ASSESSING CHALLENGES IN PUBLIC APPOINTMENTS AND RECRUITMENT PROCESSES IN CHRIS HANI DISTRICT MUNICIPALITY: A CASE STUDY OF HUMAN RESOURCE DEPARTMENT IN LUKHANJI LOCAL MUNICIPALITY (2008 -2010)

BY

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SUPERVISOR: PROF. M. H. KANYANE COMPLETED FEBRUARY 2011
DECLARATION

I, ANDILE PATRICK GIJANA, HEREBY DECLARE that this mini-dissertation submitted to the university of Fort Hare for the Degree of Masters in Public Administration has never been previously submitted by me for a Degree purpose at this or any other university, that this is my own work in design and execution and that all material contained therein has been duly acknowledged.

Signed:..................................................

Date:.............................................
DEDICATION

Let me dedicate this study to the Bunu family especially the late grandmother, Dinah Lahliwe Bunu, and her late husband, Livingston Maphembeshiya Bunu. If it was not because of their teachings and the way they raised and nurtured me, I doubt if I will have ever achieved this milestone in my studies. May their souls rest in peace; I believe that they are smiling in heaven, seeing my success. I have lost the inspiration of my grandmother and I miss her so much.
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ABSTRACT

The aim of this study was to assess challenges in Public Appointments and Recruitment Processes in Chris Hani District Municipality: A case study of Human Resource Department in Lukhanji Local Municipality (2008-2010) of the Eastern Cape Province. There has never been a detailed research study conducted in the Chris Hani Human Resource Department, regarding the subject in question. The Constitution of the Republic of South Africa in Section 195(i) directs that Public Administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation.

The literature review explored extensively the models used in implementing recruitment and appointment processes globally. From those tested models elsewhere, it was evident that South Africa has a great Constitution and good policies regarding Local Government Human Resource Department recruitment and appointment processes not withstanding some challenges cited in the study. This assessment of challenges in the public appointments and recruitment processes in Chris Hani District Municipality assisted in the establishment of the real facts about effective and fair recruitment and appointment processes in the Local Government Human Resource Management Department to deserving communities. It became clear from the study that providing efficient and fair recruitment and appointments processes to the Local Government Human Resource Department in South Africa requires a broader advocacy agenda encompassing the development of Human Resource systems and the generation of numerous skills and expertise to deliver services to the poor people of our country.
# LIST OF ABBREVIATIONS AND ACRONYMS

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<thead>
<tr>
<th>Abbreviation</th>
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<tbody>
<tr>
<td>ANC</td>
<td>African National Congress</td>
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<tr>
<td>AT&amp;T</td>
<td>American Telephone and Telegraph</td>
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<td>COSATU</td>
<td>Congress of South African Trade Unions</td>
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<td>DA</td>
<td>Democratic Alliance</td>
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<td>DP</td>
<td>Democratic Party</td>
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<td>EE</td>
<td>Employment Equity</td>
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<td>EEA</td>
<td>Employment Equity Act</td>
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<td>EEP</td>
<td>Employment Equity Plan</td>
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<td>HR</td>
<td>Human Resources</td>
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<td>Human Resource Department</td>
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<td>HRM</td>
<td>Human Resource Management</td>
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<td>IDP</td>
<td>Integrated Development Plan</td>
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<td>MEC</td>
<td>Minister of Education</td>
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<td>NWC</td>
<td>National Working Committee</td>
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<td>NP</td>
<td>National Party</td>
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<td>PRC</td>
<td>Presidential Review Commission</td>
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<td>SACP</td>
<td>South African Communist Party</td>
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<td>SAPS</td>
<td>South Africa Police Services</td>
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<td>SDA</td>
<td>Skills Development Act</td>
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<td>WAB</td>
<td>Weighted Application Blank</td>
</tr>
</tbody>
</table>
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>ITEM</th>
<th>PAGES</th>
</tr>
</thead>
<tbody>
<tr>
<td>DECLARATION</td>
<td>i</td>
</tr>
<tr>
<td>DEDICATION</td>
<td>ii</td>
</tr>
<tr>
<td>ACKNOWLEDGEMENTS</td>
<td>iii</td>
</tr>
<tr>
<td>ABSTRACT</td>
<td>v</td>
</tr>
<tr>
<td>LIST OF ABBREVIATIONS AND ACRONYMS</td>
<td>vi</td>
</tr>
<tr>
<td>TABLE OF CONTENTS</td>
<td>vii</td>
</tr>
<tr>
<td>LIST OF FIGURES</td>
<td>x</td>
</tr>
<tr>
<td>CHAPTER ONE</td>
<td>1</td>
</tr>
<tr>
<td>INTRODUCTION AND GENERAL ORIENTATION</td>
<td>1</td>
</tr>
<tr>
<td>1.1 Introduction and background</td>
<td>1</td>
</tr>
<tr>
<td>1.2 Statement of the problem</td>
<td>3</td>
</tr>
<tr>
<td>1.3 Research questions</td>
<td>4</td>
</tr>
<tr>
<td>1.4 Research objectives</td>
<td>4</td>
</tr>
<tr>
<td>1.5 Significance of the study</td>
<td>4</td>
</tr>
<tr>
<td>1.6 Literature review</td>
<td>5</td>
</tr>
<tr>
<td>1.7 Research methodology</td>
<td>12</td>
</tr>
<tr>
<td>1.7.1 Research design</td>
<td>12</td>
</tr>
<tr>
<td>1.7.2 Target population</td>
<td>12</td>
</tr>
<tr>
<td>1.7.3 Sampling</td>
<td>13</td>
</tr>
<tr>
<td>1.7.4 Data collection methods and procedures</td>
<td>13</td>
</tr>
<tr>
<td>1.7.5 Limitation of the study</td>
<td>15</td>
</tr>
<tr>
<td>1.7.6 Ethical consideration</td>
<td>15</td>
</tr>
<tr>
<td>1.7.7 Outline of the study</td>
<td>16</td>
</tr>
<tr>
<td>1.8 Conclusion</td>
<td>16</td>
</tr>
<tr>
<td>CHAPTER TWO</td>
<td>18</td>
</tr>
<tr>
<td>LITERATURE REVIEW</td>
<td>18</td>
</tr>
<tr>
<td>2.1 Introduction and background</td>
<td>18</td>
</tr>
<tr>
<td>2.2 Recruitment</td>
<td>19</td>
</tr>
<tr>
<td>2.3. Selection</td>
<td>22</td>
</tr>
</tbody>
</table>
LIST OF FIGURES

Figure 4.1: Responses to Questions of Unemployment in Wards ........................................ 46
Figure 4.2: Responses on Provision of Unemployment Relief ........................................... 47
Figure 4.3: Compliance with Government Policies, such as, Affirmative Action, Political Appointments and Gender equity ................................................................. 48
Figure 4.4: Opinion of Respondents on Affirmative Action Appointments ..................... 49
Figure 4.5: Opinion of Respondents on Political Appointments ....................................... 50
Figure 4.6: Cases of Nepotism or Favouritism done by HRM in Recruitment and Appointment Processes ................................................................................................................. 51
Figure 4.7: Respondents’ opinion regarding Nepotism on recruitment and appointment process in the Municipal Human Resource Department 52
Figure 4.8: Responses on whether the Municipality has appointed the right people ...................................................................................................................................... 53
Figure 4.9: Responses on whether the Human Resources Department encourages the youth on education ........................................................................................................ 54
CHAPTER ONE
INTRODUCTION AND GENERAL ORIENTATION

1.1 Introduction and background

Lukhanji Local Municipality is a category B municipality, situated within the Chris Hani District of the Eastern Cape Province. It comprises the combination of greater Queenstown and surrounding farms and villages, ILinge Hewu, / Whittlesea and Ntabelithemba. Lukhanji is landlocked by the municipalities of Tsolwana and Inkwanca to the west, Emalahleni and Intsika Yethu to the North, and Amahlathi to the East. It covers approximately 4231 km² in extent. It consists of 27 wards.

The present Constitution of the Republic of South Africa, in Section 195(i) directs that public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation (The Constitution of Republic of South Africa, 1996 Section 198(i)). In addition, the Local Government Municipal Systems Act No. 32 of 2000, Sections (a) and (b) state that:

- a municipal council, after consultation with the municipal manager, appoints a manager directly accountable to the municipal manager in terms of paragraph (a),
- must have relevant skills and expertise to perform the duties associated with the post in question, taking into account the protection or advancement of a person or categories of persons disadvantaged by unfair discrimination (Municipal Systems Act of 2000, Section 56(a) and (b)).

The South African labour market is characterized by an oversupply of unskilled and semi-skilled labour and a great shortage of technically qualified and professional human resources. This is one of the main reasons for the low production rates of South African organizations, which do not have adequately qualified human resources (HR) to be competitive in the international market environment. One great shortage is skills
management, when comparing the South African span of management with that of First World countries, it becomes clear why productivity is so low (Geber, Nel, & Van Dyk, 1996:108).

There is reported political interference of the councillors in recruitment and the poor relations between labour and management. This has been cited as resulting in the flouting of procedures and policies for some HR practices, for example, in Mpumalanga: Unions at Mnquma in the Eastern Cape also raised the recruitment of the majority of the work force by councillors. There have been claims by organized labour that nepotism and favouritism result in erratic appointments and promotions. Cases have been cited where posts are filled without being advertised, people are appointed for posts in technical positions, which they do not qualify for, with the result that job evaluation and job descriptions are not in place (State of Local Government in South Africa, 2009:67).

According to the Public Sector Management Reforms in Africa; Lessons Learned (2003:29), the public services shall recognize the equality of citizens before the law and will not be discriminated against based on the place of origin, race, gender, religion, ethnic group, philosophical or political convictions or any other personal considerations. The appointment authority of civil servants has been up to now, the public service commissions. This is a statutory agent of government established by the Constitution and other legislation. In all the provinces, career incidents of civil servants from appointment to discharge are under the control of the Provincial Service Commission. To promote efficiency by increasing management authority, to decentralized functions, to facilitate decision making and to avoid unnecessary delays in the administrative process, a provincial service commission delegates its powers and other functions for the Director-General, but continues to exercise its monitoring and regulatory function to ensure proper administration and good governance. Delegation gives over operational responsibility to delegate but the Commission retains ultimate responsibility (Mle, 2009:110).
The objectives of the Recruitment, Selection and Retention Policy of the Lukhanji Local Municipality are:

- To introduce fair and objective principles and procedures for the staffing of the Municipality.
- To provide guidelines for the appointment of candidates to the Lukhanji Local Municipality.
- To establishment principles and procedures that will ensure that the Lukhanji Local Municipality complies with the legislature requirements in respect of employment equity and affirmative action.
- To set out the procedural steps for the advertisement of vacant posts, the selection of applicants for interviews, the conducting of interviews, the appointment of candidates and the placement of staff onto the staff establishment of the Lukhanji Local Municipality.
- To reduce the potential for labour disputes resulting from recruitment, Selection and Appointment Processes.
- To provide fair, consistent and transparent framework for the Municipality to retain an employee, whose loss could have an adverse effect on service delivery.
- To achieve effective management within Lukhanji Local Municipality.
- To regulate the utilization of recruitment agencies and to provide for implementation guidelines.

1.2 Statement of the problem

Lukhanji Municipality is subjected to service delivery conditions in terms of detailed legislation in the Municipality System Act, No. 32 of 2000, Batho Pele Principle and the respective performance management indicators as stipulated in the Integrated Development Plan (IDP) document. According the Lukhanji Municipality Annual Report (2008/2009:18), the following challenges, amongst others, are listed:

- Youth is employed by default; only one woman is employed in a management post.
There is a challenge in recruitment; the municipality does not obtain the targeted people, hence they end up deviating from the Employment Equity (EE) targets.

- Recruitment policy consists of councillors involved in the recruitment and appointment of staff.
- The Human Resource Department (HRD) strategy is not in place because there is no HR plan.
- Employees are also afraid to take finance positions and Civil Engineering and Town Planner posts are vacant.

1.3 Research questions

The research questions posed for the study are:

- What are the contributing factors for non-performance of employees after they have been employed?
- Do political appointments, deployment of cadres and affirmative action lead to non-performance?

1.4 Research objectives

The specific objectives of this study are to:

- Assess the nature and extent of recruitment and appointment process in the municipality under study.
- To provide possible mechanisms that will ensure quality recruitment and appointment processes.

1.5 Significance of the study

The rationale behind this study lies in the ongoing public outcry for non-delivery by municipal officials. The research is important, because it addresses the problem of recruitment and appointments, which is quite a big problem in South Africa. Within the spheres of government, not many studies have been conducted regarding recruitment.
and appointments. However, the pressing demands of society in terms of the delivery of efficient and effective quality service, call for the adoption of new processes that offer significant opportunities within municipalities. As proven in the corporate sector, recruitment and appointments, as processes, offer significant opportunities for innovation and change within government organizations, to improve functionality and outputs. The study aims to adding value to government, since the Lukhanji Local Municipality is the sphere, which is directly involved with the grassroots for service delivery. This study will also alert the academia about Human Resource Management (HRM) issues and will warrant further research.

1.6 Literature review

HRM is known and accepted in the broadest sense of the term, as a form of management that includes “all management decisions and actions that affect the nature of the relationship between the organization and the employees - its human resource” (Beer, Spector, Lawrence, Mills & Walton, 1984:1). It is defined as the process of coordinating an organization’s HR, or employees, to meet organizational goals. As can be observed from the definition, the tasks of those belonging in HRM can be complex as it involves all issues that encompass employee and firm relationships. Believing that the most important asset of the business is the people, in order to achieve sustained business success, is the core philosophy of HRM. Realizing this leads to a strategic management of people within the organization. Its philosophy is based on the simple belief that HR is the most important asset in achieving and sustaining business success. This realization became the driving force behind the creation of HRM resulting in organizations taking a strategic approach to the management of their people. HR professionals deal with such areas as employee recruitment and selection, performance evaluation, compensation and benefits, professional development, safety and health, forecasting, and labour relations, as well as management of diversity, job analysis and job design (Lipiec, 2001:2).

A cadre, according to the Concise Oxford Dictionary is a basic unit, especially of service
members forming a nucleus for expansion when necessary. “Secondarily, and perhaps with greater relevance, it is a group of activists in a communist or any revolutionary party and a member of such a group.” In the South African context, a cadre is best defined as a loyal member of the African National Congress (ANC), or at least of governing alliance, which includes Congress of South African Trade Unions (COSATU) and the South African Communist Party (SACP). Deployment is the process by which a cadre is brought into effective action. South African cadre deployment within the structure of the tripartite alliance is hardly exceptionable. The Bill of Rights guarantees freedom of association and political organization. The alliance is accordingly free to deploy its cadres within party structures as it sees fit. ANC cadre deployment committees at national, provincial and local level covertly attend to the business of cadre deployment - but, crucially, they do not confine their activities to party structures. Rather like the Broederbond of old, their tentacles are spread into the public service, state-owned enterprises, regulatory bodies and business activities of strategic value to the ANC (Hoffman, 2010:1-2).

The value of HR in an organization can constructively be termed “Human Capital”. *Human Capital* may be defined as an embodiment of an organization’s skills and knowledge (Taylor, 2007:25). More simplistically, human capital refers to the worth of an individual’s skills and proficiency in an organization as well as personal behavioural traits, such as, enthusiasm. Taylor (2007:39) reasons that effective development of human capital is reliant on individual and group learning as well as on the generation of explicit and tacit knowledge within the organizational parameters. To effectively execute the HRM’s effort in an organization, the contributions of knowledge workers, who are prepared to build a culture conducive to recruitment and appointments by sharing knowledge, generating new knowledge, networking and participating in knowledge-based activities, is vital (Sutton, 2006:4). In addition, Sutton (2006:1) labels these knowledge workers as “Knowledge Citizens” and calls attention to the need for organizations to create the appropriate environment by making obvious rewards, recognition and other benefits associated with their role in the HRM effort of the organization. During the recruitment process, most organizations specify and assess an
employee’s expected level of knowledge. However, employees’ knowledge and skills only hold value for the organization, once they are effectively applied to the employee’s new position within the organization (Taylor, 2007:32).

According to Alavi and Leidner (2001:108), organizations are now mostly viewed from a knowledge-based angle, which suggests that services delivered are depended on the way that resources are pooled and practically utilized, which subsequently is a function of the HRM in an organization. This expertise is rooted within and transmitted via organizational culture, customs, systems, procedures, records and individual members of the organization’s work force. Hence, these authors also point out that because “Knowledge-based resource management” are typically hard to emulate and generally multifaceted, the perspective of the organization as being knowledge-based in recruitment and appointments puts forward the notion that HRM may generate a lasting competitive advantage. The overall positive progress and success of the local government system in South Africa is increasingly being overwhelmed by a range of factors and negative practices both internal and external to municipalities. These factors do not only apply to poor governance, service delivery failures, their capacity and performance, but also to the unique challenges experienced in the varying spatial locations of municipalities, for example, the differing challenges in relation to rural and urban environments, availability of human resource capacity degree of economic activity and overall institutional strength. Some administrations are relatively stable and well resourced, whilst others face huge infrastructure backlogs, the negative impacts of demographic change and prevailing apartheid – based on socio-economic legacies (State of Local Government in South Africa, 2009:22).

Chapter 2 Section 7 (i) of the Constitution of South Africa provides that the bill of rights is a cornerstone of democracy in South Africa. It enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom. Section 9 (4) on Equality, states that no person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection (3). National legislation must be enacted to prevent or prohibit unfair discrimination. Section 10
provides human dignity; everyone has inherent dignity and the right to have his or her dignity respected and protected.

The purpose of the Employment Equity Act (EEA) No. 55 of 1998 according to Chapter I is to achieve equity in the workplace by:

- Promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination; and
- Implementing affirmative action measures to reduce the disadvantages in employment occupational categories and levels in the work force.

Chapter II states that:

No person may unfairly discriminate, directly or indirectly, against an employee, in any employment policy or practice, on one or more grounds, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth.

The purpose of the Skills Development Act No. 97 of 1998 Chapter I (a) is to develop the skills of the South African workforce to:

- Improve the quality of the life of workers, their prospects of work and labour mobility;
- Improve productivity in the workplace and the competitiveness of employers;
- Promote self-employment; and
- Improve the delivery of social services.

Chapter I (e) states that the purpose is to:

- Improve the employment prospects of persons previously disadvantaged by unfair discrimination; and
- Redress those disadvantages through training and education.

Chapter I (g) stipulates the purpose is to assist:

- Work-seekers to find work;
- Retrenched workers to re-enter the labour market; and
- Employers to find qualified employees.
Chapter I (h) orders to:

- Provide and regulate employment services.

As providers of public services, public bodies must:

- Provide the best value for money – ensuring services are delivered in the most effective, efficient and economical way;
- Maintain the highest standards in the stewardship of public funds – demonstrating impartiality, integrity and objectivity;
- Demonstrate openness and responsiveness in the way they operate and in their communications with the public; and
- Adhere to standards in public life set out in the seven Nolan principles (Stephens, 2007:4).

Section 9(i) of the Public Service Act, 1994 specifies,

“What without decorating from the functions of the Commission in terms of this Act, the appointment of any person or the promotion or transfer of any officer or employee in the employment of national department or provincial administration shall be made by the relevant executing authority or by an officer or appointment, promotion or transfer”.

The recruitment policy spells out the objectives of the recruitment process and provides guidelines for carrying out the recruitment programme. The recruitment policy is aimed at enabling management to attract the most competent individuals for every task, and to fill the job with the best qualified applicant. Recruitment aims at encouraging those applicants, who have the skills and qualifications necessary to meet the organization's needs, to apply for employment. To remain competitive, a company should have an effective recruitment programme to ensure that suitable and qualified applicants are attracted. When formulating a recruitment policy, affirmative action must be taken into account (Gerber et al, 1996:110).
These authors also explain that government legislation and regulations must be taken into account when a recruitment programme is compiled. In a country, such as, the USA, equal rights legislation plays an important role in this regard. Government agencies can even control the sources of recruitment, advertisements and details of the applicants, to determine whether equal rights legislation is being adhered to. In terms of these regulations, specifications are even given with regard to when questions may be put to potential candidates during the recruitment interviews. Equal rights indicate the ability of an organization to appoint a person free from discrimination (sex, race, religion, age, experience). Equal rights legislation will become a reality in the new South Africa (Gerber et al, 1996:112).

President Jacob Zuma has suggested that parties’ political office bearers should not be involved in local government – but whether he was referring to mayors and councillors or to the public servants is not clear. ANC Secretary-General, Gwede Mantashe, has said the system of deploying a Director-General is a recipe of disaster. The Democratic Alliance’s, Athol Trollip, condemns cadre deployment in state-owned enterprises, while the Western Cape’s Minister of Education (MEC), Donald Grant, is concerned that the political advisor to the mayor of Bitou has been irregularly “redeploying” ratepayers. As far as the public administrative is concerned, cadre deployment has been struck down as illegal and unconstitutional. This was decided in an unchallenged decision of the Eastern Cape High Court in the case of Mlokoti versus Amathole District Municipality. Vuyo Mlokoti was not a cadre, but he was the best qualified candidate for the post of Municipality Manager in Queenstown. The local cadre committee of the ANC did not allow this to stand in its way and deployed a cadre to take up the post. In the ensuing successful review, the judge stated,

“Section 195 of the Constitution is also relevant, providing as it does that public administration at all levels of government being governed by the democratic value of and principles that efficient, economic and effective use of resources must be promoted and career development practices, to maximize human potential, must be cultivated".
Indeed, the Constitution has subordinated all organs of the state to a new regime of openness and fair dealing with the public. As judge, Edwin Cameron, put it in Van Niekerk versus Pretoria City Council,

“...In short, it is expected of organs of state that they behave honourably. Their decisions and their conduct must be informed by the values of our constitution.”

The Constitution does not make any provision for cadre deployment. On the contrary, state employees are entitled to fair labour practices and to the benefit of good HRM practices. It is unacceptable to leave the appointment of public servants to the devices of the cadre deployment committees of the governing elite. Opacity and cronyism displace openness and accountability when backrooms are the venue for the appointment (deployment) of members of the public administration (Hoffman, 2010:2).

Mello (2004:77) defines affirmative action as laws, programmes or activities designed to redress past imbalances to ameliorate the conditions of individuals and groups, who have been disadvantaged on the grounds of race, gender and disability. The policy of affirmative action is put on operation by means of the EEA, 1998. South Africa has undergone major policy changes to ensure the redressing of the injustices of the past in terms of employment opportunities for its citizens. This not only resulted in a progressive Constitution, but also enabled organizations to close the gap between those, who benefited from discriminatory policies and those, who were disadvantaged from receiving such benefits, because of being discriminated against (Penciliah, 2005:342).

The EEA, Act 55 of 1998, in its preamble recognizes that as a result of South Africa’s previous discriminatory policies and other discriminative legislation and practices, disparities existed in employment, occupation and income within the national labour market. In this regard the Constitution, 1996 is relevant in dealing with previous disparities in the sense that it:

- Promotes the right to equality;
• Prohibits unfair discrimination; and
• Promotes the affirmative action (McGregor, 2003:25).

1.7 Research methodology

The research design will be based on the case study of Lukhanji Municipality and various methodologies will be used.

1.7.1 Research design

The study will essentially be a case study (Yin, 2003:23) with a descriptive design (Mouton & Marais, 1994:43) within a qualitative phenomenological paradigm (Denzin & Lincoln, 2003:297; Heron, 1996:27; Schumacher & MacMillan, 1993:14; Schwandt, 1998:236). A mixture of descriptive (non-inferential) quantitative data will apply. The delimitation to the Lukhanji Municipality in combination with the criteria to be used for sampling will ensure that the participants have enough uniformity to constitute a “bounded system” (Henning et al, 2004:32-42), which is the central feature of case studies. Eisenhardt (2002:13) describes the merits of using case studies as advantageous in that it “enhances the generalizability” of findings to a wider even more diverse population. The study will thus be both qualitative and quantitative. To ensure internal reliability and random error reduction, this study will use triangulation for validity and reliability. Triangulation maps out the richness and complexity of the research by studying it from more than one standpoint (Newman, 1997:151).

1.7.2 Target population

Research done by various agencies including Global Insight (2006) and the Bureau of Market Research (2006) agree that the population of Lukhanji has grown by an average of 1% per annum between 2001 and 2006. Given this modest growth, the population of Lukhanji is now estimated at 193 917 people. The majority (91%) of the population is
black. The Lukhanji Local Municipality staff will be targeted for the interviews to determine the extent, to which the recruitment and appointment processes are done. The personnel in the HRD will be the main focus. The research will also target the business stakeholders, who are involved in the day to day activities. The research will also include community members, senior managers across the selected departments within the municipality and managers within the HRM, from which the data will be collected and analysed.

1.7.3 Sampling

The respondents to be surveyed will be randomly selected from the project beneficiaries, because it will not be possible to interview the whole community, to ensure that the project beneficiaries enjoy an equal opportunity to be selected. The “Random Sample” will ascertain that gender equity is considered in order for beneficiaries from all age groups to be chosen.

1.7.4 Data collection methods and procedures

The data for the study will be collected through a survey. “Survey” is the chosen method to collect data, because its function is to generalize results obtained from a sample to a large population. Usually, surveys are interested in gathering data from many rather than in obtaining intensive, detailed information from a few individuals; therefore, it is rare for a survey to consist of one or very few individuals. Consequently, in designing a study survey research, one has to take into consideration the sample and the sampling procedure: the sample size should be adequate to allow generalization of the results, and the sampling procedure should also be represented in the sample. This method is necessary, because errors in sampling procedures may not justify generalization of the results, thus lowering the value of the survey (Commonwealth Of Learning, 2000:11). A semi-structured questionnaire will be used to collect data. This questionnaire survey will have two sections. The first part will intend to acquire the demographic profile of the
respondents, while the other section will contain a set of attitude statements. The purpose of the set of attitude statements is to determine the level of agreement or disagreement, using a five-point Likert Scale. In the Likert technique, the agreement or disagreement is given a numerical value ranging from one to five, thus total numerical value can be calculated from all responses. (Underwood, 2004:27).

Close-ended, semi-structured and open-ended questionnaires will be administered to HRM staff (Hall & Hall, 1995:119, 157-158). Questionnaires will yield both quantitative (closed-ended questions) and qualitative information (open-ended questions). Thus, semi-structured questionnaires consisting of closed- and open-ended questions will be designed. There will be a separate questionnaire for HRM staff. “Interviews may produce valid understanding of relationships, but interviews are often not reliable” (Chambliss & Schutte (2003:73), due to their subjectivity. In order to increase the reliability of the data collected through the interviews, questionnaires (Rubin & Babbie, 1997:348) will be completed by a random sample of business stakeholders, community members and senior managers across the selected departments within the municipality.

Observation will also be used, since it involves looking and listening very carefully. According to Langly (1988:14), “observation” is when we watch other people in order to discover particular information about their behaviour in social science. Participation observation is not only one of the common methods for qualitative data collection, but also one of the most demanding. It requires that the researcher becomes a participant in the culture or context being observed. The literature on participant observation as discussed by Langly (1988:16) elaborates on how to enter the context, the role of the researcher as participant, the collection and storage of field notes, and the analysis of field data. Participant observation often require months or years of intensive work, because the researcher needs to become accepted as a natural part of the culture in order to assure that the observations are of the natural phenomenon. Participant observation will be very useful to this study.
1.7.5 Limitation of the study

The study is limited to the Lukhanji Local Municipality at Chris Hani District Municipality, where the project is based. There could be certain documents of confidential nature, which may not be exposed to the researcher for perusal. Documents and files showing the level of education and skills of the personnel in HR, results of interviews and decisions for appointments might prove difficult to be exposed to the researcher. Conflict and politics may also play a part when respondents are responding to the questionnaire. Every local municipality is unique and the results will not be generalized to other districts, due to differences in capacity.

The purpose of the study will be clearly explained so that the respondents will be assured that there will be no jeopardy arising from any document perusal. Confidential sensitivity will be considered throughout the questionnaire. Care will also be taken to ensure that the research is carried out in accordance with high confidentiality standards. The respondents will not be forced to disclose their names. The questionnaires will be available to respondents for a period of one month for completion. Survey is the chosen method to collect data because its function is to generalize results from a sample to a large population. (Commonwealth of Learning, 2000:11).

1.7.6 Ethical consideration

The interviews and questionnaire will be conducted in such a way that it does not offend or cause discomfort to any respondents. Both the interviews and questionnaires will be administered in the home language of the respondents, especially to illiterate ones. Cultural sensitivity will be considered throughout the research. Care will also be taken to ensure that the research methodology be carried out in accordance with high ethical standards.
1.7.7 Outline of the study

The study comprises five chapters. An overview of each chapter is provided for clarity and insight into the reasoning and flow of the content.

**Chapter 1** is an introductory chapter, which provides some background to the study. The purpose of the chapter is to explain the rationale and objectives of the study and to elucidate the methodology of the research.

**Chapter 2** seeks to introduce the nature of HRM Processes concerning recruitment and appointments. An extensive review of extant literature will be interrogated.

**Chapter 3** concentrates on the methodological issues of the study. It is concerned with how the study was carried out.

**Chapter 4** addresses analysis of the findings emanating from the research surveys.

**Chapter 5** is a concluding chapter, which includes recommendations, conclusions and issues for further research.

1.8 Conclusion

The early part of the world saw a concern for improved efficiency through careful design of work. During the middle part of the century emphasis shifted to the employee’s productivity. Recent decades have focused on the increased concern for the quality of working life, total quality management and workers’ participation in management. HRM should be linked with strategic goals and objectives in order to improve business performance and develop organizational cultures that foster innovation and flexibility. All the above futuristic visions coupled with strategic goals and objectives will be based on the quality recruitment and appointment processes. In other words, HRM is concerned with obtaining better results with the collaboration of people. It is an integral but distinctive part of management, concerned with people at work and their relationships within the enterprise. HRM helps in attaining maximum individual development, desirable working relationships between employees and employers, employees and employees, and effective modelling of human resources as contracted with physical
resources. It is the recruitment, selection, development, utilization, compensation and motivation of HR by the organization.

HR are multidimensional in nature. From the national point of view, HR may be defined as the knowledge, skill, creative abilities, talents and aptitudes obtained in the population; whereas from the viewpoint of the individual enterprise, they represent the total of the inherent abilities, acquired knowledge and skills as exemplified in the talents and aptitudes of its employees. HRM has come to be recognized as an inherent part of management, which is concerned with the HR of an organization. Its objectives are the maintenance of better human relations in the organization. It is development, application and evaluation of policies, procedures and programmes relating to HR to optimize their contribution towards the realization of organizational objectives. In addition, it is the sum total or aggregate of inherent abilities, acquired knowledge and skills represented by the talents and aptitudes of persons employed in the organization.
CHAPTER TWO
LITERATURE REVIEW

2.1 Introduction and background

During the apartheid era, public services and structures were stratified along racial lines, some whites were appointed at specific managerial levels regardless of their educational qualifications and work experience. Some deliberately did not excel at their work, knowing that they could not be demoted or expelled, irrespective of their performance. Blacks were mostly appointed at specific operational levels, irrespective of their educational qualifications and work experience. Consequently, some black public servants deliberately did not excel at their work, knowing that their efforts may not be recognized or rewarded. The same arguments can be forwarded now that a black government is in power. The Democratic Party (DP) argues that within the public service, the ANC’s racial policies led to unsuitable people being promoted, capable individuals sidelined and incentives for performance undermined as race, gender and political connections became the overriding criteria for recruitment, appointments and promotions. This indicates that politicizing the public service contributes to the promotion of political patronage, nepotism and racism in the public service (Mafunisa, 2000:6-7).

In a time of increasing global competition, every organization is concerned about the level of work performance of its employees, because the performance of employees is a major determinant of how successful an organization is, in reaching its strategic goals and developing a competitive advantage over rural firms. Therefore influencing the work performance of employees is a major objective of an organization. Fortunately, there is agreement about how this can be accomplished. Organizational specialists have determined that individual employee’s work performance is made up of two factors: the ability of the individual and the effort that the individual puts forth. Both these factors can be influenced by the organization. Ability is a function of two organizational practices: selection and training. An organization either finds individuals with the abilities to do the
work or it teaches those abilities to existing employees. Effort is a function of the organization’s numerous practices for motivating employees (Gatewood, 1987:3).

Lack of co-operation, poor communication and poor relations between management and organized labour have led to an effective breakdown in a functional relationship between the two parties in many municipalities. This has been widely reported especially in the majority of municipalities in North West, the Northern Cape and the Free State. Related to this, is the poor functionality of local labour forums and the lack of trust between management and organized labour due to the latter’s role in reporting cases of alleged corruption and nepotism. The evidence of low productivity, poor motivation of the work force and poor supervision were raised in a number of municipalities. Evidence of political interference of the councillor’s recruitment was frequently reported. Other labour issues that have been identified as of importance in the municipal assessment include skills development and training, occupational health and safety, recruitment and appointment processes, organograms and post structures, salaries, wages outsourcing and temporary workers (State of Local Government in South Africa, 2009:67).

2.2 Recruitment

Recruitment has two stages: the defining of requirements and the attracting of candidates. Both are affected by the employment relations standpoint of an organization. For example, if an organization professes to offer equal employment opportunities to employees, it is unlikely to tolerate any prohibition in the recruitment of certain employees. Prejudices and preferences in an organization are indicative of the manner, in which recruitment is conducted. An organization also has an opportunity, through the recruitment process, to advertise its employment practices and state its public relations policy for individual employees. There is a direct overlap of the employment relations policy of an organization and its recruitment practices in the case of closed shop agreement. In such an instance, an organization is bound to employ only those individuals in certain positions, who are members of the appropriate trade
representing that occupation. This means that the organization’s recruitment criteria for that occupation include membership of the union. This in turn gives a degree of cooperation between the two organizations. There is even more overlap between an organization’s employment relation’s policy and its recruitment policy if the organization uses a trade union as a recruitment agent (Nel, 2004:219).

It is essential to analyse and evaluate the recruitment process and the methods of recruitment.

- First, through the captured data the number of responses, the number of applications received, the number of candidates interviewed and the number of candidates appointed are revealed and these captured data relate directly to the indicated costs of the recruitment process.
- Second, by asking applicants to state on the application form the particular recruitment source that initially attracted their attention, the role of recruitment agents are revealed.
- Third, the coding of each recruitment method identifies the source of successful candidates. Trends in recruitment methods respond to labour market changes and the relative costs of the methods. Shortage labour markets and recruitment difficulties will encourage improved advertisements and the use of innovative recruitment methods. There is trend away from the traditional announcement advertisements towards job advertisements, which are creative in nature and visually striking (Corbridge & Pilbean, 1998:92-93).

Recruitment is frequently treated as if it were a one-way process – that is, organizations searching for prospective employees. This approach may be viewed as the prospecting theory of recruitment. In practice, however, prospective employees seek out organizations just as organizations seek out prospective employees. This view, termed a mating theory of recruitment, appears more realistic. Recruitment success (from the organization’s perspective) and job search success (from the applicants’ perspective) both depend on timing. If organizations are recruiting at the same time that applicants are searching for jobs, conditions are ripe for the two to meet. In order for an
organization and applicants to meet, however, three other conditions must be satisfied. There must be a common communication medium (e.g. the organization advertises in a trade journal read by the job seeker), the job seeker must perceive a match between his or her personal characteristics and the stated job requirement, and the job seeker must be motivated to apply for the job. Recruitment planning must address these issues. The process of recruitment planning begins with a clear specification of HR needs (number, skills mix, levels) and the time frame, within which such requirements must be met. This is particularly relevant to the setting of workforce diversity goals and timetables. Labour force availability and internal workforce representations of women and minorities are critical factors in this process. Although labour force availability of women minorities is difficult to assess accurately, a market research technique known as trade–off analysis has been used successfully by American Telephone and Telegraph (AT&T) for this purpose (Ritchie & Beardsley, 1978:138).

Based on the recruitment process the organization aims to attract and retain the interest of suitable applicants and to project a positive image of the organization to outsiders. The recruitment process may be set in motion by the recognition of a need arising out of the workforce planning process. It may also happen that vacancies arise from resignation, promotion or transfers. From time to time the organization needs to attract job candidates with the required competencies and traits for the tasks to be performed. The responses of potential employees depend on their attitude towards the work to be performed and the organization, as well as their perception of whether the necessary fit can possibly be established between them and the organization trying to recruit them. A recruitment policy stipulates broad guidelines on how an organization intends to deal with recruitment. It is developed largely to provide more detailed guidelines to assist in attracting qualified candidates at minimum cost and time and to help managers to make the correct decision. A properly planned and executed recruitment policy and procedure will normally allow managers to use a variety of non-discriminatory recruitment practices (Swanepoel, 1998:348).
Recruitment is the process of acquiring applicants, who are available and qualified to fill a position in the organization. Recruiting workers in other countries differs substantially from the South African processes. Japanese and German employers, for example, develop long-term employee relationships and primarily recruit from the best and brightest high-school students. Students in those countries are aware that their final examination taken at the end of high school, determines their job potential, which in turn make the exams very competitive. Honda and Toyota, for example, select their future workers directly from high school on the basis of the final examination scores. In Germany, half of each high school graduating class goes directly into employers' apprenticeship programmes. It is interesting to note that chief executives of the fortune 500 companies in the USA concur that their greatest challenge for the new millennium is to attract and retain better skills. Thus, recruitment is a vital process as the only sustainable competitive advantage that one company has over another: the quality of its staff. According to the managing director of professional Assignment Group, John Sherratt, the recruitment market in South Africa is worth around R6 billion, of which 60-80% is in respect of temporary placements (Grobler, , 2002:136).

2.3. Selection

The first step in the selection process is a preliminary screening interview. Individuals, who are not qualified for the vacancy, are immediately eliminated from the applicant pool. However, the criteria for deciding that someone is not sufficiently qualified need to be established carefully, especially in terms of the South African legislation. Standards that have no relationship to an individual’s ability to perform in this job should not be used to disqualify an applicant. Lack of education, training, and job experience are legitimate qualifications, only if related to job performance. These factors may not be used to disqualify an applicant if the individual provides evidence of the ability to perform the job. In most cases of initial screening, the applicant’s first encounter with the organization is via telephone, or a personal appearance in response to a newspaper advertisement, hearsay, or information regarding a vacant position obtained from the company web site. It is, thus, quite easy for the company representative, for example,
the HR officer, to reject the application immediately, if the minimum requirements are not met (Cherrington, 1995:226).

The selection process consists of several phases and these steps are typical of most organizational selection procedures. After each step, the applicant can either be rejected or accepted. A significant advance in the use of biographical data for selection has been the development of the weighted application blank (WAB). The WAB is used to determine whether there is a relationship between responses on specific questions and job performance defined in terms of predetermined criteria, for example job tenure. An organization may find that its successful candidates were very active in social activities at school and Technikon, but average in academic performance. These terms are given a definite score when applicants are evaluated. To develop weighted applicant forms, is very time consuming and should be restricted only to key positions in an organization. In the content of employment equity and affirmative action, managers will also have to scrutinize their organization's application forms, to ensure that these do not lead to unfair discrimination claims. For example, items relating to age, sex, race, religion, health, disability, and applicant’s criminal record will have to be handled with circumspection. Only if one is confident that this information is necessary to select a suitable person for the job in question, should these be retained (Casio, 1998:285).

Before embarking on the selection process, the person in charge of the process should develop a competency model, which relates to the vacant position. A competency model is worker-focused and has the objective of matching the right person to a specific job. The selection process is a series of steps, through which applicants pass. These steps represent the tools or methods of selection. The steps are essentially a number of eliminators: as applicants drop out of the process at each step, so the applicant, pool becomes smaller. Some steps may be taken simultaneously, the process is designed to determine those likely to be successful and eliminate those likely to fail. Within each step, multiple approaches help distinguish between performance-related and non-performance-related issues. The selection decision must focus on competency-related
issues if the selection process is to contribute to the organization’s success (Werner & Davis, 1993:231).

Recruitment and selection are components of the same system or process and can be considered separately, but they are not mutually exclusive functions. Ineffectiveness in recruitment and selection may lead to poor work performance, unacceptable conduct, and internal conflict, low morale and job dissatisfaction and dysfunctional labour turnover. Recruitment and selection processes should be effective, efficient and fair - effective in generating candidates of appropriate quality and quantity and distinguishing between the suitable and unsuitable; efficient in being timely and resource effective; fair by dealing equitably, honestly and courteously with all applicants and providing a positive framework, within which diverse candidates can demonstrate their abilities. A contingent approach to recruitment and selection is advocated, whilst recognizing that this may be constrained in practice by standard organizational procedures. Standard procedures will contribute to fairness and consistency, but some flexibility is desirable. Recruiters should be aware of the range, strengths and limitations of recruitment methods and selection techniques as this enables informed choices to be made (Corbridge & Pilbeam, 1998:75).

The following are sub-systems of the recruitment and selection:

- Attractions: attracting suitable candidates;
- Reduction: eliminating unsuitable candidates;
- Selection: assessing, choosing and appointing a suitable candidate; and
- Transition: Converting the successful candidate to an effective employee (Corbridge and Pilbeam, 1998:76).

2.4 Advertisement

Advertisement may be used to announce a vacancy: the purpose being to provide a broad task description and conditions of employment, to obtain an appropriated response from a sufficient number of applicants. An advertisement can also indicate
whether organizational regulations and requirements for recruitment have been met, especially with regard to principles of equal opportunity and preference. The level and specific nature of the job that needs to be filled determines the target group or recruitment source. The higher the post level, the more specialized the requirements and the broader the geographical borders of the target group. A vacancy for a departmental planner may appear in the national press, but at operational level the target group is more local or area bound and the advertisement in the organizational vacancy list or regional newspaper will suffice (Van Kradenburg, 1993:89).

- The validated information, as mentioned above, must form the basis for recruitment advertisements. The requirements in the advertisement must be clearly stated in such a way, that all factors inform whether a prospective candidate meets the minimum requirements.
- All advertisements must clearly state the relevant job requirements, the salary/remuneration benefits related to the position, application procedure, as well as closing dates for the submission of applications. The advertisements must not include exclusionary criteria, such as unreasonably excessive years of experience in order to attract the most suitable candidates.
- The advertisement must contain an informed job description and be compiled by the HRD in conjunction with the relevant Directorate, in which the vacancies exist.
- The employer must advertise internally for a week first, by means of a circular and if no suitable candidate can be found, proceed with external advertising, through the news media, internal notice boards and websites of professional bodies.
- The internal advertisements should be placed on internal notice boards and be circulated for the attention of all internal staff members, who may wish to apply. The advertisement must contain the words, “Lukhanji Local Municipality is committed to employment practices that redress past imbalances in respect of race, gender, creed and disability, and as such the relevant policies will be considered during selection and placement” (Lukhanji Local Municipality Recruitment, Selection and Retention Policy, 2009:12-13).
The recruiter must research the most suitable medium and area where the advertisement will receive adequate exposure to ensure that all stakeholders, including as many potential candidates as possible, take note of the vacancy. Community bodies, such as, unemployment forums or civics movements, nowadays, will express their objection when they suspect that an organization is not transparent in its recruitment efforts. If this kind of objection is not taken seriously, it could result in financially crippling a community action against the organization. Another aspect that will influence recruitment in future is the impact of the National Qualification Framework. For example, it is envisaged that advertisements will include a list of capabilities that the applicants must have rather than a minimum qualification and a list of tasks. Advertisements must be prepared professionally to ensure that the information included is accurate and justifiable, the appearance is acceptable, and that the content is legally correct. For example, currently, it is regarded as a discriminatory practice to indicate preferred gender or age in an advertisement, unless the discrimination can be proven fair (Pieters, 1996:132).

Advertisement can be used for local, regional, national, or international searches. Occupations in the fields of engineering and health care are highly specialized and difficult to fill. In such cases, the employer is targeting not to the unemployed, but the currently employed person, who will be tempted to change his/her job. A non-discriminatory advertisement is a prerequisite. An advertisement must reach desirable candidates and supply enough information to unsuitable candidates to allow them to exclude themselves from the process. Other requirements are that the advertisement must enhance the image of the company and ensure demographic representation within the media that is chosen. The key selection criteria must be job relevant, factual and not arbitrary (Damoyi & Tissman, 1997:33).

2.5 Interviews

One of the commonest assessment tools used for selecting employees is the employment interview. The aim of the interview is to determine an applicant’s degree of
suitability for a job, by matching the information given by the applicant to the job requirements. Interviews usually range from unstructured to structured. The unstructured interview refers to the coincidental, poorly organized type of interview, where there is no attempt to explore specific areas for information about the applicant. It is usually left to the interviewer to mention topics, which he/she considers important. Although it is not necessarily detrimental to concede such freedom to an interviewer, this method can give rise to a lack of validity if the interviewer has no training in conducting interviews. In the hands of an untrained and incompetent person, this method might not differentiate accurately between applicants with either high or low potential. Structured interviews are characterized by two essential features: Careful, systematic planning of the interview and exclusive use of technically skilled interviewers. It is to be expected that a systematic approach to any problem would normally produce better results than coincidental, random procedures (Swanepoel et al, 1998:289).

Research has shown, however, that an interview may not be the most suitable selection instrument after all. It has been found that interviews may be an unreliable and even an invalid method of selection, because interviews tend to compare applicants with their own perception of the ideal employee. In addition, interviewers often base their decisions on first impressions rather than on the information gleaned during the interview, or even make up their minds about applicants during the first few minutes of the interviews. It has also been indicated that females are often rated lower than males and that traditional sex roles tend to predominate. Most interviewers also do not improve with training, because their inborn social prejudices distort any new insight that they may have gained. Despite all these problems, there is still a need to meet the applicant face to face to ensure that he/she will fit into the organization. The interview is therefore here to stay. The onus is on the manager to improve the success of the interview. No organization can really afford to appoint the wrong people. In spite of this, very few interviewers are capable of obtaining adequate information to ensure a proper fit between the workers and the work (Smither, 1988:289).
In contrast, the possibility of distortion of interview information is more probable amongst applications from blacks (Weiss & Davis, 1960; Weiss & Davis, 1961), the general tendency being to upgrade rather than downgrade prior work experience. However, suppose the interviewer is a computer? According to Martin and Nagao (1989), candidates tend to report their grade point averages and scholastic aptitude test scores more accurately to computers than in face-to-face interviews. Perhaps this is due to the “big brother” effect. That is, because responses are to a computer rather than on paper, allowing for instant checking and verification of more data through other computer databases. To avoid potential embarrassment, applicants may be more likely to provide truthful responses. However, Martin and Nagao’s study also placed an important boundary condition on computer interviews. There was much greater resentment by individuals competing for high-status positions than for law-status positions, when they had to respond to a computer rather than to a live interviewer.

Research indicates that people generally behave on the job in a manner consistent with what they previously said they would do in response to hypothetical situations presented in a pre-employment interview. However, the same research found that there was no correlation between what people said they had done the past, and supervisor or peer observations of their current performance (Latham & Saari, 1984:195).

2.6 Political appointments

Both elected political office-bearers and appointed public servants agree that there is an overlap between the “worlds” of the public servant and that of political office bearer. They thus suggest that the two groups should co-operate, while recognizing those aspects that reside entirely or exclusively in one groups’ sphere of operation. Complementarily is a conceptual framework, which acknowledges different roles and responsibilities, but sees the need for interaction and interdependence as an alternative to the dichotomy models. The administrative component needs political and strategic direction from political heads, and political heads need effective administrative machinery for the translation of the political programmes into government policy. The challenge is not how to insulate the public service from the political process, but how to
locate the public service within the broader political process and to ensure a relationship of complementarily between the two. As part of their work, public servants do assist in shaping policy and give it practical content and meaning in the process of implementation (Maphunye, 2001:316-317).

In South Africa, the public service has, historically been highly politicized. When the National Party (NP) came into power in 1948, it deployed its loyal members to different senior positions in the public service. Officials deployed, were those, who understood and were loyal to the party’s policies of discrimination based on race, ethnicity, language and sex. It was difficult to separate the NP (as the government of the day) and the public service. The post 1994 political developments predictably resuscitated the debate on the relationship between the political office bearers and public servants. As part of the transformation agenda, the challenge for the ruling party was to transform the public service in a manner that would ensure that the ruling party programmes are translated into government or executive policy.

The new political office bearers had to address the inequalities of the past as well as the legacy of institutionalized discriminatory HR practices within the public service. Political office bearers are under tremendous pressure to deploy appropriate and adequate resources (including human) in pursuit of their political programmes. In relation to HR, this means that they will demonstrate a keen interest in the quality and calibre (and political inclination) of individuals appointed to, what they consider, key strategic areas. With incessant and unrelenting pressure from the electorate to accelerate service delivery, the temptation of elected office bearers to assert control over the public service, becomes even more irresistible (Mafunisa, 2000:93-94).

Interestingly, the Democratic Alliance (DA), which has been the main critic of the ANC on this matter, employed a similar strategy by appointing party loyalists in the city of Cape Town, where it happened to be the governing party. Those suspected of harbouring loyalties to the ANC were hounded and dismissed. What seemed to inform this strategy is the fear by the ruling party that their delivery programmes established
may be sabotaged by disloyal public servants. Given this situation, it was neither surprising that the new political leaderships viewed its inherited public service with a degree of suspicion and scepticism, nor was it surprising that one of the top priorities for the present government was the appointment of new senior public servants from within its loyal ranks. The Presidential Review Commission (PRC) (1998, Chapter 2:2-5) acknowledges that there was a threat, real or perceived, of political sabotage by disloyal incumbents of the previous dispensation. The Commission also acknowledged the need for “political appointments” within the service as cushion against unsupportive public servants. It was, therefore evident that some of those new appointees have not been able to offer much beyond political loyalty, due to the lack of skills. It was also concerning that, in general, senior public service appointments have generally reflected the ethnic or racial composition of the minister. While understanding the rationale for political appointments into public service, the commission argued that this should be an interim and not permanent feature of the service, and emphasised that skill and competence, rather than political loyalty, should be the guiding horn in future, especially as the threat of political sabotage diminishes (PRC, 1998, Chapter 2:2-3).

Section 181 of the Constitution of the Republic of South Africa, 1996, guarantees the independence of state bodies, which promote constitutional democracy. The bodies include Auditor-General, Public Protector, Public Service Commission and the Commission for Human Rights. Section 181(2) of this Act requires these bodies to be independent and individual. These institutions are expected to exercise their powers and perform their functions without fear, favour and prejudice. Furthermore, these bodies are expected to be subject to the Constitution and the law only. According to the DP, although the ANC has not changed the provisions of the Constitution, the usual successful attempts to appoint cadres to these institutions run completely against the spirit of the Constitution. For ANC members the obligations imposed by democratic centralism (to defend and implement the decision of the party) run completely against the obligations imposed by the Constitution (to exercise their functions without fear, favour or prejudice subject only to the Constitution and the law).
Furthermore, the DP argues that the ANC has established various structures and mechanisms to ensure that the practice of ANC cadres “in all structures” continue to operate under the “direction” of the National Working Committee (NWC). Since loyalty to the party generally prevails over loyalty to the Constitution, ANC cadres continue to operate under the direction of the NWC after appointment (DP, 2000:28).

The Policy Bureau Model argues that elected office–bearers have a mandate to control the public service. In this context, there is no distinction between politics and administration. The Model also implies that rewards and appointments are made based on blind allegiance to the ruling party by public servants, and not because of the merit system. A relevant example of this model in the Cadre Policy and Development Strategy (1997) of the ANC. Elements of the Cadre Policy include recruitment, and promotion of accountability. Emphasis is placed on recruitment from within the party and potential recruits are made to understand and accept the basic policies and programmes of the ANC. Political and ideological training given to cadres should enable them to exercise political leadership and be organizers in their respective departments, like Education and Training should include patriotism and the inculcation of attributes, such as, loyalty, discipline, dedication and determination. Members of the ANC are expected to be ready to serve in any capacity, taking their specialty, aptitude, qualification and capacity into consideration. This means that the ruling party has to ensure that people, who are committed to the party’s transformation agenda occupy senior positions in the three spheres of government (Fry & Nigro, 1996:36).

2.7 Affirmative action

An employer is required to conduct an analysis of its employment policies, practices, procedures and the working environment in order to determine the degree of under-representation of people from designated groups in various occupational categories and levels in that employer’s workforce. The barriers preventing the employment and/or development of designated employees also need to be identified. An employer is also
required to prepare and implement an Employment Equity Plan (EEP), which will achieve reasonable progress towards Employment Equity of that employer’s workforce. The plan may not be in force for longer than 5 years or less than 1 year. The plan must incorporate numerical targets, but need not contain quotas. An employer is obliged to consult with its employees when conducting the Analysis, drafting the Plan and submitting its Annual Report to the Department of Labour. Employers of workforce in excess of 150 employers were required to furnish their first report to the Department by no later than June 2000 and annually thereafter by October of each year. Smaller employer’s first reports had to be submitted by December 2000 and subsequently thereafter every two years in October (Finnemore & Van Rensburg, 1999:401).

According to Chapter 3 of the EEA No. 55 of 1998, employers are required to take certain affirmative action measures to achieve employment equity. These measures includes, among others:

- Employers must consult with unions and employees in order to make sure that the employment equity is accepted by everybody.
- Employers must analyse all employment policies, practices and procedures and prepare a profile of their workforce in order to identify any problems relating to employment equity.
- Employers must prepare and implement an employment equity plan setting out the affirmative action measures they intend taking to achieve employment equity goals.
- Employers must report to the Department of Labour on the implementation of their plan in order for the Department to monitor their compliance.
- Employers also display a summary of the provisions of the act in all languages relevant to their workforce (Grobbler et al, 2002:54).

Affirmative action can take many forms. It is important to determine the type of affirmative action contemplated by the organization’s affirmative action policy, since not all types of affirmative action programmes would be equally immune to challenges from persons, who may feel aggrieved by such programmes. Another reason for this
investigation of the permissible forms of affirmative action in terms of employers' objectives (as contained in an affirmative action policy document), is that it can be regarded as how a form of preferential promotion was used that fell outside the ambit of the employer's objectives; such promotion could possibly be challenged as being unfair. This possibility is based on the argument that the fairness of preferential promotions is to be found in the employer's objectives. Modalities or forms of affirmative action can be distinguished as either a strong, intermediate or a weak form. In the strong variant, a person qualifies for preferential treatment solely on the grounds that he/she possesses an immutable characteristic (for example, an employee is promoted, because she is a female, without satisfying the job specifications). In the intermediate/moderate variant of affirmative action, the person meets the minimum standards/qualification for the job and is given preference over another candidate, who is better qualified: because of some immutable characteristic, which he/she possesses, but which the better qualified person does not have (Swanepoel et al, 1998:125).

In the matter of Stoman versus the Minister of Safety and Security and others, the applicant, “a white employee” sought to review the appointment of a black employee. The applicant had been shortlisted and had scored the highest number of points in the interview process. He was recommended for promotion, but the black candidate, who was the most suitable candidate for the post amongst the black applicants, was appointed. The Ministry denied that it had unfairly discriminated against the applicant and contended that in appointing the best black applicant, it had given effect to the EEP drawn up in accordance with the EEA. Whilst the applicant contended that he was better qualified for the position than the black employee was, it was not contended by the applicant that the black employee was not qualified at all for the position. The applicant also argued that there was no proof that the black employee, as an individual, had been previously disadvantaged. In evaluating the defence affirmative action measures, the court embarked upon an enquiry to determine whether the South Africa Police Services (SAPS) did indeed have an affirmative action policy. Having been satisfied that the SAPS did indeed have such a policy, the court proceeded to examine whether there was a rational connection between the measures and the aim the SAPS'
policy was designed to achieve. It recognized that a policy of practice, which was regarded as haphazard, random or overhasty could not constitute a policy in terms of the legislative provision. In determining whether the policy passed the rationality test, the court evaluated the interaction between the concepts of efficiency and representativeness when the affirmative action measure was implemented. The court disapproved of the notion that representativeness would play any role in instances where competing candidates have broadly the same qualifications and merits (Reitz, 2003:1-2).

The South African Government owes it to society to appoint only the best qualified people, who comply with all the requirements of the job description and the personal qualities required for the job. It can, however, be argued that finding suitably qualified individuals in absolute terms within the South African previously disadvantaged groups is difficult. This is taking into consideration disadvantages experienced by the designated groups, such as, policies, which lead to glossily unequal educational opportunities disadvantaging non-whites in the country, discriminatory recruitment, employment and advancement. Chapter 3, of the EEA, 1998 emphasizes that it should be ensured that there is equitable representation of suitably qualified people from the designated groups in all occupational categories and levels in the work force. It furthermore stresses that the retaining and development of people from the designated groups and appropriate training measures must be implemented, including measures in terms of a parliamentary act providing for skills development (Gildenhuys, 1997:96).

2.8 Staff retention

One of the primary roles of a recruiting effort is to attract a number of qualified applicants; however, retaining those employees selected is also an important issue. Too often, a recruiter attempts to “sell” the organization to the candidates and subsequently inflates the positive characteristics of the organization, while minimizing any negative features. This is often termed the “fly paper approach”, which assumes that if an organization can attract people, these new employees will “stick” with the organization.
One survey found that job candidates can be enticed to join the company if offered a large enough salary, but another survey revealed that retaining those same employees require strong leadership skills among top management. Combined with strong leadership, two other programmes that can help firm increase retention are re-recruitment strategies and career development appointment opportunities (Anthony, 1999:255-256).

The Skills Development Act (SDA) 97 of 1998 was designed to:
- Develop the skill of the South African workforce;
- Use the workplace as an active learning environment;
- Provide employees with opportunities to new skills;
- Provide opportunities for new entrants to the labour market to gain work experience;
- Employ persons, who find it difficult to be employed; and
- Encourage workers to participate in leadership and other training programmes.

Its main aim is to:
- Improve the employment prospects of persons previously disadvantaged by unfair discrimination; and
- Redress those disadvantages through training and education.

This act also assists in the following work-sectors:
- Prospective employees to find work;
- Retrenched workers to re-enter the labour market, and
- Provide and regulate employment services (SDA 97 of 1998 Section 2).

Making use of personal and organizational interventions can alleviate job stress. Simple common sense remedies, such as, getting more sleep, improving one’s eating habits, using relaxation techniques, changing one’s job, getting counselling, as well as planning and organizing daily activities, all contribute to the reduction of stress. In the organization, HR specialists and supervisors can also play a role identifying and monitoring symptoms of stress. The HR professional can make use of attitude surveys to determine the organizational source of stress; ensure an effective person/job match
in the section and career planning process, and in conjunction with the supervisors, can recommend job transfers or counselling. Research suggests that gender-related issues, such as, the threat of sexual harassment and the “glass ceiling” phenomena are distinct stressors for women. Although there is no general remedy for relieving stress caused by threat of sexual harassment, certain factors can contribute towards achieving a balanced job state. The amount of control an employee has in the job, and the opportunity to discuss anxieties with managers, without fear of victimization, assists in managing workplace stress. An employer has a duty to ensure that employees are not subjected to sexual harassment within the workplace (Cherrington, 1997:946).

Wellness programmes focus on the employee’s overall physical and mental health. These programmes concentrate on preventing or correcting specific health problems, health hazards, or negative health habits. They include not only disease identification, but also lifestyle modification, such as, hypertension identification and control, smoking cessation, physical fitness and exercise, nutrition and diet control, and job and personal stress management. The objective of a wellness programme is not to eliminate symptoms and disease; it is to help employees build lifestyles that will enable them to achieve their full physical and mental potential through health awareness. Gomez-Mejia ? (1998:508) point out that wellness programmes can be as simple and inexpensive as providing information about stop-smoking clinics and weight loss programmes, or as comprehensive and expensive as providing professional health screening and multi-million rand fitness facilities. Managers should be equipped to identify symptoms of diseases, such as, alcoholism, drug abuse and HIV/AIDS, and must provide lines of referral to professionals, who care and can assist with treatment. Whatever action is planned, the rights of employees must be taken into consideration (Matlala, 1999:24).

The critical point that organizations and their managers should remember form Maslow’s theory and related theories, is that human beings are motivated by internal feelings of accomplishment, capability and competency – not just extrinsic rewards, such as, food, water, acceptance and financial well-being. Money is a motivator, but it is not the only or the most powerful source of motivation. Organizations’ designs should emphasise the role of intrinsic rewards to perform at extraordinary levels. The effect of
money as a motivator depends largely on the pay system used in the organization. When pay systems are not designed well. They either do not motivate or motivate the wrong behaviour. (Lawler, 1996:55).

2.9 Conclusion

Before an organization can start recruiting, it must decide on a recruitment policy, considering various external and internal factors. Interviews and advertisements are very important in recruitment and appointments (political appointments and affirmative action appointments). Ideally, affirmative action in South Africa should follow a long term, holistic and development path. Many studies show that recruitment and appointment processes are the HR processes, which are extended to include all South Africans and will be in the long-term interests of the country as a whole. However, if we are to reap the fruit of such ideal longer-term spin-offs, recruitment and appointments have to become an integral part of everyday HRM practice in our municipalities. The analyses of labour issues, recruitment and appointments indicate that there are still challenges in the current municipal working environment, especially in HRDs. Poor HRM processes in recruitment and appointments in the municipalities, do not assist in attracting and retaining the skilled, qualified and professional staff requirement to ensure service delivery. This is further compounded by political interference through political or cadre deployment, affirmative action and Employment Equity in the recruitment process, appointment of persons to the key positions, such as, municipal managers, finance managers et cetera.

A lack of compliance with government policies and poor interpretation of certain laws in the working environment is very evident. Lack of a knowledgeable workforce with relevant skills, qualification and competency is still a challenge. It is safe to say that Lukhanji Municipality has the potential to implement a successful HRM initiative. Apart from the need for effective and efficient recruitment and appointments, according to the Lukhanji Annual Report 2008/9 there are so many challenges regarding these two processes of human resource.
CHAPTER THREE
RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

The methodology design of the study simply gives an overview of the different research designs that were used to interact with the respondents. It serves as guide to a researcher on the procedure to be followed when interacting with the participants. The two main tools that were employed were the questionnaire and the interview surveys. However, documentation and observation were also used for data collection methods and procedures. The specific methodology assists the researcher to be ethical and sensitive to issues when conducting a particular study as well. The chapter will look at the research methodology in general, and then focus on the tools that were used for primary data collection, namely the questionnaires and the interviews as well as observation. The chapter also looks at how the collected data were analysed.

3.2 Research design and methodology

The qualitative and quantitative approaches to research have important differences (Punch, 2005:237-238). The main differences emphasized between the two approaches are situated in the nature of their data and in the methods for collecting and analysing data. Quantitative research is thought to be more concerned with deductive testing of hypotheses and theories, whereas qualitative research is focused on exploring a study and inductively generating hypotheses and theories. On the one hand, the quantitative approach conceptualizes reality in terms of variables and the relationship between them. It rests on measurements and therefore, restructures data, research questions as well as design. On the other hand, qualitative approach deals with cases. It is sensitive to context and process, to lived experiences and to groundedness, while the researcher tries to get closer to what is being studied. It aims at an in-depth and holistic understanding to do justice to the complexity of social life. Qualitative methods are flexible, more so than quantitative methods. These methods can be used in a wider
range of situations and for a wider range of purposes. Moreover, these methods can also be easily modified as a study progresses. Qualitative methods are the best way we have to obtain the insider perspective or the respondent’s definition of the situation. This means that these methods can be used to study the lived experiences of people, including people’s meanings and purposes. Furthermore, these methods have a holism and richness, and are well able to deal with complexity of social phenomena.

Against this backdrop, both qualitative and quantitative research methods were used in the implementation of the study. The data collection procedures and types of measurements were constructed in advance and applied in a standardized manner. The measurements were focused on specific variables that were quantified through rating scales and frequency counts. The quantitative descriptive methods required the use of questionnaires for data collection and explanatory designs. The questionnaires were designed in manners that fulfill specific research objectives. The structuring of the questionnaires were in such a way that it would determine the desired outcomes. The randomized cross-section survey was used in the survey design, the first step was to identify the research population; then the geographical area, and from that, the researcher selected a random sample of respondents. Information was collected by means of primary data collection mechanisms. The data were received, acquired through primary data collection tools like the questionnaires and interviews. The main respondents were staff in the HRM Department dealing with recruitment and appointment processes, ward councillors and business stakeholders.

3.3 Target and sampling

The Lukhanji Local Municipality HRM staff, ward councillors, business stakeholders were targeted employing questionnaire and interview surveys to determine the extent, in which recruitment, and appointment processes were done. The personnel in the HRD were the main focus as they are the practitioners in recruitment and appointment processes and are trained in the principles of HTM. Sampling is a process of selecting the individuals, who participates in a research study from a population (Regenesys,
2006:59). The stratified random sampling was used because of the qualitative nature of the study. This was done by drawing up a list ascertaining that respondents were from different genders and different age groups to ensure equal representation. Stratified sampling is chosen, because it promotes representativity (Regenesys, 2006:61).

Stratified random sampling has the advantage of guaranteeing equal representation of each identified strata (Leedy ?, 2005). In stratified random sampling the researcher samples equally from each one of the layers in the overall population (Leedy et al, 2005: 202). In this study, the random stratified sampling was done by compiling a list of all possible respondents then breaking them into gender groups and randomly selecting from the lists to make sure that the responses reflected gender equity. In this case study, it was possible ensure that HRM staff, ward councillors and business stakeholders affected by poor service delivery of Lukhanji Local Municipality were equally represented.

3.4 Questionnaire survey

The data were collected mostly from research surveys as alluded to earlier. A questionnaire was utilized and is understood to be a list of carefully structured questions, chosen after considerable testing, with the view to eliciting reliable responses from a chosen sample (Hussey & Hussey, 1997:161). Questionnaires are associated with quantitative methodologies. The collection of data from all the participants took a period of three to four weeks. All the participants were requested to participate by first sourcing their permission and cooperation. Questionnaires were used in the study because they were easily administered. A questionnaire survey was used as the main source of data collection. Questionnaires were sent out to HRM staff and ward councillors.

This tool was administered by the researcher and the research assistant. The questions were structured in the form of open-ended and closed-ended questions. The researcher distributed twenty-seven questionnaires to ward councillors and twenty to the HR staff
and twenty interviews were requested from business stakeholders. Only fifteen ward councillors responded; fifteen HRM staff and fifteen interviews were conducted with business stakeholders. Forty-seven questionnaires were sent out, 63.8% were returned and 36.2% were not returned. This means that the majority of the ward councillors and the HR staff responded to the questions. The respondents, who did not return questionnaires, probably had too many commitments that prevented them from completing the questionnaires in time before the data analysis began. The researcher is of the opinion that the returned questionnaires form a reasonable and acceptable sample size, the outcome of which was deemed adequate in providing the required primary data. The researcher did everything practically possible to encourage respondents to respond to the questionnaires. Respondents who did not return their questionnaires were called by the main researcher, who explained the importance of their cooperation for the success of the project. They all made promises to complete the questionnaires after the researcher gave many extensions (for a period of a month). Even the intervention of the HRM and the Speaker in the Mayoral Committee of the Lukhanji Local Municipality did not yield positive results.

3.5 Interview survey

Field research uses unstructured, non-directive, in-depth interviews. The interview survey involves asking questions, expressing interest, and recording what was said. The interview survey is a joint production of a researcher and a respondent. Respondents are active participants, whose insights, feelings and cooperation form essential parts of a discussion process that reveals subjective meanings. An interview involves mutual sharing of experiences. A researcher might share his or her background to create trust and encourage the informant to open up, but does not force answers or use leading questions. He or she encourages and guides a process of mutual discovery. In interviews, respondents express themselves in the manner, in which they normally speak, think and organize reality. A researcher may retain a respondent’s jokes and narrative stories in their natural form and does not repackage them into a
standardized format. The focus is on the respondent’s experiences, the researcher must ask questions in terms of concrete examples or situations (Newman, 1994:371).

The business stakeholders who are the beneficiaries of Lukhanji Local Municipality HRD recruitment and appointment processes were interviewed. Formal interview surveys (direct contact) were mostly conducted to gather information. The time spent in the field was the one exercise anticipated, because it took three full weeks due to a busy schedule of the respondents and the distances that had to be travelled between the various places trying to reach the interviewees. From 20 interviews targeted at business stakeholders, 75% were conducted and only 15% of the respondents were not available for interviews. As mentioned above, the researcher is of the opinion that a 75% response rate, forms an acceptable sample size, which can be deemed reasonable to be representative of the business stakeholders in Lukhanji Municipality.

3.6 Observation

A great deal of what researchers do in the field is to pay attention, watching and listening carefully. They use all their senses, noticing what is seen, heard or touched. The researcher becomes an instrument that absorbs all sources of information. In observation, the researcher carefully scrutinizes the physical setting to capture its atmosphere. Observation has a long tradition in the social sciences. In naturalistic observation, observers neither manipulate nor stimulate the behaviour of those whom they are observing, in contrast to some other data gathering techniques. The situation being observed is not contrived for research purposes. This is pure, direct, or non-participant observation, in contrast with participant observation. (Newman, 1994:361).

There are two main practical issues in planning the collection of observation data, namely: approaching observation and recording. Approaching observation means establishing the focus of the observation, selecting the cases for observation and, as appropriate, selecting within cases for observation, that is, the researcher has to select what will be observed and why. These are sampling decisions and need to be made
with reference to the questions. There may be advantages in combining these different methods. The choice here is influenced by the extent, to which data are structured or unstructured (Punch, 2005:179-180). The observation is based mainly on the managerial processes of the project, an assessment of the monitoring of the project and the community’s perception on the project. On this basis, the researcher observed the working relationships of the ward councillors, HR staff and the business stakeholders.

3.7 Documentation

Documents, both historical and contemporary are rich resources of data for social research. Some studies might depend entirely on documentary data, with such data being the focus in their own right. In other researches, for example, case studies or ground theory studies, documentary data may be collected in conjunction with interviews and observations. In conjunction with other data, documents can be important in triangulation, wherein an intersecting set of different methods and data types are used in a single project. The range of documents that might be used by social scientist includes diaries, letters, institutional memoranda as well as reports and government pronouncements and proceedings (Punch, 2005:184).

The types of documents that were studied before developing the data collection tools include recruitment and appointment policies and plans. These were very important in providing some background to government policies as well as the statutory instruments that support such policies. Newsletters and articles on recruitment and appointments were also studied to verify whether the information provided reflected the true situation of the department. The main purpose of assessing these documents was to check whether the department is fair in recruiting and appointing processes of the Lukhanji Municipality.

3.8 Data analysis

The data were analysed by using tables and graphs in order to depict trends and
patterns of recruitment and appointment processes. In addition, descriptive data analyses were used in order to elaborate the thematic issues in question that could not be adequately captured in numbers and percentages. The descriptive analysis mainly covers those areas where respondents were asked for their opinion, or asked to give a recommendation on a certain topic.

3.9 Limitation of the study

This study is limited in that it only illustrates feedback of only one selected municipality, the Lukhanji Local Municipality at Chris Hani District Municipality in the Eastern Cape. However, many municipalities are hamstrung by poor service delivery, due to poor and unfair recruitment and appointments by their HRD. It was not always possible for the researcher to obtain access to documents and files reflecting the level of education and skill of the HR personnel, results of interviews and decisions for appointments as they were regarded as confidential. There were both an over-exaggeration of achievements and reluctance of some ward councillors and HR to provide information, for fear of being viewed in a negative light, despite assurance that names would not be divulged. Although this proved to be a challenge initially, over time the researcher managed to access all the relevant documents and files after the HR staff and ward councillors were convinced that the information was strictly for academic purposes.

3.10 Conclusion

The design and methodology used assisted the researcher to pay special attention to the scientific fundamentals of research. The questionnaires assisted respondents to express their views freely and suggest how shortcomings could be addressed. The interviews were selected, because they would assist the researcher during the time in the field to create variables and note issues of importance, when the respondents answered questions. These questions assisted in such a way that the researcher was able to quantify the information according to the way each participant responded to a particular question. The choice for using an observation was due to the fact that the
researcher had to look at the impact of the community and the physical expression of the respondents when responding to some of the questions that they might have regarded as sensitive to them. The documentation assisted in that the HRD managers’ action plans, departmental strategic plans, documents and the minutes of meetings were used to correlate the information from the beginning to the end. The methodology used assisted to ensure that the study was executed according to plan and made it easy for information to be sorted out.
CHAPTER FOUR
DATA ANALYSIS

4.1 Introduction

This chapter is the analysis of the findings from the data collected after the interaction with the respondents from the Lukhanji Local Municipality, Eastern Cape. The data collected were quantitative and qualitative to give the readers in–depth understanding of the results and opinions of the Lukhanji Local Municipal ward councillors, HR staff and business stakeholders. It is important to note that nowhere in the analysis are the names of the respondents mentioned, to protect their anonymity.

4.2 Quantitative data analysis

Figure 4.1: Responses to Questions of Unemployment in Wards

The above graph looks at the response of respondents, who were asked about the rate of unemployment in their respective areas. As seen from the graph all the respondents overwhelmingly responded that there was very high unemployment within their respective wards.
When asked to respond on whether there were interventions to fight unemployment in their respective wards, all respondents agreed that there were interventions at some point to reduce unemployment. However, all the respondents also went on to point out that, these interventions were temporary. This was because the interventions were in the form of municipal projects that were either unsustainable in their design or had limited budgets and subsequent short life cycles, so the people would immediately find themselves unemployed once again.
As seen from the graph most of the respondents were of the opinion that that the municipality had gone a long way in complying with government policies on HR matters like Affirmative Action, Political Appointments and Gender Equity. However, HR staff at the municipality had a slightly lower affirmative rate of 73% compared with the other groups who were tied at 86%. This is likely, because, since they were the practitioners on the ground, they were in a better position to see that the policies were not adequately implemented.
Again from the graph it emerged that most of the respondents thought that Affirmative Action was a good thing as it was important in addressing past imbalances. Besides correcting the political situation brought about by apartheid, the respondents were also of the opinion that if done well, Affirmative Action could play a significant role in gender equality. However, it is important to point out that for those respondents, who did not say that it was not good, not all of them said it was bad either. Their argument was that it is rather late to be still implementing Affirmative Action now considering that South Africa achieved its independence in 1994. They were of the opinion that at this point the workplace should now be a level playing field where appointments were strictly on merit. While the ward councillors and HR staff were tied on their acceptance levels, the business stakeholders were a bit less tolerant as shown by their slightly lower percentage of 67% of respondents saying Affirmative Action was good with the remainder saying it was not right.
On the question of whether political appointments were right, most ward councillors thought so, with 73% saying it was good and the rest having some reservations with the policy. However, the other two groups showed a strong dislike of the policy with the business stakeholders topping at 78% of the respondents saying they did not want the policy. When asked to explain those in favour of the policy, the general opinion was that the government needed to put people they trust in key positions so they could be assured that government policy was implemented. On one hand, the HR staff and the business stakeholders were of the general opinion that people should be appointed on merit and qualifications, more so on senior positions that involved decision-making. Looking at the respondents’ pattern it could be deduced that since the ward councillors were politicians in every sense of the word they would generally support the policy of political appointments. HR staff, whom were probably trained in the principles of personnel management were of the opinion that people should be appointed on their ability to do the job at hand not just to be appointed because they were ruling party cadres.
When asked if they knew of specific cases of nepotism or favouritism, most respondents across all the three groups said they did not know of such cases. The HR staff in their entirety indicated that they did not know of any case. However, what came up amongst most of the respondents was the fact that there were several people working at Lukhanji Municipality who were related to each other. Now they could not interpret or rather imply that that was a case of favouritism or they were people, who were adequately qualified and just happened to have a relative working at the municipality.
The following question on what people thought of nepotism and favouritism was posed to ward councillors and HR staff. They almost unilaterally agreed that the practice was bad and should be stopped at all costs. Most of the respondents even suggested that if found the perpetrators should be arrested and charged to serve as a deterrent to others.
When asked to respond to whether the Lukhanji Municipality had appointed the right people over the past three years the responses from the different groups were different. The above graph reflected that 60% of ward councillors thought the Municipality had the right people to do the job, while 40% did not have confidence in the municipal staff. A majority of the staff, with a total percentage of 57% agreed that the Municipality had the right people for the job, while the remaining 43% thought there was not enough skill and competence within the personnel. The response from the business stakeholders was radically different from either the ward councillors or the HR staff. Only 11% thought the Municipality was competently staffed, while an overwhelming 89% thought the Municipality was poorly staffed. Their argument, as with the ward councillors and staff members, who did not think there was not enough competent personnel, was that the high poverty levels in the area, the high unemployment statistics and the generally poor service delivery, proved that the work at the Municipality was not being done by the right people.
The consensus here was that the HRD encouraged the youth to pursue further education, where 86% of the ward councillors indicated it and 93% of the HR staff agreed that the department was promoting the youth. The form of support mostly cited is that of bursaries. When asked to explain further, respondents elaborated that this was usually a small percentage of the youth and the difference was hardly noticeable.

4.3 Qualitative analysis

When questioned about the challenges that were mainly affecting the municipality in terms of recruitment and appointments, the responses received were varied. However, a general lack of vision within the municipality was a major concern. Another general challenge cited was the fact that most of the solutions to problems were short term and not sustainable. A commonly cited example was employing the youth and general populace in the municipal council, who because of their unsustainable nature were short-lived, resulting in the people ending up being unemployed again.
Another main problem proffered was that although a solid policy was in place to tackle various problems, this policy was not adequately followed and there were no measures to ensure that the policy was followed. When asked for solutions to these problems, the responses were divided along the lines of the groups. For example, the ward councillors were of the opinion that they needed to be consulted and more involved in the recruitment process. They felt this was a far more important issue and should not be left to HR staff only. On the other hand, the staff were of the opinion that there should be minimal interference from the politicians, especially the Mayoral Committee. Most of the HR staff cited the fact that all challenges could be resolved if the politicians stopped interfering with recruitment and appointments so that they could appoint the right people for the job. However, there were areas were they tentatively agreed. For example, both saw potential in the youth, whom they acknowledged was being supported by the municipality, though more could still be done, as there were still a lot of unemployed youths.

4.4 Conclusion

According to the findings of the study, the HRD of the Lukhanji Local Municipality had performed satisfactory in ensuring that it complied with government policies on matters of affirmative action, political appointments and gender equity, but there was still room for improvement, according to the HR staff. It became clear that most of the respondents were of the opinion that affirmative action is a good thing and it was important in addressing past imbalances and gender equity. Furthermore it was evident that political appointments were only supported by politicians (ward councillors) and the majority of respondents disliked it and they believed that people should be recruited and appointed on their ability to do the job not only because they supported the ruling party. It was also suggested that there were no reported cases of nepotism or favouritism at the Lukhanji Local Municipality HRD and the ward councillors and HR staff agreed that nepotism was undesirable and should be stopped at all costs.
Although the ward councillors were of the general opinion that the staff at the HRM department were adequate for the job, the response from the people on the ground (business stakeholders) showed a massive dissatisfaction with the municipal employees and this implied that there were problems in recruitment and appointment processes and the work was not done properly. Accordingly, the political dichotomy in the local government sphere needed urgent attention from the authorities. The HRM department cannot falter when recruiting and appointing people to do the job at grass root levels. All necessary resources and support to the local government to achieve its goals and objectives of service delivery to the people was needed. These results illustrated above brought hope that irrespective of many challenges faced by the department of HR at Lukhanji Local Municipality in recruitment and appointments, there were, however, areas of excellence, which must be celebrated and embraced.
CHAPTER FIVE
CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

The study looked at the challenges facing local municipalities in their recruitment and appointment procedures as laid out in the national legislation. Generally, municipalities were often blamed for hiring poorly qualified staff hence their poor service delivery. Some of the questions that the study answered included the investigation into the contributory factors for non-performance of employees after they had been employed and the possible effect of political appointments, deployment of cadres and affirmative action on staff performance. The study also achieved its broad objective of first assessing the nature and extent of the appointment process at Lukhanji Municipality and finding strategies that could ensure quality recruitment and appointment processes.

Chapter one of the study gave an introduction to the whole study as well as the background to the study area, which is Lukhanji Municipality. The chapter started by outlining the objectives of the Recruitment, Selection and Retention Policy of the Lukhanji Local Municipality. The first chapter also provided an overview of the legislatures that governed the recruitment and appointments procedures in local municipalities. One of the issues covered in the first chapter were the challenges that the local municipalities faced in their recruitment and appointment procedures. These largely included HR staff and ward councillors, both parties claiming that they have the mandate to employ municipal staff. This has led to what the HR personnel have called the interference from politicians. Besides challenges faced in the recruitment and appointment procedures, there were also some malpractices that have been highlighted. These included nepotism and favouritism, often resulting in undeserved appointments and promotions. Other malpractices included people being appointed to posts, which they were not fully qualified for or experienced to hold, duplication of duties
and responsibilities, because people were not aware of their job descriptions and appointments being made without proper advertisements.

Chapter two of the study was the literature review and it researched the literature relevant to the study topic. The literature consulted varied as it covered several areas that made up the study. These areas comprised the legal instruments underpinning the recruitment and appointments in local municipalities, literature dealing with political appointments, cadre deployment and the debates surrounding affirmative action.

The first area of labour statutory instruments was generally straightforward although there were some gaps on what the law required and what was actually happening at Lukhanji Municipality. For example, there was no HR policy in place not in line with what was prescribed by the law and in practice it was rarely followed, which was against the law as well.

The second area concerning the political appointment and cadre development initiated a deeply polarized debate; this was even revealed in the fieldwork results, where the respondents expressed extreme views on the subject. Likewise, affirmative action also generated debate among scholars. However, looking at the South African context the general consensus was that this was necessary to accord equal and even opportunities to both men and women, especially when considering the apartheid era were women’s opportunities were limited.

Chapter three gave an overview of the research methodologies that were employed when gathering primary data in Lukhanji Municipality. The main data collection tools employed were questionnaires, interviews and observation. Questionnaires were important in that they allowed the researcher to elicit the responses of HR staff within the municipality and ward councillors of the areas falling under the municipality. Areas covered in the questionnaire varied, including unemployment levels in the respondents’ respective areas, views on political appointments, affirmative action, nepotism and
favouritism, view on the general qualification of the municipal staff and ways in which challenges being faced could be resolved.

Chapter four reflected the results obtained from the questionnaires, which were particularly important in highlighting the conflict and tension between ward councillors and HR personnel, where both claimed they were qualified to make municipal appointments. Interviews were conducted with stakeholders, who have business interests in the area. The areas covered by the interviews were generally similar to that of the questionnaire. The main difference was that the interviews omitted some questions that were specific to municipal staff and ward councillors. The employed data collection tools enabled the researcher to gather all the information that deemed necessary for the study. In addition, the fourth chapter also presented the results of the primary data that were collected during fieldwork. Besides drawing on the responses from the respondents on various issues, the collected data also enabled the researcher to make some recommendations based on the results.

5.2 Recommendations

Based on the critical issues raised, hereunder, are the recommendations that the study has drawn, to contribute in bringing a resolve to the recruitment and appointment problems and challenges posed:

a. All stakeholders should be involved in the recruitment and appointment process. This should not be left only to the HR staff or the Mayoral Committee. In this way, it is expected that conflicts about who should take the decision to make appointments will be limited. Additionally, national and provincial government should be called upon to monitor the appointment process and procedures thereof.

b. All the youth, whose school performance is impressive, should be given bursaries, so as to widen the skills base in the municipality, from which the municipality can draw. This will also reduce unemployment in the area as the skilled youth increase their chances of finding employment once they gain a skill.
c. Political appointments must be stopped. Rather, people should be selected on merit not political affiliation. Since this is a political party thing not something enshrined in the Constitution, policies can be set at municipal levels that ensure all appointments are only based on merit.
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Sir/Madam

RE: TO WHOM IT MAY CONCERN:
REQUEST TO ALLOW MR ANDILE GIJANA (STUDENT NUMBER: 200903318) TO CONDUCT RESEARCH SURVEY IN YOUR JURIDICAL AREA

Mr Andile Gijana is our registered student in our Masters in Public Administration programme. As part of the requirements for the degree, the student is supposed to conduct a research and submit to us the research report upon completion. The report is solely meant for academic reasons, and nothing else.


We humbly request you to allow Mr Gijana to conduct research in your juridical area amongst others, to interact with individuals and units on human resource matters. We have instructed the student to observe professionalism and ethical considerations by maintaining anonymity of the participants.

Once the research is complete, it will be made available on request to you including individuals who participated in the research survey. We hope that the findings of the research will benefit your municipality and the province as a whole.
Your support in this research endeavour is much appreciated.

Regards,

Prof. Kanyane MH Research Supervisor
ANNEXURE B – DATA COLLECTION INSTRUMENTS

Impact Assessment Tool

Questionnaire guide: Ward councillors and Human Resource staff

Overview
The Lukhanji Local Municipality is a Category B municipality situated within the Chris Hani District of the Eastern Cape Province. It has a number of departments and the Human Resource Department is the main focus point of this research study. The purpose of this tool is to assess the case of recruitment and appointment processes in Lukhanji Local Municipality.

Respondents
This questionnaire has been prepared for the participation of Ward councillors and Human Resource staff. Ward councillors are the elected representatives of their respective ward constituencies within a representative democracy model, ward councillors are advocates of the service delivery mandate at community level in council.

Guidelines
Please note that the information gathered during this research will be handled in a responsible manner within the confines of research ethics.

Process
The research and/or field assistants will administer the questionnaire based on the direct engagement with respondents.

Communication
This questionnaire has been prepared for a research project undertaken to fulfill the requirements of a Master’s Degree in Public Administration at the University of Fort Hare.

Disclaimer
This questionnaire has been prepared for a research project undertaken to fulfill the requirement of Master’s Degree in Public Administration at the University of Fort Hare.

Your participation will be greatly appreciated

©A.P Gijana, University of Fort Hare, 2010
Part 1

**Ward Profile**

<table>
<thead>
<tr>
<th>Ward Number</th>
<th>Ward Constituents</th>
<th>Ward Councillor</th>
<th>Ward Committee in Place</th>
<th>Ward Population Number</th>
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<td>Y/N</td>
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<table>
<thead>
<tr>
<th>Total Number of Households &amp; Distribution</th>
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<tbody>
<tr>
<td>Total:</td>
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<tr>
<td>Ward Survey 2007</td>
</tr>
<tr>
<td>Urban:</td>
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<tr>
<td>Rural:</td>
</tr>
</tbody>
</table>

Part 2

**2.1 Socio Economic Development Indicators**

2.1.1 What is your view of the unemployment rate in your ward?

1. Low
2. Moderate
3. High

2.1.2 Has the Human Resource Department of your Municipality implemented any interventions where members from your ward have received employment relief on a temporary or permanent basis?

YES

NO
2.1.3 If yes, what is your opinion of the nature of recruitment and employment process by the Lukhanji Local Municipal Human Resource Department?
2.1.4 Has the HRM development complied with Government policies such as Affirmative Action, Political appointment and Gender Equity when recruiting and appointing?

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
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2.1.5 What is your opinion on Affirmative Action appointments?
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2.1.6 What is your view on Political appointments?
2.1.7 Any case in your mind related to Nepotism or Favouritism done by HRM in recruitment and appointment processes. Briefly explain the case in question?

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2.1.8 What is your opinion regarding Nepotism in the recruitment and appointment process in your municipal Human Resource Department?

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2.1.9 In your opinion, does the HRM recruit and appoint the right people in your Municipality.

YES

NO

Explain

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2.2 Standard of Education

2.2.1 Does the recruitment and appointment processes by the Human Resource Department encourage the youth on education?

Explain

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Part 3 General

Generally comment on the problems and challenges of recruitment and appointment in Lukhanji Municipality and how they should be resolved.

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Overview
The Lukhanji Local Municipality is a Category B municipality situated within the Chris Hani District of the Eastern Cape Province. It has a number of departments and the Human Resource Department is the main focus point of this research study. The purpose of this tool is to assess the case of recruitment and appointment processes in Lukhanji Local Municipality.

Respondents
This interview has been prepared for the participation of Municipal Business Stakeholders only. Municipal Business Stakeholders are appointed to implement Council and Government policies. They are involved in recruitment, selection and appointment processes of the Lukhanji Local Municipal Human Resource Department.

Guidelines
Please note that the information gathered during this research will be handled in a responsible manner within the confines of research ethics.

Process
The researcher and/or field assistants will administer the questionnaire based on the direct engagement with respondents.

Communication
The researcher and/or field assistance will engage the respondents in both Xhosa and English. However all responses will be captured in English.

Disclaimer
This interview has been prepared for a research project undertaken to fulfill the requirement of Master’s Degree in Public Administration at the University of Fort Hare.

Your participation will be greatly appreciated.
Questions

1) What is your role on recruitment and appointment processes in your Municipal Human Resource Department? Give a brief explanation.

2) Has the HRM development comply with the Government policies such as Affirmative Action, Political appointment and Gender Equity when recruiting and appointing? Explain.

3) What is your opinion of Affirmative Action appointments?

4) What is your view on political appointments?

5) Any case in your mind related to Nepotism or Favouritism done by HRM in recruitment and appointment processes? Briefly explain the case in question.

6) In your opinion, does the Municipality’s policy framework support the recruitment and appointment by the Human Resource Department to enhance service delivery? Explain.

7) What can you describe as successes and challenges of the Lukhanji Local Municipality Human Resource department in regard to recruitment and appointment processes?

8) On Challenges, as a Municipal Stakeholder how can they be resolved to enhance service delivery?

9) In your opinion, does Lukhanji Local Municipality Human Resource department recruited and appointed the right people in the past three years to enhance service delivery? Explain.

10) Generally comment on the problems and challenges of recruitment and appointment in Lukhanji Local Municipality and how they should be resolved.
SOLI DEO GLORIA
EDITOR’S CONFIRMATION LETTER
TO WHOM IT MAY CONCERN

I hereby state that I have edited the document:

**ASSESSING CHALLENGES IN PUBLIC APPOINTMENTS AND RECRUITMENT PROCESSES IN CHRIS HANI DISTRICT MUNICIPALITY: A CASE STUDY OF HUMAN RESOURCE DEPARTMENT IN LUKHANJI LOCAL MUNICIPALITY (2008 - 2010)**

**BY**

**ANDILE PATRICK GIJANA**

**MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTERS IN PUBLIC ADMINISTRATION IN THE FACULTY OF MANAGEMENT, SCHOOL OF PUBLIC MANAGEMENT & DEVELOPMENT, DEPARTMENT OF PUBLIC ADMINISTRATION UNIVERSITY OF FORT HARE**

**SUPERVISOR: PROF. M. H. KANYANE**

**COMPLETED**

**FEBRUARY 2011**

*Disclaimer*

*At time of submission to student, language editing and technical care was attended to as requested by student and supervisor. Any corrections and technical care required after submission is the sole responsibility of the student.*

Kind Regards

Hani Sammons
D.Litt.et Phil (University of Johannesburg)

SOLI DEO GLORIA
Language Editing

Cell: 073 778 1801
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DATE: 15 March 2011