A REVIEW OF THE LUKHANJI LOCAL MUNICIPALITY’S
RECRUITMENT AND RETENTION POLICY

BY

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COMPLETED: AUGUST 2016
DECLARATION

I, XOLANIMAKELENI, do hereby declare that this mini-dissertation is the result of my own independent work or investigation. That it has not been previously submitted to another educational institution and or for obtaining another qualification. Throughout the study all sources used have been acknowledged as required in the University's plagiarism policy.

[Signature]

08 August 2016

DATE
DECLARATION ON RESEARCH ETHICS CLEARANCE

I, XOLANI MAKELENI, do hereby declare that I am fully aware of the University of Fort Hare Policy on Research Ethics and I have carefully considered ensuring that I comply with the regulations. I have been offered an ethical clearance certificate by the University of Fort Hare's Research Ethics Committee.

[Signature]

08 August 2016

DATE
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To God Almighty be the glory, honour, and adoration for He granted courage, wisdom inspiration and strength to complete this study. Thank you Lord God Almighty. My gratitude also goes to my special wife Nokukhanya Precious Makeleni, thank you so much for helping in your own unique way, may God richly bless you.

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DEDICATIONS

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I also dedicate this achievement to my late parents Mbunana Jackson Makeleni and Hanjiwe Nocawe Lena Makeleni, you are sadly missed!
ABSTRACT

The central objective underpinning the rationale of this research is to review the Recruitment and Retention policy of Lukhanji Local Municipality (LLM) in order to institute a success in the implementation of the policy. For this study to be realised, the following objectives have to assess the nature of government’s overall recruitment and retention strategies from the South African policy framework and in particular as it relates to municipal administration; to identify challenges to Lukhanji Local Municipality’s recruitment and retention policy in light of government strategic framework, if there is one, and to propose possible policy mechanisms that will help mitigate identified challenges recruitment and retention of personnel in order to address the challenges identified.

Only one questionnaire was compiled for all the respondents because recruitment is perceived as the only model towards employment and the retention of employees affects the entire organisation.

Findings of this study revealed that if the Lukhanji Local Municipality recruitment and retention policies were to be translated into practice, then the municipality would be the employer of choice. This process could be hampered by the unjust administrative action taken by the responsible municipal officials, which are reluctant to appoint candidates who are suitable qualified.

The municipality should create an enabling environment in which communication between management and non-management freely takes place without people being victimised. The findings of the study pointed to the necessity to invoke remedial measures and monitoring mechanisms that would ensure the effective execution of recruitment and retention policies and practices in the municipality in an appropriate, fair manner without any prejudice.

That if there are gaps that arises in areas of recruiting and retaining staff with competencies that will optimally fitting the municipal objectives an assessment have to made to evaluate an impact of the recruitment and retention strategy of the
municipality. In that they can be reviewed in order to enhance the overall municipal performance.

**Key Words:**

Recruitment, Selection, Retention, Staff Turnover, Administrative Action, Skills Development, Policy and Implementation
# TABLE OF CONTENTS

DECLARATION .......................................................................................................................... ii
DECLARATION ON RESEARCH ETHICS CLEARANCE ...................................................... iii
ACKNOWLEDGEMENTS ........................................................................................................ iv
DEDICATIONS ........................................................................................................................ v
ABSTRACT ............................................................................................................................ vi
TABLE OF CONTENTS .......................................................................................................... viii
LIST OF GRAPHS ................................................................................................................ xi
LIST OF TABLES .................................................................................................................. xii
LIST OF ABBREVIATIONS ................................................................................................. xiii
CHAPTER ONE ...................................................................................................................... 1
OVERVIEW OF THE STUDY ................................................................................................. 1
  1.1 Introduction .................................................................................................................. 1
  1.2 Background to the Study ............................................................................................. 1
  1.3 Statement of the Problem ........................................................................................... 6
  1.4 Aim of the Study .......................................................................................................... 7
  1.5 Objectives of the Study ............................................................................................... 7
  1.6 Research Questions ..................................................................................................... 8
  1.7 Significance of the Study ............................................................................................. 8
  1.8 Delimitation of the Study ............................................................................................ 9
  1.9 Research Methodology ............................................................................................... 9
    1.9.1 Research Design .................................................................................................. 10
    1.9.2 Sampling ............................................................................................................. 10
    1.9.3 Data Collection Methods ................................................................................... 11
    1.9.4 Data Analysis ..................................................................................................... 12
    1.9.5 Ethical Considerations ......................................................................................... 12
  1.10 Structure of Dissertation ........................................................................................... 13
  1.11 Conclusion .................................................................................................................. 14
CHAPTER TWO ..................................................................................................................... 16
LITERATURE REVIEW ........................................................................................................ 16
  2 .......................................................................................................................................... 16
    2.1 Introduction ............................................................................................................... 16
    2.2 Theoretical Framework ............................................................................................ 17
      2.2.1 Organisational theory ....................................................................................... 17
      2.2.2 Weber’s theory of bureaucracy ......................................................................... 18
2.2.3 Decision Making Approaches ............................................................. 18
2.3 Conceptualisation of Key Terms ................................................................ 20
  2.3.1 Policy ............................................................................................... 20
  2.3.2 Policy Implementation ....................................................................... 21
  2.3.3 Societal Values and Norms ............................................................... 22
  2.3.4 Recruitment ....................................................................................... 23
  2.3.5 The Process of Recruitment ............................................................... 24
  2.3.6 The Selection Process ........................................................................ 25
  2.3.7 Recruitment Policy ............................................................................ 26
  2.3.8 Employee Retention ......................................................................... 29
  2.3.9 Retention Policy ............................................................................... 31
  2.3.10 Staff Turn Over .............................................................................. 31
  2.3.11 Attraction and Retention ................................................................. 32
2.4 Good Employment Practices ..................................................................... 33
2.5 Legislative Framework ............................................................................. 34
  2.5.1 The Constitution of the Republic of South Africa ................................ 34
  2.5.2 Promotion of Administrative Just Act ............................................... 35
  2.5.3 Labour Relations Act ....................................................................... 36
  2.5.4 Employment Equity Act ................................................................... 36
  2.5.5 Affirmative Action .......................................................................... 37
  2.5.6 Skills Development Act .................................................................... 38
  2.5.7 Public Administration Act ................................................................. 38
  2.5.8 Local Government Municipal Systems Act ....................................... 40
  2.5.9 Local Government Municipal Structures Act ................................... 41
2.6 Conclusion ............................................................................................. 42
CHAPTER THREE .......................................................................................... 43
RESEARCH METHODOLOGY AND DESIGN ........................................... 43
  3.1 Introduction .......................................................................................... 43
  3.2 Research Methodology and Design ....................................................... 43
  3.3 Sampling and Target ............................................................................ 44
  3.4 Data Collection ...................................................................................... 46
  3.5 Primary Data ......................................................................................... 46
  3.6 Data Analysis ......................................................................................... 47
  3.7 Limitations and delimitations of the study ............................................. 47
  3.8 Ethical Consideration .......................................................................... 48
  3.9 Conclusion ............................................................................................ 49
CHAPTER FOUR
DATA ANALYSIS AND FINDINGS

4.1 Introduction
4.2 Section A: Consideration of Demographic Information
4.3 SECTION B: THE RECRUITMENT POLICY OF LUKHANJI LOCAL MUNICIPALITY
4.4 SECTION C: THE RETENTION POLICY OF LUKHANJI LOCAL MUNICIPALITY
4.5 DISCUSSION OF THE FINDINGS

4.5.1 Demographic Relationships and Study Variables
4.5.2 Findings on questions posed regarding the municipal recruitment policy
4.5.3 Findings on questions posed regarding the municipal retention policy

4.6 Conclusion

CHAPTER 5
CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction
5.2 Conclusions
5.3 Lessons Learned
5.4 Recommendations

REFERENCES
APPENDIX 1: COVERING LETTER TO RESPONDENTS
APPENDIX 2: INFORMED CONSENT
APPENDIX 3: RESEARCH QUESTIONNAIRE
APPENDIX 4: REQUEST TO CONDUCT A RESEARCH
APPENDIX 5: PERMISSION TO CONDUCT A RESEARCH
APPENDIX 6: MY APPLICATION FOR ETHICAL CLEARANCE CERTIFICATE
APPENDIX 7: UNIVERSITY OF FORT HARE ETHICAL CLEARANCE CERTIFICATE
LIST OF GRAPHS

Graph 4.3.1: Recruitment policy on path to municipal success......................................................... 57
Graph 4.3.2: Responses on the alignment of municipal recruitment policy with legislation that governs the public sector ........................................................................................................ 58
Graph 4.3.3: Response on whether the municipal recruitment seeks to realise the municipal overarching strategy (IDP) ...................................................................................................................... 59
Graph 4.3.4: Administration of the recruitment process by the HR Section is in line with the contents of the policy ........................................................................................................................................ 60
Graph 4.3.5: Just administrative action is undertaken when conducting recruitment ................. 61
Graph 4.3.6: Municipal recruitment process and the implementation of affirmative action... 62
Graph 4.3.7: Recruitment policy and employment equity ................................................................. 63
Graph 4.3.8: The recruitment and the attraction of scarce skills. .................................................. 64
Graph 4.3.9: Head hunting and secondment...................................................................................... 65
Graph 4.3.10: Recruitment policy deters political interference in the recruitment process... 66
Graph 4.4.1: Existence of the clear municipal retention policy......................................................... 68
Graph 4.4.2: Opinions of the respondents regarding the municipality retention policy ....... 69
Graph 4.4.3: The retention policy and counter offer procedures.................................................. 70
Graph 4.4.4: The retention policy and the preservation of institutional memory...................... 71
Graph 4.4.5: Retention policy and applicable legislation ................................................................. 72
Graph 4.4.6: The retention policy and the municipal long term strategy ................................. 73
Graph 4.4.7: Retention strategy & Promotion of Growth and Development................................. 74
Graph 4.4.8: The retention upholds the values of the public administration............................ 75
Graph 4.4.9: Consistency of application of retention policy ........................................................ 76
Graph 4.4.10: Leadership understand the importance of the retention of staff ....................... 76
LIST OF TABLES

Table 4.2.1: Responses for respective age classification ............................................. 52
Table 4.2.2: Responses classified in terms of gender ..................................................... 53
Table 4.2.3: Responses categorised in terms of number of years in the municipality .... 54
Table 4.2.4: Total respondents and positions ................................................................. 55
LIST OF ABBREVIATIONS

CHDM  Chris Hani District Municipality
EEA   Employment Equity Act
HR    Human Resource
HRM   Human Resource Management
IDP   Integrated Development Plan
IMATU Independent Municipal and Allied Trade Union
LG    Local Government
LGMSA Local Government Municipal Structures Act
LGMSTA Local Government Municipal Systems Act
LLM   Lukhanji Local Municipality
LRA   Labour Relations Act
MFMA  Municipal Financial Management Act
MRMCL Municipal Regulations on Minimum Competency Levels
NQF   National Qualifications Framework
OSD   Occupational Specific Dispensation
PAMA  Public Administration Management Act
PAJA  Public Administrative Justice Act
PMS   Performance Management System
POS   Perceived Organisational Support
PSA   Public Service Act
PSCBC Public Service Co-ordinating Bargaining Council
RDP   Reconstruction and Development Programme
SALGA South African Local Government Association
SAMWU South African Municipal Workers Union
SAQAA South African Qualifications Authority Act
SDA   Skills Development Act
CHAPTER ONE

OVERVIEW OF THE STUDY

1.1 Introduction

A developmental state plays an active role in guiding economic development and using state resources as enabler to address the challenges and people needs. The developmental state attempts to balance economic growth and social development. The South African development agenda is based on the vision of the state and society working together at all levels to advance social justice, economic growth and development. Development local government is crucial to building the developmental state.

The purposes of democratising our society and developing our economy inclusively can solely be realised through responsive, accountable, effective, and efficient Local Government system that is part of a developmental state. Efficient and effective human resources management and development is crucial for the achievement of the vision of a developmental state within local government. Local government (LG) needs to be pre-emptive in terms of its human resource requirements and more responsive to improvement of service delivery and increasing global competition.

Local government need a workforce that can support the creation of democracy as impress in the constitution. There's a need to transform workforce and human resource planning. A workforce Local government should have a workforce that is zealous to support and delivers on government objectives.

1.2 Background to the Study

The Lukhanji Local Municipality was established on the 5th of December 2000. It comprises of places such as surrounding rural areas including Queenstown, Whittlesea, Sada, Lesseyton and Ilinge and is located at Chris Hani District in the Eastern Cape. It is a category B municipality and is amongst eight Local
Municipalities which falls under the authority of the Chris Hani District Municipality, (CHDM). Lukhanji, (LLM) is blocked-in by the Municipalities of Emalahleni and Intsika Yethu to the North and Amahlati to the East and Tsolwana and Inkwanca to the West. It consists of twenty seven (27) wards, and covers almost 4231 km² in extent.

Sections 151-164 of the Constitution of the Republic of South Africa, Act No 108 of 1996 outlines the legislative and executive functions at Local government level. The Constitution requires a solid relationship between political and administrative office bearers working together towards provision of municipal services. The basic values and principles governing public administration are advocated in terms of Section 195 of the Constitution which is also applicable to LG: these are, *inter alia*; observation of high standard of professional ethics that must be promoted and maintained; efficient, economic and effective use of resources must be promoted; public administration must be development-oriented; and good human resource management and career-development practices, to maximise human potential, must be cultivated.

The study intended to review the recruitment and retention policy of Lukhanji Local Municipality and to evaluate its effectiveness and determine how it comply with the Constitutional objectives outlined above and other relevant legislation.

It is further alluded to by Section 19(1) of Municipal Structures Act 117 of 1998 (LGMSA) (Republic of South Africa: 1998) that a municipal council must strive within its capacity to achieve objectives set out in sections 152 and 153 of the Constitution. These objectives can be achieved through coherent relationship between the Municipal Council and its administration structure. Moreover, section 56 of the Municipal Structures Act outlines the powers and functions of the executive Mayor (a politician) which are distinct from the powers and function of Municipal Manager (an administrator); however these two officials have to work together in pursuit of municipal agenda of providing municipal services to its communities. The Municipal Structures Act (1998) outlines these powers and functions of the mayor as follows:
• Identify and develop criteria in the implementation of the strategies, programmes and services;
• Evaluate progress against key performance indicators;
• Review the performance of the Municipality in order to improve the economy, efficiency, and effectiveness of the Municipality;
• Monitor the management of the municipality’s administration in accordance with the direction of the provision of services of Municipal Council; and
• Oversee the provision of services to communities in the Municipality in a sustainable manner.

It provides further clarity on the roles and responsibilities of the municipal manager. Section 55 of the Local Government Municipal Systems Act (No. 32 of 2000) (LGMSTA) provides detailed roles and responsibilities of municipal manager which are intended to complement the roles and function of the Mayor. These functions are outlined as follows:
• Formation and development of an economic, effective, and accountable administration;
• The management of the Municipality’s administration;
• Implementation of Municipal Integrated Development Plan (IDP) and the monitoring thereof;
• Maintenance of discipline of staff, and promotion of sound labour relations and compliance by the municipality;
• Managing communication between the municipalities administration and its political structures and political office bearers;
• Carry out the decisions of the political structures and political office bearers of the municipality and manage financial affairs of the municipality.

Therefore this means the municipal manager is the accounting officer of the municipality and has to ensure implementation of policies as developed by the political parties and entrusted to the Municipal Council to oversee. This Act provides the distinctive roles and responsibilities between political and administration office bearers. Hence since the duties and responsibilities of the Municipal Manager are
outlined, just like those of the mayor, therefore there should be limited or no incidence of clashes between the two.

Municipalities require individuals to support their initiatives in order to attain organisational objectives and goals the techniques to this are the staffing of skilled and competent personnel. Therefore, the fundamentals of recruitment can be viewed mandatory for the government to delivery and for the realisation of its obligation that is the services be provided to the communities designated to deliver services for. In the deficiency of real recruitment practices and retention policies the state is likely to deliver service with poor quality, particularly to the have nots. This study intends to review the recruitment and retention policy of Lukhanji Local Municipality and to evaluate its effectiveness. A local government system in South Africa needs a competent and effective local public administration that adapts to the ethics and doctrines governing public service or administration as impress in section 195 of Act 108 of 1996.

The Local Government Municipal Systems Act No. 32 of 2000 (LGMSTA), section 56 (a) and (b), “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” (Republic of South Africa, 2000a).

It became clear therefore that one great shortage is management of skills. When compared the South African span of administration with that of First World nations, it becomes vivid on reasons of low output (Geber, Nel, & Van Dyk, 1996:108).

Lukhanji Municipality as a medium capacity municipality has an inadequate recruitment policy and has operated without any retention strategy for many years. The Lukhanji Council astonishingly only adopted a Retention Policy at its meeting held on 29 June 2015. The lack of an adequate recruitment policy resulted in the irregular appointment of staff with incompatible qualifications and skills for the
positions in which they were appointed to. This in turn contributed to the high staff turnover experienced by the municipality at a rate of 36% according to the 2011/2012 annual report of the municipality (Lukhanji Municipality: 2012:92). These aspects raised the interest of this researcher to investigate the effects of these developments on the overall effectiveness and efficiency of the organization. This researcher is of the opinion that there is a definite effect on the administration of Lukhanji Municipality and that further research will be necessary to either prove or disprove this postulation.

The objectives of the Recruitment and Selection Policy of the Lukhanji Local Municipality as adopted on the 05 July 2013 to be reviewed are as follows: to introduce fair and objective principles and procedures for the staffing of the Municipality; provide procedures for the selection of best optimal fitting candidates to the Lukhanji Local Municipality; establishes values and procedures that will ensure that the Lukhanji complies with legislative requirements so as to reduce labour disputes resulting from recruitment process and outline the sequential process to be followed when advertising positions, short listing of candidates, conducting interviews, offer of employment and appointment of candidates and the placement of incumbents into the staff establishment of the Municipality. (Lukhanji Municipality: 2013).

The recruitment policy and selection policy of Lukhanji as cited above, is silent on how headhunting should be conducted and addressing incumbents with scarce skills which eventually will lure and retain such skills for the betterment of the institution. It should also classify and specify the mode and sources of recruitment to be undertaken when recruiting candidates of different categories of employment. The Human Resource Strategy of the municipality informed by the Integrated Development Plan should be the guiding principle on how Human Resource Plan should be designed. In that the later should strive to realise what is on the human resource strategy trough recruitment process.

Lukhanji Municipality retention policy adopted on the 29 June 2015, purpose is to facilitate the retention of competent employees within the municipality, who are in
possession of a proven and consistent employment record. It states that the retention of employees shall not be automatic and will be at the discretion of the municipality, (Lukhanji Municipality: 2015). This policy should be designed in such a way that it assists the Senior Managers; Line Managers and Human Resource component in retaining employees, particularly with regard those who possess scarce and valuable skills. It should strive and ensure that Lukhanji Municipality retains the memory of the institution, always has best, most well trained and appropriate personnel occupying each position. Retention of the staff should be linked with the municipal recruitment and selection process.

1.3 Statement of the Problem

Effective recruitment is essential in closing the gap of incapacity of the municipalities which is to render services of a qualitative nature to local communities. Improper decisions made at the point of recruitment are probable and can manifest itself in high staff turnover over a period of time and pointless expenditure at the expense of the efficient delivery of municipal services. Poor policy undertakings concerning recruitment reflects poorly on the integrity of the municipalities as establishments who are dedicated to the objects of local government with effective recruitment and transparent practices directed at the installation of a professional public service in local government. In this regard, the South African Local Government Association (SALGA) at its 2011 Human Resources Conference acknowledged that some of the factors inhibiting the professionalisation of the local government sector include among others the "inconsistent and selective application of recruitment policy and legislation" (SALGA: 2011).

At Lukhanji Municipality, these shortcomings manifested it in three consecutive financial years' audit opinions. In the 2012/13 financial year the Auditor General found that "The Head of supply chain management did not meet any of the prescribed competency areas as required by section 119 of the MFMA and regulation 10 and 11 of the MRMCL" and further, that "Financial officials at middle management did not meet any of the prescribed competency areas as required by regulation 8 and 9 of the MRMCL". (Lukhanji Municipality, 2013. 105).
In the 2013/2014 financial year the Auditor General found that "The accounting officer, chief financial officer, senior managers and finance officials at middle management did not meet any of the prescribed competency areas as required by section 83 of the MFMA and regulations 2 and 9 of the Municipal Regulations on Minimum Competency Levels (MRMCL)." (Lukhanji Municipality, 2014. 133).

The Auditor General noted that the issues raised in prior year reports regarding the recruitment processes has not been attended to. Consequently, the same finding made in the 2012/13 and 2013/14 audit was repeated in the audit findings for the 2014/15 financial year, (Lukhanji Municipality, 2015. 133-134).

The concerns raised by the Auditor General over three consecutive years suggests that encounters concerning the staffing of the most suitable, knowledgeable, competent candidates can hamper performance and the service delivery goals at a municipal level.

1.4 Aim of the Study

The leading purpose for conducting this research will assess the effectiveness of the Lukhanji Local Municipality’s Recruitment and Retention policy and identify areas that could be reviewed or strengthened to prevent and eliminate challenges to the municipality’s recruitment process.

1.5 Objectives of the Study

The central objective underpinning the rationale of this research is to review the Recruitment and Retention policy of Lukhanji Local Municipality (LLM) in order to institute a success in the implementation of the policy. For the study to meet the aim above, the following objectives have to be considered:
• to assess the nature of government’s overall recruitment and retention strategies from the South African policy framework and in particular as it relates to municipal administration;
• to identify challenges to Lukhanji Local Municipality’s recruitment and retention policy in light of government strategic framework, if there is one, and
• to propose possible policy mechanisms that will help mitigate identified challenges to recruitment and retention of personnel in order to address the challenges identified.

1.6 Research Questions

• What are government’s provision for recruitment and retention?
• What are the various challenges identified and envisioned by staff in terms of implementing the present recruitment and retention policy?
• What possible policy mechanisms can be applied to address these challenges?

1.7 Significance of the Study

The importance behind this research lies on continued public commotion about the non-delivery of services by municipal officials and high staff turnover rates. The research is important as it seeks to addresses the problem of irregular recruitment, appointment and staff retention practices which proved to be a very contentious issue in South Africa at its local sphere of government. Conversely, the irresistible stresses of people in terms of the provision of quality service on time and in a qualitative way, calls for implementation of the new practices that are transparent efficient and effective within municipalities. As confirmed in the corporate sector, recruitment appointments and retention as processes offer substantial chances for improvement and modification within public sector organisations, to progress outputs and functionality. This research aims to complement value to local governance is directly involved with the provision of government services at grassroots level.

This study will conclude with concrete recommendations to the Lukhanji Municipality on what steps needs to be implemented to improve its recruitment and retention
strategy. It is anticipated that this study will also benefit other Municipalities in South Africa particularly those situated in the CHDM. Recommendations will be made for the improvement of municipal effectiveness in relation to discharging service delivery and employee performance responsibilities.

1.8 Delimitation of the Study

The research is to be conducted and confined to the LLM at Chris Hani District Municipality, the focus of this study. There could be classified information documented of confidential nature, which cannot be disposed or availed to the researcher for scrutiny or use in this study. Differing personal as well as party political opinions may also influence responses from respondents. Every local municipality is distinctive and the outcomes might not be applicable to other regions, due to variances in capability and organisational cultures.

Although it would be desirable to present findings from right across all local municipalities in South Africa, the practical considerations such as those cited above, places a real limitation on the study and would constitute an overreach on the overall intentions and objectives of the study (Donaldson, J. 2008: 34).

1.9 Research Methodology

Research refers to "... a process that involves obtaining scientific knowledge by means of various objective methods and procedures" Welman et al (1994:2). They go on to say that the concept objective signposts that these approaches and processes do not bank on individual opinions or feelings. On the other hand, the methodology describes how this research will be conducted. The proposed study will adopt survey research design which involves the study of factors in a large number of cases that are representative of the population interest using questionnaires (Asika, 1991:1). The research method will thus be quantitative.
1.9.1 Research Design

Ziel and Antointette, (2003:23) argues that quantitative research may be associated with a positivist research paradigm. Saunders, Lewis and Thornhill, (2003:99) further elaborate that quantitative methods comprise the usage of statistical quantities and analyses of measurements to scrutinise social phenomena. This study is quantitative in nature.

1.9.2 Sampling

The main purpose of this research was to discover answers/ solutions to relevant questions that can be applied country-wide, it is near impossible to study an entire population in order to arrive at a generalization. A study therefore does not have to involve an entire human race to be scientifically valuable (Rummel, 1995) It may be limited to the single organization/ company/site that the researcher has access to.

Population is a complete set of circumstances from which a sample is drawn from including all events, things and people from which the sample is to be selected (Christensen & Snyder, 1997; Thornhill, Lewis, Millmore, & Saunders, 2000). This process involves the selection of a number of individuals from a population such that those individuals can be representative of the larger group from which they were taken.

The sampling method used in this study was non-probability method, the sample was selected purposively. Non-probability sampling was used so as to allow the researcher to choose a representative sample. It was chosen because it best allows the researcher an approximation to the truth that is least expensive.

For the purposes of this research population has been drawn from employees of LLM in the Chris Hani District of the Eastern Cape Province. Aim of a survey was to distribute 77 questionnaires to the respondents in Lukhanji Local Municipality. Employees below the second tier of management, Senior Managers (including the Municipal Manager), Municipal Political Leadership and Section Managers reporting
directly to Senior Managers formed the focus of this study. The sample was selected purposefully to include an equal balance of males and females of mixed races and different academic qualifications.

The organogram of the Lukhanji Municipality, adopted by Lukhanji Municipality Council on the 30 January 2015 makes provision for a total staff compliment of 1174, (Lukhanji Municipality: 2015). However, in this study the following different strata of population against the total population of 701 that is on the payroll of the municipality was used:

- General Workers = 45
- Administrative Staff = 20
- Middle Management = 2
- Senior Management = 1
- Political Leadership = 6
- SAMWU Shopstewards = 2
- IMATU Shopstewards = 1

The researcher divided each employee in each respective category by one tenth or 10% of each category to get the number of respondents from each category to be included in the sample and added up all categories to get the sample size.

### 1.9.3 Data Collection Methods

It is imperative to improve confidence in the ensuing results of the study numerous technique of data collection can be used. The use of multiple methods for data collection is called triangulation which consists of different methods such as observations, interviews, and questionnaires are combined to study the same unit. Most significant findings have emerged from points at which different methods have complemented each other (Walker, 1999:79). For this study, data collection was done by the use of questionnaires.
1.9.4 Data Analysis

Collected data was analysed and interpreted to provide value to the research. Data analysis is described as a systematically process of applied statistical and rational techniques to describe, summarise and compare the data as a way of giving meaning to the raw data and also allowing an easy interpretation according to Ghauri (2005:171). For this purpose, a simple regression statistical method was employed. It is relevant tool as there is one dependent variable against two or more variables at play.

1.9.5 Ethical Considerations

The research subscribes to the University of Fort Hare Ethical clearance process as ethical clearance has been obtained from the University for this Study. In view of the implications regarding some of the responses anticipated, this research will not identify names of the respondents to avoid the possibility of victimisation both politically and at an administrative level. The questionnaire was steered in a manner that it did not upset or source uneasiness to any of the participants. Questionnaires were administered in vernacular of the participants, especially to those who were found to be illiterate. Ethnical and cultural thoughtfulness was taken into cognisance during the course of the research. Care and attention has been taken to ensure that the research procedures were conducted in line with high standards of ethical practices.

The study questionnaire stated clearly that the information gathered would not be used for any purpose other than its intention. The purpose of the study was evidently elucidated so that the participants were guaranteed that there would not be any hazard emanating from the application of their responses. Sensitivity confidential matters were well-thought-out all the way through in the questionnaire. Attention was also given to make sure that study is conducted within the parameters of ethical standards and high confidentiality. At no stage were the respondents coerced into disclosing their identities. A time allowance of 30 days was granted to respondents to return completed questionnaires.
1.10 Structure of Dissertation

Chapter One: Overview of the Study

This chapter gives an overall outline of the research to be undertaken. Also embraces the overview and circumstantial and drive for the research to be conducted (in order to provide context), the problem statement, research questions and therefore by extrapolation the objectives of the research, as well as the study significance. It also includes the scrutiny of crucial thoughts, method of data collection, sampling method, data analysis and interpretation, limitations to the study and study arrangement.

Chapter Two: Literature Review

This chapter presents an appraisal of a works relevant to the study and reflects in depth the theoretical framework behind the research.

Chapter Three: Research Methodology and Design

This chapter deals with research design and methodology. It also covers the design as well as methodologies used for collecting data.

Chapter Four: Analysis of data and discussion findings

This chapter covers data representation, analysis and interpretation. It also entails a description of the realistic conclusions as well as the analysis and clarification of data by means of charts, graphs, tables and figures.

Chapter Five: Conclusion and Recommendations

This chapter provides concluding remarks, general observations and proposes recommendations based on the analysis of the results.
1.11 Conclusion

The attention of staffing and choices made out of that process is to tie the competencies of potential applicants in contrast to the rewards and demands inherent in a given occupation. A secondary focus is also to retain skilled human resources to guarantee that the provisioning of services to societies is done in a viable manner and encourages the participation of communities and civil society organisation in issues of Local Government.

For this reason, municipalities that are utmost in performance dedicate significant energy to making high qualitative selection systems and resources. Staffing and choices made out of staffing progression are vital practices for human resource management, and are critical in distressing success of any organisation. The caliber of fresh appointees reflects precisely upon institutional staffing practices, and that the relative realism of the selection stage is inherently dependent on upon the quality of candidates lured. The staffing of the highly skilled personnel and retention of such personnel is crucial for any organisation to be able to achieve optimum performance and produce the best results.

However, the recruitment policy should ensure that the municipality attracts skilled personnel in an unbiased way and also ensures that it retains institutional memory. It is for this reason that the recruitment approach should be designed in such a way that it also stimulates the retention strategy of an institution. HR management is disturbed with continually obtaining better outcomes with the partnership of individuals. It is fundamental but unique part of administration, their relationships within the establishment and concerned with workforce. The HR section is supposed to help in achieving extreme personal growth, appropriate between working relations between employees and employers, employees amongst themselves, and actual demonstrating of human resources as contracted with physical resources. In this regard, the staffing and retention of competent staff stands central to the HR function of the organisation.
Chapter 1 provided the overview for the study. The next Chapter will be reviewing the literature related to the recruitment and retention of staff in the public sector in particular in local government.
CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

Grinnell (1993:434) upholds that the drive of literature review is to afford a foundation and establishes correlation for the study. Mouton (2011:87) retains that one of the original objectives of a researcher should be to discover other scholastic thoughts and what has been done in his/her area of study. He further suggests that a scholar must begin with a review of the prevailing learning or existing body of knowledge to realise how other researchers have analysed the research problem that he/she is involved in particular in the public sector.

Welman, Kauger and Mitchel (2005: 38) outline the significance of literature review as an evaluation of interconnected academic works to offer the scholar with imperative evidences and contextual data about the problem under study. They further maintain that academics works appraisal is vital to empower the scholar to evade replicating earlier study. Welman et al (2005:39) argues that by assembling an assessment of study discoveries on a specific subject that has previously been circulated, scholars may become conscious of variations and discrepancies that may substantiate supplementary study.

The potential scholar can merely wish to assume significant investigation if he/her is entirely on par with prevailing information on his/her future study (Strydom 2002:211). Mouton (2001:86-88) further indicates that when one embarks on the research, a researcher should aim to discovery on what has been already unearthed in the study to be undertaken. In the light of the above, the interest of the researcher is to obtain more evidence concerning the application of the recruitment, retention and the consequences thereof. The author further suggests that it should begin with an appraisal of the prevailing studentship or existing organisation of associate to see how others have examined the research problem in which on is attracted on.
The researcher also want to establish from different scholars how they have conceptualised and theorised issues related to recruitment and retention in the public sector, what instrumentation they have utilised and to what extent is the outcome and what they have empirically established.

2.2 Theoretical Framework

A theoretical framework normally includes concepts and, together with their descriptions, relevant academic literature and existing theory is used for a particular study. The framework should validate the ideas and postulations that are relevant to the area of one’s research paper and that relate to the broader area of knowledge being investigated.

By virtue of its application, theory in the social sciences is of value precisely because it fulfils one primary purpose that is to explain the meaning, nature, and challenges associated with a phenomenon, often experienced but unexplained in the world in which we live, so that we may use that knowledge and understanding to act in more informed and effective ways.

2.2.1 Organisational theory

Glover and Rushbrooke in Masete (2006:58) resist that organisations possess specific traits that are unique, with respectively holding uniqueness like a title, goals, an inscribed establishment, quantity of personnel plus approaches of substituting and recruitment of fresh incumbents to guarantee steadiness. Such organisations possess particular features like the utilisation of personnel for assignments to be realised, organisational objectives, an arrangement of establishment has to be designed in a manner that organise the individuals anticipated to realise the objective, and a dynamic atmosphere to activate within.

In the effort of examining a theory of the institution, emphasis will be focused towards practices and confines of Public Administration reasonableness as set onward by means of recognised notions of establishment. Specific consideration will
thus focus to the dual crucial characteristics of the rational systems theory, viz. objective precision which also includes validation. In addition, the appraisals will emolument consideration towards the progress theory of rational systems as supported by typical authors like Taylor (theory of scientific management) and Simon (conclusion creation process).

Consideration moreover will remain concentrated towards thoughts stirring on or after the open systems approaches, plus rational to the theory of institutions.

### 2.2.2 Weber’s theory of bureaucracy

Once upon a time Germany had a powerful sociologist i.e Weber, regarded officialdom as an extraordinary administrative system completely established and views it as “the modern state” in “the most forward-looking organisations of capitalism” according to Morrison (2006:378–386). Arrangements of establishments have incrementally been dislodging outmoded administrative systems. Morrison (2006:380) further propagate that, having noticed the officials' roles inside authority of legal-rational arrangements, an individual can recognise the distinguishing physiognomies of officialdom, that is: a specific pyramid of bureaucrats, evidently well-defined tasks and scopes of specialist and bureaucrats employed on the origin of excellence (their qualifications and capability) to discharge their tasks. Additionally, there exists of an integrated co-ordination of discipline and mechanism which is constructed on a moderately static body of recognised guidelines and homogeneous processes.

### 2.2.3 Decision Making Approaches

Simon, in Masete (2006:75) argues that goals affect behaviour only when they enter into decision- making about how to behave. He further argues that goals provide the value premises that underlie decisions, which means that these value premises are assumptions about what ends are preferred or desirable. As such it is normal for participants higher in the hierarchy to make decisions with a larger value component, whilst participants lower in the hierarchy make decisions having larger factual
components. This means that those closer to the top make decisions about what the organisation is going to do, whereas those in lower positions are most likely to be allowed to make choices as to how the organisation could best carry out its tasks.

2.2.3.1 Rational systems model

The system theorists propagate the location of bureaucracy features known as essential rational legal systems. These features, like the provision that bureaucrats must be employed by unrestricted conventions grounded on qualifications they hold together with capability are anticipated to guarantee that nomination principles are organisationally appropriate, and in that nomination progression would be moderately unrestricted from the impact of other economic political, societal associations and or, whether religious. These scholars opinion peripheral characters of single partakers as comparatively trivial plus predominantly sight difficulties to be succeeded as a result of suitable control mechanisms and recruitment criteria (Morrison 2006:379).

2.2.3.2 Natural systems model

It is unbearable for any establishment to entirely eradicate causes of instabilities such as outwardly authenticated roles, social merits, interest plus qualities, in terms of naturalist systems philosophers. Objectives-obtainment attentions are subordinate towards existence in terms of theorists. The argument advanced by the natural systems model is that numerous applicants are employed specifically because they hold further established features regarded as valuable towards the completion. Beheld as a premeditated query by such philosophers fronting every organisations remains the question on how to recruit in the service of the organisational objectives (whether realisation or existence), though circumventing/ curtailing hazard of becoming internees to contestants’ exterior concern or individual plan (Morrison 2006:380).

Distinctively both the rational and natural systems models and the open system models maintain that institutions as a circumstance of their being have to separate
themselves from their settings. Dispute is that short of any unique restrictions there shall be no establishment as the word is unstated (Morrison 2006: 380). Understanding the afore said statement diverse notional realities on organisations as systems of rational, the query of mechanical provisions inside organisations remains perceived by way of an instrument purposefully intended for the actual attainment of conclusions. Entirely the institutes of thoughts concentrate to legitimately approved establishment with specific goals and solemnisation of roles and rules.

To a unlimited degree the quality of the organisations is reliant on the quality of the incumbents it hires, which denotes hiring qualified and proficient personnel that can execute responsibilities productively, as outlined (Robbins and Decenzo 2001:184). This implies therefore, staffing plus nomination conclusions, procedures, are carried out in line with policies that are essential to guarantee that the organisations staff and select qualified and knowledgeable contenders.

2.3 Conceptualisation of Key Terms

The following sub sections will attempt to explain the concept in their theoretical form that is to be used in the study. Thus, the researcher thought it prudent for key concepts to be defined to lay a good foundation for understanding as at times, concepts can be used interchangeable and in different contexts.

This seeks to clarify and simplify it in order for the study to be easily followed and in an unambiguous manner.

2.3.1 Policy

F. Cloete. & H. Wissink, (2000:3) comes with the determinations of a functional definition of a policy and described it as "a statement of intent". It stipulates straightforward values followed in realising exact objectives. Easton (1953:129) further defines the policy as "the authoritative allocation through the political process, of values to groups or individuals in the society". Thus one can simple describe a policy as an influential distribution of principles for the entire community.
substantiating the views expressed by Easton (1953:129). It furthermore also describes it as "a comprehensive framework of and/or interaction" (Dye 1978:4-5) which is used as a compassionate of conductor that delineates action and as an instrument engaged to realise public objectives and distribute means.

Additionally Hanekom (1987:7) advocates that "policy making is the activity preceding the publication of a goal, while a policy statement is the making known, the formal articulation, the declaration of intent or the publication of the goal to be pursued. Policy is thus indicative of a goal, a specific purpose, a programme of action that has been decided upon. Public policy is therefore a formally articulated goal that the legislator intends pursuing with society or with a societal group". On the other note policy is defined as “authoritative statements made by legitimate public institutions about the way in which they propose to deal with policy problems” (Fox and Meyer 1995: 107).

It may be viewed, for instance, as a statement of intent usually from the government for its people. It is classically defined as a standard or tenet to control conclusions and attain coherent consequences and it can help in both partial and impartial conclusion construction. Policy is defined as whatever government chooses to do or not to do. Through policy government may address all matters in relation to politics, economics, social and legal (Wikipedia, 2012:2).

2.3.2 Policy Implementation

Policy implementation is a complex notion, endeavoured at different spheres of regime and tracked in juxtaposition with the private sector, civil society and NGOs. Implementation of the policy appears to possess an exceptional distinctive: critical as it is hitherto people do equally as is non-existing. Application of the policy embraces activities by the community or secluded persons (or clusters) that are focused on realisation of goals set forward in earlier strategy conclusions (Van Meter and Van Horn 1974:447-448). Policy application is also considered by means of translating financial resources, essentially physical and converts them to actual/real or palpable
productions of service delivery in the form of services plus facilities or into further actual productions envisioned at realising intentions of the policy.

Van Meter & Van Horn (1974) in Brynard (2005:650) write that, “Policy implementation encompasses those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions.” A strong difference they created amongst the interconnected notions of application, enactment, influence, effect, performance plus pressure. The thought is to influence reviews that classically probe in what form it occurred. While application revisions enquire as to whether it has materialised, it is some sort of monitoring and progress checks in line with a stipulated policy.

Hanekom (1987:53) describes policy implementation as a multifaceted course and certain aspects such as legitimate instructions, administrative options and interest group inclinations that need to be taken into cognisance. He further describes it as a course of decoding government policy into policy application and into administrative policy and finally the observing and appraising of the execution. Hence it is important for technocrats who are the implementers of public policy have to be cautious of the policy intent at all times and should strive towards attaining what the policy seeks to achieve/accomplish.

In that all public officials bestowed with such a responsibility of policy implementation should follow the process from the initial stage of implementation up to the last stage. A policy application should be consistent, fair, just and without any prejudice to anyone.

2.3.3 Societal Values and Norms

According to Klingner (1980:20) values is a coordination of mutual opinions or values reinforces all institutions. In democratic public administration systems, essential principles impact on both the systems and the related resource management actions and conclusions. In a same material logic, these principles offer the source for the standards that should oversee the demeanour of public sector resource manager.
The Constitution defines its agenda of developmental local government through the White Paper on the Transformation of the Public Service (1995), White Paper on Local Government (1998), Reconstruction and Development Programme (RDP), and the overarching National Development Plan, it is expected that people should be in the centre of their development and their needs should be deemed primary. Public Administration defines the value systems that society has to observe and uphold.

Through public administration the society is steered to work together in cooperation with government institutions to realise developmental objectives of the state. In shaping government programmes values are of critical importance to be considered by the public officials and are deemed to recognise the diversity and norms of society so as to ensure stability in communities where the service delivery is discharged.

2.3.4 Recruitment

Recruitment is described by Cloete (1997:113) as the process that seeks to ensure that skilled individuals are obtained to fulfil government employment needs. In that it can be defined as the course of exploring all bases for determining potential personnel. Recruitment are “those activities in human resource management which are undertaken in order to attract sufficient job candidates who have the necessary potential, competencies and traits to fill job needs and to assist the public service institution in achieving its objectives” (Erasmus, Swanepoel, Schenk, Van der Westhuizen & Wessels 2005:206). Staffing is a most key HR activity, as it is directly contributing crucially towards organisational performance. Though it is understandable and recognised that inappropriate staffing choices made remains affecting performance of the organisation and bound them not to realise organisational goal as an objective to be achieved, it consume more time for agencies of the public service in numerous areas to detect and effectively apply new, staffing strategies.

Swanepoel, Erasmus, HW Schen & Tshilongamulenzhe (2014:299) further argues recruitment as Human Resource Management (HRM) actions assumed to lure
individuals who have the required endowment, proficiencies (knowledge, skills, experience, motivations and other attitudes and aptitudes, etc.) and possible to apply to fill unoccupied positions, to turn into personnel and work for the organisation to aid realise its goals. In the same note he further contend, the task of staffing as to produce an adequate sizeable number of candidates or aspirants to make sure that there are sufficient persons reachable with the required skills and necessities to fill vacancies as they exist.

Recruitment is a course of inviting latent occupation candidates from the existing force according to Cherrington (1995:192). It is the responsibility of every organisation to ensure that it lures adequate total of job contenders who have the capabilities and skills that will benefit the establishment to realise its goals. Ivancevich (1992:208) describes “recruitment” as “that set of activities an organisation uses to attract job candidates who have the abilities and attitudes needed to help the organisation achieve its objectives”. Hence one can describe staffing as a deliberate course of enticing the unsurpassed applicants suitable to the occupation necessities.

Sourcing, procuring and keeping talent of a high-quality is pivotal for any institutions to be successful. However the rendering of service delivery in a high-quality commences with the process of staffing. Inappropriate staffing impedes any chance for appropriate contender nomination because of inadequate recruitment; selection will be conducted on the pool of applicants who might be unqualified. Much of the current works on management of personnel has stressed the need for the staffing and selection of personnel who are devoted towards the organisational goals. Modern influences of streamlining organisations have radically reformed and, in several circumstances, shattered the prevailing relations of employment.

2.3.5 The Process of Recruitment

If the institution is about to make a determination of filling prevailing vacancies through process of recruitment, the initial step in the process includes steering an analysis of jobs in a comprehensive manner. This may be catered for in the human
resource planning process which precede and informs all recruitment processes, predominantly where staffing is a reasonably recurrent in existence. When an analysis of job has been steered, the institution has a vivid signal of the specific prerequisites of the job, where-in that occupation suits into the general establishment of the institution, and can then proceed with the recruitment process as to capture the interest of appropriate applicants for the specific position.

2.3.6 The Selection Process

Nel et al (2001) defines the nomination course as a sequence of stages which candidates go through. These stages embody the "tools", or approaches of nomination. The stages are basically a sum of eliminators; as certain candidates fall out of the course respectively in the stage, so the candidate pool turn out to be reduced. It is also defined as the trying process to define which characters will optimal fit specific occupations in the context of the organisation, considering and taking into consideration of specific variances, prerequisites for the occupation and the institutions inward and exterior situations (Swanepoel, Erasmus, Van Wyk & Schenk 2003:311). It is further defined by Gerber, Nel & Van Dyk (1992:235) as a process that embraces the selecting from a pool of applicants an individual who, in the view of the panel, prospers in matching the necessary performance standards.

While the calibre of contender is defined by the significance of the staffing process, the judgment to select the optimally fitting applicant remains a hard one. Employers are shocked and frustrated when selection fails, and frequently an appointed individual is accused rather than identifying the imperfections in the course and approach, even the soundest of methods and unsurpassed exercise (in selection) comprise opportunity for inaccuracy. More or less of this is outstanding to the techniques themselves, but the key cause is the brittleness of the human judgment creators.

Selection utensils existing to institutions can be categorised sideways a variety that arrays from the more outdated approaches of interviews, references and application forms, through to the more refined practices that summarise realistic information,
work samples, emotional testing, ability tests, assessment centers, and so forth. Respective technique of selection has its benefits and shortcomings and relating their contending claims includes paralleling separately technique’s quality and psychometric properties. The extent to which a selection method is professed as active and maybe refined is resolute by its consistency and legitimacy.

2.3.7 Recruitment Policy

Erasmus et al (2005:220) argues that the staffing procedure manual and policy must be a vital component that offers control to the committee that selects and be consulted. The recruitment policy must be engaged and consulted in combination with pertinent regulation that controls the recruitment and selection of contenders in the municipalities. Such regulations consist of the Labour Relations Act 66 of 1995, Employment Equity Act 55 of 1998 and the Local Government: Regulations on Appointment and Conditions of Employment of Senior Managers and other related legislations. Recruiter must consider in mind bigger plans of the institution when referring this manuscript. In addition, this manuscript must mirror the organisation’s views concerning the method and techniques to be trailed in the organisation and might comprise stages in the staffing course.

Procedures together with policy manuscript should direct whether staffing is conducted externally/externally and must stipulate the budget implications. The recruitment policy is, nevertheless, a vigorous manuscript that should be revised when it’s necessary. Van der Westhuizen (2005:100) states that the staffing policy must specify comprehensive procedures for the mode in which a public sector establishment aims to pact with staffing. In concise standings, the staffing policy should unequivocally direct the organisation's position regarding the overall goals of staffing and the standard of even chances in staffing. It is of importance for this research purpose to offer an instance of Lukhanji Recruitment and Retention Policy. The staffing, nomination and retention should be conducted in line with the applicable legitimate framework to South African local government, viz.:

- The Constitution of the Republic of South Africa of 1996
- The Employment Equity Act 55 of 1998
In the same token selection process should be managed according to the regulatory framework in order to ensure accountability as per Van der Westhuizen (2005:101). Hence all candidates that meet the prerequisites of the job should be offered a chance to contest for employment, while officials already on the employ may contest for transfer or promotion.

The lawful structure will buttress the subsequent values: equity, fairness, professionalism, confidentiality and human dignity. The head of departments where vacancy exits or is under appraisal takes or accepts the key management duty for the recruitment and selection of contenders for employment in the vacancy available as indicated by Erasmus et al (2005:230). That should occur inside the confines of the appropriate policy, all justified costs related with the appearance on interviews by contenders are to be covered from the department's budget by which contenders are invited for interviews by which applicants are called for interviews. In the municipal environment for the post of the Municipal Manager and Managers reporting directly to the Municipal Manager and or any post if the employer deemed necessary, security clearances may be prescribed.

Nel, Gerber, Van Dyk, Haasbroek, Schultz, Sono and Werner (2001:226) state that recruitment policy should reflect the organisations general business strategy. Normally an organisation's recruitment policy contains data on whether: external & internal staffing will be considered; families of the current personnel may be appointed; or any type of flexitime workers will be considered; part-time; and persons who had reached and over normal retirement age may be employed. It is also important that recruitment policy should be considerate of the organisational mission, corporate philosophy, strengths, and weaknesses of the organisation.

The objectives of the Recruitment and Selection Policy of the Lukhanji Local Municipality as adopted on the 05 July 2013 to be reviewed are as follows: to
introduce fair and objective principles and procedures for the staffing of the Municipality; provide procedures for the selection of best optimal fitting candidates to the Lukhanji Local Municipality; establishes values and procedures that will ensure that the Lukhanji complies with legislative requirements so as to reduce labour disputes resulting from recruitment process and outline the sequential process to be followed when advertising positions, short listing of candidates, conducting interviews, offer of employment and appointment of candidates and the placement of incumbents into the staff establishment of the Municipality. (Lukhanji Municipality: 2013). Much as there is a policy in place inappropriate conducts surface in the process and that is reflected through the findings of the Auditor General South Africa.

At Lukhanji Municipality, these shortcomings manifested it in three consecutive financial years' audit opinions. In the 2012/13 financial year the Auditor General found that "The Head of supply chain management did not meet any of the prescribed competency areas as required by section 119 of the MFMA and regulation 10and 11 of the MRMCL" and further, that "Financial officials at middle management did not meet any of the prescribed competency areas as required by regulation 8 and 9 of the MRMCL". (Lukhanji Municipality, 2013:105).

In the 2013/2014 financial year the Auditor General found that "The accounting officer, chief financial officer, senior managers and finance officials at middle management did not meet any of the prescribed competency areas as required by section 83 of the MFMA and regulations 2 and 9 of the Municipal regulations on minimum competency level."(Lukhanji Municipality, 2014: 133).

The Auditor General noted that the issues raised in prior year reports regarding the recruitment processes has not been attended to. Consequently, the same finding made in the 2012/13 and 2013/14 audit was repeated in the audit findings for the 2014/15 financial year, (Lukhanji Municipality, 2015. 133-134).
2.3.8 Employee Retention

The key determination of retaining staff is to avert the loss of knowledgeable workers from the establishment as consequences thereof may aggressive impact on output and service delivery. Nonetheless, preservation of great performing personnel has become more provocative for managers as this type of personnel often transfer from one job to another as they are being enticed by more than one establishment in time period. Hendricks (2006:105) notes that personnel with rare expertise are in unlimited claim by the South African government and becoming challenging to source. Once such classifications of personnel are ultimately obtained, they turn out to be even more problematic for government to preserve. It's not solely the government that is discovery it problematic retaining highly knowledgeable personnel.

It is also acknowledge by the private sector managers that one of the greatest challenging features of their occupations is the preservation of crucial personnel in their organisations (Litheko, 2008:26). In numerous occasions when such workers passage, they journey to rival organisations with the information and trade surprises assimilated from their past establishments thereby generating more crucial predicaments for the previous organisations (Abassi and Hollman, 2000: 303-342). Experiential revisions like Stovel and Bontis (2002: 303-322) revealed that workers, on regular shift establishments in six years intervals. Such a situation compels the management to detect the motive/s for this recurrent variation of employ by personnel. When this motive/s is detected, management can then strategies on the best fundamental retention mechanisms to aid in preserving/holding essential employees for a rather longer term.

Whereas practical turnover (that is, bad performers leave, good performers stay) can help reduce suboptimal organisational performance (Stovel and Bontis, 2002: 303-322), high turnover can be harmful to the institution's output. This can effect in the loss of corporate benefaction and associations, and can even expose the attainment of organisational objectives. The dysfunctional turnover on the other hand, (that is, good performers leave, bad performers stay) harms the establishment over
diminished invention, delayed services, inappropriate application of fresh innovations and deteriorated output as indicated by Abassi and Hollman (2000:115). Such actions can drastically impact on the potential of businesses to flourish in today’s competitive economy, parting even the most determined businesses impotent to prosper because of inability to retain the true workers (Stovel and Bontis, 2002:303-322).

Prevailing works (Abassi and Hollman, 2000; Hewitts Associates, 2006; Sherman et al. 2006:307) indicates motives for staff turnover in the institutions: style of management; practices of hiring; inadequate rewarding system; remuneration system which is not equal to labour market and toxic workplace environments. Others comprise routine type work which is not challenging; lack of job security; insufficient chances for training and development and no clear succession plan, amongst others. These are intrinsic and extrinsic motivational aspects which can support managers to impact staff retention in their institutions or establishments. The predicament, nonetheless, is that managers have been unsuccessful in recognising and appropriately exhausting such inconsistencies as retention approaches thereby ensuing in the dominant high turnover rate in the institution.

Staff movements is not only venomous to institutions, it is also expensive. Each moment a worker leaves, a substitute is required to be recruited, nominated, and skilled also be offered an opportunity for on job training to obtain knowledge in a period of time. Apart from the direct costs incurred due to recruitment and training of a new incumbent, other unintended expenses occur. Understanding, expertise and acquaintances that a leaving worker takes out of the establishment institutes an enormous damage. Such qualities are, in most circumstances, lost to a rival establishment that may use this to advance modest benefit.

The primary role of staffing is to lure a sizeable number of suitable qualified candidates, however, retain those incumbents selected is also a crucial matter. Frequently a recruiter endeavours to market the organization to the candidate and later inflates the positive characteristics of the organisation, while minimizing any negative features. This is frequently labelled as “fly paper approach” which means
that if an organization can attract people, these new appointed employees will remain with the organization. Retention of employees shoulders on the principle of good people management as to warrant focused and inspired personnel, developing persons and provide continuous learning as the best method or strategy to retain the best workforce and encounter and establish a conducive employment-life culture and an environment that is supportive and outstanding. Remunerating employees on a competitive basis and give out rewards for superior performance is one way of retaining employees.

2.3.9 Retention Policy

A staff retention policy must function inside the broader creativities of management of talent. This includes, but is not confined to, people management, employment equity, skills development, human resource capital management, management of performance, mentorship and coaching, employee relations and personnel development. The policy should be designed to aid the organization in retaining employees especially those with scarce and critical skills. It ensures that the organization always has the best, most well trained and suitable employees occupying each position. Lukhanji Municipality retention policy adopted on the 29 June 2015, purpose is to facilitate the retention of competent employees within the municipality, who are in possession of a proven and consistent employment record. It states that the retention of employees shall not be automatic and will be at the discretion of the municipality, (Lukhanji Municipality: 2015). Lukhanji retention policy is silent on attracting and retaining people with scarce skills and such that should reflect on the remuneration.

2.3.10 Staff Turn Over

Staff turnover happens when personnel vacate their jobs and require to be substituted. Substituting leaving workers is expensive to institutions and detrimental to delivery of service. Hence it is, vital for management to lessen, to the least, the rate at which workers, primarily those that are decisive to its operations vacate. The staff or labour turnover may distress the rendering of service by the institution and
that may result to interruptions in delivering as per clientele expectations and demand as per Hamermesh (2001:142). It is further alluded to by Page (2001:17) that labour turnover involves workforces moves encompasses rationalisations, promotions, layoffs and dismissals. Although the inkling of labour turnover is traumatic for many institutions, the craving for a steady lowest line frequently outdoes connections with employees with long service time. In countless circumstances, labour turnover is restricted by personnel contracts and labour representation.

Every executive, manager and professional in the corporate world has to comprehend the intricacies of labour turnover afore creating the initial personnel decision as indicated by Hamermesh (2001:143). Inappropriate dismissals, advancement or elevation can result to loss of output as well as reduced allegiance from personnel. The labour turnover function is to retain critical workers in places appropriate to their skills (Mullins, 2005:63). Staff turnover involves associations of positions and creating new jobs that reveal the new trials facing an institution according to Booth and Hamer (2007:81).

Labour turnover may be triggered by unfair treatment, low compensation and job dissatisfaction in terms of Grobler, Warnich, Carrell, Elbert & Hartfield (2002:257). Furthermore labour turnover costs may be projected to embrace staffing, separation, training financial implications and replacement according to Grobler, et al. (2002:257). However, if the administration were cognisant of the origins of labour turnover they may perhaps try to avert that. As Booth and Hamer (2007:300) states that authorities in various organisations is working tirelessly to lessen the high rate of labour turnover.

### 2.3.11 Attraction and Retention

Researchers have long noted that the aptitude to appeal and maintain workers of high quality is crucial to institutional or establishment competitiveness (Ulrich, 1993:1-17; Delery & Shaw, 2001) and a various exploration or study in strategic HRM has studied the relation between HR practices and organisational effectiveness
and success (Boselie, Dietz & Boon, 2005:67-94). Nevertheless, crucial scrutiny have recommended that a methodical strategy to making a work environment with work systems that produces high performance which serve as an unique means aiding the active application of corporate plan and the accomplishment of operational objectives (Becker & Huselid, 1998: 53-101) may not be adequate to fascinate and retain employees with high skilled nor lead to performance of the organisation (Combs, Liu, Hall & Ketchen, 2006:501-528). Institutions also need to offer personnel-focused decent employ/ great participation practices that shape optimistic workplace knowledge to appeal and preserve workforce (Boxall & Macky, 2009:3-23).

2.4 Good Employment Practices

Much to be stress of decent employ practices has been located on approaches to retain personnel, combine gratification and devotion to retention, and has accentuated flexible communication, employment, and family conducive work policies, telecommuting, welfare programmes, social and community practice and favourable employment conditions (Zatzick & Iverson, 2006; Beauregard & Henry, 2009: ) 999-1015). Gill (2006:57) proposes that whether an establishment is a decent employer can be regarded from various standpoints, including from employer, industry, public perspectives and employee.

The employers viewpoint (i.e. approaches protecting active operations for a corporate), and the employees standpoint, (i.e. plans safeguarding personnel pledge to the corporate), can significantly stimulate the business success (OHalloran, 2005:103) but it must be believed that workers may observe separate variances between practice and organisational policy. Erickson and Gratton (2007:105) caution that in the conflict for aptitude, institutions will not become decent employers simply by, applying other companies" best practices; rather, employers need to offer an autograph knowledge to nurture a dedicated organisational workforce.
2.5 Legislative Framework

The following subsection will elaborate on applicable legislation that have to be considered by technocrats in the process of discharging their responsibilities and duties. It is important that all functions and actions taken in pursuit of administration in public institutions be executed within the prescripts of the laws of the country in which they are serving. All these Acts, Regulations and Policies seek to guide and give a directive on how things should be done. The pieces of legislation discussed below are some of those that have a direct influence on recruitment and retention in the public sector.

2.5.1 The Constitution of the Republic of South Africa

Section 33 of Constitution Act 108 of 1996 basically holds the notion of just administrative. Just administration intentions are, amongst other things, guarantee good governance and administration, make sure that just practices are executed at all times in administrative actions taken, improve and safeguard interest of the individuals against misuse of state muscle, advances and inculcate a culture of community involvement in policymaking, and reinforce the view that bureaucrats are liable plus answerable to communities they are destined to attend. Ordinary people are strongly affected by the way the public officials exercise their powers on a daily basis. The crucial step towards establishment of an impartial society may be considered by being transparent in processes of administration plus with equal arrangement decree of administration.

Initial phases undertaken in South Africa to making a coordination of administrative law was engaged since the interim Constitution was presented in 1993 and which entrenched the fundamental rights of just administration. Public Sector had to make sure at all times when an administrative action is taken, that its reasonable, justifiable and procedural fair. That government programmes has to contain principles of democratic value as to reflect the South Africa as a democratic state when government programmes are undertaken. Public Officials must attempt to act
professionally and be accountable in performing their responsibilities and when rendering services to citizens.

In terms of the 1996 Constitution Section 33 it is stated that: "(1) Everyone has the right to administrative action that is lawful, reasonable and procedurally fair. (2) Everyone whose rights have been adversely affected by administrative action has the right to be given written reasons. (3) National legislation must be enacted to give effect to these rights, and must –

“(a) provide for the review of administrative action by a court or, where appropriate, an independent and impartial tribunal; (b) impose a duty on the state to give effect to the rights in subsections (1) and (2); and (c) promote an efficient administration.” An intimate association relating to just administration and the concept "administrative action" has been identified (Kotze 2004:67-68).

The significance of "administrative action" in section 33(1) of the Constitution is defined to embrace administration actions that are performed by institutions possess an authority to apply over the public. Such activities comprise legislations that govern public administration and adjudicative administrative conclusions. An administrative decision must nevertheless apply in a"…wide and value-coherent interpretation rather than a narrow one". Having followed this approach, administrative decision might moreover in certain instances have specified elements of secluded activities implemented in such secluded entities. Action of administration moreover shelters principles, regulation and administrative judgments prepared by decision-making division of administration also in that would essentially embrace legislation and environmental.

2.5.2 Promotion of Administrative Just Act

The Promotion of Administrative Just Act, 2000 (Act 3 of 2000) was proclaimed in order to guarantee procedural fairness of any administrative action effected, permitting persons to enquire about any administrative action taken and decisions and to have such actions tested in court of law (Republic of South Africa, 2000b).
Appraising capacity of government institutions on application of PAJA which affords valuable acumen into the range to which human rights are presently being promoted and protected. To be able to progress a long-standing execution strategy of PAJA, insight into the efficiency of erstwhile determinations to uphold application of the PAJA in the Public Service and in the public eyes is obligatory.

2.5.3 Labour Relations Act

The Labour Relations Act No. 66 of 1995 (LRA) aims to promote economic development, social justice, labour peace and democracy in the workplace.

“It sets out to achieve this by fulfilling the primary objectives of the Act, which are:

- To give effect to and regulate the fundamental rights conferred by section 27 of the Constitution, including the right to fair labour practices, to form and join trade unions and employer’s organisations, to organise and bargain collectively, and to strike and lock out.
- To provide a framework for regulating the relationship between employees and their unions on the one hand, and employers and their organisations on the other hand. At the same time it also encourages employers and employees to regulate relations between themselves.
- To promote orderly collective bargaining, collective bargaining at sectoral level, employee participation in decision-making in the workplace and the effective resolution of labour disputes.” (Republic of South Africa, 1995)

2.5.4 Employment Equity Act

Employment Equity Act No. 55 of 1998 (EEA) having acknowledged the inequalities in employment as a consequence of apartheid and other discriminatory laws and practices, in employment and income within the national labour market; and that those inequalities cause such noticeable shortcomings for specific category of people that they cannot be redressed simply by repealing discriminatory laws.
Therefore, in order to uphold the constitutional right of equality and the exercise of true democracy; eliminate unfair discrimination in occupation; in making sure that employment equity is implemented to redress the effects of discrimination; attain an assorted workforce representing and reflecting broadly the demographics of South Africa; stimulate development of economy and efficiency in the workforce; and give effect to the obligations of the Republic as a member of the International Labour Organisation.

It is crucial for any recruitment undertaken to consider the employment equity contents and seek to realise it. Advisably the recruitment policy should cater scenario to redress the imbalances of the past and employment of effects of discrimination.

2.5.5 Affirmative Action

Affirmative action is defined as the additional steps which must be taken in order that those who have been historically disadvantaged are able to derive full benefit from an equitable employment environment (Draft White Paper Affirmative Action In The Public Service: 1997). Affirmative action is a way of making the workplace more representative and fair. It ensures that competent individuals from designated groups have equivalent chances in the workplace and be equally represented in all job categories and levels of the workplace. These clusters are black people (including black, coloured and Indian people), women and people with disabilities. Historically, these groups have been under-represented in many key work areas (and over-represented in others). Affirmative action falls under the Employment Equity Act.

An establishment should develop an action plan which seeks to ensure that it has the right quantity of designated people - Black, Coloured, Indian, female and disabled people employed and represented in all hierarchical structure of the establishment. This consists of senior management position in the organisation. For example, if you have 50 members on your board of directors, then, depending on the company’s employment equity targets the company should for example have
approximately thirty five Blacks, five Coloureds, four Indians and five Whites
directors. Of these, 25 should be female and two should be disabled.

2.5.6 Skills Development Act

The Skills Development Act No. 97 of 1998 (SDA) aims to provide an institutional
framework to devise and implement national, sector and workplace strategies to
develop and improve the skills of the South African workforce; to integrate those
strategies within the National Qualifications Framework (NQF) contemplated in the
South African Qualifications Authority Act (SAQAA), 1995; to provide for learnerships
that lead to recognised occupational qualifications; to provide for the financing of
skills development by means of a levy-financing scheme and a National Skills Fund;
to provide for and regulate employment services; and to provide for matters
connected therewith.

This act is meant to develop the human resource with skills and in that process those
individuals that the organisation has invested on them should be given equal
opportunity with individuals that already possess such skills. In line with Human
Management Capital the organisation has got a responsibility of obtaining skills that
are already in its employ therefore it is important for the organisation recruitment
policy to cater for talent management and succession plan.

2.5.7 Public Administration Management Act

Public Administration Management Act No. 11 of 2014 Section 4 of the Act, (PAMA)
presents the basic values and principles of public administration which all
government institution should strive to "promote and maintain of high standard of
professional ethics; promote efficient, economic and effective use of resources; be
development oriented; provide such services impartially, fairly, equitably and without
bias; respond to people's needs and encourage public participation in policymaking;
be accountable to the public; foster transparency by providing the public with timely,
accessible and accurate information; ensure good human resource management
and career development practices to maximise human potential; and ensure broad
representation 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."

Section 15 of the PAMA wishes to install ethics; integrity and discipline in the public sector for public officials in the pursuit of discharge of their responsibility should consider and policies that operate in public institution should be in cognisance of such values.

"Section 15 (1) The Public Administration Ethics, Integrity and Disciplinary Technical Assistance Unit is hereby established.

(2) The organisational form of the Unit must be determined in terms of applicable legislation.

(3) The head of the Unit and all its personnel must be appointed in terms of the Public Service Act.

(4) The Unit has the following functions:

(a) To provide technical assistance and support to institutions in all spheres of government regarding the management of ethics, integrity and disciplinary matters relating to misconduct in the public administration;

(b) to develop the norms and standards on integrity, ethics, conduct and discipline in the public administration;

(c) to build capacity within institutions to initiate and institute disciplinary proceedings into misconduct;

(d) to strengthen government oversight of ethics, integrity and discipline, and where necessary, in cases where systemic weaknesses are identified, to intervene;

(e) to promote and enhance good ethics and integrity within the public administration; and,

(f) to cooperate with other institutions and organs of state to fulfill its functions under this section.

(5) (a) When an institution discovers an act of corruption, such corruption must immediately be reported to the police for investigation in terms of
any applicable law, including the Prevention and Combating of Corrupt Activities Act, 2004 (Act No. 12 of 2004).

(b) Issues of misconduct emanating from criminal investigations must be reported to the Unit and the relevant head of institution for initiation and institution of disciplinary proceedings.

(6) (a) Notwithstanding subsection (5)(b), every institution has the responsibility to ensure that it deals with matters relating to misconduct without undue delay.

(b) The head of the institution must report to the Unit on steps taken in respect of subsection (5)(b).

(7) The Unit may perform its functions in subsection (4) in respect of—

(a) a national department or national government component, in consultation with the executive authority of such department or component, or upon the request of the relevant executive authority;

(b) an Office of the Premier, provincial department or provincial government component with the concurrence of the Premier, or upon the request of the relevant Premier; and

(c) a municipality with the concurrence of the Municipal Council or upon the request of the relevant Municipal Council, or upon the request of the relevant Member of the Executive Council in respect of an investigation contemplated in section 106(5) of the Municipal Systems Act, 2000 (Act No. 32 of 2000).

(8) The Minister must report to Parliament twice a year on the activities of the Unit."

2.5.8 Local Government Municipal Systems Act

In terms of section 66 (1) of the Local Government Municipal Systems Act No. 32 of 2000 gears that "A municipal manager, within a policy framework determined by the municipal council and subject to any applicable legislation, must—

(a) approve a staff establishment for the municipality: -

(b) provide a job description for each post on the staff establishment;"
(c) attach to those posts the remuneration and other conditions of service as may be determined in accordance with any applicable labour legislation; and

(d) establish a processor mechanism to regularly evaluate the staff establishment and, if necessary, review the staff establishment and the remuneration and conditions of service."

Section 67 of the Local Government Municipal Systems Act (LGMSTA) requires "A municipality, in accordance with the Employment Equity Act. 1998, must develop and adopt appropriate systems and procedures to ensure fair, efficient, effective and transparent personnel administration, including-

(a) the recruitment, selection and appointment of persons as staff members:
(b) service conditions of staff:
(c) the supervision and management of staff:
(d) the monitoring, measuring and evaluating of performance of staff;
(e) the promotion and demotion of staff.
(j) the transfer of staff:
(s) grievance procedures;
(h) disciplinary procedures:
(i) the Investigation of allegations of misconduct and complaints against, staff:
(j) the dismissal and retrenchment of staff; and
(k) any other matter prescribed by regulation in terms of section 72."

2.5.9 Local Government Municipal Structures Act

The purpose of Local Government Municipal Structures Act No. 117 of 1998 (LGMSA) is to provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality; to establish criteria for determining the category of municipality to be established in an area, to define the types of municipality that may be established within each category, to provide for an appropriate division of functions and powers between categories of municipality; to regulate the internal system, structures and office bearers of municipalities; to provide for appropriate electoral systems and to provide for matters and connection therewith.(Delegation Framework, Roles and Responsibilities)
Section 82 of the LGMSA gives powers and authority to municipal council for appointment of the municipal manager who is the head of the administration and also the accounting officer for the municipality and when necessary, an acting municipal manager appoint.

2.6 Conclusion

From the discussion above, it can be deduced that recruitment and retention revolves around fair and objective principles and procedures for the staffing of in any organisation. It provides procedures for the selection of best fitting candidates; establishes values and procedures that will ensure that the employers complies with legislative requirements so as to reduce labour disputes resulting from recruitment processes and outline the sequential process to be followed when advertising positions, short listing of candidates, conducting interviews, offer of employment and appointment of candidates and the placement of incumbents into the staff establishment of an organisation.

It can further be concluded that the tenacity of retention is to facilitate the retention of knowledgeable personnel within the organisation, who are in possession of a proven and consistent employment record and to keep institutional memory.

This chapter served as an exodus in terms of providing a theoretical account on recruitment and retention. The next chapter will afford the research methodology applied in this study and deliberate the appraisals and questionnaire that were distributed to participants in the Lukhanji Local Municipality.
CHAPTER THREE

RESEARCH METHODOLOGY AND DESIGN

3.1 Introduction

This chapter defines the research methods executed and data collection systems applied. A set of guidelines and instructions on how this research was conducted also known as research plan will be outlined. It further elaborates briefly on the questionnaire and questionnaire design, with diverse segments of the questionnaire and expected participants. It will also determine how chosen methods were applied in the research process. Over and above, it outlines sampling method executed in the research. The chapter discusses consistency and rationality of the research and its limitations.

3.2 Research Methodology and Design

Research refers to "… a process that involves obtaining scientific knowledge by means of various objective methods and procedures" (Welman, et al, 1994:2). That goes on to say that the concept objective signposts that these approaches and processes do not bank on individual opinions or feelings. According to Matthews and Ross (2010: 110) research design draws an all preparations you have done and helps to set out and overall framework for your research. In this sense, the research design can channel a researcher to be in a position of choosing data collection methods and how to select research respondents or cases. This means that information that will be collected will be more relevant to the study and that the correct participants who will add value to the study will be selected.

Furthermore, the methodology describes how the research was conducted. In the light of the above the study adopted survey research design which involves the study of factors in a large number of cases that is representative of the population interest using questionnaires (Asika, 1991:1).
Babbie (2010:89) further describes research methodology as procedures used in making systematic observations or otherwise obtaining data, evidence, or information as part of a research project or study. Bryman (2001:29) and Mouton (1996:57) are in agreement that the research methods describe and explain the technique for collecting data; this can however involve specific instruments, for example; self-completion questionnaires, survey, participatory action research or structured interview schedules.

A quantitative methodology entails those methodologies, such as closed surveys structured interviews and sociograms (diagrammatic representations of interactions between individuals) which enable data (concrete or conceptual) to be collected, measured and compared with a standard (Babbie, 2010:89). The qualitative methodology encompasses a phenomenological perspective whereby researchers aim to understand report and evaluate the meaning of events for people in particular situations, that is, how their social world is structured by the participants in it. In general there are two approaches of research design that are commonly known as qualitative research and quantitative research (Saunders, et al., 2003:97).

Qualitative research methods refers to methods that are primarily concerned with stories and accounts including subjective understandings, feelings, opinions and beliefs (Matthews and Ross, 2010: 478). They further define quantitative research methods as methods that are primarily concerned with gathering and working with data that is structured and can be represented numerically.

For the purpose of this study, the research method applied is the quantitative method. The researcher will however focus more on reliability, that is, consistent and stable measurement of data as well as replicability (Welman, Kruger and Mitchell, 2005:9).

### 3.3 Sampling and Target

Sampling is the process of selecting a few (a sample) from a bigger group (the population) to become the basis for estimating or predicting the prevalence of an
unknown piece of information regarding the bigger group (Kumar, 2011:193). It aims at simplifying research when dealing with a huge population in order to achieve the optimum accuracy in the estimates within a given sample size by covering as wider field as possible and of doing analysis as deep as possible considering limited resources.

For the purposes of this research population was drawn from employees of Lukhanji Local Municipality in the Chris Hani District of the Eastern Cape Province. For the survey conducted seventy one (71) questionnaires were distributed with Lukhanji Municipality employees and political leadership. Personnel below the second tier of management, senior managers, municipal political leadership; administrative staff; general workers and labour representatives were the focus of this study. The sample was selected purposively to include an equal balance of males and females with different academic qualifications.

Lukhanji Municipality’s adopted municipal organogram as of the 30 January 2015 makes provision for a total staff compliment of 1174, (Lukhanji Municipality: 2015). In reality, only 701 positions have been filled. In this study, therefore, the following different sample of the total population of 701 employees that is currently on the payroll of the municipality and 57 of the political leadership was used:

- Political Leadership = 6
- Senior Management = 1
- Middle Management = 2
- Administrative Staff = 20
- General Workers = 45
- SAMWU Shopstewards = 2
- IMATU Shopstewards = 1

**TOTAL NUMBER OF PARTICIPANTS = 77 (71 being employees and 6 Political Leadership).**

The researcher divided each employee in each respective category by one tenth or 10% of the category to arrive at the number of respondents in each category to be
included in the sample. The totals of all categories were tallied to get the sample size. This means that the researcher have taken 10% of the number of employees from each category and also the same applied to the political leadership of the institution which does not constitute formal employment with the Lukhanji Local Municipality.

3.4 Data Collection

Matthews and Ross (2010:181) state that data collection is a practical activity, one that has to be carried out within time, spatial and resource constraints. It is therefore important to consider how valid social research data can be collected effectively and efficiently within those constraints. It is essential for the researcher to have sound data to analyse and interpret because data is the basic material with which the researcher works as maintained (Blanche, Durrheim and Painter, 2006:51).

Strauss and Corbin (1998) further describe, data collection as the gathering of pieces of information that are necessary for the research process. Cooper and Schindler (2001:82) show that data comprises facts gathered from respondents or observations, and circulated evidence that is characterised as primary or secondary.

3.5 Primary Data

There are two most universally used primary data collection techniques are the interview and questionnaire, (Saunders, Lewis and Thornhill, 2009:280). Examination is altogether normally concerned with attaining responses to problems. A data collection instrument enables the researcher to pose questions to subjects in his/her examination for responses to the research questions is through interviews and questionnaires. Equally questionnaire and interviews have discrete types that have a demeanour on the accurate and fitting use of each for specific data collection purposes. Primary sources using structured close ended questions are the first occurrence as a point of departure for the empirical investigation. The primary data that was used in this research with structured close ended questionnaire. When the
researcher knows exactly what is required and how to measure the variables of interest, a questionnaire is an efficient data collation mechanism (Sekaran, 2003:89).

3.6 Data Analysis

Collected data needs to be analysed and interpreted if it has to provide any value to the research. Data analysis is described as a systematically process of applied statistical and rational techniques to describe, summarise and compare the data as a way of giving meaning to the raw data and also allowing an easy interpretation according to Ghauri (2005:171). For this purpose, a simple regression statistical method will be employed. It is relevant tool as there is one dependent variable against two or more variables at play.

The data was analysed by using graphs in order to depict trends and patterns of the recruitment and retention in the municipality. In addition, descriptions 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.

3.7 Limitations and delimitations of the study

This study is limited in that it only illustrates feedback of only one selected Municipality, the Lukhanji Local Municipality in Chris Hani District Municipality in the Eastern Cape. Thus, while the findings may provide possible picture of the state of Lukhanji local municipality's recruitment and retention policy, there are limitations involved in trying to generalise the findings to other municipalities. However the findings may provide lessons for municipalities in the Eastern Cape who seem to be grappling with attraction and retention of skills. In this regard, the South African Local Government Association (SALGA) at its 2011 Human Resources Conference acknowledged that some of the factors inhibiting the professionalisation of the local government sector include among others the "inconsistent and selective application of recruitment policy and legislation" (SALGA: 2011). In the 2013/2014 financial year
the Auditor General found that "The accounting officer, chief financial officer, senior managers and finance officials at middle management did not meet any of the prescribed competency areas as required by section 83 of the MFMA and regulations 2 and 9 of the Municipal regulations on minimum competency level."(Lukhanji Municipality, 2014. 133).

However, many municipalities are distress by the manner they conduct recruitment and into that effect some documentation on hiring of some employees at Lukhanji Local Municipality could not be availed for the study as they are termed classified or political appointments. The exit interviews questionnaires could not be access by the researcher in order to evaluate and assess trends of exit in the municipal employ and how they are ultimately managed as to inform municipal retention strategy.

It was not always possible for the researcher to obtain access to documents and results of interviews for hiring and exit as they were regarded as confidential in the municipality. There were both an over-exaggeration of achievements and reluctance of some officials and general workers 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 political leadership and senior management who were convinced that the information was strictly for academic purposes.

3.8 Ethical Consideration

The research subscribed to the University of Fort Hare Ethical clearance process as ethical clearance will be obtained from the University for this Study. In view of the implications regarding some of the responses received, this research does not identify names of the respondents to avoid the possibility of victimisation both politically and at an administrative level. The questionnaire was steered in a manner that it does not upset or source uneasiness to any of the participants. Questionnaires were administered in vernacular of the participants, especially to those who are found to be illiterate. Ethnical and cultural thoughtfulness were taken into cognisance.
during the course of the research. Care and attention was taken to ensure that the research procedure be conducted in line with high standards of ethical practices.

The study questionnaire stated clearly that the information gathered not to be used for any purpose other than its intention. The purpose of the study was evidently elucidated so that the participants be guaranteed that there will be no hazard emanating from the application of their responses. Sensitivity confidential matters were well-thought-out all the way through in the questionnaire. Attention ensures that the study was conducted within the parameters of ethical standards and high confidentiality. At no stage were the respondents coerced into disclosing their identities. A time allowance of 30 days will be granted to respondents to return completed questionnaires.

3.9 Conclusion

The quantitative design was selected as the applicable study method for this research.

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 survey questionnaire was 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 survey questionnaire was due to the fact that the researcher had to look at the impact of the municipality and the written expression of the respondents when responding to some of the questions that they might have regarded as sensitive to them. The methodology used assisted to ensure that the study was executed according to plan and made it easy for information to be sorted out. The following chapter will pay attention to the analysis of data and discussion findings which covers data representation, analysis and interpretation. It will also entail a description of the
realistic conclusions as well as an analysis and clarification of data by means of charts, graphs, tables and figures.
CHAPTER FOUR
DATA ANALYSIS AND FINDINGS

4.1 Introduction

This chapter presents an analysis of the data and findings of respondent’s perceptions on the municipal recruitment and retention policy. It deals with the empirical study, examination and clarification of the consequences of the study and it sets the basis for the concluding chapter. The analysis combined both the negative and positive responses in the Likert scale format (i.e. strongly disagree, disagree, uncertain, strongly agree and agree).

Section A in this chapter considers the demographic information while Section B examines responses related to the recruitment policy and Section C, responses that relates to the retention policy. The outcomes are reflected in table format. The study is quantitative in nature. From a total of 77 survey questionnaires, 58 were returned completed which amounts to a response rate of 75%. Simple descriptive statistics was used to analyse data in this chapter. The statistical test was conducted to test the significant relationship.

4.2 Section A: Consideration of Demographic Information

The following unit examines the demographic specifics of the respondents by means of suitable point of departure in calculations (computations).
TABLE 4.2.1 RESPONSES FOR RESPECTIVE AGE CLASSIFICATION (N=58)

<table>
<thead>
<tr>
<th>AGE</th>
<th>GENDER</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>MALE</td>
<td>FEMALE</td>
</tr>
<tr>
<td>Count: 18-30 years</td>
<td>10</td>
<td>15</td>
</tr>
<tr>
<td>% of Total</td>
<td>17.24%</td>
<td>25.86%</td>
</tr>
<tr>
<td>Count: 31-43 years</td>
<td>6</td>
<td>9</td>
</tr>
<tr>
<td>% of Total</td>
<td>10.34%</td>
<td>15.52%</td>
</tr>
<tr>
<td>Count: 44-56 years</td>
<td>5</td>
<td>6</td>
</tr>
<tr>
<td>% of Total</td>
<td>8.62%</td>
<td>10.34%</td>
</tr>
<tr>
<td>Count: 57 and above</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>% of Total</td>
<td>8.62%</td>
<td>3.45%</td>
</tr>
<tr>
<td>Total</td>
<td>26</td>
<td>32</td>
</tr>
<tr>
<td>% of Total</td>
<td>44.83%</td>
<td>55.17%</td>
</tr>
</tbody>
</table>

Table 4.2.1: Responses for respective age classification

As shown in Table 4.2.1 above, a total of 25 of the respondents in the study were among 18-30 of years of ages old, though 15 of respondents were among 31-43 years of ages old. An overall of 11 were respondents among 44-56 years of ages old and an outstanding 7 of respondents were among 56 years of ages old and beyond.
<table>
<thead>
<tr>
<th>AGE</th>
<th>GENDER</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>MALE</td>
<td>FEMALE</td>
<td>TOTAL</td>
</tr>
<tr>
<td>Count: 18-30 years</td>
<td>10</td>
<td>15</td>
<td>25</td>
</tr>
<tr>
<td>% of Total</td>
<td>17.24%</td>
<td>25.86%</td>
<td>43.10%</td>
</tr>
<tr>
<td>Count: 31-43 years</td>
<td>6</td>
<td>9</td>
<td>15</td>
</tr>
<tr>
<td>% of Total</td>
<td>10.34%</td>
<td>15.52%</td>
<td>25.86%</td>
</tr>
<tr>
<td>Count: 44-56 years</td>
<td>5</td>
<td>6</td>
<td>11</td>
</tr>
<tr>
<td>% of Total</td>
<td>8.62%</td>
<td>10.34%</td>
<td>18.97%</td>
</tr>
<tr>
<td>Count: 57 and above</td>
<td>5</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>% of Total</td>
<td>8.62%</td>
<td>3.45%</td>
<td>12.07%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>26</strong></td>
<td><strong>32</strong></td>
<td><strong>58</strong></td>
</tr>
<tr>
<td>% of Total</td>
<td><strong>44.83%</strong></td>
<td><strong>55.17%</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Table 4.2.2: Responses classified in terms of gender

All demonstrated above in Table 4.2.2 reflects number of respondents in terms of gender. Respondents in this research of female category were in total of 55.17 % and male category respondents were in total of 44.83%.
As indicated in the above Table 4.2.3, responses received from respondents in the study in Lukhanji municipality for between 1 -5 years were in total of 32.76%, whereas responses received from respondents with 6- 10 year service in the municipality were 15.52%. 13.79% represented respondents with 11-15 years of service. Furthermore, 18.97 % of the responses received were from the participants with 16-20 years of service and the remaining 18.97% of the participants were employees with 21 years of experience and beyond.

It will be noted from table 4.2.3 above that only officials responded in the length of service categories of 16 years and beyond. This is so because none of the politicians served the Council for a period exceeding 15 years. This is linked to the new
dispensation of local government which came into existence after the local government elections in 2000.

**TABLE 4.2.3 TOTAL RESPONDENT AND POSITIONS**

<table>
<thead>
<tr>
<th>RESPONDENTS</th>
<th>TOTAL</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political Leadership</td>
<td>5</td>
<td>9%</td>
</tr>
<tr>
<td>Senior Management</td>
<td>1</td>
<td>2%</td>
</tr>
<tr>
<td>Middle Management</td>
<td>2</td>
<td>3%</td>
</tr>
<tr>
<td>Administrative Staff</td>
<td>15</td>
<td>26%</td>
</tr>
<tr>
<td>General Workers</td>
<td>32</td>
<td>55%</td>
</tr>
<tr>
<td>SAMWU Shopstewards</td>
<td>2</td>
<td>3%</td>
</tr>
<tr>
<td>IMATU Shopstewards</td>
<td>1</td>
<td>2%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>58</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

*Table 4.2.4: Total respondents and positions*

![Graph 4.2.1: Total respondents and positions](image)

Table 4.2.4 and Graph 4.2.1 represents the total number and percentage rate of respondents in each category that have participated in the study.
4.3 SECTION B: THE RECRUITMENT POLICY OF LUKHANJI LOCAL MUNICIPALITY

The data has been collected categorically in terms of the Lukhanji Local Municipality population in the sample. The sample size selected gives the average views of the Lukhanji Local Municipality population in that one can have a feel on how things are conducted with regard municipal recruitment processes. This section focuses on the recruitment processes in the institution and seeks to establish whether such processes are conducted within the parameters of the recruitment policy. It provides the part that HR unit in the Lukhanji municipality and its capability to drive efficiently in HR planning, promoting, both internal and external recruitment and its application in selecting optimal fitting candidates or applicants thereof.

Graph 4.3.1 underneath illustrates views of the respondents on whether the municipal recruitment policy is on path to municipal success. The graph clearly depicts that an overwhelming 50% of participants in the study disagree/agree that the municipal recruitment policy is paving a way to municipal success, though 19% are vehemently in agreement. Yet a total of 31% of respondents are uncertain whether the municipal recruitment policy is on path to municipal success. It thus can be deducted that the recruitment policy of the municipality is untoward in that is not pathing the way towards municipal success.
Moreover, this further is an indication that municipality probably needs to reassess its recruitment policy in order to place it in a better position to recruit staff that will in the end contribute towards the municipality’s ambitions to reach success. Furthermore, this is indicative of the HR unit’s biasness in its pursuance of its core function. The graph illustrate that the majority of the respondents agrees that the organisation is not progressing towards achieving the successes it plans to attain.

The graph 4.3.2 below reveals respondents opinions concerning the alignment of municipal recruitment policy with legislation that governs recruitment in the public sector. It gives a vivid picture that 38% are in agreement that the municipal recruitment policy is in accordance with legislation that governs in the public sector.
However, 41% disagree that the municipal recruitment is aligned to legislation that governs public sector. 21% of respondents however were uncertain as to whether the municipal recruitment policy is reflective of legislation that governs the govern public sector.

Graph 4.3.2 illustrates that most of the respondents are not in agreement with the postulation that the municipality’s recruitment policy contributes towards the municipality achieving its long term strategy as encapsulated in its Integrated Development Plan (IDP). 38% of the respondents agree that the municipal recruitment processes contributes towards the municipality achieving its IDP objectives while 41% respondents are in disagreement and 21% being uncertain. This is a clear indication that the municipality fails to review its policies each year as is required with the drafting and reviewing of the IDP annually. Should this have been done, the percentage respondents who are uncertain or in disagreement with the statement would have been significantly lower.
Graph 4.3.3 below reflects on respondents' opinions regarding the HR section's ability to administer the recruitment process in line with the contents of the policy. 64% of the respondents are not convinced that HR section is administering the recruitment process correctly. However, 21% of the respondents agreed that the HR section administer the recruitment process in an appropriate manner while a total of 15% of respondents were uncertain. These results suggests that there is general dissatisfaction in the manner the HR Section handles the recruitment processes.
These outcomes seem to agree with Morrison (2006:379) who states that officials should be appointed on the basis of their competence and qualifications. Recruitment processes should in general contribute towards the overall objectives and goals of the institution, and should relatively be free from any form external influences such as social and political affiliations. Weber in Morrison (2006:379) views external influences as a problem to be managed by appropriate recruitment criteria and control mechanisms. He also argues that the principle of transparency and fairness should underpin the development and implementation of recruitment in the public service.
Just administrative action is undertaken when conducting recruitment when recruitment is conducted. 55% of the respondents in the survey are not convinced that the principle of just administrative action is applied during recruitment of new personnel. 22% feel that fair administrative action is applied during the process while 23% of respondents were uncertain. The result is indicative of the fact that the majority of stakeholders in the municipality do not trust that just administrative action is consistently applied during the recruitment of new staff. It consequently suggests that the majority of respondents will not trust the recruitment processes as the application of just administrative action cannot be guaranteed. In terms of the Public Service Regulations of 2001, proper HR planning should always underpin any recruitment action in the public service. It inter alia includes forecasting the institution’s HR needs, job analysis, and costing for pertinent posts (Erasmus et al 2005:221). It is therefore that should just not be undertaken to satisfy the whims of an individual but be the product of proper planning.

Scott in Masete (2006:63) argues that according to the rational system, an institution is viewed as a structure that should be formalised by formulating rules that governs
behaviour and these rules should be precise and explicit. Roles and role relations should be arranged freely of employee’s personalities and qualities of an individual occupying a position in a structure. The advocates of this school of thought view formalisation as a way of standardising and regulating behaviour in an attempt to make the structure of relationships among a set of roles and the principles that govern behaviour in the system more explicit and visible.

55% of the respondents agreed that decisions made during the recruitment process are administratively unjust and inappropriate. It therefore implies that officials responsible for recruitment are lacking of sufficient expertise and or knowledge to properly screen and administer the entire process of recruitment.

Graph 4.3.6 above illustrates responses of respondents concerning the recruitment process in relation to whether it caters for the implementation of affirmative action. The general feeling of respondents, 54%, is of the opinion that affirmative action is not catered for in the municipal recruitment process and, in addition, that the current policy on recruitment is silent on addressing matters of affirming previously disadvantaged individuals. A total of 17% of respondents are uncertain whilst the
remaining 29% feel comfortable that the recruitment process of Lukhanji Local Municipality adequately caters for the implementation of the affirmative action measures.

What it therefore suggests is that more needs to be done once the recruitment policy comes up for review to adequately accommodate affirmative action issues and to bring it line with country’s strategic intent to open up the workplace to all designated groups as defined in the Employment Equity Act and furthermore, to address the imbalances of the past.

Graph 4.3.7: Recruitment policy and employment equity

Graph 4.3.7 above shows how the municipal recruitment policy considers the employment equity in its recruitment process. A total of 62% of respondents are not in agreement with the statement that the recruitment policy makes sufficient provision for employment equity. On the other hand, 24% of the respondents agree that the municipal recruitment policy considers employment equity and the remaining 14% of respondents are not sure. This is a negative result for the Lukhanji local municipality because it reflects that the municipality is probably not serious enough
in addressing employment equity or achieving its employment equity targets as approved each year by the Council.

This further signifies that internal recruitment policy and prescripts of section 11(2b) of the *Public Service Act 103 of 1994*, read with section 20 (3) of the *Employment Equity Act 55 of 1998* are not observed, which require that all individuals who relate and qualify for employment shall benefit from employment equity guidelines and legislation where appropriate. The appraisal, as well as the selection of applicants shall be grounded on the training, skills, competence, formal qualifications, recognition of prior learning and relevant experience within a reasonable time to do the job, coupled with the need to redress historical imbalances (pertaining to race, gender and disability).

The *Employment Equity Act 55 of 1998* recommends the drafting of employment equity plans, which by design includes numerical goals to attain equitable representation of appropriately competent personnel from previously disadvantaged individuals.

![Graph](image)

*Graph 4.3.8: The recruitment and the attraction of scarce skills.*
Graph 4.3.8 above illustrates how the municipal recruitment policy makes special provision for the attraction of scarce skills. As reflected in figure 4.3.8 74% do not believe that the policy provides for the attraction of scarce skills while 14% shows elements of uncertainty and 12% who are in agreement. It is imperative for the municipality to attach allowance to scarce skills in the form of an occupational specific dispensation (OSD) as to enable the institution to lure individuals with scarce skills and that has to be encapsulated in the recruitment policy especially in a rural municipality such as Lukhanji Local Municipality.

Graph 4.3.9: Head hunting and secondment

The above graph 4.3.9 demonstrate the opinions of the respondents regarding the head-hunting and secondment of qualified personnel as entailed in the municipal recruitment policy. The outcomes reveals that 81% of the respondents indicated that head-hunting and secondment is not covered in the municipal recruitment policy while 10% is not sure and the remaining 9% feeling that adequate provision is made in the policy for head-hunting and secondment of qualified personnel. An actual analysis of the recruitment policy reveals that the 9% of the respondents who felt that provision is made for secondment and headhunting expressed an uninformed opinion. The current policy is in fact silent on headhunting and secondment.
4.3.10: Recruitment policy deters political interference in the recruitment process.

Graph 4.3.10 above represents the views of the respondents on whether the recruitment policy deters political interference in municipal recruitment process. The results show that 77% of respondents indicate that the Lukhanji local municipality recruitment policy is not deterring political interference in the entire recruitment process. In contrast 9% of respondents are uncertain whether the same policy deters participation of politicians in the recruitment process whilst the remaining 14% of respondents agrees with the fact that municipal recruitment policy deters political interference in the recruitment process.

4.4 SECTION C: THE RETENTION POLICY OF LUKHANJI LOCAL MUNICIPALITY

The data has been collected as per the categories outlined Table 4.2.4 above. The sample size selected gives the average views of the Lukhanji Local Municipality population in that one can have a feel on how things are conducted with regard municipal retention strategy. This section focuses on the retention strategy of the
municipality and seeks to establish whether such processes are conducted within the parameters of the municipal retention policy.

4.4.1 Quantitative data analysis

Employee retention, especially of key employees, is a key challenge in organizations today. On the one hand, by being highly skilled, key employees tend to require more effort from organizations in answering their high-level needs in order to feel motivated to stay in the company. On the other hand, the company’s failure in meeting their most important needs could result in losing them to competitor employers. Such challenging situation becomes even more critical given the shortage of knowledgeable and skilled workers and the increasing mobility of people in the labour market. In fact, recent studies indicated that many large companies have already been affected by a chronic shortage of key employees due to the fluid nature of employee movements (Hiltrop, 1999: 422-430).

The key to retaining key employees’ lies in the organisation’s capacity and willingness to support employees and responding to their intrinsic motivators. It is important for employees to be perceived as positive and value adding to the organisation in order to enhance motivation to remain in the employ of the organisation. Such conditions for employee retention are based on the social exchange theory which holds that the exchange relationship between employer and employee goes beyond exchange of impersonal resources such as money, information, and service. It also involves social exchange of socio emotional resources such as respect, approval, and support (Eisenberg et al., 1991).

Eisenberg and colleagues describe such social exchange relationship between the organisation and its employees through the concept of perceived organisational support (POS).

Talent management is a holistic process of people management in which the primary objective is the establishment of a culture in which individuals and groups take responsibility for the achievement of high levels of organisational performance
through enhancement and full utilisation of their own skills, behaviour and contributions.

Graph 4.4.1 shows that 67% of respondents disagrees that there is a clear municipal retention policy. Although 16% of the respondents are uncertain whether municipal retention policy exists 17% are in agreement that a clear retention policy does exist in the municipality. It is regarded as crucial in any striving organisation to retain its skilled personnel and thereby preserving institutional memory. It is of paramount importance that any organisation which would like to realise its objectives, invest in the development of a clear strategy/policy on the management of talent within the organisation and the retention of skills.

Graph 4.4.2 below demonstrates the opinions of the respondents regarding the municipality retention policy provision for scarce skills. 91% of the respondents are of the view that the municipality’s retention policy is not making any provision for scarce skills retention. A total of 5.1% of the respondents are unsure and the remaining 3.4% agree that the municipal retention policy makes special provision for scarce skills. It is obvious that majority of the respondents believe the retention of
scarce skills is an area that needs to be addressed with any future review of the policy. This could be perceived to a negative human resource practice of the municipality as it could easily be regarded as an “uncaring” employer that will allow its staff joining other institutions without making attempts to retain their services. It could also be indicative that the HR practitioners at the municipality sees no value in the retention of scarce skills and the maintenance of institutional memory.

![Graph 4.4.2: Opinions of the respondents regarding the municipality retention policy](#)
The graph 4.4.3 above indicates the views of the respondents on the municipal retention strategy provides for counter offering. The results reflects that 86.2% strongly disagree that the municipality provides for a procedure to counter offer to manage and reduce staff exits with the intention of preserving institutional memory and retain skills within the municipality. It is also indicative of the rigid personnel practices of the municipality in that the municipality is willing to lose incumbents that are possessing scarce skills even at recruitment stage as the municipality is reluctant to provide counter offers within acceptable norms. 10.3% of the respondents in the study are not certain whether the retention policy exists and how is it applied. Instead, some of them indicated that they just heard that some selected individuals within the staff establishment have been counter offered. The remaining 3.4% of respondents agrees that the municipal recruitment policy provides for counter offer procedures.
Graph 4.4.4: The retention policy and the preservation of institutional memory

Graph 4.4.4 indicate that 67.2% of the respondents strongly disagree that the municipality have the intentions of preserving institutional memory in the retention policy. Another group of respondents in the survey, 14%, are in agreement that the policy provides for the preservation of the institutional memory. Some of the 14% indicated that there might be an informal arrangement to retain institutional memory but that there are a reluctance to apply it evenly and across racial lines. Those responsible for the motivation of the retention of skills appear to deliberately ignoring this crucial instrument. The remaining 19% of respondents are agreeing with the view that the retention policy provides for the preservation of institutional memory.

The municipality has lost numerous employees with vast experience in the previous five years and is still bleeding competent employees to other municipalities. To cite a few examples, the municipality has vacancies of Director: Technical Services which is technical in nature; Director Community Services and Director Human Settlements and Land Development and the municipality is unable to close such vacancy because the recruitment policy, skills development policy and retention policy do not complement each other.
Graph 4.4.5: Retention policy and applicable legislation

The above graph 4.4.5 displays the response on the statement that reflects on the municipal retention policy and whether it is in line with the legislation that governs the development of skills and used the workplace as the learning environment. 65.5% of the respondents are in strong disagreement, citing the number of vacancies that exist at senior management level that are not yet filled due to the fact that the skills work plan does not talk to the needs of the municipality and seek address such need when it arises. The municipal strategic objective as outline in the Integrated Development Plan dictates how the municipal resources should be utilised to promote active learning environment in the municipality to mitigate challenges and try to provide long term solutions. A total of 22.4% is in agreement that the municipality provides for a learning environment in the workplace but with limited resources and that it cannot address challenges of the municipality with regard to skills shortages. The remaining 12% is uncertain whether the retention policy is in line with the legislation that governs the development of skills and used workplace as an active learning environment.
Graph 4.4.6: The retention policy and the municipal long term strategy

Graph 4.4.6 seeks to establish whether the respondents in the study view the municipal retention policy on the basis of realising the very same municipal long term strategy which is the IDP. 65.5% of respondents are of the view that the current retention policy of the municipality examined is not based on the long term strategy. Also they strongly believe that retention policy should seek to realise the long term strategy of the institution. While 12% of the respondents are not certain whether the retention policy is based on the municipal long term strategy and in that they are moderate to make any submission to that effect, 22.4% of the respondents in the study agree that the retention policy is based on the municipal long term strategy.
The above graph displayed that most of the respondents ranging at 32.7% views that the retention strategy promotes the growth and development of personnel within the municipality. Hence one would always align the retention strategy with the skills development, sustainability and continuity within the organisation. Although 32.7% of the respondents are not certain whether the retention strategy is suffice for the growth and development of personnel within the municipality, 34.4% of respondents disagree. This reflects how the municipality is not serious about the individual growth and development of its employees.
The retention upholds the values of the public administration.

This graph above indicates and display that 56.8% of the respondents agrees that the retention policy of the municipality upholds the values of public administration. 10.3% of the participants are uncertain whether retention policy upholds the values of public administration as they are not aware of public administration values. A total of 32.7% of respondents disagrees that the retention policy upholds the values of the public administration. This signifies that people in the space of government entities are not familiar with what drives their operations. It means therefore that public officials are not aware of what guides their operations hence they are also able to participate in corrupt activities in the execution of their public functions.

The graph in 4.4.9 below illustrates how the respondents in the study have responded to the statement, “The retention policy is applied consistently and just.” It is displayed through the graph that 89.6% of the respondents are discontent with the view that the retention policy is applied consistently citing that numerous employees with required skills, have left the municipal employ and there were not attempts to prevent or retain them but in certain instances you will find individuals being retained. 8.6% respondents are uncertain or reserved to comment. The remaining 1.7% of
respondents in the study is of the view that the retention policy is applied consistently and in a just manner without any prejudice.

Graph 4.4.9: Consistency of application of retention policy

Graph 4.4.10: Leadership understand the importance of the retention of staff
The municipal leadership understands the importance of the retention of staff for the organisation success in this case is the municipality. As the results of subtle agenda within the municipal leadership they act under the guise that they don’t understand the importance of the retention of staff in the institution. An overwhelming 75.8% of the respondents are agreeing with the opinion that municipal leadership does not understand the importance of the retention of staff for the organisation success. A total of 13.7% of respondents are unsure whilst 10.3% of the respondents strongly agree with the statement that says the municipal leadership understands the importance of the retention of staff for the organisation success. There are instances that the municipality has lost skilled employees and no intervention was made. Skilled and highly qualified officials are not discouraged to exit the institution and as result continuous recruitment of such individuals with scarce skills distress the municipal resources for a move that could have been averted.

4.5 DISCUSSION OF THE FINDINGS

The sub-sections that follow below is a brief elaboration of the results obtained in the conducted survey of the study. It will discuss perceptions of respondents on the recruitment and retention policy of the municipality. Some suggestions on what could be done to improve on the said policies in line with public sector legislation will also be offered.

4.5.1 Demographic Relationships and Study Variables

Although it was not envisaged for this information to contribute meaningfully to the overall outcome of the study, this set questions aimed at gaining insight into the demographic variables of the sample and to evaluate if it had any influence on the findings of the study. The demographic data consisted of age, sex, years of experience and adequacy of training and occupational positions of respondents.
4.5.2 Findings on questions posed regarding the municipal recruitment policy

It is strongly believed that any organisation attempts to recruit personnel that can best contribute it reaching its objectives. Its recruitment strategy and policies should therefore be a critical instrument to organisational success. Results from the survey bears testimony to the fact that LLM’s recruitment policy is not regarded or utilised as a critical instrument in assisting the municipality attaining success. This is borne out by that fact that 50% of the respondents in the survey agreed with this sentiment while 31% had doubts. Without pre-empting the outcomes of the study, this is indicative of the fact that there is a need for the municipal recruitment policy to be reviewed in order to make it more relevant to the overall strategy of the municipality to be successful.

Municipal policies need to be in line with relevant local government legislation. Survey results indicate that the majority of respondents are concerned that the recruitment and selection policy of the municipality is out of sync with prevailing legislation. This serves as a further motive for a review of the policy. Any policy will however need individuals to administer and see to its implementation to the letter. It was found that the Human Resource section of Lukhanji municipality, the custodian of the municipal recruitment policy, fails to do this. Respondents expressed a general dissatisfaction in the manner the HR section handles the recruitment processes. This tempts one to conclude that the HR section needs to be capacitated in order to adhere with HR management prerequisites.

Given the fact the HR Section is not capacitiated to effectively administer and implement the policy, it is not surprising that the majority of respondents indicated that that rules of just administrative action is not adhered to insofar as the application of the policy is concerned. The recruitment policy is in fact silent as far as providing guarantees to adherence of just administrative action is concerned.

Results of the survey indicate a further shortcoming in the policy. Respondents are of the opinion that the policy does not sufficiently address the statutory requirements of employment equity and affirmative action. It is crucial for the municipal as a
sphere of government to be seen as aspiring to attain the country’s equity target and as such, its recruitment policy should be brought in line to address this important national imperative.

As far as the respondents are concerned, much still needs to be done to attract and maintain staff with scarce skills. The policy should therefore be amended to cater for this shortcoming and in addition, provision should be made for a process of head-hunting and secondment of staff should conventional methods of recruiting fail to attract the desired incumbents.

4.5.3 Findings on questions posed regarding the municipal retention policy

Respondents indicated that the municipality’s recruitment and selection policy lacks a clear strategy on the retention of key personnel or scarce skills. The majority of respondents are of the opinion that there is no strategy to manage the exodus of staff to other organisations that are often lower ranked than the Lukhanji Municipality. That the municipal retention policy should therefore be reviewed to make provision for the retention of scarce and strategic skills that are crucial to the efforts of the municipality attaining its objectives.

As much as the municipal retention policy does not reflect a clear retention strategy, issues that can assist in retaining staff in the interim and while the policy is awaiting review include the payment of allowances to staff with scarce skills; payment of allowances for the retention of strategic skills; notch increments related to performance; career planning and development for staff; maintaining of remuneration strategies; attraction of pre-identified individuals and creation and maintenance of a conducive working environment and climate.

According to the respondents, the policy could do well by having provisions for the offering of counter-offers where key personnel wish to take up employment at another institution on the basis of better remuneration prospects. 86% of respondents participated in the survey are of the view that there's absolutely no procedure outlined in the policy for counter offering. In the cases of counter-offers
being considered, evidence should however be provided that all other possibilities to recruit and retain the relevant employee have been entertained.

Another deficiency in the policy of the municipality has been identified as being a lack of a strategy to maintain institutional memory. 67.2% of the respondents indicated that the municipality has no strategy to retain staff with vital institutional memory. Those bestowed with responsibility of motivating and retaining skills seems to deliberately ignore this critical instrument. The retention of the institutional knowledge or institutional memory is an important attribute in the recruitment and retention of employees of any organisation. This is so for some highly skilled positions, such as in the fields of Information and Communication Technology and Engineering. In these instances, it has been proven to more difficult replacing employees who vacate these positions due to the huge country-wide demand for such skills.

There is also a feeling among respondents that attention needs to be accorded to aspects of aligning the retention policy to the municipality’s IDP. The growth and development of personnel should be in line with the IDP and should set out opportunities for personal growth in the organization in the form of clear succession planning.

Retention principles should be applied in a consistent and just manner, without any favour or prejudice. Results of the survey suggest that the municipal political leadership is not sensitive to the value and importance of the retention of staff for organisational success. Skilled and strategic personnel are not discouraged to exit the municipality and as result a vicious cycle of recruitment of individuals with scarce skills repeats itself placing distress on municipal resources that could have been avoided.

4.6 Conclusion

The results of the survey indicate the importance that both the municipal recruitment and retention strategies have on the overall success of the institution. It provides
ample motive for a review of the current policies and shows glaring gaps that ultimately have an effect on the performance of the municipality. It is abundantly clear that the existing policy needs attention insofar as aspects affirmative action, employment equity and attraction of scarce skills amongst others, is concerned. Specific recommendations around these aspects will be put forward in the concluding chapter.
CHAPTER 5
CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter comprises the conclusions reached and recommendations of the study. The Lukhanji Local Municipality within Chris Hani District Municipality in the Eastern Cape is one of the municipalities that are negatively affected by reduced service delivery levels for several years. The key objective of this study was to evaluate the effectiveness of Lukhanji Local Municipality’s Recruitment and Retention policy and recognise areas that could be reviewed or strengthened to prevent and reduce negative outcomes of the municipality’s recruitment process and advise on how best the municipality can retain skills. It was assumed that the recruitment and appointment of staff without the requisite skills and qualifications is a contributory factor to the reduced service delivery levels experienced by the Municipality.

It is noted that the inadequate manner of the recruitment of staff and a poor strategy for the retention of employees has a negative impact on municipal output insofar as discharging service delivery, municipal performance and employee performance is concerned. The deductions made are in line with the objectives of the study and in an effort to respond to the research questions, approaches that can be applied to improve the recruitment and retention policy was explored. The research design was quantitative in nature where structured questionnaires were used for the collection of data. The results of this study will be made available to the senior management of the Municipality.

Only employees and the political leadership of Lukhanji Local Municipality participated in this study. The survey method was employed in this research due to small number of respondents. The personal method of data collection was used to administer the questionnaires to all 58 respondents in Lukhanji Local Municipality in the Eastern Cape Province and a maximum response rate of 75% was obtained.
5.2 Conclusions

The Lukhanji Municipality does not give appropriate consideration to Human Resource planning. This is a consequence of the municipality not defining critical skills essential for the post before a post is advertised. As a consequence this brought about distress in the capability of the municipality to recruit from a pool of skilled and knowledgeable candidates. Although the municipality has crafted a recruitment and retention policy, the appropriate application remains a challenge. This study emphasise the need for a review of the recruitment and retention policies of the municipality in order to augment the recruitment process which will ultimately enable the retention of necessary skills that are required by the Municipality.

Having done that, it will in all probability contribute towards a reduction in unnecessary staff turnover, progress in municipal effectiveness and further boosting employee performance. A reduced amount of opportunities regarding career development, unjust administrative action during the recruitment process and a poor retention strategy are all factors that adversely contributes towards high staff turnover rates.

Having the rising need for institutions to retain its best personnel in the face of a competitive labour market, the results of the study recommend that certain variables are critical in persuading employees’ judgment to either vacate or maintain their positions within in the institution. Such variables comprise training and development, recognition/reward for good performance, a competitive salary package and job security. However, the prominence of other variables should not be underrated when designing a retention policy. It is only an all-inclusive combination of inherent and extrinsic motivational variables that can increase retention and lessen the high rate of employee turnover in institutions.

Furthermore, efficiency of the municipality will partially decline as potential jobseekers will be deterred from seeking employment at an institution with an extraordinary high staff turnover rate. Remunerating personnel at a market related earnings may benefit the senior management and assist the municipality in
maintaining valuable management skills. The same can however not be said for lower ranked personnel as their contribution towards the overall success of the institution are often underrated. As effective recruitment and selection policy would however cater for the needs of both categories of staff and thereby lead to greater efficiencies.

The services delivered by the municipality will be compromised by inappropriate recruitment policy and its process, as well as its ability to retain staff due to an inadequate retention strategy. This may lead to a loss of institutional memory to the detriment of the smooth functioning of the municipality. This in turn will have an influence on perceptions held by the citizenry which could lead to mistrust in the leadership and management of the municipality and possibly leading to delivery protests. The snowball effect could further result in deteriorating levels of revenue collection for the municipality and service providers being doubtful doing business with such the institution.

This study consequently makes endorsements emanating from a theoretical and realistic investigation into the review of recruitment and retention policy of Lukhanji Local Municipality. According to Ivancevich and Matteson (2004), individual importance and circumstances may contribute towards staff turnover. Staff turnover has not solely cost effects in the municipality, it also results in lots of public grievances about the poor delivery of services and additionally of a poor quality. According to Kleiman (2003:60), front-line personnel are frequently the ones who set the image of the institution. It is therefore very important to guarantee that front-line staff members are endowed to deal with public desires competently since the capability or incapability of the front-line staff to reply to these needs mirrors on service delivery offered by the LLM.

The conclusions reached are strictly limited to the Lukhanji Local Municipality as it was an in-house investigation. It may however prove to hold valuable lessons for other municipalities within Chris Hani District Municipality in particular and in the Eastern Cape Province in general.
Chapter one of the study presented an outline which provided also the overview for the study and area of focus, that is Lukhanji Municipality. This chapter brainstormed on what necessitated the study applying the relevant legislation. It subsequently produced the problem statement and aims of the study which eventuality reflected on the objectives of the research which in summary was to assess the nature of government’s overall recruitment and retention strategies from the South African policy framework and in particular as it relates to municipal administration; to identify challenges to Lukhanji Local Municipality’s recruitment and retention policy in light of government strategic framework, if there is one, and to propose possible policy mechanisms that will help mitigate identified challenges recruitment and retention of personnel in order to address the challenges identified. The same resulted in the formulation of the following questions that had to be responded to in a scientific manner:

- What are government’s provision for recruitment and retention?
- What are the various challenges identified and envisioned by staff in terms of implementing the present recruitment and retention policy?
- What possible policy mechanisms can be applied to address these challenges?

Chapter two of the study presented an appraisal of a works relevant to the study and reflects in depth on the theoretical framework behind the research. It gave thought to the theoretical foundations, concepts, characteristics, theories, approaches and classifications necessary to understand and evaluate recruitment and recruitment policies in the public service in relation to Lukhanji Local Municipality as well as to provide a definition thereof. Diverse writers have explained recruitment in a different way, but consensus has been reached that selection is the prediction of the future in terms of individual differences, the requirements of the job and the internal and external environment of the institution.

Chapter three considered the research design and methodology. It also covers the design as well as methodologies used for collecting data, demarcating the research methods applied and the data collection techniques used. It further provided a brief explanation of questionnaire design, explained different units of the questionnaire
and the targeted respondents. Furthermore it refers to the sampling method executed in this study and delimitations of the study.

**Chapter four** deliberated on the recruitment and retention functions of the Lukhanji Local Municipality and also provided analysis and interpretation of the results of the study. This chapter exposed that implementation of recruitment and retention policy is not consistent with the contents of just administration and values of public administration.

**Chapter five** is a synthesis of the study and a factual evaluation on recruitment practices and retention strategy and how best both policies can be reviewed. Conclusions were also drawn based on the findings of the study.

### 5.3 Lessons Learned

Based on the objectives of the study, what follows are lessons learned and recommendations that could be implemented within the institution as well as in municipalities District-wide.

(a) Assessing the nature of government’s overall recruitment and retention strategies from the South African policy framework and in particular as it relates to municipal administration the following lessons could be learned from the research exercise:

The reasons why employees stay with an employer are closely linked to their motivation and preferences. There are many initiatives the municipality can take to encourage staff to remain in the employ. This include amongst others the following:

- **Provision of resources**

  Sufficient resources should be made available to meet the demands of the job and enable employees to perform their duties. Essential resources such as
stationary, computers, cartridges, pens, writing pads must always be available.

- **Human Resources Development**

  The empowerment of employees is essential and as such opportunities for training and further skills development should be offered. Training of employees is essential and creates confidence. This could serve as a motivating factor for employees to remain in service of the organisation. Training should be accompanied by a contractual binding to serve the municipality for certain period after completion of such training.

- **Optimal utilization of Human Resources**

  The municipality must delegate employees to take bigger responsibilities and perform challenging work other than their normal routine duties. Managers must in consultation with the human resources section initiate the delegation of employees to assume bigger responsibilities. This particular aspect will greatly contribute towards the career development of employees who excel in enhanced responsibilities.

- **Communication**

  Employees feel being important if they are kept informed of developments within the organisation. The municipality should therefore have a vibrant communication strategy which allows for regular feedback to employees.

- **Compensation and benefits**

  In order to become an employer of choice, the municipality should develop an integrated compensation and benefits policy. This policy should be able to match the rewarding system with that of its contenders.
(b) Identifying challenges to Lukhanji Local Municipality’s recruitment and retention policy in light of government strategic framework, what could be learned in terms of the following focus areas are concerned, is:

**Legislative Mandate**

The Municipality should draw its mandate from Section 195(1) of the Constitution which sets out basic values and principles that the public service should adhere to, and the Public Service Act (PSA) of 1994, as amended.

In terms of the Public Service Act (PSA) of 1994, as amended, the Minister for the Public Service and Administration is responsible for establishing norms and standards relating to;

“1. The functions of the public service;
2. Organisational structures and establishments of departments and other organisational and governance arrangements in the public service;
3. Labour relations, conditions of service and other employment practices for employees;
4. The Health and wellness of employees; Information management;
5. Electronic government in the public service;
6. Integrity, ethics, conduct and anti-corruption; and
7. Transformation, reform, innovation and any other matter to improve the effectiveness and efficiency of the public service and its service delivery to the public.” (Republic of South Africa: 1994)

(c) To propose possible policy mechanisms that will help mitigate identified challenges recruitment and retention of personnel in order to address the challenges identified.

- **Recruitment and Selection process**

  Selection decision, strict adherence to recruitment and selection processes should be linked with the municipal human resource strategy. This strategy
stands central to the objective of the municipality in living up to its legislative mandate. Accurate job descriptions should be developed.

- **Effective Induction methods**

  (i) Establishment of employee commitment through effective induction process.
  
  (ii) Development of a well-structured induction programme for all new employees.
  
  (iii) Line managers and HR personnel to lay a good foundation.

- **Alignment of competencies**

  There should be an alignment of municipality’s needs to employee’s needs.

- **PMS**

  Performance Management Systems should be implemented effectively on regular basis with an aim of bringing some corrective approaches and improving institutional performance and to identify gaps.

- **Counter offering**

  Although the management has very little flexibility on how employees are paid, there are some initiatives that can be implemented to encourage personnel with scarce skills to remain in the employ of the organisation. The municipality can introduce a system of counter offers to certain employees with special skills who intend to vacate the positions in search of better remuneration elsewhere.
5.4 Recommendations

A Recruitment and Selection policy should essentially cater for the attraction and retention of appropriate skills together with relevant qualifications required by the municipality. Based on the study conducted it is accordingly suggested and Lukhanji Municipality be encouraged to consider implementing the following recommendations:

(a) Advertisements calling for persons with scarce skills should be explicit in citing that a negotiable but non-pensionable scarce skills allowance is attached to the post to emphasise the true need of the municipality to attract the best possible candidate for the job required. This has to be implemented in line with the Scarce Skills Framework introduced in terms of the multi-term agreement of the, (Department of Public Service and Administration: 2004). The recruitment policy should therefore be brought in line with the framework.

(b) The intention behind the introduction of the OSD is to enhance public institutions’ ability to lure and preserve skilled employees through appropriate and attractive remuneration policies or practices. It will therefore be crucial for the municipality to have this aspect captured in its recruitment policy. The implementation of an OSD will assist the municipality in putting in place appropriate career-pathing models for all occupational classifications. The career-pathing models will not automatically translate in salary increases but serve as a forward-planning framework for the gradual implementation of salary increases based on particular measures such as increased scope of work, performance, knowledge and qualification.

(c) If there is no match between employee and the job, the employees could become defocused by tasks that provides little challenge or tasks that provides unrealistic challenges. These are some of the realities that make people leave an organisation. Prospects for career progression in the municipality be created in line with the municipal retention policy taking into cognisance legislation that governs skills development. The workplace should
be used as an active learning environment. Provision of opportunities for
career advancement may assist personnel in becoming more proficient and
enhance their self-esteem leading to them improving work ethics and
standards.

(d) There are vacancies which cannot be easily filled due to the nature of skills
required by job content. Such occupations are classified as scarce skills in
terms of National Qualification Framework Act (Republic of South Africa:
2008). Ordinarily, such positions cannot be filled through normal recruitment
processes and in that, secondment or head-hunting would be required.
These particular aspects should be catered for in the recruitment and
selection policy.

(e) In some instances there will be affirmative action matters that are to be
catered for in order to redress the imbalances of the past through giving
opportunities to those designated groups which were previously marginalised.
To meet employment equity targets the recruitment policy should make a
provision for such to prevail.

(f) It is advisable for the municipal political leadership, management, leadership
of organised labour and general employees to realise that the further
development of the recruitment policy is not merely a compliance exercise. It
should be regarded as a tool to be used to ultimately achieve institutional
objectives and overall institutional sustainability. The policy making process of
the municipality should be involving and informative to all employees and
when need arises for a policy to be reviewed, all roleplayers be consulted and
involved appropriately.

(g) The municipality should provide benefits that will attract the best employees
who would regard the municipality as an employer of choice. Aligning
employee remuneration with employee job responsibilities will help in
motivating employees to improve their performance. The municipality should
ensure that a reasonable salary is paid to employees which is market related to prevent them from moving to other municipalities.

(h) Management should ensure that municipal policies which directly affect employees are implemented in a consistent, fair and just manner without favour or prejudice.

(i) The municipality should have an upward mobility strategy with a clear personal development plan for each employee to open up better career opportunities to all staff. Employees should be motivated to seek out opportunities, prepare formal career development plans, and be willing to put in extra effort to develop their knowledge, skills, and abilities to become competitive for appointment to entry technical, professional, and administrative jobs. This strategy should not be used as promotional guarantees for employees participating in the upward mobility programs. All employees are entitled to have a fair and equal opportunity to be considered for career advancement.

(j) According to Pynes (2004: 394) it has been estimated that in 2006, government departments lost more than 30% of their workforce, resulting in the loss of expertise and experience. This was mainly due to poor succession planning. As the succession planning is based on the belief that to be effective and able to adapt to changes quickly, the municipality therefore need to obtain realistic information on the capabilities and talents of its current staff in order to construct a realistic and practically implementable succession strategy for all staff.
REFERENCES


93


APPENDICES:

APPENDIX 1: COVERING LETTER TO RESPONDENTS

University of Fort Hare
Together in Excellence

DEPARTMENT OF PUBLIC ADMINISTRATION

RESEARCH QUESTIONNAIRE

DEAR RESPONDENT

My name is Xolani Makeleni, I am studying towards Master's Degree in Public Administration at the University of Fort Hare and part of the programme requires that I carry out a research project. My study is based on: “A Review of the Lukhanji Local Municipality's Recruitment and Retention Policy.”

EXECUTIVE SUMMARY

An unhealthy and unethical recruitment practices can be a barrier to delivery of service and staff retention, development initiatives and ultimately the survival of an institution. Human capital is regarded as the most valuable asset and a form of competitive advantage in the modern day institution, which has made it increasingly important to ensure that municipal policies are designed in line with legislative prescripts and administrative actions undertaken are just. That also employees are supported; motivated and the institutional memory is preserve in the municipality. Have strides on decreasing levels of turnover, absenteeism and ascend morale are some important indicators of developing organisation which signal the efficiency of an institution. It has become compelling for Human Resource Managers to understand the impact of an unethical recruitment and inability to retain institutional memory is detrimental for the performance of the organisation.

As a valuable employee/ political leader in the municipality, I would highly appreciate it if you would take the time to complete the attached questionnaire as honestly as possible. There is no right or wrong answers; all that I am interested in is your opinion. This will help the municipality to improve on the review of recruitment and retention policy and consequently raise the level of commitment experienced by employees.

ETHICAL STATEMENT

Anonymity and confidentiality are guaranteed and information obtained will be used exclusively for academic purposes.

Contact Details: E-mail address: makelenixmx@gmail.com Cell: 062 307 2723

PLEASE NOTE:
• You are requested to mark the appropriate box with a ( X )
• Kindly complete the 3 sections and all the items contained in each of the sections.
APPENDIX 2: INFORMED CONSENT

I……………………………………………………., hereby agree to participate in research regarding “A Review of the Lukhanji Local Municipality’s Recruitment and Retention Policy.” I understand that I am participating voluntary without being coerced in a way to do so. I also recognise that I can discontinue filling the questionnaire at any point should I not want to continue and that such a decision will not in any way affect me negatively.

I understand that this is a research project whose purpose is not necessarily to benefit me personally.

I have received the telephone number of a person to contact should I need to speak about any issues which may arise in this process of completing a questionnaire.

I understand this consent form will not be linked to the questionnaire, and that my answers will remain confidential.

I understand that if at all possible, feedback will be given to my municipality on the results of the completed research.

………………………………………….……………………………………
Signature of Participant Date
# APPENDIX 3: RESEARCH QUESTIONNAIRE

A Review of the Lukhanji Local Municipality’s Recruitment and Retention Policy

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## Section A: Biographical Information

<table>
<thead>
<tr>
<th>Gender</th>
<th>Female</th>
<th>Male</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age group</td>
<td>18-30</td>
<td>31-43</td>
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<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Status in the Municipality</th>
<th>Permanent</th>
<th>Contract</th>
<th>Internship</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Position held</th>
<th>Political Leadership</th>
<th>Senior Management</th>
<th>Middle Management</th>
<th>Administrative Staff</th>
<th>General Worker</th>
<th>SAMWU Shop stewards</th>
<th>IMATU Shop stewards</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Number of years in the Organisation: Lukhanji Local Municipality</th>
<th>≤5</th>
<th>≤10</th>
<th>≤15</th>
<th>≤20</th>
<th>21≥</th>
</tr>
</thead>
</table>

## Section B: Recruitment Policy

This section consists of 10 statements relating to recruitment policy. Please indicate the extent to which you agree with the statements on the 5-point Likert scale, ranging from Strongly Disagree to Strongly Agree.

### Illustration:

<table>
<thead>
<tr>
<th>Strongly Disagree</th>
<th>Disagree</th>
<th>Uncertain</th>
<th>Agree</th>
<th>Strongly Agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>No</th>
<th>Statement</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>The municipality’s recruitment policy is on path to municipal success.</td>
</tr>
<tr>
<td>2</td>
<td>The recruitment policy is in line with legislation that governs recruitment in the public sector.</td>
</tr>
<tr>
<td>3</td>
<td>The municipal recruitment seeks to realise the municipal overarching strategy (IDP).</td>
</tr>
<tr>
<td>4</td>
<td>The HR Section administers the recruitment process in line with the contents of the policy.</td>
</tr>
<tr>
<td>5</td>
<td>Just administrative action is undertaken when recruitment is</td>
</tr>
</tbody>
</table>
The municipality’s recruitment process caters for the implementation of affirmative action at times.

Employment Equity is considered in the municipal recruitment policy.

The municipality’s recruitment policy makes special provision for the attraction of scarce skills.

“Head-hunting” and secondment of qualified personnel is catered for in the municipality’s recruitment policy.

The recruitment policy deters political interference in the recruitment process.

Comments/Advice (Optional)

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

Section C: Retention Policy
This section consists of 10 statements relating to retention policy. Please indicate the extent to which you agree with the statements on the 5-point Likert scale, ranging from Strongly Disagree to Strongly Agree.

Illustration:

<table>
<thead>
<tr>
<th>No</th>
<th>Statement</th>
</tr>
</thead>
<tbody>
<tr>
<td>11</td>
<td>There is a clear municipal retention policy in Lukhanji.</td>
</tr>
<tr>
<td>12</td>
<td>The municipality’s retention policy makes special provision for scarce skills.</td>
</tr>
<tr>
<td>13</td>
<td>The retention policy makes provision for counter offer procedures.</td>
</tr>
<tr>
<td>14</td>
<td>The retention policy provides for the preservation of institutional memory.</td>
</tr>
<tr>
<td>15</td>
<td>The retention policy is in line with the legislation that governs the development of skills and used the workplace as an active learning environment.</td>
</tr>
<tr>
<td>16</td>
<td>The retention policy is based on the municipal long term strategy.</td>
</tr>
<tr>
<td>17</td>
<td>The retention strategy promotes growth and development of personnel within the municipality.</td>
</tr>
<tr>
<td>18</td>
<td>The retention upholds the values of the public</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>19</td>
<td>The retention policy is applied consistently and in a just manner.</td>
</tr>
<tr>
<td>20</td>
<td>The municipal leadership understand the importance of the retention of staff for the organisation success.</td>
</tr>
</tbody>
</table>

**Comments/Advice (Optional)**

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

**THANK YOU**
APPENDIX 4: REQUEST TO CONDUCT A RESEARCH

1135 CHRIS HANI STREET
Sabatha Dalindyebo
QUEENSTOWN
5319
13 August 2014

The Acting Municipal Manager
Lukhanji Municipality
P/Bag X7111
QUEENSTOWN
5320

Dear Mr C. Mbilini

REQUEST TO CONDUCT RESEARCH IN YOUR INSTITUTION

I hereby request to be offered a permission to conduct research in your institution. I
am a part-time student at Fort Hare University studying towards Master Degree in
Public Administration and part of the programme requires me to carry out a research
project.

My research topic is as follows: A Review of the Lukhanji Local Municipality's
Recruitment and Retention Policy.

The study is purely for academic purposes and knowledge generation. Information
provided by your institution and participants from your organisation will be used
solely for academic purposes, treated strictly confidential, unless requested
otherwise by your office.

I sincerely believe that your institution and I will greatly benefit from the study.
Thanking you in anticipation of your positive response.

Yours Faithfully

XOLANI MAKELENI
APPENDIX 5: PERMISSION TO CONDUCT A RESEARCH

LUKHANJI
MUNICIPALITY - UMASIPALA - MUNISIPALITEIT
OFFICE OF THE MUNICIPAL MANAGER
Private Bag X7111, Queenstown 5520
Town Hall Building, 70 Cathcart Road, Queenstown
Tel: 045 - 8072746
Fax: 045 - 8072753
E-mail: gqibana@lukhanji.gov.za

OUR REFERENCE
3/3/1 (D van Wyk)
YOUR REFERENCE

2 September 2014

Mr X Makeleni
11135 Chris Hani Street
Sabata Dalinyebo
QUEENSTOWN
5520

Dear Mr Makeleni

PERMISSION TO CONDUCT RESEARCH

It take great pleasure in advising that your application to conduct research at Lukhanji Municipality has been approved subject to the following conditions:

1. That you present this letter to the relevant participants before any research is undertaken.

2. That the research not be conducted during normal working hours as the normal operations of the Council/Municipality should not be interrupted.

3. That you ensure that you communicate to each participant that they are not obliged to participate in the research, they should do so voluntarily.

4. That a copy of the completed report, dissertation or thesis be provided to the municipality on completion of study.

I wish you all the success in your study, hoping that the municipality and the Lukhanji Council would benefit from the results of your study.

Yours faithfully

D A VAN WYK
ACTING MUNICIPAL MANAGER
APPENDIX 6: MY APPLICATION FOR ETHICAL CLEARANCE CERTIFICATE

11135 Chris Hani Street
Sabatha Dalindyebo
QUEENSTOWN
5319
18 January 2016

The University of Fort Hare Ethics Committee
ALICE

Dear Sir/ Madam

APPLICATION FOR ETHICAL CLEARANCE

I hereby request to be offered an ethical clearance certificate by the University of Fort Hare Ethics Committee for the research to be undertaken in pursuit of Master's Degree in Public Administration. I am a part-time student at Fort Hare University and part of my programme requires me to carry out a research project.

My research topic is as follows: A Review of the Lukhanji Local Municipality's Recruitment and Retention Policy.

The study is purely for academic purposes and knowledge generation. Information provided in the study will be treated strictly confidential. The questionnaire will be steered in a manner that it does not upset or source uneasiness to any of the participants. Care and attention will also be taken to ensure that the research procedure be conducted in line with high standards of ethical practices.

I sincerely trust that my application will reach your favourable consideration. Thanking you in anticipation of your positive cooperation in this regard.

Yours Faithfully

XOLANI MAKELENI
APPENDIX 7: UNIVERSITY OF FORT HARE ETHICAL CLEARANCE CERTIFICATE

ETHICAL CLEARANCE CERTIFICATE
REC-270710-028-RA Level 01

Certificate Reference Number: NZE121SMAK01
Nature of Project: Masters
Principal Researcher: Xolani Makeleni
Supervisor: Dr O.I Nzewi
Co-supervisor:

On behalf of the University of Fort Hare's Research Ethics Committee (UREC) I hereby give ethical approval in respect of the undertakings contained in the above-mentioned project and research instrument(s). Should any other instruments be used, these require separate authorization. The Researcher may therefore commence with the research as from the date of this certificate, using the reference number indicated above.

Please note that the UREC must be informed immediately of:

- Any material change in the conditions or undertakings mentioned in the document
- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research

The Principal Researcher must report to the UREC in the prescribed format, where applicable, annually, and at the end of the project, in respect of ethical compliance.
The Principal Researcher must report to the UREC in the prescribed format, where applicable, annually, and at the end of the project, in respect of ethical compliance.

Special conditions: Research that includes children as per the official regulations of the act must take the following into account:

Note: The UREC is aware of the provisions of s71 of the National Health Act 61 of 2003 and that matters pertaining to obtaining the Minister’s consent are under discussion and remain unresolved. Nonetheless, as was decided at a meeting between the National Health Research Ethics Committee and stakeholders on 6 June 2013, university ethics committees may continue to grant ethical clearance for research involving children without the Minister’s consent, provided that the precepts of the previous rules have been met. This certificate is granted in terms of this agreement.

The UREC retains the right to

- Withdraw or amend this Ethical Clearance Certificate if
  - Any unethical principal or practices are revealed or suspected
  - Relevant information has been withheld or misrepresented
  - Regulatory changes of whatsoever nature so require
  - The conditions contained in the Certificate have not been adhered to

- Request access to any information or data at any time during the course or after completion of the project.

- In addition to the need to comply with the highest level of ethical conduct principle investigators must report back annually as an evaluation and monitoring mechanism on the progress being made by the research. Such a report must be sent to the Dean of Research’s office

The Ethics Committee wished you well in your research.

Yours sincerely

[Signature]

Professor Gideon de Wet
Dean of Research

27 January 2016