by the employer particularly on the basis of: the length of working experience, the complexity of the working duties, the working conditions and the employees state of health.

Although it is the intent of the City of Anywhere to insure that its employees have sufficient and timely leave to be with their families and get adequate rest, it is also the municipality's responsibility to insure that the commitments of the municipality and the Municipal Enterprise are carried out. Therefore, specific authorization for annual leave is based on a request from the employee and a final schedule approved by the Mayor.

Annual leave is granted each year but is not cumulative. Employees must plan to use annual leave during the year it is granted or the benefit will be lost.

GENERAL LEAVE OF ABSENCE

In accordance with the Law on Working relations, the employees of the Municipality of Anywhere can be granted a general leave of absence for special circumstances. These include:

Pregnancy, and maternity leave
Weekends
Child Care
Redeployment
Vocational Training
Military Exercise
Death of a Family Member.

The specifics of the policy can be found in the Law on Labor Relations, Section III, Part 2, Article 40-54. Any issues not addressed here are be found in the Labor Relations Law referred to above. If you have questions about the specific provisions of this law, please contact the Department for Administrative and Legal Issues.

HOLIDAYS

City of Anywhere employees observe the following holidays:

| | |
|----------------------|----------------------------------|
| New Year=s Day | Independence Day (8 September). |
| Christmas (Orthodox) | Easter (Orthodox) |
| Labor Day (May 1&2)) | |

Others may be designated at the discretion of the Parliament.

In the very rare case when an employee is required to work on a holiday he will be compensated with an additional salary as specified in the collective agreement

HOSPITAL AND MEDICAL INSURANCE

Employees of the City of Anywhere are provided with medical insurance benefits in accordance with the laws on Health Insurance and the regulations of the Ministry of Health.

With each payment of salaries the Municipality pays the Ministry of Health the required premium and employees are provided with the Identity cards needed for proper identification in Medical facilities.

RETIREMENT

Employees of the City of Anywhere are provided with retirement benefits in accordance with the Law on Pension Insurance as provided by the Republic of Albania. The pension payments into the fund are made by the municipality on behalf of the employees at the time of each payment of salaries.

OTHER ALLOWANCES

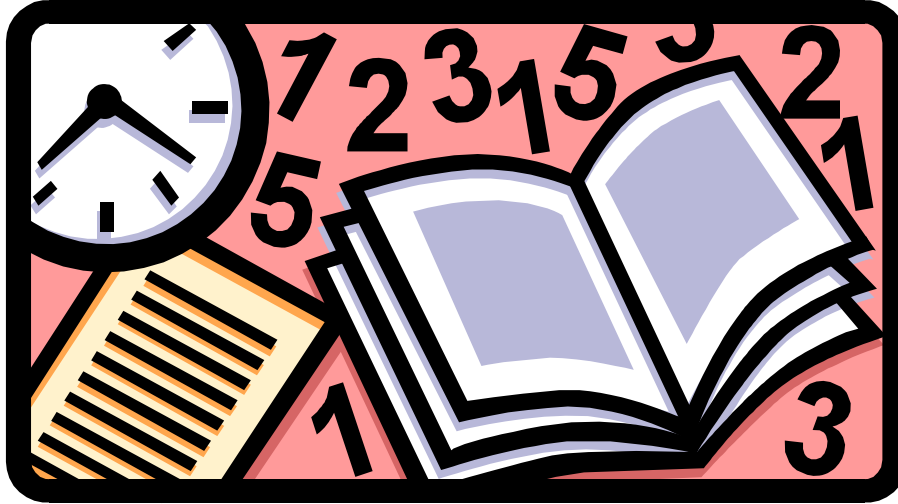
The City of Anywhere also provides other miscellaneous benefits for all employees. These include:

1. A food allowance in the amount of 25% of the average monthly salary of an employee is provided to all employees on a monthly basis.
2. A Travel Allowance in the amount of 700 Denars per month is provided to all employees who live over 2 km from their working place.
3. When sufficient funds are provided in the budget, a vacation allowance in the amount of 60% of the average monthly salary of an employee in the Republic of Albania is provided once a year.

* * * * *



SECTION IV



MANAGEMENT POLICIES AND PROCEDURES



SECTION IV

MANAGEMENT POLICIES AND PROCEDURES

RIGHTS AND DUTIES OF MUNICIPAL EMPLOYEES

The rights and duties of the Municipal Employees are generally governed by the Law on Civil Servants. Specifically:

Municipal employees are obliged to perform their activities conscientiously, professionally, efficiently, orderly and timely in accordance with the Constitution of the Republic of Albania and the Laws of the Republic and the General Acts of the Municipality of Anywhere.

The municipal employee shall be obliged to perform his activities impartially and without pressure and influence of political parties, refrain from imposing his/her own political beliefs, not be governed by personal financial interests, refrain from misuse of authorizations and the civil servant status and protect the reputation of the Municipality of Anywhere.

MERIT PRINCIPLES

THE EMPLOYMENT POLICIES AND PROCEDURES OF THE CITY OF ANYWHERE WILL BE BASED ON THE FOLLOWING MERIT PRINCIPLES:

1. Recruiting, selecting and advancing of employees will be on the basis of their relative ability, knowledge, and skills, including open consideration of qualified applicants for initial appointment. Recruiting efforts will be planned and carried out in an a manner that assures open competition. Selection procedures will be job related and will maximize validity, reliability and objectivity; selection procedures for promoting employees to higher level positions must provide eligible permanent employees an opportunity to be considered and adequately assure that all persons promoted are qualified for the position.
2. Equitable and adequate compensation will be provided and maintained on a current basis in order to assure a high quality public work force.
3. Employees will be trained as needed to assure high quality performance.
4. Employees will be retrained on the basis of their satisfactory performance and provisions will be made for encouraging their best performance and for providing an opportunity to correct unsatisfactory performance, and for separating employees whose unsatisfactory performance cannot be corrected.
5. Fair treatment of applicants and employees in all aspects of personnel management without regard to political affiliation, race, color, religious creed, national origin, age,

disability or other non-merit factors and with proper regard for their privacy and constitutional rights as citizens will be assured.

6. Employees will be protected against coercion for partisan political purposes and will be prohibited from using their official authority for the purpose of interfering with or affecting the result of an election or a nomination for office.

EMPLOYMENT OF RELATIVES

Employment of relatives is permitted provided that the employment be in different departments/ divisions, and provided that the employment will not result in one member of the family supervising or having influence over the employment, promotion, salary administration, or other related management or personnel considerations of another family member.

POLICIES FOR CORRECTIVE ACTION, SUSPENSION, AND DISMISSAL

The City of Anywhere follows the Law on Labor relations with respect to its disciplinary policies and procedures. The following policy stipulates the conditions under which an employee may be dismissed for cause:

Employment may terminate through notice received from employers should employees be provided with working prerequisites and appropriate instructions, guidelines or written notification from employers stating their disapproval of the working performance, and should employees fail to improve their work after 30 days from the expiration date of the provided instructions, guidelines and notifications.

Corrective Action , Suspension, or Termination of Employment (at the discretion of the Mayor) may occur through notice received from employers due to transgression of the working discipline or nonfeasance of the responsibilities determined by law, the collective agreement and the employment contract particularly for:

- 1) disobeying the rules of order and discipline prescribed by employers;
- 2) nonfeasance or dishonest and delayed performance of the working duties;
- 3) disregarding regulations pertaining to the fulfillment of the working duties;
- 4) disregarding the scheduled working hours;
- 5) failing to request leave or to notify employers promptly when taking leave;
- 6) unapproved leave during three consecutive working days or five discontinued working days in the course of one year;

- 7) failing to notify employers within 24 hours of absence from work due to illness or justified reasons;
- 8) misuse of sick leave;
- 9) deficient handling of the instruments of labor or disobeying technical working instructions;
- 10) failing to notify employers immediately of damages, defects or losses caused in the process of work;
- 11) disobeying regulations for protection against illnesses, protection at work, from fire, explosions, harmful effects of poisons and other dangerous substances and violating the regulations for protection of the environment;
- 12) deficient handling or not maintaining the means and equipment for protection at work;
- 13) consuming alcohol and narcotics;
- 14) illegal and unauthorized use of means belonging to the employer;
- 15) committing theft or causing damages to the employer due to extreme carelessness;
- 16) misusing and transgressing granted authorization and
- 17) revealing business and other secrets.

Other transgressions of the order, discipline and responsibilities at work may be determined by law and the collective agreement.

GRIEVANCES

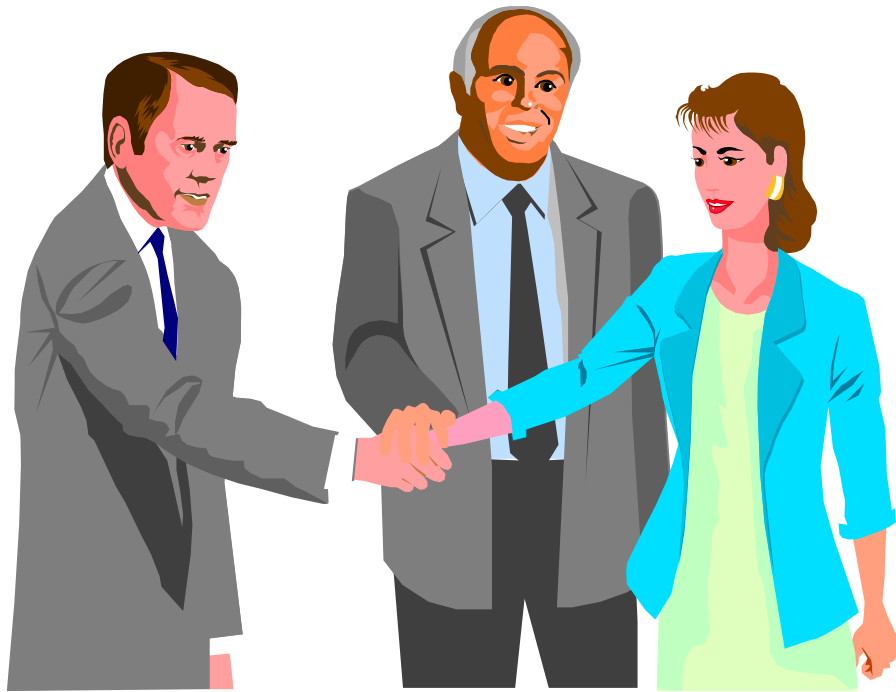
The Municipality of Anywhere has a grievance procedure in place for any employee who has a complaint regarding unfair or unlawful action taken in violation of rights under City policies as they relate to employment. This includes, but is not limited to, discharge, suspension, involuntary transfer, and demotion.

The steps are outlined in the grievance procedure must be followed by the employee when a complaint occurs. Grievance procedure information may be obtained through the Office of Administrative and Legal Affairs if needed. Temporary and probationary employees are not eligible for a grievance hearing.

The specific provisions for Enterprise employees, according to the collective

agreement can be found in articles 117-122 of that agreement.

**THE MUNICIPALITY OF ANYWHERE
APPRECIATES YOU!**



THANK YOU!

APPENDIX 4 - SAMPLE EMPLOYEE EVALUATION FORM

City of Anywhere

PERFORMANCE EVALUATION

Category: Labor/Trades Date _____

Employee Name: _____ Department/Division _____

Report Period From: _____ To: _____

Type of Report _____
(probation, annual, special)

* * * * *

Code: Not Applicable =N/A, Unsatisfactory = 1, Improvement Needed= 2, Competent=3
Good=4, Very Good=5, Outstanding=6

PERFORMANCE FACTOR = The level of effectiveness to which the employee meets the following criteria:

| | Code |
|---|-------|
| 1. APPLYING JOB SKILLS | |
| a. Demonstrates the skills and knowledge required to do the job | _____ |
| b. Recognizes shortcomings to skill and seeks to correct them | _____ |
| 2. WORKING INDEPENDENTLY | |
| a. Is capable of working at locations with the supervisor is not on site | _____ |
| b. produces work of acceptable quality regardless of the closeness of supervision | _____ |
| 3. LEARNING NEW SKILLS | |
| a. Learns new techniques to help insure cost effective and quality work | _____ |
| b. Shows improved performance based on review by supervisor | _____ |
| c. Uses information from assigned training | _____ |
| 4. USING AND MAINTAINING EQUIPMENT, TOOLS AND VEHICLES | |
| a. Properly uses and maintains the equipment and tools of the job | _____ |
| b. Safeguards tools and equipment against loss or theft | _____ |
| 5. WORKING WITH OTHER EMPLOYEES | |
| a. Works well with other employees in the unit | _____ |
| b. Works cooperatively with others and creates an attitude of teamwork | _____ |
| 6. FOLLOWING SUPERVISORY DIRECTION | |
| a. Accepts work assignments from supervisors without complaint | _____ |
| b. Follows supervisor's direction regarding how is to be done. | _____ |
| c. Shows efforts to improve in areas when discrepancies are noted | _____ |
| 7. ASSISTING IN TRAINING NEW EMPLOYEES | |
| a. Assists or trains inexperienced peers or lowest level employees | _____ |
| b. Observes the work of inexperienced crew and provides assistance | _____ |
| 8. DOING QUALITY WORK | |
| a. Show a consistently low level of errors | _____ |
| b. Notices and corrects his own mistakes | _____ |
| 9. DEALING WITH THE PUBLIC | |
| a. Is courteous in answering questions from the public | _____ |

- b. Listens to complaints from public and attempts to answer questions _____
 - c. Keeps public's convenience in mind when work involves interruptions _____
 - d. Works to develop a positive image of the Municipality _____
 - 10. USING WORK TIME EFFECTIVELY
 - a. Uses available work time and approaches work in an organized manner _____
 - b. Stays at work until the job is done; avoids leaving the job unfinished _____
 - 11. COMMUNICATING EFFECTIVELY
 - a. Understands information when it is communicated by others _____
 - b. Follows written and oral direction required to perform the job _____
 - c. Accurately relates information to supervisors or co-workers _____
 - 12. ATTENDANCE AND PUNCTUALITY
 - a. Conscientious about work attendance _____
 - b. Requests leave in advance in order to help department scheduling _____
 - c. Does not abuse break privileges and lunch hours _____
 - 13. WORKING UNDER PRESSURE
 - a. Performs under pressure from deadlines _____
 - b. Adapts to new changing situations and retains composure _____
 - 14. SELF-DISCIPLINE
 - a. Does not allow personal problems to affect productivity _____
 - b. Confines personal business and personal calls to a minimum _____
 - 15. SAFETY AND PHYSICAL CONDITION
 - a. Work methods consider safety for self and others _____
 - b. Demonstrates the physical energy and endurance needed for job _____
 - c. has the general health needed in relation to the job assignment _____
- TOTAL POINTS _____

COMMENTS SHEET

STRENGTHS: (specify)

WEAKNESS: (specify)

I certify that this report represents my best judgement of the employee:

Signature of Supervisor Title Date

I certify that this report has been discussed with me

Signature Date Employee

| Score Sheet for Labor Trades Category | | |
|---|--------------------|-----------------|
| (based on 43 coded grades with maximum possible score of 258) | | |
| Coded Grade | Performance Level | Aggregate Score |
| 6 | Outstanding | 258-216 |
| 5 | Very Good | 215-173 |
| 4 | Good | 172-130 |
| 3 | Competent | 129- 87 |
| 2 | Improvement Needed | 86- 44. |
| 1 | Unsatisfactory | 43 - 0 |

APPENDIX 5 – DEFINITIONS OF TERMS

Ed.Note: *These definitions were taken primarily from the Sample template found in Appendix 1, however, they can be construed to be the definition of the words anywhere in this manual unless otherwise noted.*

Definitions.

Unless another meaning is clearly indicated from the context, as used in this title:

Actual service: The number of regular paid hours accumulated by an employee in a class or title.

Agency: Agency is any department, administration, board, body or authority possessing separate and independent powers and functions and recognized as such by the department of citywide administrative services.

Agency Head: Agency head is the head of an agency.

Announcement: Announcement is the official notice of examination.

Applicant: A person who has filed a timely application for a position.

Appeal: A request for hearing, which meets the requirements of this City Statute and is filed with the Personnel Director.

Appointment: The designation by proper authority of a person to become an employee in a position.

Appointing authority: means a person or City board or body authorized by City Statute to make appointment to positions in the City service.

Candidate: A person whose application has been accepted for an examination.

Certifying Agency: Certifying agency is an agency, which administers and certifies eligible lists for classes of positions unique to such agency.

Statute: The City Statute of X.

City: refers to the municipality in question

City Council means the City Council, governing elected body, of the City of X.

Class or classification: A position or group of positions in the City classified service sufficiently similar in duties, responsibilities, qualifications and examination requirements and authority to permit the same descriptive title, calling for similar qualifications, the same schedule of compensation and the same salary grade may be equally applied thereto.

Classification plan: All the classes established under the provisions of the City Statute and this Regulation.

Compensation: Compensation is the annual salary attaching to a position or its equivalent if stated by the day, week, month, hour or other unit. Maintenance in the form of board and lodging or its monetary equivalent as duly fixed may also be included therein.

Day: Day is each day of the week, calendar day; provided, however, if the last day for completing action on any matter is a Saturday, Sunday or holiday, it shall be the next business day.

Demotion means the movement of an employee from a higher class to a lower class, for cause.

1. Involuntary demotion - the disciplinary demotion of an employee for cause.
2. Voluntary demotion - the demotion of an employee in order to retain employment upon imminent layoff, or for other non-disciplinary reasons.

Department: A functional unit within the municipality responsible to the Mayor and designated as a department of city government. Each department is headed by a department head.

Director: The Director of the Department of Personnel Services, to whom is delegated certain powers and duties under this Regulation.

Discrimination complaint: A complaint that a personnel action was motivated by prohibited discrimination.

Discharge: A separation of an employee from City employment for cause.

Eligible: A person who has qualified through examination or other procedures, as defined in the Rules, to be certified for City employment.

Eligible register: A list of persons who have been found eligible for City employment in a particular class.

Employee means a person employed in a position on a full- time or part-time basis.

Employing unit means any department of the City and, within the Executive Department, any office created by City Council ordinance.

Equal employment opportunity: A directive that the hiring of persons into classified service shall be based solely on job related standards regardless of race, color, religion, age, sex, national origin, handicap, sexual orientation, marital status or political affiliation.

Examination: The overall process by which the department of citywide administrative services or other examining agency tests, evaluates or investigates the fitness and qualifications of applicants. Examinations are of three categories:

1. Open Examination - An examination open to application by qualified employees and the general public.
2. Promotional Examination - An examination open to application by qualified employees in the classified service.
3. Noncompetitive Examination - An alternate selection process developed in accordance with Section 4-301(5) of the Charter.

Examining Agency: Examining agency is an agency which schedules and conducts non-written promotion examinations for positions in that agency.

Exclusive representative: The labor organization, which as a result of certification by the Employment Relations Board or recognition by the City, has the right to be the collective bargaining agent of all employees in an appropriate bargaining unit.

Exempt employee: One who serves at the discretion of the appointing authority in a position which is exempted by the City Statute from compliance with this Regulation regarding selection,

discipline and discharge of employees, and appeals of personnel actions to the Civil Service Commission.

Full-time position: A position normally requiring the full services of an employee for at least nine-tenths of the normal working hours of a biweekly payroll period, or other work period established on a continuing basis.

Grade or Salary Grade: Grade or salary grade is the order or standing of a position with reference to the full-time annual compensation attaching to it or, if compensation be paid on other than a full-time per annum rate, then the equivalent of such rate as determined by the commissioner of citywide administrative services.

Grievance: A dispute between an employee and his/her supervisor(s) or employing unit based upon the employee's good faith belief that an aspect of his/her employment has been adversely affected and desire for remedial action.

Inappropriate pressure: Any suggestion (oral or written communication) to any City employee, the effect of which would either: (a) preclude job advertising and open consideration of qualified applicants, or (b) result in the selection of an employee for reasons other than relative ability, knowledge or skill.

Hiring authority: The Mayor, to whom authority has been delegated, according to the Law " _____ " no. _____ Dated _____, to make appointments in the classified City service.

Job share: A full-time position designated by the appointing authority, which is or may be shared by two employees.

Lay off: Separation without prejudice of a permanent or probationary employee from the classified service and suspension of pay because of a lack of funds, lack of work, curtailment of work, through City Government Structure reorganization or other involuntary reasons.

Misconduct: A the intentional violation of a standard of conduct established by City statute, ordinance, rule, regulation, policy or directive, or other effective common law, or the violation of such standard as a result of recklessness or gross negligence.

Month: One calendar month.

Nepotism: Favoritism by an appointing authority or manager shown toward a subordinate employee or applicant because of a family relationship between two individuals.

Period of Service: In computing the length of a period of service in order to attain a prescribed eligibility requirement, whenever the first working day is immediately preceded by a Saturday, Sunday or public holiday, or a combination thereof, such "period of service" shall be deemed to commence on the day following the last work day preceding the Saturday, Sunday or public holiday, or combination thereof.

Part-time position: A position requiring the full services that has been designated as "part-time" in, and created by, the annual budget or by another City ordinance and that requires at least half but less than nine-tenths of the an average of twenty (20) hours or more but less than forty (40) normal working hours of a weekly payroll period, on a continuing basis during a calendar year.

Permanent employee: An employee who has satisfactorily completed probation and is employed

in either a full-time or part-time position.

Personnel action: Any action taken on behalf of the City with reference to an employee, an applicant for the classified service or a classified position.

Personnel rules: The rules promulgated by the Director in order to implement and maintain the provisions of this Regulation.

Position: A group of current duties and responsibilities assigned by an appointing authority, requiring the services of one person on either a full-time or part-time basis, for a particular office or employment in the civil service

Position Classification: Position classification is a grouping together under common or descriptive titles of positions that are substantially similar in the essential character and scope of their duties and responsibilities and in the qualification requirements thereof.

Position Reclassification: Position reclassification is the reassignment of a position or positions from one class of positions to a different class of positions.

Probation: A working trial period for a stated term during which the employee is evaluated for fitness in the actual performance of the duties of the position.

Probationary employee: An employee who has been appointed to a position within the classified service but who has not completed a six (6) months period of probationary City employment.

Prohibited discrimination: Discrimination prohibited under any state, City of X ordinance based upon race, color, national origin, sex, religion, age, marital status, or handicap of an individual or class of individuals; family relationship, or handicap of any other person or class of persons with whom an individual associates; or discrimination because an individual has opposed prohibited (unlawful) discrimination, filed a discrimination complaint, testified, assisted or participated in any manner in any proceeding regarding prohibited (unlawful) discrimination or has attempted to do so.

Promotion: A change in status, any appointment, of an employee from a position in a lower class to a position in a class for which the maximum rate of pay is higher and which occurs subsequent to an employee's initial appointment.

Publish: The term "publish" means making a public announcement by advising the public or making known of something to the public or bringing before the public either by posting publicly and conspicuously in the office of the department of citywide administrative services or other appropriate agency or printing or causing to be printed and to issue from a newspaper, or such other distribution or circulation as the commissioner of citywide administrative services deems appropriate.

Recall: The reemployment of a former employee who was laid off due to lack of funds, lack of work, curtailment of work, through City Government Structure reorganization or other involuntary reasons.

Reclassification: The assignment of an existing position from one class to another class, based upon significant changes in the kind, difficulty and/or responsibility of duties.

Reduction: The movement of an employee from a higher-paid position to a lower-paid position, not for cause.

Regular employee: An employee who has been appointed to a position within the classified service and who has completed a six (6) months probationary period of employment.

Regulation: Regulation is a resolution of the commissioner of citywide administrative services setting forth policy or procedures for the effectuation of the provisions of the civil service law of the and the rules of the commissioner of citywide administrative services, which shall not be inconsistent with or supersede the civil service law or the rules.

Reinstatement: The reappointment of a former City employee, who has voluntarily separated from City service, to a previously held classification.

Resignation: The voluntary action of an employee, which separates the employee from the City service.

Seniority: A regular employee's length of continuous service in his or her present class and all higher classes since original regular appointment to that class, including all periods of unpaid leave of absence or suspension that are for less than fifteen (15) days.

Separation: Termination of employment for any reason. Reasons for termination include discharge, layoff, resignation, retirement and death.

Service Rating, Performance Rating, or Performance Evaluation: Service rating, performance rating, or performance evaluation means a rating or evaluation of an employee for performance in a position as defined in the rules or regulations of the commissioner of citywide administrative services.

Status: The standing of an employee with respect to right and tenure. The types of status are:

1. Permanent - An employee who has been retained in a position after satisfactory completion of probation as provided in the Rules.
2. Probationary - An employee who has been certified and appointed but who has not yet completed probation provided herein.

Suspension: An temporary involuntary discontinuation of an employee from employment, with or without pay, for a specified period, imposed by an appointing authority for disciplinary purposes or during the investigation of a disciplinary matter, which charges could result in discharge. or demotion.

Temporary worker: A person who is employed to fill a temporary, emergency or short-term need. The term includes persons employed in seasonal or intermittent positions and workers employed less than an average of twenty (20) hours per week during a year. Except as may be provided by City ordinance or labor contract, temporary workers shall be exempt from the provisions of this Regulation.

Test: Test is a major subdivision of an examination.

Title: Title is the designation of a position based upon its duties and functions.

Transfer: Reassignment of an employee in one position to another within the same classification.

Vacancies: A budgeted position, which has been declared by the appointing authority to be vacant and authorized to be filled.

Appendix 6 – Albanian Civil Service Sample Evaluation

ANEX _____

ANNUAL EVALUATION FORM

End of year _____

Part A

General personal data

First name

Surname

Position

Date of birth

Date of starting the work
at current position.....

Date of beginning the work
in civil service

Part B

General goal of the position.....
.....
.....
.....

Objectives of the position
(rank according to the importance)

Show the level of evaluation
for each of the objectives scale 1-4.

1.
.....
.....

2.
.....
.....

3.
.....
.....

4.
.....
.....

Part C

Level of Main Skills.

Show the level achieved for each skill - scale 1-4.
Untested skills should be signed with x.

Leadership

Judgment

Team work

Use of resources

Vetënitja

Spirit of initiative

Self- organizing

Written communication skills

Aftësia komunikuese me gojë

Qualità of Service

Technical skills

Parti D

General evaluation of the supervisor

(i) Reporting official

General comments showing any specific advantage of the employee and any field or skill where there is a need for improvements.

.....
.....
.....
.....
.....
.....

Have conducted the evaluation applying the requests of the Guide on Evaluation and think the overall level of the employee performance at work is:

[1-very good; 2-good; 3-acceptable; 4-not acceptable]

Full name/Signature
Position

Level.....
Date.....

Appendix 7 – Albanian Personnel Information Form.

Annex 2 of the Council of Minister’s Decision Nr. 355 of 7.7.2000, proscribes the mandatory items that must be included in the file of each civil servant. Although not applicable to all public officials in the country, the list represents a good basic data base of information and could be used as the basic list for use by municipalities and other public entities.

The Council of Minister’s decision only lists the items to be included. In the following these items are presented in af a convenient usable format, for use in a personnel department. The actual design of the form is not required and should be modified to meet the needs of the individual organization.

Form on following page