

CHAPTER ONE

INTRODUCTION

Background

Recruitment and selection policies in local authorities can be traced back to the 1970s when Councils were recruiting staff from the United Kingdom. The term recruitment refers to the process of attracting sufficient and suitable potential candidates for vacant positions in the organization. The aim is to ensure that the organization's demand for employees is met by attracting employees in a cost-effective manner. Selection on the other hand, is the process of identifying the most suitable candidates that meet the requirements for the vacant positions in the organization. The aim is to identify, individuals that are most likely to fulfill the requirements of the organization (Cole, 2004).

The procedure for recruiting staff, both local and expatriate, was similar in all major local authorities before the centralized recruitment system was established in 1970. In the department where there was a vacancy, the chief officer informed the Town Clerk via a vacancy form. Upon receipt of the form, the Town Clerk's office would, in conjunction with the chief officer concerned, decide whether the vacancy should be advertised locally or overseas. (Pelekamoyo, 1977).The procedure for recruiting staff from overseas was different from the one used to recruit staff locally. Whenever an advertisement for a post overseas was found necessary, the personnel officer would arrange for insertion of the advertisement in the overseas news papers. When applications were received, instead of the applicants being interviewed by the establishment committee of the local authority in Zambia, as was the case with local candidates, the shortlisted candidates were often interviewed overseas by a panel sent from Zambia by the Council (Pelekamoyo, 1977). The panels in most cases consisted of chief officers and councillors. It was common for most expatriate staff to be recruited from the United Kingdom.

In 1970, the Ministry of Local Government and Housing directed local authorities to stop recruiting expatriate staff from abroad. Local authorities were required to submit to the Ministry of Local Government and Housing the number of vacant positions they wanted the centralized panel to fill. Local authorities were also required to provide detailed information about the

vacancies to the panel. In 1971, the Ministry of Local Government and Housing changed the system of recruiting expatriate staff. The 1971-1973 centralized panels did not provide a solution to the staff shortages in local authorities. The reasons that the Ministry of Local Government and Housing gave for establishing the Centralized Recruitment Panel were largely economical.

The Ministry argued that it was not in order for one local authority to recruit for another. It was also observed that local authorities were abusing their powers of recruiting staff overseas. In fact, it was alleged that one local authority sent a team of four people to the United Kingdom to recruit only two officers (Pelekamoyo, 1977). It was felt that this was a waste of public resources because the cost of flying four people to and from the United Kingdom was more than the cost of flying two people to and from Zambia. Another economic reason given for the setting of the Centralized Recruitment Panel was that, if recruitment overseas was done by the panel, there would be a saving on advertisement costs. There would be no need for local authorities to advertise for the same post separately. It would be cheaper to advertise together and only show the number of vacancies required to be filled. Another reason given for centralizing recruitment was that the Ministry of Local Government and Housing felt that some local authorities were not financially viable to recruit the required staff overseas on their own. Consequently, they had staff shortages which made it difficult for them to perform their functions. In 1973, Lusaka City Council complained to the Ministry of Local Government and Housing about a serious shortage of staff. The council requested the ministry to grant them permission to recruit their own staff. However, permission to do so was not granted (Okello, 1990). This was because government had put in place a policy aimed at conserving funds by not allowing each individual local authority to recruit expatriate staff from abroad. In the meantime, the shortage of qualified staff continued. The centralized recruitment panel was disbanded in 1973.

The Local Government Service Regulations Act Number 191 of 1975 established the Local Government Service Commission which was the sole authority performing personnel functions for all councils in the country. The objective behind establishing such a body was to create a unified and centralized recruitment system and standardized conditions of service. It was hoped that the commission would recruit enough personnel for all councils in the country. However, staff shortages continued in local authorities.

The government attempted to address the problem of staff shortages by empowering councils to directly hire their own staff. The government took the following measures: (i) Section 91 of the Act abolished the Local Government Service Commission and seconded all Council staff to the Public Service Commission (ii) The Public Service Commission, by statutory instrument of 1981 number 4, delegated powers to District Executive Secretaries of new councils to be responsible for staffing matters and lastly the Local Administration (Amendment Act), 1986 was passed to amend the Principal (Local Administration Act, 1980) (Okello, 1990). However, these measures did not improve the recruitment system. The shortage of personnel continued. In 1978, for example, Lusaka City Council reported that in the Treasury Department alone, there existed a total of 138 vacancies at both senior and middle management levels (Okello, 1990).

In 1980, the Local Government Administration Act was enacted. The Act provided for the staffing of personnel in newly-created district councils. The staffing arrangements under the Act gave new Councils the opportunity to directly procure qualified staff (NIPA, 1981). These staffing arrangements were aimed at removing the perceived red tape which inhibited the local government system before the introduction of the 1980 reforms. It is evident, hence, that the establishment of the Local Government Service Commission did not provide a solution to staff crisis in local authorities. The poor performance of the Local Government Service Commission regarding staff matters in councils led to its abolition in 1980. The Public Service Commission, through the personnel division, continued after 1981 to carry out the personnel functions of all district councils. Consequently, the Public Service Commission, through, statutory instrument number 4 of 1981, delegated staffing matters to executive secretaries of district councils.

In 1991, the Local Government Act No. 22 was enacted which provided for a separate Local Government personnel system. Each local authority was responsible for all personnel matters relating to recruitment, remuneration, discipline and separation. However, in 2010 the Local Government Service Commission (LGSC) was re-established under statutory instrument number 6 of 2010 and took responsibility of all personnel matters. It is responsible for, among other things, the recruitment and selection of qualified personnel, thereby centralizing the recruitment system. Generally, Local Authorities no longer have powers to determine the requirements, qualifications and experience for vacancies that may arise.

Statement of the Problem

According to the Lusaka District Situational Analysis Report (2005), the manpower strength at Lusaka City Council stood at 2,142 employees. The approved establishment staff structure was much higher than the actual staff. The approved establishment staff structure had 5,000 employees, whilst the current (actual) staff levels in the Council were only 2,858 employees. The total number of the established staff structure stood at 743 employees while that of classified employees stood at 1,399 employees. There is a difference of 2,142 between the existing staff and the approved establishment. This is a very unfortunate because the success of any undertaking depends largely upon the efficiency with which organizations are run by competent personnel. The shortage of staff needs to be addressed in order to effectively provide social services to the residents of Lusaka. In view of the above, what then are factors impeding recruitment and selection of personnel?

Objectives of the study

Overall Objective

To establish factors which affect the recruitment and selection of personnel at Lusaka City Council.

Specific Objectives

1. To establish whether or not recruitment and selection policies exist at Lusaka City Council.
2. To identify the recruitment and selection methods used at Lusaka City Council.
3. To establish the sources of recruitment and selection at Lusaka City Council.
4. To identify constraints faced in the recruitment and selection of qualified personnel at Lusaka City Council.

Research Questions

1. Is there a recruitment and selection policy at Lusaka City Council?
 2. What are some of the challenges that Lusaka City Council faces in the recruitment and selection of qualified personnel?
 3. What are some of the recruitment and selection methods used at Lusaka City Council?
 4. What are the sources of recruitment and selection at Lusaka City Council?
 5. How can recruitment and selection be improved at Lusaka City Council?
5. To suggest the way forward for improving the recruitment and selection of qualified personnel at Lusaka City Council.

Significance of the Study

The researcher decided to undertake the study due to the following reasons. First, to provide adequate explanation on factors that impede the recruitment and selection of personnel in local authorities. Second, to provide evidence based on information gathered on the constraints faced in the recruitment and selection of qualified personnel at Lusaka City Council. Third, to identify the recruitment and selection methods used for engaging personnel. Fourth, to establish the sources of recruitment and selection at LCC. Lastly the information which has been generated by this study is useful to researchers and scholars as it builds on existing knowledge of recruitment and selection in local authorities.

Conceptual Framework

The study used a conceptual framework on recruitment and selection which focused on factors which may affect the recruitment and selection of qualified personnel in the local government service. The factors include the following; corporate recruitment and selection policies, budget/funding, competition, recruitment plan, expense, labour market conditions, political interference, poor image of the organization, forecasting demand and supply.

Corporate policies

The policies of an organization can affect its recruitment and selection of personnel. A recruitment and selection policy will state whether the organization will recruit from within or outside the organization. A recruitment and selection policy will also state the requirements for particular positions in the organization. Bhaskar (2007) states that policies and practices of every organization affect recruitment and selection. This is because a policy statement for recruitment will state, for example, whether or not Lusaka City Council will seek candidates on the basis of their qualifications for the vacant position that may be available. A recruitment and selection policy that reminds recruiters and selectors about the implications of recruiting ill- skilled personnel can go a long way towards ensuring that the right people with the right qualifications are hired. (Cole, 2002). A lack of a recruitment and selection policy can make it difficult to recruit and select the most desired human resources. This may result into staff shortages for qualified people in the organization.

Budgeting / Funding

Recruitment and selection activities require budgeting and funding. Inadequate funding in the local government service may constrain the recruitment and selection process. This can result in failure to address manpower shortages. The lack of sufficiently qualified personnel can result in poor service delivery of services to the people. Having adequate personnel should be accompanied by qualifications because without qualifications, Lusaka City Council may fail to provide the required services. However, qualified personnel may not be easily recruited due to, among other things, budget constraints and poor funding. In addition, the expenses involved may be beyond the capacity of the government in terms of recruitment funding. Generally, recruitment activities require financial resources.

Competition

The labour market is comprised of professional and non- professional staff. Organizations including councils, compete for personnel. However, organizations that offer competitive salaries and conditions of service are likely to compete favorably for qualified personnel. Conversely, organizations that do not offer competitive salaries and conditions of service may

find it difficult to attract qualified personnel. Lloyd and Leslie (2006) observed that organizations that offer low salaries have much difficult time in finding qualified personnel than organizations that pay higher salaries. They add that organizational inducements are all the positive features and benefits that organizations offer to attract job applicants. According to Lloyd and Leslie other important organizational inducements are: the organization's compensation system, career opportunities and organizational reputation, starting salary, frequency of pay rises, incentives and the nature of fringe benefits which influence the number of people attracted through the recruitment process.

Recruitment Plan

A recruitment plan states the number and categories of people required by the organization. The number and categories of people needed may be set out in the workforce plans from which are derived detailed recruitment plans. A recruitment plan also helps in forecasting demand for manpower. A lack of a recruitment plan at Lusaka City Council may lead to staff shortages because the organization might fail to determine, among others, the numbers and types of employees needed, the deficits and qualifications required for positions, sources of recruitment, and how recruitment will be conducted. It is a good idea for an organization to plan the labour requirements, matching available supply against forecast demand. A skills audit of existing staff will increase knowledge of skills that the organization has available and those lacking and thus help pinpoint areas for future development. Mondy et al (2002) noted that in most cases, a firm cannot attract prospective employees in sufficient numbers and with the required skills overnight, unless by examining alternative sources of recruits and obtaining them often requires planning time. This, way, managers can maximize better recruitment decisions. Planning for human resources is crucial in recruiting adequately qualified personnel.

Labour Market Conditions

The labour market conditions prevailing at the time when recruitment and selection is conducted may affect the recruitment process. The labour market may be comprised of either a surplus or a shortage of adequately qualified people in the categories of posts that need to be filled. Conversely, an organization may end up recruiting ill-qualified personnel, especially if there is a shortage of qualified personnel. Labour market conditions have the potential to constrain

recruitment and selection activities of the organization, including councils. Mondy et al (2002), observed that when the employment rate in an organization's labour market is high ; the firm's recruitment process may be simplified, the number of unsolicited applicants is usually greater and the size of the labour pool provides a better opportunity for attracting qualified applicants. However, as the unemployment rate drops recruitment efforts must be increased and new sources explored. In view of the above, this study investigated factors affecting the recruitment and selection of qualified personnel at Lusaka City Council.

Political Interference

Recruitment based on appeasing political supporters in the local government service may result into recruiting ill-qualified personnel. Therefore, because of political interference, ill-qualified people may be recruited and placed in positions where they fail to perform. Political interference may arise from, for example, councillors or ministers serving in the government. In view of the above, it becomes difficult for councils to recruit adequately qualified personnel based on merit. Lolojih (2008) noted that during the reigns of governors in particular councils such as Lusaka City Council, councils were influenced to employ party cadres in order to appease UNIP supporters and that the employment of party functionaries had nothing to do with the need to boost output and service delivery. Therefore, because of political interference Lusaka City Council may be compelled to recruit party cadres that are not qualified.

Corporate Image

There is generally a negative perception about working in the local government service in Zambia. Over the years, councils have been perceived by potentially qualified people as organizations that offer poor salaries and conditions of service. Because of the negative perception held by potential candidates, candidates may not be interested in working for councils. This may negatively affect the recruitment and selection of personnel in the local government service, resulting in the shortage of qualified personnel. Bhaskar (2007) notes that the favorable and unfavorable, well-known or unknown images of enterprises determine very largely how they are perceived, on one hand, by the public and on the other by potential employees. The number and quality of job applicants depend crucially on the image perception of the firm. The better the image and the better known the organization the better the quality of

applicants and the greater their number. Therefore, Lusaka City Council should endeavor to offer good salaries and conditions of service in order to compete for professional staff.

Forecasting Demand / Supply

Estimating the demand for human resources in an organization is the starting point of forecasting the demand and supply of human resources. Demand for human resources may come about due to a number of factors, for example; vacancies created as a result of expansion of the organization. The creation of new districts has led to the creation of new councils and, therefore, the demand for manpower to provide services to the citizenry. The sources of supply may either be internal or external. A thorough manpower audit should be conducted before embarking on the recruitment process, as this will assist in making informed decisions on whether to recruit from within or outside the organization. This is also important for Lusaka City Council. However, councils seem not to have adequate numbers of professional and non- professional staff. It is important therefore, that the human resource department at Lusaka City Council endeavors estimating the demand and supply of its qualified personnel.

Summary of Conceptual Framework

The conceptual framework has shown that recruitment and selection policies are crucial in guiding local authorities in engaging qualified personnel. The conceptual framework has also shown that some of the factors which may affect the recruitment and selection of personnel in the local government service include: corporate policies, political interference, budgeting / funding, recruitment plan, and perception of local authorities. Other factors may include: forecasting demand and supply and poor remuneration and conditions of service. In view of such realities Lusaka City Council may not have been able to attract and retain sufficiently qualified personnel.

Literature Review

Pelekamoyo (1977) conducted a study entitled: *Local Autonomy and Central Control in Zambian Urban Authorities*; He provided a detailed description of the development of local government in Zambia and its structure. On the recruitment and selection side, the study noted difficulties in terms of the inability by local authorities to recruit and select qualified personnel due to factors such as low salaries, poor conditions of service and political interference from the Ministry of Local Government and Housing. The creation of a centralized recruitment panel to recruit skilled staff from overseas was also expensive. This was, however, done in view of the shortage of qualified personnel in Zambia after independence. Pelekamoyo further observed that most local authorities in Africa were characterized by a shortage of qualified professional and technical staff. He pointed out that in Kenya, for example, this fact was confirmed by the Minister of Local Government in 1971 when he addressed the International Union of Local Authorities seminar. Central government had to take over some of the services that were provided by local authorities. Local authorities in Kenya had no administrative capacity to enable them prepare long-term development programmes. This argument implied that central government alone had the trained manpower needed by local authorities to carry out their functions. The lack of trained personnel has an effect on the quality of services provided to the communities by local authorities.

This study benefited from Pekemoyo's study in that he brought out relevant information. The study noted constraints in the recruitment of qualified personnel such as low salaries, poor conditions of service and political interference from the Ministry of Local Government and Housing. In line with Pelekamoyo's study, this research was not only interested in establishing some of the constraints faced in the recruitment and selection of qualified personnel at Lusaka City Council but also methods used to recruit and select personnel. This study was also interested in establishing the sources of recruitment and selection at LCC. Therefore, this study endeavored to fill the gaps identified.

Loljih in his PhD Thesis (2008) conducted a research study entitled: *Local Government Administration and Service Delivery in the Third Republic* in three local authorities, namely Lusaka City Council, Choma Municipal Council and Luwingu District Council. For Lusaka City Council the study found that the local authority's inability to compete effectively for qualified

staff on the open labor market was because of the authority's inability to offer attractive conditions of service. The study found that the council had over the years failed to fill the positions, especially at the middle and lower levels with appropriately-qualified staff in critical departments such as Engineering Services and City Planning. According to Lolojih , ordinarily staff serving at middle management level were required to have qualifications at diploma level and a minimum of two years experience in their respective professions. He did also observe that individuals with qualifications in law, engineering and administration were usually in high demand and local authorities, including Lusaka City Council, were not able to compete for such personnel on the open labor market. He argued that only organizations that are capable of offering reasonable rewards would effectively compete for such personnel and local authorities were not in this category of organizations. The study further found that political interference had negatively affected the local authority's ability and desire to ensure transparency and accountability in the recruitment process. However, the background to this can be traced back to the Second Republic during the era of one-party state. During the reigns of governors in particular, the council was influenced to employ party cadres in order to appease UNIP supporters.

Although Lolojih's study was focused on local autonomy and service delivery, our study benefited because it brought out some of the factors that led to the shortage of qualified personnel in the three local authorities it studied. For Lusaka City Council, this was largely due to the council's inability to offer competitive remuneration. However, his study did not establish the existence of recruitment and selection policies at LCC. This study endeavored to fill this gap.

Lolojih (2003) conducted a study on behalf of Transparency International Zambia entitled: *Making Local Authorities More Effective, Transparent and Accountable*. He endeavored to make policy recommendations based on an analysis of opinions; public, radio and television discussions. The study found that generally, the failure by local authorities to attract and retain qualified and experienced personnel, was due to the prevailing poor salaries and conditions of service. The study noted that few qualified staff were available in key positions. Some local authorities lacked the necessary motivation to work towards achieving great and positive results. Given the high levels of unemployment prevailing in the country, it was plausible to assume, therefore, that most of the few well-qualified staff working for local authorities were doing so

because “greener pastures” were not readily available. Such employees cannot reasonably be expected to be dedicated to their work.

The study also noted that existence of qualified and experienced staff was not the only prerequisite to the efficient and effective functioning of any organization. There is need to cast the net somewhat wider and take cognizance of other important factors that have an impact on organizational effectiveness. Employees, whether properly qualified and experienced or not, need to be motivated in order to inspire them to achieve organizational goals. According to Lolojih (2003) there were no incentives in local authorities, even for the qualified and experienced employees, to put in their best. He further noted that it was important to recognize that compensation is a critical component of employment relations.

This study benefited from the above study in that it highlighted the failure by local authorities to attract and retain qualified and experienced personnel due to prevailing poor salaries and conditions of service at the time. The study found that few qualified staff were available in key positions in some local authorities due to lack of incentives. The major limitation in Lolojih’s study lies in its generality. However, this study was also interested in establishing factors leading to the shortage of qualified personnel at Lusaka City Council.

Because of the problems that local authorities faced in the recruitment and retention of qualified personnel, there is need to develop capacity in local authorities by, among other things, adequately paying skilled personnel and developing staff recruitment guidelines for local authorities. These are some of the challenges that should be addressed by the government. The implementation of the decentralization policy constitutes an official admission that central government, as a principal player in public service delivery, has not created an environment in which local authorities can effectively meet the challenges associated with, among others things, recruitment and retention of qualified personnel. Government efforts being undertaken to enhance the performance in local authorities, recognize that all local authorities in the country, whether city, municipal, or district, have been adversely affected by these problems. (National Decentralization Policy, 2002)

This study benefited from the above literature in that it highlighted some of the challenges that local authorities faced in the recruitment and retention of qualified personnel. Among the

challenges included; the need for local authorities to develop recruitment guidelines, recruitment of qualified personnel in order to enhance performance in local authorities, develop capacity in personnel due to the shortage of skills and the need for local authorities to adequately pay skilled personnel in order to retain them. However, literature did not identify some of the recruitment and selection methods used in the recruitment and selection of personnel in local authorities. In addition, another limitation of literature lies in its generality. This study was interested in filling up these gaps through a case study approach.

Mbangweta (2003), in his presentation entitled: *Problems of Effectiveness in Service Delivery, Accountability and Transparency of Local Authorities in Zambia* observed that, overall, local authorities lamentably failed to perform the functions conferred on them. “Thus they failed to maintain, health standards, to provide clean safe water, to collect garbage, to provide street lighting, to enforce planning laws, to run markets, to regulate business, to control street vending etc”. The result has been chaotic local government system which is characterized by lack of accountability and transparency and rife with corruption. This poor service delivery, according to Mbangweta, was attributed to the lack of qualified human resource in local authorities. He further observed that due to poor salaries and conditions of service councils were not able to attract and retain qualified staff that are critical to the running of any institution.

Mbangweta’s paper presentation was relevant to this study in that he brought out factors that led to the failure by councils to effectively provide services to the citizenry. He noted, for example, that the lack of qualified staff was the major cause for local authorities’ failure to effectively provide services. This was generally due to poor salaries and conditions of service. This research was also interested in establishing the factors that impeded recruitment and selection of qualified personnel at Lusaka City Council. However, the study did not identify the recruitment and selection methods used to attract qualified personnel in local authorities. Mbangweta’s paper was also general in nature. Our study endeavored to fill these gaps through a case study approach.

Moonga (2005), in his Masters dissertation entitled: *The Impact of Changes of Central Government Policies on Operations of Local Councils* established why Chipata Municipal Council was said to be more successful in its operations than Ndola City Council, despite the negative impact that may be brought about by the change of policies or legislation by central

government. The scope of the study was limited to Ndola and Chipata Municipal Councils. Concerning staff levels, the study revealed that Ndola City Council was overstaffed in terms of non-skilled workers who were mostly idle and not being supervised effectively. The study also revealed that Ndola City Council was understaffed at professional and technical levels in Finance, Engineering and Health departments. On the contrary, for Chipata Municipal Council, the study revealed that in terms of qualified personnel it was more adequately staffed.

Moonga's study brings out issues relevant to our study. He noted, among others, the understaffing of professional and technical staff personnel at Ndola City Council. However, he did not adequately capture the aspect of recruitment and selection, as he was mainly interested in establishing the negative impact of policy changes on the operations of the two local authorities implemented by the central government. The study did not bring out the factors that led to the shortage of qualified personnel at Ndola City Council. It did not also identify the recruitment and selection methods used by, for example, Ndola City Council. The study did not further establish the constraints that might have been faced during the recruitment and selection of qualified personnel at Ndola City Council. In view of the above, this study attempted to fill these gaps.

Okello (1990) conducted a study entitled: *Progress and Problems in Implementing the Local Administration Act*. He observed that the operations of most councils in Zambia had been hit for a long time, by the shortage of qualified staff. He noted, for example, that Lusaka Urban District Council was one of the councils that were experiencing this crisis. This was a very unfortunate because the success of any undertaking depends largely upon the efficiency with which the organizations are run by qualified and competent personnel. According to Okello, it was against this background that the Local Administration Act (1990) was enacted to provide for staffing or procuring of personnel for new district councils. The Act had the objective of affording new councils the opportunity to directly procure qualified personnel. The Act further sought to remove the red tape which characterized the system. Before the Act was enacted, there was the Local Government Service Commission (LGSC) which was the sole authority performing personnel functions of all councils in the country. The commission was responsible for staff crisis in the councils. However it was evident that the establishment of the LGSC did not end the staff crisis in local authorities. The government, through the Act, intended to empower councils to directly procure personnel.

This study benefited from Okello's work in that he brought out information relevant to this study. He observed that the operations of most councils in Zambia had been negatively affected by the shortage of qualified personnel. Lusaka Urban District, by then, was one such local authority, which experienced the crisis. However, the study did not bring out some of the constraints that might have been experienced during the recruitment and selection of qualified personnel at the council. The study did not also identify the recruitment and selection methods used at the time. This study attempted to fill these gaps.

Mutungwa (2011), in his Masters dissertation entitled: *Fiscal Decentralization and Service Delivery*, observed that among the internal problems that LCC faced in the delivery of services was the lack of adequately qualified personnel. The study found that inadequate manpower constituted another problem in the delivery of services to Lusaka residents by the council. The study found that LCC did not have enough qualified manpower, and efforts to train and develop the available staff were insignificant. There was no training and development of employees such as plumbers.

This study benefited from Mutungwa's work in that he brought out some of the factors that led to the shortage of qualified personnel at Lusaka City Council. His study established that this shortage was as a result of lack of funds and this had negatively affected service delivery to the residents of Lusaka. However, the study did not identify the recruitment and selection methods used at LCC. The study did not also establish whether or not recruitment and selection policies existed at LCC. Our study was interested in filling these gaps.

Mukwena and Lolojih (2002) in their journal entitled: *Governance and Local Government Reforms in Zambia's Third Republic*, observed that poor service conditions made it difficult for local authorities to attract qualified staff in Zambia's third republic. They argued, therefore, that few qualified staff were available in key positions in some of the local authorities. They add that personnel lacked the necessary motivation. They further noted that dedication to duty and willingness to initiate efforts to ensure an efficient and effective local government system cannot reasonably be expected to come from such workers.

Mukwena and Lolojih's work also helped this study in that they brought out some of the factors that led to the shortage of qualified personnel in local authorities in Zambia's third republic which according to them, was generally due to poor service conditions prevailing at the time. Literature was also important in directing this research which had a similar focus. Mukwena and Lolojih did not establish the existence of recruitment and selection policies in the local government service. They did not also identify the recruitment and selection methods that could have been used at the time. Another major limitation of Mukwena and Lolojih's work lies in its generality. Therefore, our study attempted to fill these gaps through a case study approach.

In order to ensure adequate supply of qualified personnel in local authorities, the Moroccan Government established several vocational and administrative training centers. Between 1991 and 1992 alone, a total of 1.5m people were trained, a number equivalent to 12.5% of those trained over the previous 35 years. Although there was still a marked disparity in the caliber of personnel between rural and urban communes, urban communes were usually given special attention with regard to the allocation of professional staff. (United Nations Study, 1993)

This investigation benefited from the above study, because it highlighted very important developments in Morocco's local government system. It was noted, for example, that there is importance attached to training of personnel and allocation of professional staff in local authorities. Further, in an effort to increase the number of qualified staff, the Moroccan Government endeavored to overcome the shortage of qualified personnel by establishing several vocational and administrative centers. The study further noted that special attention was given to the allocation of professional staff in urban communes as compared to rural ones. What, then, are factors that led to the shortage of qualified staff in Morocco's urban communes? The study did not establish factors that could have led to the shortage of professional staff in urban communes. The study did not also identify the recruitment and selection methods used. It did not also establish the sources of recruitment and selection in Morocco's Communes. In view of the above, this study sought to fill the gaps identified.

The Local Government Commission of the Republic of Mauritius, together with responsible officers from the various departments of the council, is responsible for recruitment and selection. In the exercise of its powers, the commission considers recommendations from responsible

officers before an individual is recruited. The practice is that on vacancies arising, the responsible officers of the respective Local authorities report to the commission. It is the responsibility of the commission to process applications and the selection exercise which could eventually lead to the appointment of one or more suitable candidates, depending on the number of vacancies. (Local Government Service Commission; Republic of Mauritius (1985), Recruitment and Selection. lgsc.gov.mu/English/Services accessed on 12/03/ 2011)

This particular literature was important to this study because it highlights how recruitment and selection was conducted in Mauritius's local government service. It suggests that it is the responsibility of the Local Government Commission and responsible officers from the various departments of the councils to recruit and select personnel on behalf of local authorities. In line with this literature, this study was not only interested in establishing how recruitment and selection was conducted at Lusaka City Council but also the methods used, factors affecting recruitment and selection and the constraints faced during the recruitment and selection process.

In New Zealand, the local government recruitment and retention programme is a sector-wide, national programme aimed at addressing recruitment and retention issues. In 2005, a national project was undertaken by The New Zealand Society of Local Government Managers (SOLGM) to investigate the growing issues facing talent recruitment and to develop and implement recruitment and retention strategies for the local government sector. Based on the research, conducted in 2005, the factors that contributed to key skill shortages in local government were: tight labour market , ongoing competition for talented people between the private sector and central government, more and more people going overseas for better work opportunities, public perception of the local government being bureaucratic and rigid, lack of awareness about local government and the diverse career opportunities available in the sector and lack of industry training for local government professionals.(New Zealand Society for Local Government Mangers (2005), Recruitment and Retention in the Local Government Service, <http://www.solgm.org.nz> accessed on 1/01/2012).

The study by New Zealand Society of Local Government Managers was important to this research because it established factors that contributed to skill shortages in the local government service such as, the tight labour market and competition for talented personnel. The study by the

New Zealand Society of Local Government Managers was important in directing this research. However; the study did not establish the existence of recruitment and selection policies in New Zealand's local government service. The study did not also establish the constraints that may have been experienced during the recruitment and selection of skilled personnel. This study endeavored to fill these gaps.

A report by the United Nations Development Programme in Indonesia revealed that strengthening of local capacity in local authorities meant improving the professional standards of central officials stationed at the lower levels of government. The study revealed that local authorities in Indonesia did not have adequate professional staff. This was essential since many local authorities were ill-equipped to implement development projects due to the lack of qualified personnel. (Human Development Report, 1993).

This study benefited from the United Nations report because it highlighted the importance of recruiting individuals with qualifications. This, according to the report would assist local authorities in undertaking their developmental projects. The study noted constraints by local authorities in undertaking developmental projects due to lack of qualified personnel. This study was also interested in establishing some of the constraints that Lusaka City Council faced in the recruitment and selection of qualified personnel. However, the study did not establish the reasons for low professional standards prevailing in many local authorities in Indonesia. It was also general in nature. There was need to establish factors that led to low levels of professional standards in Indonesia's local government service. This study attempted to fill these gaps through a case study approach.

Alikipo (1987), in his Master's dissertation entitled: *A Comparative Study of Recruitment and Selection Policies and Practices for Academic Staff at first Appointment in Higher Education* endeavored to explore and analyze recruitment and selection policies and practices with emphasis on the extent of formality in the processes of manpower planning, implications of budgetary situations on recruitment and selection, effects of various influences like government intervention, the economy and trade unions on recruitment and selection and further determining adjustments and adaptations in policy and practices arising from those changes. The study established that among the major factors that influenced recruitment in the two university

colleges were: corporate policy, the economy, labor market, government intervention, remuneration and management style.

Although the subject area for the study was broad, this investigation benefited from it because it highlighted factors that influenced recruitment and selection of professional staff at the two higher institutions of learning in the United Kingdom. It was also important in directing this research. The study found that influences such as the labor market affected the recruitment and selection of lecturers in accounting, computer sciences and engineering, whereas it was relatively easy to find Arts or English language lecturers. However, unlike Alikipo's study, this one sought to establish factors that affected recruitment and selection in the local government service, as opposed to higher learning institutions.

Janeson (1964), in her book entitled: *The Machinery of Local Government*, observed that there is a tendency by local authorities to depend on locals for recruitment. She argued that talent may be inevitable with regard to junior positions, but for the middle and higher grades it is essential that when there is a vacancy, the authority should be willing to consider applicants from other local authorities. Applications should be considered for promotions from other councils. However, she adds that it is also a wise plan to advertise the vacancies even when there is a member of staff who could well be given the post as a promotion; it may be that someone even better could be found from outside the organization.

Literature by Janeson was important to this study because it brought out information on how local authorities can recruit their staff. It suggests that there are two main sources of recruitment namely: internal (promotion) and external through advertising. Local authorities can recruit their staff either from within or outside their ranks, even in cases where there is a member of staff meeting the job requirements. However, the literature did not establish some of the constraints that local authorities may experience during the recruitment and selection process.

Garth and Gorge (2008), in their book entitled: *Contemporary Management* observed that recruitment is what managers do to develop a pool of qualified candidates for open positions. In doing so, managers can use two main types of recruiting: external and internal, which is now supplemented by recruiting over the internet. They observed that when recruiting externally, advertising in the newspapers, magazines, career counselors at high schools and career fairs at

colleges, and recruitment meetings can be adopted. External recruitment can take place through informal networks such as current employees informing friends about vacant positions in the organization. They added that some organizations use employment agencies for external recruitment and some external recruitment takes place simply through walk-in, job seekers coming to an organization and inquiring about employment opportunities.

According to Gareth and Gorge, external recruiting has both advantages and disadvantages for managers. Advantages include; having access to a potentially large applicant pool, being able to attract people who have skills, knowledge and abilities that an organization needs to achieve its goals and being able to bring new comers who may have a fresh approach to problem solving and be up to date with the latest technology. They stress that these advantages have to be weighed against the disadvantages, including the relatively high costs of external recruitment. However, Gareth and Gorge observed that employees recruited externally lack knowledge about the inner workings of the organization and may need to receive more training than those recruited internally and that when employees are recruited externally, there is always uncertainty on whether they will actually be good performers.

This study benefited from Gareth and Gorge's work in that they highlighted the various recruitment methods that organizations can use when recruiting staff. They also highlighted the advantages and disadvantages of both internal and external recruitment, including its high cost. In line with Gareth and Gorge's literature, this study was not only interested in establishing the recruitment and selection methods used at Lusaka City Council but also establishing the sources of recruitment and selection. General as their work was, it helped in directing this research.

Peterson and Tracy (1979), in their book entitled: *Systematic Management of Human Resources*, observed that there are many ways of conducting recruitment, for instance newspaper and magazine advertisement, speakers addressing high school and college students, prospective employers talking to graduating students, word-of-mouth, advertisement by current employees, notices of vacancies sent to the public and private employment agencies and head hunters luring executives away from other organizations, but to name a few. The choice of the method depends on factors such as the scarcity of the skill being sought and the existence of specific places to look (for example college campus) or to advertise (for example trade journals).They

further observed that advertisements in newspapers and journals are quite effective for skilled labor, white collar and executive jobs. People who are unemployed or looking to chance jobs tend to look for such advertisements. According to Peterson and Tracy, if the advertisement is written carefully to give a clear description of requirements, applicants will be able to prescreen themselves.

Literature by Peterson and Tracy was important to this study because it provided information on the various recruitment methods, as well as the sources of recruitment that organizations can use in general. However, they did not bring out information on the constraints that organizations may face during the recruitment and selection of qualified personnel. In addition, literature provides a general, rather than specific, view on recruitment and selection. Our study was interested in filling the gaps identified through a case study approach.

According to Cole (2002), in his book entitled: *Personnel and Human Resource Management*, noted that one of the first steps in planning for recruitment of employees into the organization is to establish adequate policies and procedures. He stressed that a recruitment policy represents the organization's code of conduct in this area. An example of a typical policy statement for recruitment may include: advertising all vacancies internally, replying to every job applicant with minimum delay, informing potential recruits in good faith, about the basic details and job conditions of every job advertised, processing all applications with efficiency and courtesy, seeking candidates on the basis of their qualifications.

Literature by Cole was important to this study because it provided information on the importance of developing adequate policies on recruitment and selection. These are necessary in order to ensure that recruitment practices are consistent, systematic and responsive. This is also important for local authorities. In view of the observation made by Cole, this study was not only interested in establishing whether or not recruitment and selection policies exist at Lusaka City Council, but also establishing factors, examining constraints and identifying recruitment and selection methods used.

Summary of Literature Review

The study reviewed the following literature: Pelekamoyo (1977), Local Autonomy and Central Control in Zambia Urban Authorities. Lolojih (2003), Making Local Authorities More Effective, Transparent and Accountable; Policy Recommendations Based on The Analysis of The Opinion Poll; Radio and Television Discussions. Lolojih (2005), Local Government and Service Delivery in Zambia. Mbangweta (2003), Problems of Effectiveness in Service Delivery; Accountability and Transparency of Local Authorities in Zambia. Lolojih and Mukwena (2002) Governance and Local Government Reforms in Zambia's Third Republic. (2002) Republic of Zambia National Decentralisation Policy. Mutungwa (2011) Fiscal Decentralisation and Service Delivery. Moonga (2005) The Impact of Changes of Central Government Policies on Operations of Councils. Alikipo (1981), A Comparative Study of Recruitment and Selection Policies and Practices for Academic Staff at First Appointment in Higher Education. Okello (1980) Progress and Problems in Implementing the Local Administration Act. Janeson (1967) The Machinery of Local Government. (1993) United Nations Study.

The findings of the studies suggest that there were variations in the factors that impede operations of local authorities in Zambia. Literature revealed that factors such as financial constraints, poor salaries and conditions of service, competition, tight labour market and the lack of qualified personnel adversely affected the operations of local authorities. Literature also revealed that factors such as political interference have had adverse effects on the quality of personnel that local authorities have been recruiting over the years and that there is need for organizations to develop adequate policies on recruitment and selection because these are essential in guiding the process. Literature did also reveal that organizations, including local authorities, can generally use a number of recruitment and selections methods. Literature further revealed that local authorities have lamentably failed to provide quality services due to, among other things, the lack of sufficiently qualified personnel.

Methodology

Research Design

The research design used in this study was a case study in that it used in-depth qualitative interviews to collect data. The study focused on describing, and explaining factors impeding recruitment and selection of personnel at Lusaka City Council. A narrative approach was adopted for the analysis of qualitative data with a view to telling the story.

Sampling

The study used purposive sampling to select respondents because of the nature of the study that required qualitative data. Key informants from the Local Government Service Commission and Council officials (human resource management experts and administrative officers) were interviewed. They are valuable sources of information with regard to various efforts undertaken in ensuring that councils sufficiently recruit and select qualified personnel. The study had a sample of sixteen respondents which included; two key informants (the vice-chairman and one commissioner) from the Local Government Service Commission, three key informants from the human resources department at Lusaka City Council (Assistant Director, Chief Human Resource Officer, and Senior Human Resource Officers “one” and “two”). Ten respondents included; the Human resource Management Officer(Ministry of Local Government and Housing), Assistant Human Resource Officer, Human Resource Registry Supervisor, Senior Human Resource Officer Training and Development (Chief and Senior Administrative Officers) from selected departments; one Senior Administrative officer Engineering, one Chief Administrative officer Public Health, two (Administrative Officers) Housing and social services, one Chief Administrative Officer City Planning and one Senior Administrative Officer Real Estate and Valuation.

Data Collection

Data were collected using both primary and secondary sources. Primary data were collected using research guidelines administered to respondents. In-depth interviews were conducted by the researcher; the format for these interviews was semi-structured. This enabled the researcher to ask questions in the same manner and explore areas of interest from both the Local

Government Service Commissioners and Council management officials. Secondary data were collected through desk research from various sources such as text books, internet and other relevant publications on recruitment and selection.

Data Analysis

Data was analyzed using the content analysis method because the study was qualitative in nature. This was done by carefully going through the interviews and secondary data to identify information that answers both the general and specific objectives. This facilitated in-depth analysis of factors that impede effective recruitment and selection of personnel, identify the recruitment and selection methods and establish the constraints faced during the recruitment and selection of personnel in Zambia's Local Authority.

Study Limitations

There were a number of limitations that affected the study. Firstly, inadequate funds made it very difficult for the researcher to hire a research assistant to help with data collection. Secondly, there was the general difficulty in accessing Local Government Commissioners, key informants and informants from Lusaka City Council due to red tape and lack of co-operation from some council officials. Some refused to be part of the research, while others could have given false responses. It was also difficult to access some respondents, as some of them claimed to be busy attending council meetings and were unavailable for interviews. Lastly, council minutes are confidential. It was therefore difficult to access them.

Organization of the Dissertation

This dissertation is divided into six chapters. Chapter one gives an introduction to the study, statement of the problem, research questions, objectives of the study, significance of the study, conceptual framework, literature review, methodology of the study and study limitations. Chapter two presents the social-economic and organizational profile of Lusaka City Council. Chapter three establishes whether or not recruitment and selection policies exist at the Council. Chapter four identifies recruitment and selection methods used at Lusaka City Council. Chapter five examines the constraints faced in the recruitment and selection of personnel. Chapter six presents the conclusions and provides the recommendations.

References

- Alikipo, C. (1981), A Comparative Study of Recruitment and Selection Policies and Practices for Academic Staff at First Appointment in Higher Education. A Masters Dissertation. University of Bath, Bath
- Bateman, T. and Zeithaml, C. (1990), Management Function and Strategy, New York: Richard-Irwin inch
- Bhagwan, V. and Bhushan, V. (2001), Public Administration, New Delhi: Chand and Company
- Bhaskar, C. (2007), Human Resource Management, New Delhi: Sterling Publishers Ltd
- Cheatle, K. (2006), Human Resource Management, New York: Palgrave Master Series
- Cole, G.A. (2002), Personnel and Human Management, 5th edition, London: Book Power
- Gayol, R.C. (2000), Human Resource Management in Hospitals, 3rd edition, New-Delhi Prentice-Hall
- Hannagan, T. (2008), Management Concepts and Practice, London : Pearson education limited
- Janeson, R.M. (1967), The Machinery of Local Government 2nd edition, New York: St Martin's Press
- Jones, G.R. and Gorge, J.M. (2008), Contemporary Management, New York: MC-Graw- Hill
- New Zealand Society for Local Managers (2005), Recruitment and Retention in the Local Government Service; Auckland: Available on <http://www.solgm.org.nz>, accessed on 1/01/2012.
- Local Government Service Commission; Republic of Mauritius (1985): Recruitment and Selection. Available on lgsc.gov.mu/English/Services accessed on 12/03/ 2011.
- Lloyd, B. and Leslie, R. (2006), Human Resource Management, 8th edition, Michigan: Mc-Graw- Hill

Loljih, K. (2003), Making Local Authorities More Effective, Transparent and Accountable, Policy Recommendation Based on an Analysis of the Opinion Poll: Radio and Television Discussion and the Study Commissioned by Transparent International Zambia (TIZ), Lusaka

Loljih, K. (2008), Local Government and Service Delivery in the Third Republic. PhD Thesis, University of Zambia, Lusaka

Mackintosh, J.P. (1968), The Devolution of Power, Local Democracy, Regionalization, and Nationalization; London: Charles Knight and Company Ltd

Malcolm,W. (1959), Bureaucracy and Development Administration, London: Macmillan Press

Martin, M. (2010), Human Resource Practice 3rd edition, London: CIPD

Mbangweta, C. (2003), Problems of Effectiveness in Service Delivery, Accountability and Transparency of Local Authorities in Zambia- Seminar Paper. Chipata, Zambia.

Moonga, M. (2005), The Impact of Changes of Central Government Policies on Operations of Councils. A Masters Dissertation, Copper belt University: Kitwe, Zambia

Mukwena, R.M and Loljih, K.P (2002), Governance and Local Government Reforms in Zambia's Third Republic in Oluwu and Sako (eds) (2002) Better Governance and Public Policy, Bloomfield :Kumarian Press, PP 220-221

Mutungwa, N. (2011), Fiscal Decentralization and Service Delivery. A Masters of Arts Dissertation, University of Zambia, Lusaka.

National Institute of Public Administration (NPA) (1981), Decentralization: A Guide to Integrated Local Administration, Lusaka, Zambia.

Ola, R.F. (1984), Local Administration in Nigeria, London: Kegan Panel International.

Okello E. (1990), Progress and Problems in Implementing the Local Administration Act No.15 1980. A Masters of Arts Dissertation, University of Zambia, Lusaka

Pelekamoyo, G. (1977), Local Autonomy and central Control in Zambia Urban Authorities. A Masters Dissertation, University of Zambia, Lusaka

Peterson, R. and Tracy, L. (1979), Systematic Management of Human Resources, New York: Addis-Wesley Prasad, L. (2005), Human Resource Management, 2nd edition, New-Delhi: Chand and Company

Prasad, L. (2005), Human Resource Management, 2nd edition, New-Delhi: Chand and Company

Republic of Zambia (2002), National Decentralisation Policy: Towards Empowering the People. Office of the President, Cabinet Office, Lusaka

Sapru , (2002), Development Administration,2nd edition, New- Delhi. Sterling Publishers Ltd

United Nations Study Development Programme (UNDP) (1993) Human Development Report, Newyork: Oxford Press, pp 81-82, volume 10, 27th February, 2008

CHAPTER TWO

SOCIAL – ECONOMIC PROFILE OF LUSAKA DISTRICT AND OVERVIEW OF LUSAKA CITY COUNCIL

A Social Economic Profile of Lusaka District

Background

Lusaka town is the capital city of Zambia, and is situated in the Lusaka province, central part of Zambia. Lusaka is located on the Central African Plateau and lies at an altitude of 1,280m above sea level. The district has a surface area of 360 square kilometers. Lusaka district shares district boundaries with Chongwe, Chibombo and Kafue districts, however, the economic importance of Lusaka is very significant, since it also provides the market for the absorption of the agriculture produce from all provinces. Lusaka district is the second largest economic centre of Zambia (after Kitwe) and is notable for its substantial diversification in the production of goods and services.

Lusaka constitutes the centre of national social amenities such as University Teaching Hospital (UTH), University of Zambia (UNZA), National Resource Development College (NRDC) and National Administration (Cabinet). It is also a focal point for international relations because of the Kenneth Kaunda International Airport. Lusaka is a unique district as it encompasses all ministries and provincial heads, which pose challenges for planning and coordination, goal oriented development, participation at grassroots, progressivism, accountability and transparent, as well as creativity and innovations to operate effectively in a decentralized policy system. Development planning is cardinal in the above mentioned scenario. (Lusaka District Situational Analysis , 2005)

Topography

Lusaka is situated on a very flat area that covers approximately 360 km². Escarpments lie to the east and north, which end in the Luangwa Valley. Botanists speak of something called climax vegetation, which is defined as the assemblage that would grow and reproduce indefinitely at a place given a stable climate and average conditions of soil and drainage. (Lusaka District

Situational Analysis, 2005). For most of the inhabited portions of Lusaka today, that concept has little meaning. The 'natural' vegetation, if it ever existed, has been so substantially cleared, removed and replaced that it is seldom to be found now. A large part of the area is cultivated. There are several rivers which flow around Lusaka. The Kafue River flows about 50km south of Lusaka, outside the city boundaries. Water is obtained from the Kafue River at an extraction rate of 10500m³ /day, accounting for 50% of the city's water supply, the city obtains the remainder of its water supply from underground water and the pumping rate is 110000 m³ /day. (Lusaka District Situational Analysis , 2005)

Demography of the District

According to the 2010 National Census Preliminary Report, Lusaka District has a population of 1,742,979 persons. The density for Lusaka province is 65.4 persons per square kilometer and is still the most urbanized, and the most densely populated district in the country and within the southern region. The national growth rate is 2.9%, while that for Lusaka Province is 4.0 %, making it the second highest after Northern Province (4.3%). The fertility rate for Lusaka province is 6.0 children per woman. The average national life expectancy at birth is 48 years, with women having on average a longer life span of about 4 years more than men (CSO, 2000). The population of Lusaka is dynamic due to urban migration and being the market centre for the whole country. Therefore, it keeps on increasing every day.

Constituencies and Tribes

Lusaka District has seven (7) Constituencies and Thirty (30) Wards namely; Lusaka Central Mandevu, Chawama, Kabwata, Matero, Kanyama and Munali. Lusaka Central constituency consists of four wards known as Silwizya, Independence, Luba and Kabulonga. Mandevu constituency is made up of seven wards namely; Roma, Mulugushi, Ngwerere, Chaisa, Justine Kabwe, Rachael Chota and Mpulungu. Chawama constituency comprises four wards, namely Nkoloma, Chawama, John Howard and Lilayi. Kabwata constituency consists of Kamwala, Kabwata, Libala, Chilenje and Kamunga wards. Matero constituency is made up of Muchinga, Kapwepwe, Lima Mwembeshi and Matero. Lastly, Munali constituency consists of Chainda, Mtendere, Kalingalinga, Chakunkula and Munali. Generally speaking, there are two main indigenous tribes namely: the Solis and the Lenjes. However, all tribes of Zambia are found in

Lusaka. Nyanja is the most spoken language in the district. (Lusaka District Situational Analysis, 2005)

Economic Activities

Lusaka City houses approximately 4,800 formal economic establishments which provide employment to approximately 120,200 people. The district has very few industries producing goods and services, especially after the liberalization of the economy. Most of the goods consumed in Lusaka are from outside the district. It is a challenge that the district may be a dumping ground for cheap and low quality international products, as Lusaka has a potential of producing quality goods which can compete on the international market favorably to improve the district's economic status. Examples of these include dairy products which are exported. The majority of people are engaged in income-generating activities such as Tuntamba (make shift stores) street vending, as coping strategies; only a small fraction is in formal employment (Lusaka District Situational Analysis, 2005). The future growth in this sector is expected to be moderate and is dependent on available skills and opportunities in the local economy. Business appears to be vibrant and a growing sector in Lusaka especially with regards to professional and consulting services. The main economic activities include manufacturing, farming and construction.

Water and Sanitation

The City of Lusaka relies on both surface and ground water. The provision of water to the residents of Lusaka is the responsibility of Lusaka City Council (LCC) through the respective water utility company namely Lusaka Water and Sewerage Company (LWSC). The population in Lusaka, with access to piped water, remains at about sixty percent (60%), although the upgrading of the water supply system in the Chelston area has been completed and yet to be commissioned. The Kafue River is the source of surface water and underground water is harnessed through boreholes. The quantity of surface water, supplied by Lusaka Water and Sewerage Company, is between 200,000 and 220,000 m³/day, and is distributed through a piped network of 2,300 km with 50% of the supply, which is approximately 80,000m³/day, coming from 53 boreholes located around the city (LDHMB, Action Plan & Budget-2003). An estimated 5% of Lusaka residents have their own boreholes. The water supply remains inadequate due to

the rapid growth of the city, as a result of many unplanned compounds that have no social amenities and have access only to water from shallow wells. However, in some other areas boreholes and pipe networks have been installed, with the help of donor funding of the Lusaka City Council. The Department of Water Affairs deals with issues of water resources management and development. Water resource management is divided into the following units; ground water monitoring section, surface water monitoring section, water resources monitoring section and water resources development section.

Ground water monitoring is done in various geographically selected different areas of Lusaka District and this is supposed to be done on a monthly basis. The purpose of doing such an activity is to monitor the levels of water for early warning systems so that necessary remedial measures are taken.

Solid Waste Disposal

The department of Public Health of Lusaka City Council (LCC) is amongst others, responsible for waste management and related aspects in the city of Lusaka. The department estimates that currently, the council collects only 10% of the waste generated in the Greater City of Lusaka. Areas other than the Central Business District (CBD) are only serviced, when complaints are received, regarding waste that has accumulated to unacceptable levels. All this is due to a lack of funding. There are, however, a number of private contractors rendering collection services to private households and other entities, but the cost of these services is too high for most households. Waste is therefore, randomly dumped in open spaces, around Lusaka with disastrous effects on the environment.

The Central Business District has its own waste bays, where the waste is stored for collection. Utility dustbins or black plastic bags are used for waste disposal. Other areas utilize different types of containers for waste disposal. In the CBD, there is a regular formal collection service for stores, shopping centers, hotels, hospitals, governmental buildings, and markets. The council's current fleet of collection vehicles is utilized to perform this service. Skips are also placed at the markets, which are then emptied by the collection vehicles. There are not enough skips; therefore skips are rotated from time to time between the different markets. Within the industrial area, private contractors are also contracted to collect waste.

The Health Services Department reported that medical waste generated in Lusaka is either incinerated, or buried in pits. Lusaka had one official dumpsite, namely the Libala dumping site. This site was licensed and approved in December 1993. The site is not suitable because it is not fenced; there is no access control over where waste should be deposited. As a result, all types of waste are disposed of at random, throughout the extended area of the dumpsite. Waste is not covered with suitable covering material; it is compacted, by pushing waste into excavations, resulting from previous mining activities. Chunga has been identified as another dumping site after several environmental, operational and management concerns related to the location (Lusaka District Situational Analysis , 2005).

Roads and Transport

The official road systems in Lusaka consist of 870 km of roads. 580 km of these have previously been surfaced, while 290 km consist of gravel or earth roads. Transportation is fundamental to the development and growth of any city. Lusaka serves as a commercial capital of Zambia and therefore demands an adequate transportation system to ensure adequate commercial growth and sustain the commercial potential of the city. The road network is the element exerting most influence on the physical structure of the city of Lusaka. Lusaka road network (official road network) consists of surface, gravel and earth roads. The lengths in kilometres of the main road network within Lusaka in the various categories are indicated in the table below;

ROAD NETWORK	TOTAL (KM)
Surface	577
Gravel	201
Earth	89
TOTAL	867

Table 2.1: Lengths of Main Road Network in Lusaka (Source DSA: 2005)

The provision and maintenance of the roads to facilitate movement to and from the city, as well as movement within the city are therefore, of significant importance. A Road Condition Survey conducted in August 1999, to determine the existing riding quality of the road network reviewed that 38.8% of the length of the road network have a bad or poor riding quality, meaning that

these roads are in need of some maintenance or even reconstruction. (Lusaka District Situational Analysis, 2005). The air transport sector is run by the private sector, servicing various routes for both passengers and freight. Lusaka District has three airports namely; Kenneth Kaunda International Airport that is located just outside the municipal border of the Greater City of Lusaka. The Old City Airport has been closed down and is now being used by the military. The third airport near Lilayi has never been used due to its proximity to the Lilayi Police Training Camp. As for the rail sector, Zambia has two major railway systems: Zambia Railways and the jointly-owned TAZARA (Zambia and Tanzania Railway Authority). Lusaka is presently linked with the Copperbelt, the TAZARA railway line and the southern lines to Zimbabwe and Botswana.

Electricity and Communication

The Zambia Electricity Supply Company is the bulk electricity supplier/distributor and the main source of electricity are Kariba North Bank Hydroelectric power station (Kariba North Bank Corporation) and the Kafue Gorge Hydroelectric power station. From the two power stations, electricity is transmitted at 330 kV to Leopards Hill intake substation, located approximately 60 km south of Lusaka. At Leopards Hill, the voltage is stepped down to 132 kV and Transmitted to Roma and Coventry substations. Zesco is responsible for the distribution of electricity to various substations in the Greater City of Lusaka.

In terms of mobile phone services, there are three service providers, (Zamtel, MTN and Airtel) in Lusaka and the rest of the country. Two of these service providers provide mobile phone services and one is a multi-telecommunication service provider. Zamtel is a multi-telecommunication parastatal organization primarily responsible for telecommunication services in Zambia. MTN and Airtel are private cellular service provider. The Zambia Tele Communication Company (Zamtel) is a parastatal organisation primarily responsible for multi-telecommunication services throughout Zambia. Zamtel provides a range of services in and around Lusaka (Lusaka District Situational Analysis , 2005).

Organizational structure of Lusaka City Council

Management of the Organization

Lusaka City Council is headed by the Mayor, who is assisted by the Deputy Mayor. The council consists of seven members of parliament; thirty-three are elected councilors in the city. The Mayor/Deputy Mayor are elected officials. The standing committees are constituted from councilors within the council. The Mayor and the Deputy Mayor are ex-official members of every standing committee. The work of the council is carried through the committee system. The committee system is composed of three committees after the establishment committee was incorporated into the finance, human resource and general purposes committee. The committees include those dealing with finance and general purposes; plans, works and development, housing and licensing, public health and social services. Committees reflect the different departmental responsibilities. The day-to-day administration of the council is vested in the Town Clerk who is assisted by chief officers from the respective specialized fields and other auxiliary staff. The Town Clerk's office provides strategic management and controls, development, coordination, monitoring and evaluation and common technical services. This is what constitutes the management team whose function is to interpret and implement policies and resolutions made by policy makers and report back through the standing committees and the council. Lusaka City Council has eight departments namely; Human Resource and Administration, Finance, Public Health, Engineering, Housing and Social Services, Legal, City Planning, Valuation and Real Estates (LCC, 2010)

The Goal of Lusaka City Council

According to the Lusaka City Council strategic plan 2010 to 2015, the aim of LCC is to provide high quality services, an enabling environment, meaningful employment and development opportunities with stakeholder participation in order to improve the quality of life for all those who live, work, visit or conduct business in the city of Lusaka.

Human Resource and Administration Department

The Human Resource and Administration Department provides integrated human resources management and administrative systems and functions for efficient and effective council operations and services. The department plays a major role in the areas of providing civic

responsibilities to the residents of Lusaka. Other key areas in which the department effectively contributes to the attainment of the council's set objectives and meeting the social and legal responsibilities include; serving committees and council meetings and relaying council resolutions to the departments for implementation, registration of marriages and birth, administration of presidential, parliamentary and local government elections and dissemination of information about LCC. The department has operational units through which the objectives of the department are realized. The objectives are met through the following units: committee section, police unit, administration, audit, public relations, procurement and supply unit, a marriage office and Nakatindi Hall.

Finance Department

The Finance Department is responsible for maximizing the revenue base of the council through investment and prudent management of financial and material resources for cost-effective and efficient service provision. The department is crucial in the council's establishment. It is the treasury of the council. The department is guided by the budget that is prepared annually. The budget conforms to the established procedures for approval. Hence, when it is approved by the full council, the budget is submitted to the Ministry of Local Government and Housing for inclusion in the national budget.

Public Health Department

The Public Health Department is responsible for the protection of the public against public hazards and frauds in the sell and use of food and develops implements and sustains an efficient and cost-effective waste management system for the city. The department has ten operational sections. The sections are specialized and charged with the responsibility of ensuring that council services are delivered to the residents of Lusaka.

Engineering Services Department

The Engineering Services Department develops and manages the city's functional systems and public infrastructure and maintains council buildings, plant and equipment for effective and efficient service delivery through appropriate technological innovations and stakeholder involvement. The department is headed by the Director, Engineering Services, who is

accountable to the Town Clerk. At senior management level, he is assisted by the Assistant, Director Engineering services, while at middle management level, there are various specialized section heads that are responsible for implementing council engineering policies. There is also support staff that is full-time, comprising artisans and general workers who assist sectional heads.

Housing and Social Services Department

The Housing and Social Services Department is responsible for the organization and mobilization of communities and facilitate stakeholder participation in community development for effective social service delivery and utilization; provision of vocational and skills training, recreation and developmental amenities in the city. The department was previously called the Public and Social Services Department.

Legal Department

The Legal Services Department regulates commerce, provides legal services, streamlines institutional and administrative procedures, and carries out conveyance and issuance of legal instruments. The department provides legal advice to management on matters pertaining to the functions and operations of the council. The department executes various types of legal documents such as certificates of title, occupancy licenses, mortgages and lease agreement, among others.

City Planning Department

The department was established in March 1996. City Planning Department develops and facilitates the implementation of spatial framework for functional aesthetically pleasant and health environment in order to meet economic, social and environmental needs and accommodate significantly the greater demand for employment, housing, efficient traffic management and service delivery in the city. The department effectively takes care of physical planning matters of the city. The department also ensures that planning permission is granted for all development activities in the city in accordance with the provisions of the Town and Country Planning Act, Cap 283 of the Laws of Zambia.

Real Estate Department

The department was established in 2001 and was initially a section of the Finance Department. The Real Estate and Property Development Department is responsible for the management of council real estate, initiation of property development and investments and provision of valuation services. Its role is to oversee the preparation, as well as the maintenance of valuation and other matters regarding taxation. It is also responsible for the management of the council's leased properties.

Overview of Lusaka City Council

The regulatory framework is enshrined in the local government Act 1991(with the amendments in 1992, 1995 and 2010), The relevant laws and statutes that regulate development in the city are inter alia; the Town and Country planning Act; the Rating Act; the Public Health Act; the Environmental Impact Assessment Regulations of 1996; and the Air Pollution Control (Licensing and Permitting of Emissions from statutory sources) and the Regulations of 1996 (Lusaka District Situational Analysis, 2005). The council has enacted by-laws to help in the implementation of development programmes. It is generally believed that the regulatory framework is adequate, though the review and updating of certain laws is necessary in order to make them responsive to the development of a dynamic society. The major problem is the lack of capacity of city institutions to enforce the laws. The city council consists of elected representatives of the local authority body comprising of civic leaders and members of parliament. The civic leaders (councilors) are expected to translate the government developmental vision to communities and are responsible for policy formulation as well as service delivery within the local authority's jurisdiction.

Conclusion

It has been reviewed that Lusaka is an urban district with an estimated population of 1,742,979, (National Census Preliminary Report, 2010). Lusaka district is the most urbanized district in Zambia with a population density of 65.4 per/square Kilo meter. Lusaka District has seven (7) Constituencies and Thirty (30) Wards. There are two indigenous ethnic groups namely, the Solis and the Lenjes. However, all ethnic groups of Zambia are found in Lusaka. Approximately 60% of the district is connected to water and sanitation reticulation system. The rest of the residents, mainly in informal settlements, use wells and pit latrines. The majority of people are without sanitary facilities. The transport system in the district is good mainly, due to good road infrastructure. The council is responsible for urban management and service delivery in the city. However, service delivery has been a challenge over the years. Lusaka City Council has not been able to deliver services to its residents, mainly due to lack of qualified personnel and liquidity problems it has been experiencing for a long time. The government has also not been consistent in providing grants in lieu of rates, thus depriving the authority of the much needed income for service delivery. Lusaka Water and Sewerage Company provides water services to areas under the jurisdiction of Lusaka City Council

References

Central Statistical Office (2010), Census of Population and Housing Preliminary Report, Lusaka.
Government of the Republic

Central Statistical Office (2003), 2000 Census of Population and Housing Report, Lusaka:
Government of the Republic of Zambia

Lusaka City Council (2005), District Situational Analysis

Lusaka District Health Management Board (2003), Action Plan and Budget

Lusaka City Council (2010-2015), Corporate Strategic and Operational Plan

CHAPTER THREE

RECRUITMENT AND SELECTION POLICIES

Introduction

In order to recruit and select sufficiently qualified personnel, local authorities should endeavor to have recruitment and selection policies in place. These are essential in providing policy direction on how recruitment and selection should be conducted. It is, therefore, important for local authorities to have well-defined recruitment and selection policies in order to respond to their human resource needs. In view of this, Lusaka City Council should adopt and have clear and concise recruitment and selection policies in place which can be executed effectively when recruiting qualified personnel. Therefore, the availability of recruitment and selection policies is essential for improved recruitment and selection of both professional and non-professional staff.

From the interviews that were conducted at Lusaka City Council, it is apparent that the majority of the respondents said that recruitment and selection policies were available. Of the 12 respondents interviewed, 7 said that recruitment and selection policies were available at LCC, while 4 said that recruitment and selections policies did not exist. Those who said recruitment and selection policies were available at LCC stated that individual departments were responsible for the recruitment and selection of non-professional staff. Respondents disclosed that there was a procedure that was followed. The study found that there was a written policy on recruitment and selection. There was evidence indicating that LCC had a written policy on recruitment and selection. The Twelve participants from LCC were asked to state whether or not the council had a policy on recruitment and selection. Participants were also asked follow-up questions to state in what form the policy was and where it was drawn from. Those who said that the policy was not in place could not state in what form it was and where it was drawn from. Responding to the same question one respondent from the Ministry of Local Government and Housing said that he was not sure about the existence, form and where recruitment and selection policies at LCC were drawn from. Respondents were also asked to state whether or not the policy was adhered to and how the council benefited from it. Further, participants were asked to mention some of the shortcomings of the policy. Similar questions were asked from the other key participants from the Local Government Service Commission. This was because the investigation found that the

recruitment and selection of professional staff in division one up to three was conducted by the commission on behalf of Lusaka City Council.

In the interviews conducted at LCC, the Chief Human Resource Officer reported that the Council “seemed” to have some written rule on how recruitment and selection were conducted. She explained that although she had not seen the written policy, the council seemed to have some unwritten rule on how recruitment and selection were conducted. When asked where the policy was drawn from, she could not state where it was drawn from. She explained however, that management would provide guidelines on how recruitment should be conducted once the need to do so arose. The Chief Human Resource Officer explained that in the departments with vacancies, Chief or Senior Administrative Officers would inform the human resource department via memos. The department would then begin the recruitment process. She argued that recruitment and selection of personnel in division 4 at LCC was transparent despite being a political institution and, therefore subjected to political interference during the recruitment and selection process of daily classified employees. *“I can’t dispute that we are a political institution and a lot happens during the recruitment process.”* The Chief Human Resources Officer disclosed further that the council no longer had the mandate to recruit and select professional employees from the labor market but that it was the responsibility of the Local Government Service Commission. She pointed out that the LGSC was the recruiting agency for all Councils in Zambia. The Chief Human Resource Officer explained that although the council was not responsible for the recruitment and selection of qualified personnel, the human resource department and line managers were involved in the preparation of job specifications and descriptions for vacancies that had been created. She added that this was done when vacancies had been identified in the council as a result of death, resignation or promotion. She explained that the human resource department would then inform the Local Government Service Commission via letters and attach the job descriptions / specifications for the positions to be advertised and filled. She further explained that with the help of council management, the commission was able to shortlist and recruit potential candidates for the vacant positions in the council (Interview with the Chief Human Resource Officer, 6th May 2013). Hannagan (2008) agrees that the department in which the recruit will work must draft or revise a comprehensive job description for the vacant position, outlining its major and minor responsibilities, the skills, experience and qualifications needed, the grade and level of pay, the starting date, whether

temporary or permanent, and particulars of any special conditions (shift work, for example) attached to the job. Then the vacancy is advertised in the suitable media / or recruitment agencies are approached.

In the same vein, the Senior Human Resource Officer (1), stated that the City Council had a policy on recruitment and selection yet, she argued that she was not sure about the existence of the policy. *“We have a recruitment policy but I’m not sure about its existence”*. When asked where the policy was drawn from the Senior Human Resource Officer could not state but argued that there were some form of guidelines from management regarding recruitment in the council. She explained that each department in the council had an authorized establishment for non-professional staff. She stated that from the authorized establishment, departments were able to determine the required numbers that needed to be filled for a particular year. She, however, disclosed that the Chief Human Resource Officer was responsible for the recruitment and selection of daily classified employees.

Responding to the question of who was responsible for the recruitment and selection of qualified personnel, the Senior Human Resource Officer stated that recruitment and selection of qualified personnel were no longer the responsibility of the council, since the establishment of the Local Government Service Commission in 2010. *“We can only recruit general workers, which is not a good thing because we are the ones who know the human resource requirements for the Council both qualified and unqualified”* (Interview with the Senior Human Resource Officer, 6th May, 2013). Although the Senior Human Resource Officer (1) could state the form and where recruitment and selection policies were drawn from, in another interview, the Senior Human Resource Management officer (2) explained that the council had in place an authorized staff establishment for the recruitment and selection. He stated that the establishment was used to determine human resource requirements in the council. He argued, therefore, that policies regarding recruitment and selection were available at LCC. He justified that there were recruitment and selection guidelines in the council. The Senior Human Resource Management officer (2) stated that policies regarding recruitment and selection were in written form and drawn from the conditions of service cited as the Local Government Division IV conditions of service of 1996. He explained that in this regard departmental heads were responsible for the engagement of employees in their respective departments. This is in line with Local Government

Division 4 conditions of service 1996 which state that “each Chief Officer shall be responsible for the engagement of employees in his department, subject to the limits set by the council’s establishment” (Interview with the Senior Human Resource Officer (2), 23rd May, 2013).

Responding to the same question on whether or not recruitment and selection policies existed at LCC, the Chief Administrative Officer, Housing and Social Services said that the policy on recruitment and selection was available and documented. However, he could not also state where the policy was drawn from. He further stated that although the policy was in place, it was also difficult to follow it because of politics. *“You know the set up of the council is that we have councillors, who I may refer to, as board of directors and are basically politicians”*. *“They make decisions that are in line with their political parties, for example, if the council has a shortfall of 100 general, workers councillors can influence the process of recruitment by forcing the council management to employ people from their respective wards”*. He added that it was possible that councillors and politicians also interfered in the recruitment and selection of qualified personnel especially the position of the Town clerk contrary to the Vice-Chairman’s and Commissioner’s views at the Local Government Service Commission who stated that there was no political interference in the recruitment and selection process. Regarding the question on the benefits of the policy, the Chief Administrative Officer Housing explained that the policy was important because the council was able to advertise and that generally recruitment and selection procedures were adhered to. He added that he was responsible for determining recruitment needs for the department. He explained that each department had an authorized establishment for the number of general workers that needed to be recruited each year. *“Each year there is a recruitment plan for the number of general workers that each department is required to recruit”*. *My role is to identify and inform the Director for the department concerning human resource needs”*. This is in line with the conditions of service for division 4 employees in the Local Government Service of 1996 which states “that each head of department shall be responsible for the engagement of employees in his department, subject to the limits set by the council’s establishment”. He further explained that the Director for the department would, then, seek permission from the Town clerk’s office for the department to recruit. He disclosed that vacancies for general workers arose due to factors such as death, dismissal and resignations among others. (Interview with the Chief Administrative Officer Housing and Social Services Department, 21st May, 2013).

Similarly, Bhaskar (2007) noted that the need for recruitment arises due to a number of factors such as;

- i) Vacancies due to transfer, promotion, retirement, termination, permanent disability or death;
- ii) Vacancies due to expansion, diversification, growth or job respecification.

Responding to the same question on whether or not recruitment and selection policies existed at LCC, the Assistant Director Human Resource stated that the council had a policy on recruitment and selection. In the follow-up question on where the policy was drawn from and in what form it was, the Assistant Director Human Resource was unaware but emphasized that the council had some form of a policy in place. She further stated that the council had greatly benefited from the said policy because it was adhered to despite failing to disclose in what form the policy was. She argued that because the policy was adhered to, it was easy to make recruitment and selection decisions. When asked on who was responsible for the recruitment and selection of qualified personnel, the Assistant Director pointed out that since the creation of the Local Government Service Commission in 2010, the City Council did not have the mandate to recruit qualified personnel in division 1 up to 3. *“The status quo is that we can only recruit general workers such as cleaners. Things have changed”*. During the discussion, regarding the recruitment and selection of professional staff, she explained that the procedure was that in the department where vacancies had been created due to, for instance, retirement or termination of contract, the Chief Administrative Officers or Senior Administrative Officers in the respective departments would inform the human resource department on the need to recruit. Thereafter, the human resource department would recommend to the Local Government Service Commission for the vacancies to be filled (Interview with Assistant Director Human Department, 8th May, 2013).

Responding to the same question on whether or not recruitment and selection policies were available at LCC, the Senior Administrative Officer Social and Housing department stated that the institution had a policy on recruitment and selection. However, he pointed out that although the policy was in place, he had not seen it before. *“Yes, we do have a policy but I have not seen it, I know we have a procedure and it is followed to the letter.”* He explained that the policy did provide for the recruitment and selection of both internal and external candidates, although he

could not state in what form it was. He could also not mention some of the shortcomings that may have been experienced when using the policy. He could not further state where the policy was drawn from but emphasized that the policy was in place. Regarding the question on who was responsible for the recruitment and selection of qualified personnel, he disclosed that the council was not responsible for the recruitment and selection of qualified personnel. However, he stated that it was the function of the Local Government Service Commission. *“The Council at the moment does not employ officers or salaried staff; we can only employ waged staff”*. The Senior Administrative Officer explained where in his department existed a vacancy(s) for qualified, personnel, the department would recommend to the human resource department for the vacancy to be filled, the human resource department would then write to the establishment, committee informing them about the need to recruit. After the establishment committee approves that the vacancy(s) can be filled, a report is made to the full council after which another report is made to the Local Government Commission. He explained that the Local Government Commission was solely responsible for all staff matters such as recruitment and selection, transfers, promotions and discipline among, others. He added that over the years, the council used to perform the personnel function which was no longer the case. He, however, added that in circumstances where there was an opening in the council, and if individuals within the council met the job requirements, the council would recommend to the commission to employ internally. The Senior Administrative Officer further disclosed that the commission had the sole authority to decide on whether to recruit internally or externally. (Interview with the Senior Administrative Officer Social and Housing Department, 18th June, 2013). From the findings, the implication is that recruitment is no longer decentralized, as was the case before, where each council had the mandate to recruit its own qualified and non-qualified personnel. There, are however, some advantages when recruitment is centralized. Dessler (2011) observed that doing so makes it easier to apply the company’s strategic priorities country-wide and recruiting centrally reduces duplication (having several recruitment offices instead of one).

The Senior Administrative Officer in the Engineering Department also reported that Lusaka City Council had a policy on recruitment and selection. He could not however, state its form and where it was drawn from. He argued that the council had some form of guidelines on recruitment and selection. He explained that once he had identified a vacancy in the department, he would inform the Chief Human Resource Officer and request that it be filled. In the case of qualified

personnel, the Senior Administrative Officer reported that once there was a vacancy in the department, the human resource department, through the Chief Human Resource Officer, would be informed. He explained that the Local Government Service Commission would, then, be informed through quarterly or annual reports on human resource shortages compiled by the human resource department. He, however, stated that there was need to draw up a written policy that could be accessible by recruiters and selectors at the council. This, according to him, would promote transparency in the recruitment and selection of unqualified personnel. He further explained that he played only a supportive role in the recruitment of qualified personnel because he only informed the human resource department for vacancies to be filled in the department. He explained that the Commission was responsible for the recruitment and selection of qualified personnel. *“We only identify the vacant positions and recommend to the Commission”*. He emphasized that for non-professional staff such as police officers, cleaners, office orderlies and garbage collectors (daily classified employees in division four), it was the responsibility of the council to recruit this category of employees. He explained that recruitment was conducted after the establishment committee had approved the recruitment of daily classified workers in the departments that had manpower shortages. (Interview with the Senior Administrative Officer Engineering Department, 17th May, 2013). In view of the above, in January 2008, the establishment committee at Lusaka City Council after, a meeting that was held on 28th June, 2008, recommended and approved the recruitment of 100 police officers (LCC, Minute C/158/06/08).

According to the Chief Administrative Officer in the City Planning Department, Lusaka City Council had a policy on recruitment and selection and that it was adhered to. She stated that the policy was in place at LCC, yet she could not state where it was drawn from. Regarding the form of the policy, she stated that it was written. In the interviews, it was clear that she could not substantiate her arguments. She could not provide evidence to the researcher about the existence of recruitment and selection policies at LCC. Regarding how the council addressed manpower shortages for general workers, she explained that the department requested permission from the human resource department in order to undertake the recruitment exercise. *“We cannot recruit as a department; the human resource department receives application letters and conducts the interviews, although sometimes I do take part.”* We noted, however, that this is not in line with the conditions of service for division 4 employees in the Local Government Service of 1996

which states “that each head of department shall be responsible for the engagement of employees in his department, subject to the limits set by the council’s establishment”. Therefore, it is important that procedures on how recruitment should be conducted are clear and concise. Recruitment and selection procedures are crucial in determining the kinds of human resources the organizations seek to recruit, whether qualified or not. Regarding the recruitment and selection of professional staff, she stated that the council played a very insignificant role, since the re-establishment of the Local Government Service Commission in 2010.

In the same vein, the Senior Administrative Officer in the Valuation and Real Estate Department reported that Lusaka City Council had a policy on recruitment and selection. He stated that the policy was in written form but could, however, not state where the policy was drawn from. He disclosed that since 2011, the council no longer had the powers to recruit employees from division one to three (professionals). He argued, however, that over the years, the council used to recruit its qualified human resources from the labor market. He explained that each council had the mandate to recruit and select its own staff both, professional and non-professional, before the commission was established. He emphasized that the council no longer had the mandate to recruit salaried workers categorized as division one up to three. (Interview with the Senior Administrative Officer Valuation and Real Estate Department, 14th May, 2013). It is clear, therefore, that the council can only employ non-professional staff such as cleaners, grave diggers and office orderlies.

Responding to the same question on whether or not recruitment and selection policies were available at LCC, on the contrary the Human Resource Registry Supervisor explained that there were no policies on recruitment and selection at Lusaka City Council. He explained that he had not seen a written policy but was aware that the council was recruiting personnel that were not qualified. (General Workers). He argued that, if a policy on recruitment was in place it was still going to be difficult to adhere to it because of political interference from councillors during the recruitment process. He explained that this had become rampant during the Patriotic Front regime. *“Some of the general workers are just imposed on us which is a very unfortunate situation”*. He argued that Councillors wanted to appease their supporters by seeking employment in the council for them (Interview with Human Resource Registry Supervisor, Human Resource and Administration Department, 30th April, 2013).

During the same interview, the Senior Human Resource Officer Training reported that he was aware that there was a policy on training and development for the council but, was not sure about the existence of a recruitment and selection policy at Lusaka City Council. Commenting on who was responsible for the recruitment and selection of qualified personnel, the Senior Human Resource officer Training and Development disclosed that the Local Government Service Commission was responsible for the recruitment and selection of professional staff. He explained that for internal candidates the commission considered recommendations from responsible officers before an individual was recruited. *“The practice for all councils is that, the responsible officers of respective local authorities report the vacancies to the commission through quarterly or annual reports”*. He explained that it was the responsibility of the Local Government Service Commission to carry out the processing of applications and the selection exercise which could eventually lead to the recruitment of suitable candidates, depending on the number of vacancies available in the council. He further, disclosed that for external candidates the commission was solely responsible for recruitment and selection. He added that at the time he was employed in the 1990s, the council had the mandate to recruit personnel in all the divisions (Division 1 to 4). He disclosed that although things have changed in terms of recruitment he sometimes took part in the recruitment of professional personnel when the commission requested assistance from council management. When asked if the council had a policy in place at the time, he stated that statutory instrument no. 115 of 1996 was used for recruitment and selection. (Interview with the Senior Human Resource Officer-Training and Development, 30th April, 2013)

The Assistant Human Resource Officer reported that she did not know whether or not recruitment and selection policies were available at Lusaka City Council. She explained that although she had been recently transferred from the finance to the human resource department, she had not seen the policy on recruitment and selection for the council. Regarding the question on who was responsible for the recruitment and selection of qualified personnel for the council, she disclosed that recruitment and selection of qualified personnel were conducted by the Local Government Commission with the help of the council. *“In most cases recruitment for qualified personnel at the council is done in conjunction with the commission.”* She stated that for employees in division one to three and holders of grade twelve certificates, the commission was responsible for recruitment and selection. She explained that the commission was also responsible for, among others, advertising, shortlisting, and appointment of staff in all the local

authorities. She argued that the council could only identify the vacancies and inform the commission. *“We write to the commission, informing them about the available vacancies in the council and prepare annual reports on manpower shortages”*. On the other hand, the Assistant Human Resource Officer stated that Lusaka City Council was responsible for the recruitment and selection of daily classified employees such as cleaners and sweepers. She disclosed that the human resource department, through its registry section, did receive application letters from the general public for people willing to join the council as general workers (Interview with the Assistant Human Resource Officer, 18th June, 2013).

Responding to a question on whether or not recruitment and selection policies were available at LCC, the Chief Administrative Officer in the Public Health Department reported that it was difficult to state whether or not the Council had a policy on recruitment and selection since the establishment of the Local Government Service Commission. She explained that all staff matters were dealt by the Commission and therefore, it was difficult to state whether or not LCC had a policy in place. *“However, we do have guidelines, for example, where Committees Clerks for the Council ensure that councillors are informed and involved in the recruitment and selection of general workers. The problem with this kind of arrangement is that political interference is inevitable, Councillors bring in their own people”*. When asked to state where the guidelines were drawn from, she explained that guidelines were not written but procedural. She explained that for classified daily employees, the requirements were either a Grade Nine or Twelve Certificate holders in some cases. Regarding the sources of recruitment for the council, she disclosed that the sources of recruitment were generally walk-ins, where potential candidates approached the council to find out if any vacancies were available. She indicated that normally this category of employees was easily accessible on the labour market. *“As you can see, I have a pending list of employee application letters in my incoming basket on my table brought in by members of the public.”* During the discussion, the Chief Administrative Officer explained that her role was to spearhead the recruitment process in the department. She explained that recruitment of personnel would come up as a result of factors such as death or retirement. She disclosed that the department recruited massively in batches of about 90-100 daily classified employees depending on the circumstances. *“For example if there is a lot of waste in the town center streets, markets and central business centre, massive recruitment for cleaners is conducted. When doing so, we do not involve the human resource department because we have*

our own budget as a department that is prepared before the commencement of the recruitment process, the Town Clerk's office is also informed". (Interview with Chief Administrative Officer Public Health 21st May, 2013).

In line with the Chief Administrative Officers argument, since 2012, the committee dealing with staff matters at LCC, previously referred to as the Establishment Committee was changed to what is now called the Finance, Human Resource and General Purposes committee. In January 2012, the committee, under Minute C/60/01/12, approved the recruitment of 120 division 4 employees which included, among others drivers, cleaners, sweepers, garbage, collectors etc (LCC, Minute C/60/01/12). However, according to the Lusaka District Situational Analysis Report (2005), a larger part of the workforce of general workers was unproductive and these were mainly category 4 employees (general workers). This unproductive workforce was retained within the council structure, with no clearly defined roles and activity, hence adding to the fragmentation of jobs/duties.

From the above interviews, it is apparent that the majority of respondents (seven out of the twelve interviewed) acknowledged the existence of recruitment and selection policies at LCC. The study, therefore established that recruitment and selection policies exist at LCC. Other factors such as the lack of financial resources could have contributed to the shortage of personnel. There was some form of procedure that was followed in the recruitment and selection of non-skilled personnel. There was a staff document in place for example, that was used as a guide for recruitment and selection. However, we noted that some key respondents such as the Chief Human Resource and Assistant Director Human Resource could not state in what form or where the policies were drawn from. This was because others felt it was "too sensitive" to do so. It is important for LCC to have a written policy that outlines how recruitment should be conducted. This is crucial in making the council respond to its human resources needs. The lack of recruitment and selection policies on the other hand can result in the council recruiting wrong people for the vacancies that may be created. This can lead to, among others increased turnover, especially for qualified personnel because wrong people will be occupying positions that they are not qualified for. Recruiting people who are wrong for the organization can also be a cost to the council because such people are not likely to give their best and this can negatively affect service delivery. Cole (2002) adds that establishing adequate policies and procedure should be one of the first steps in planning for recruitment of employees in the organization. Policies, in whatever

form, are crucial in ensuring that the organization recruits the right people with the right qualifications. The study further revealed that councils were no longer responsible for the recruitment and selection of qualified personnel.

Interviews were also conducted at the Local Government Service Commission to establish whether or not recruitment and selection policies exist. This was done after key respondents at LCC stated that the management at LCC was not responsible for the recruitment and selection of professional staff but the LGSC. The commission is composed of four members and a commission secretary appointed by the president. “There is hereby, establishment of the Local Government Service Commission; the commission shall consist of a Chairperson, Vice-Chairman, and three other members. The members of the commission shall be appointed by the president and shall serve on full-time basis” (Local Government Amendment Act No. 6 of 2010).

Two key respondents, the Vice Chairman and Commissioner said that recruitment and selection policies were available at the commission. From the interviews conducted at the Local Government Service Commission, the study found that recruitment and selection policies were available at the Local Government Service Commission. The study found that statutory instruments number 115 of 1996 and Local Government Amendment Act Number 6 of 2010 were used as guidelines during the recruitment and selection process at the commission.

Responding to the question on whether or not recruitment and selection policies were available at the commission, the Vice-Chairman reported that there was a document used for recruitment and selection. In the follow-up question, he was asked to state where policies at the commission were drawn from. Responding to the question, he stated that recruitment and selection policies were in the form of statutory instruments and drawn from the Local Government Act no.115 of 1996. *“Our recruitment and selection is guided by statutory instrument number 115 of 1996.”* According to the Vice-Chairman, the law clearly stipulated who should be recruited based on the required qualifications for the vacancies that may be available in the Councils throughout the country. He also disclosed that the policy was adhered to. He justified the policy did also provide guidelines on the medium that was supposed to be used for advertisements. Regarding the benefits of the policy, the Vice-Chairman disclosed that some of the benefits regarding the policy included among others:

i) Recruitment and selection panels avoided patronage recruitment, or recruitment based on nepotism.

ii) Panels were able to employ qualified staff and that the commission was able to avoid the misplacement of staff.

He argued that it was through the statutory instruments that the commission was able to meet its recruitment objectives. In line with the Vice-Chairman's arguments, Statutory Instrument no. 115 of 1996, part three, stipulates that "where a vacancy occurs or is expected in the council the principal officer shall notify the council and shall state the job description and specification. An application for appointment to a vacant post in the local government service from- (a) the rank of Senior Administrative Officer or its equivalent and above, in a district or township council; and (b) from the Chief Administrative or its equivalent and above, in a city or municipal council, shall be advertised in a newspaper of general circulation in Zambia.". The Vice-Chairman emphasized that the statutory instrument provided policy direction in terms of recruitment and selection. In addition, Gerber et al (1998) agrees that a recruitment policy provides evidence of commitment and preparedness to declare views and attitudes and sets limits of behavior. They hold that policy shows the intentions of participants (management and staff) to honor stated objectives. The most important implication of policy should be consultation and responsibility. The purpose of a company's recruitment policy is to provide guidance on recruitment and selection. The policy is supposed to be comprehensive and provide clear direction, with respect to procedures.

Responding to the question on who was responsible for the recruitment and selection of qualified personnel, the Vice-Chairman explained that the Local Government Service Commission was responsible for recruitment and selection of professional staff at LCC from(division one up to three). He disclosed that the commission was also responsible for staff matters in the councils. The Vice-Chairman explained that local authorities throughout, the country were required to submit quarterly and annual reports on the available positions for qualified personnel to the commission. This was done by the respective human resource departments for local authorities in the country. He added that the Local Government Service Commission prepared a data bank for the vacant positions and advertised on behalf of the councils. Based on the

databank created for vacant positions, the commission was able to recruit individuals that met the job requirements. The Vice-Chairman stated that Councils through their human resources departments submitted quarterly and annual reports to the commission concerning staff needs. *“Councils inform us about the available vacancies for employees in division one up to three. Once this is done, the recruitment process begins with the preparation of the job description and specification”*. Responding to the question on who was responsible for the preparation of job descriptions and specifications at the commission, he explained that descriptions and specifications were prepared by experts in particular fields who were full time employees at the commission secretariat. *“For example, if a vacant position for an engineer needs to be filled in a given council, the job description would be prepared by experts in this particular field”*. *“Let me add that job descriptions and specifications would also be prepared by experts in the fields of performance management specialists at the commission secretariat, experts in the various fields from the Ministry of Local Government and Housing, Public Service Management Division at cabinet office among, others”*. He disclosed that teams would be set up for purposes of recruitment and selection. In line with the Vice-Chairman’s argument, Cole (2002) noted that personnel specifications and job descriptions form the basis of every job advertisement. When labor is in short supply, advertisements need to be able to entice potential applicants as well as to inform about the basic features of the job in question. Even when labor is plentiful, advertisements need to attract candidates. Advertising is the crucial part of the recruitment process.

Regarding recruitment advertising, the Vice-Chairman explained that after the preparation of descriptions and specifications, the commission advertised on behalf of the councils where vacancies have been created as a result of, for instance; death, resignation, dismissal, termination of contract or retirement, to mention but a few. He added that vacancies would also be created as a result of promotions and transfers in the councils. He explained that in such circumstances, the commission would decide to appoint a junior officer to take up a senior position in another council based, on academic qualifications and experience. He stated that these were normally internal movements among council employees. He argued that in circumstances where a middle manager employed by a given council is a holder of a bachelors or master’s degree for example, and met the requirements for a position available in another council the commission did not rush to advertise externally but would conduct an internal search using the data bank. *“We only go*

outside and advertise if there is no one meeting the job requirements for a given position.” He stated that the advantage of recruiting from within Councils was that it was cheaper and that the candidates already had the required experience. Bateman and Zeithal (1990) agree that recruitment may either be internal to the organization (i.e. considering current employees for promotions and transfers) or external to the organization. There are advantages and disadvantages for each approach. The chief advantage of internal recruitment is that current employees have a work history with the organization that can readily be explained. A second advantage is that current employees have been socialized in and are familiar with the organization. External candidates who are not familiar with the organization may not like working there. Third, the opportunity to move within the organization may encourage employees to remain in the company. Bateman and Zeithal add that a policy of promotion from within creates a more loyal workforce. Internal staffing does have some drawbacks. If talent is lacking, internal staff provide a limited pool, leading to poor selection decisions. In addition, a company may choose to change the nature, goals or focus of the business by bringing outside candidates. Some organizations prefer to give internal recruiting a low profile. External recruitment brings in “new blood” to a company and can inspire motivation. Similarly, Basu (2003) adds that there are two main methods of recruitment, one is recruiting from outside and the other is through departmental promotion. The latter is one in which appointment to the higher posts which is made only from within, either through a system of promotion or through restricted competitive examinations.

Responding to the question on the sources of recruitment at the commission for the councils, the Vice-Chairman disclosed that the sources of recruitment included university and college graduates. *“Recently, physical planners from the Copperbelt University had been recruited by the commission and distributed to various councils throughout the country”*. He disclosed that the positions for physical planners and administrators were easy to fill up as compared to Architectural, or Engineering. He explained that this was because the applications received were in large numbers. *“We basically have a multitude of applicants for positions of physical planners and in such cases recruitment and selection becomes difficult because the majority of applicants meet the requirements. For instance, in 2012 the secretariat received 3,100 application letters for the position of planners against 2000 vacant positions in the various Councils countrywide”*. (Interview with the Vice Chairman Local Government Service Commission, 2nd May, 2013).

Responding to the question on whether or not recruitment and selection policies exist at the Local Government Service Commission, Commissioner Simpokolwe, disclosed that Act of Parliament No. 6 of 2010 was the statutory instrument that was used as a guide for the recruitment and selection of personnel. He explained that the Act empowers the commission to hire, discipline and transfer personnel as stipulated in section 93. Section 93 stipulates that “the commission shall (a) appoint such principal officers and officers of a council as the commission considers necessary for the performance of the functions of such a council; and (b) discipline any principal officer or officers of the council”. The commissioner stated that the benefits of having a policy in place (Local Government Amendment Act No. 6 of 2010) were that the commission was able to effectively distribute human resources throughout the country based on skill needs. He added that efficiency had also been enhanced in the recruitment and selection of qualified personnel. In addition, he stated that areas of patronage had been reduced and resulted in high productivity in the Councils. He further argued that in terms of service delivery, councils were able to improve service delivery because the policy provided for the recruitment and selection of qualified personnel which was crucial in the operations of Councils. He stated, however, that the disadvantage was that the majority of staff recruited were fresh graduates and that the orientation process took longer because they lacked the required experience.

During the interview, the commissioner explained that in addressing human resource shortages, the commission relied on the annual reports from the councils on the available vacancies. He explained that annual reports were submitted to the Local Government Service Commission secretariat by human resource departments in the councils where vacancies existed, the commission would then recruit on behalf of councils. This is in line with the observation made by Belinda et al (2002), that the human resource department could offer assistance in the recruitment process through one of the following ways; a directorate based human resource team, corporate based human resource team or a specialist team. It can, therefore, be argued that with assistance from the various human resource departments, the commission was able to determine human resource shortages.

Regarding recruitment advertising, he explained that after experts had come up with job descriptions and specifications, vacancies were later advertised in the local newspapers such as the Times of Zambia and Daily Mail. Bhaskar (2007) agrees that once the employee requisition

has been sent and duly received, the representative of the personnel department and the manager who sent the requisition must review the job description and job specification contained in the requisition so that both have clear and up-to-date information with regard to the duties of the job, specific and desired qualifications. Job specifications and job descriptions are essential components of effective selection. These devices provide the personnel with a clear perspective of the vacancy that is required to be filled and the qualifications that the new recruit must possess. The job description summarizes the purpose, principal duties, and responsibilities of the job, whereas the job specification describes the maximum /minimum qualifications that are prescribed for that particular position. Such information is fundamental to the proper selection and placement functions in order to achieve the goal of providing suitably qualified and competent employees to the firm. Cole (2002) adds that a personnel specification is a summary of the most important knowledge, skills and personal characteristics required by the successful candidate in order to be able to carry the job to an acceptable standard of performance. The purpose of the personnel specification, or candidate profile, as it is sometimes called, is to make explicit attributes that are sought in candidates for the job in question. According to Cole, a job description on the other hand is a written statement which normally includes the job title, responsibilities, a summary of job functions, an analysis of duties, details of the environment and conditions of employment, together with any hazardous operations and training required.

On the sources of recruitment for the commission, the commissioner disclosed that university and college graduates were the major sources. *“For example, we normally recruit civil engineers from the University of Zambia (UNZA), as well as water engineers from the Natural Resources Development College (NRDC)”*. Hence, according to Agarwala (2007) recruitment sources are the locations where qualified individuals can be found and, therefore, one of the questions a firm needs to address is whether to recruit internally or externally. Lloyd and Leslie (2006) agree that recruiting on college and university campuses is a common practice of both private and public organizations. They contended that campus recruiting activities are usually coordinated by the university or college placement center. Generally, organizations send one or more recruiters to the campus for initial interviews. The most promising recruits are then invited to visit the office or plant before they are finally engaged. However, Lloyd and Leslie note that if the human resource department decides to use campus recruiting, steps should be taken to ensure that recruiters are knowledgeable concerning the organization and the jobs to be filled and that they

should understand and use effective interviewing skills. The use of the internet to recruit potential employees is growing. College, and university graduates and professionals are likely to send an electronic resume to the organization. They further added that walk-ins and unsolicited applications are also a source of qualified recruits. Although campus recruiting may be an important source of recruitment, Dessler (2003) observed that there are two main problems associated with campus recruiting. First, it is expensive and time-consuming, schedules must be set well in advance, company brochures printed, records of interviews kept and much time spent on campus. Second, recruiters themselves are sometimes ineffective. Some recruiters are unprepared, show little interest in the candidate and act superior. He adds that many recruiters also don't effectively screen their candidates; this underscores the need to train recruiters on how to interview candidates, in what the company has to offer and on how to put the candidate at ease.

Regarding the people that received application letters for qualified personnel, the Commissioner pointed out that the commission secretary was the one who received the application letters for employment. Responding to the question on how representative recruitment and selection panels were, Commissioner Simpokolwe explained that the commission did constitute panels responsible for recruitment and selection. He stated that the panels were made up of a commissioner and appropriate institution representatives from, for instance, Engineering Institute of Zambia and Law Association of Zambia. He explained that panels were constituted based on the kind of professionals that were selected for job interviews. He disclosed that interviewing panels reported to the full commission on the candidates who best meet the job requirements. (Interview with Commissioner Simpokolwe, 7th May, 2013)

Improperly conducting recruitment and selection can result in corruption, favoritism, nepotism and other conflicts of interest. The recruitment and selection process is likely to be questionable. We noted, however, that recruitment and selection policies were available at the commission; however, members of the commission were appointed by the president. Because of this, it is apparent that there was some form of political interference in the operations of the commission. Further, recruitment and selection policies are also likely not to be adhered resulting into the recruitment and selection of ill-qualified personnel. In addition, despite the policies being in place, other factors, such as poor salaries and conditions of service could have led to the shortage

of qualified personnel in the local government service. Therefore, this can have a negative impact on the recruitment and selection process resulting into the shortage of sufficiently qualified personnel in the local government service.

The findings of the study were not similar to those of Alikopo (1981). The study found that there was lack of conclusive evidence about the existence of formalized and agreed recruitment and selection policies for academic staff in what he termed as University A in the United Kingdom. However, the findings of the study at LCC and the LGSC were similar to those at University B. The study concluded that as regards general recruitment statements on which practices are based, these were contained in the staff hand books. The study found that for University B, recruitment and selection policies were available.

Conclusion

The study established that recruitment and selection policies were available at Lusaka City Council and the Local Government Service Commission respectively. The findings of the study reflected the availability of formalized or written recruitment and selection policies at Lusaka City Council and the Commission. We noted that the majority of respondents stated that recruitment and selection policies were available at LCC, although they could not state the form and where the policies were drawn from. There was a staff document for example used for the recruitment and selection of workers in division four categorized as general workers (Local Government Division Four Conditions of Service 1996). The implication was that the council had concise procedures on recruitment and selection. Therefore, other factors such as financial constraints could have led to the shortage of personnel. This is likely to have made it difficult for the council to respond to its human resource requirements, resulting in the shortage of personnel. The study also found that recruitment and selection policies exist at the Local Government Service Commission, a body responsible for the recruitment and selection of professional staff in all the local authorities in Zambia. The study found out that Statutory Instrument No. 115 of 1996 and the Local Government Amendment Act number 6 of 2010 were used as guidelines for recruitment and selection at the Local Government Service Commission. The shortage of qualified personnel at LCC and the Local Government Service Commission in general can be attributed to, among other factors, poor salaries and conditions of service.

References

- Alikipo, C. (1981), A Comparative Study of Recruitment and Selection Policies and Practices for Academic Staff at First Appointment in Higher Education. A Masters Dissertation, University of Bath, Bath
- Argawala, T. (2007), Strategic Human Resource Management, New York: Oxford University Press
- Basu, R. (2003), Public Administration: Concepts and Themes, New Delhi: Sterling Publishers Ltd
- Bateman, T. and Zeithaml, C. (1990), Management Function and Strategy, New York: Richard-Irwin inch
- Belinda, A. and Elaine, L. (2002), Employers Organization for Local Government: Recruitment Guide, London: Local Government Association. Available at www.ig_employers.gov.uk
- Bhaskar, C. (2007), Human Resource Management, New Delhi: Sterling Publishers Ltd
- Cole, G.A. (2002), Personnel and Human Management, 5th edition, London: Book Power
- Chikulo, B. (1983), Rural Administration in Zambia, PhD Thesis, University of Zambia, Lusaka
- Dessler, G. (2003), Human Resource Management, 9th edition, New-Jersey: Prentice Hall
- Dessler, G. (2011), Human Resource Management, Harlow: Pearson Education Ltd
- Gerber, P.D, Piet S, Nel, P.S and Van, D. (1998), Human Resource Management 4th edition, Cape Town: Oxford University Press
- Hannagan, T. (2008), Management Concepts and Practice, London: Pearson Education Limited
- Kreitner, R. (2007), Management, 10th edition, Boston: Houghton Maffin Company

Lloyd, B. and Leslie, R. (2006), Human Resource Management, 8th edition, Michigan: McGraw-Hill

(2008), Lusaka City Council Minute Number C/158/06/08, 6th June, 2008

(2012), Lusaka City Council Minute Number; C/60/01/12, 13th January 2012

(2005), Lusaka City Council, District Situation Analysis

Maipose, G.S.C. (1984), Constraints on Administration of Rural Development in Zambia. PhD Thesis, University of Zambia, Lusaka

Raymond et al. (2006), Human Resource Management, 5th edition, New York: McGraw Hill

Republic of Zambia (2010), Local Government Amendment Act No. 10 of 2010, Lusaka: Government Printers, PP53-60

Republic of Zambia (1996), Statutory Instrument No. 115 of 1996, Lusaka: Government Printers, PP373-385

Republic of Zambia (1996), Local Government Conditions of Service (Division IV Conditions of Service), Lusaka: Government Printers, P6

CHAPTER FOUR

RECRUITMENT AND SELECTION METHODS USED AT LUSAKA CITY COUNCIL

Introduction

This chapter identifies the recruitment and selection methods used at Lusaka City Council. The chapter gives an overview of the specific methods that the council uses in recruiting and selecting its human resource from the labor market. The chapter also identifies the recruitment and selection methods used at the Local Government Service Commission. There are a number of recruitment and selection methods that organizations can adopt and use for this purpose. Recruitment advertising remains, by far, the most common way of attracting individuals to vacancies in an organization. (Cheatle, 2000). Job advertisement needs to be examined from three main aspects. First, where the advertisement is placed and at what audience is it aimed; secondly, the features of that advertisement based on the audience and lastly the media in which the advertisement is placed. There are a number of stages in the selection process that constitute a good practice approach. These can be summarized as shortlisting, tests and exercises, presentations, the selective interview, recording the outcomes, making a decision and securing an appointment. (Cheatle, 2000)

In the interviews that were conducted at LCC, interviewees were asked to state the major recruitment and selection methods used to attract personnel. A follow-up question on the weaknesses and strengths of the methods used was also asked. The study found that recruitment advertising remained by, far, the most common method of attracting human resource at Lusaka City Council. Of the 12 respondents interviewed, 9 said that advertising was the major method used to attract personnel in the council. 8 respondents said that oral interviews were the major selection method used. Responding to the same question, 3 respondents could not state the selection methods that were used at LCC. The study further revealed that walk-ins and referrals were other recruitment methods used. Research further revealed that the LGSC recruited on behalf of LCC therefore, similar question from other key respondents from the LGSC. Respondents were also asked to state the major recruitment and selection methods used by the Commission. Further, respondents were asked to mention some of the strengths and weaknesses of the methods used. As earlier alluded to, research found that the Local Government Service

Commission was responsible for the recruitment and selection of professional staff at Lusaka City Council; therefore, in the interviews conducted at the LGSC, the study found that the major recruitment method used was advertising. For selection purposes oral interviews and aptitude tests were used.

Responding to a question on the major recruitment and selection methods that were used at LCC, the Chief Human Resource Officer stated that internal advertising was the most popular method that the council used to attract employees in division four (daily classified employees). She explained that when vacancies had been created in the council; authority would be granted from the Town Clerk's office in order to undertake the process of recruitment and selection. She stated that Chief Administrative Officers in the respective departments where vacancies existed did also spearhead the recruitment process. *"Sometimes we collaborate with the Chief Administrative Officers in the council; we coordinate with the other departments during the recruitment and selection process"* She explained that advertisements would then be stuck on the council's notice board. Responding to the question on the strengths and weaknesses of using this particular method, the Chief Human Resource Officer stated that the advantage of advertising internally was that it was less time consuming and cheaper for the council. She disclosed however, that the council was not able to reach everyone on the labor market as only a few people applied for the vacant posts, since advertisements were strictly internal. *"Moreover, the majority of the applicants are relatives of council employees because we advertise internally and some council employees would want the council to employ their relatives"*. (Interview with the Chief Human Resources Officer 6th May, 2013). Cheatle (2001) agrees that recruiting from within is usually cheaper because it only requires internal circulation. In addition, Peterson and Tracy (1978) add that other inexpensive methods of recruitment are putting up a sign at the plant gate and list posting with the public employment labour. However, they argue that if any significant degree of selectivity is required, such cheap methods of recruitment may simply transfer the expense to the selection function. The Chief Human Resource Officer further stated that it was her role to ensure that the council had the right numbers of general workers. She disclosed that the selection methods used included; oral interviews, shortlisting and proficiency tests for motor vehicle drivers. Responding to the question on the strengths and weaknesses of using oral interviews, the Chief Human Resource Officer said that the use of oral interviews, as a selection tool was time-consuming although, interviewing panels would use the local language

that candidates were comfortable with, such as Nyanja or any other local language. She added that the use of proficiency tests such as driving was crucial in discovering the competencies of the candidates, in apparent reference to motor vehicle drivers. (Interview with the Chief Human Resource Officer, 6th May, 2013)

Responding to the same question, the Chief Administrative Officer in the department of Health reported that the council did not advertise for the positions of employees in division four such as cleaners (daily classified employees). Instead candidates would deliver their application letters in person. She stated that, as far as she was concerned, there were no advertisements that were used to attract division 4 employees in the council. The Chief Administrative Officer explained that she was responsible for receiving application letters for the vacant positions. According to her, the Human Resource Department was only informed but not involved when her department was recruiting staff; general workers also referred to as daily classified employees. *“As you can see, I have before me, a number of application letters in my incoming tray brought into the council by different individuals looking for employment. I did not stick any advertisements; the procedure is that I seek authority from the Director, Public Health, to begin the process of recruitment who later seeks authority from the Town clerk. However, sometimes we do receive directives from councillors to recruit general workers, as you may wish to know we are a political institution”*. Similarly, Dessler (2011) agrees that walk-ins, direct applications made at the office for hourly workers are a big source of applicants. However, Abdullah and Fatienna (2002) argue that unsolicited applications should not be considered, unless applicants are responding to a particular vacant position within the organization. They add that for qualified personnel, organizations should not keep curriculum vitae on file for individuals applying for any vacant position within the organization as this might create an expectation on the part of applicants that they will be considered for positions in future. The Chief Administrative Officer further disclosed that the council recruited massively in batches of 90 to 100 division 4 employees, as the situation demanded. In line with the Chief Administrative Officer’s argument, in January 2012 the Finance, Housing, Human Resource and Housing Committee, previously known as the establishment committee, approved the recruitment of 120 division 4 employees (LCC, Minute C/60/01/12). However, the advertisements were internally and externally circulated. On the selection side, she stated that potential candidates were not subjected to any selection methods such as oral interviews. *“We do not conduct interviews for cleaners for example. “We are not*

strict on that as a council". She, however, disclosed that the selection criteria used by her department were age and physical health of the applicants. *"For example, candidates who are over 55 years and in poor health after medical exams would not be considered for recruitment"*. *"However, we normally orient our general workers about what is expected of them once employed"*. She also stated that it was the council's responsibility to pay salaries for general workers (Interview with the Chief Administrative Officer Department of Public Health, 21st May, 2013).

During the interview, the Chief Administrative Officer in the department of Housing and Social Services disclosed that among his roles were to identify vacancies that needed to be filled in his department. He explained that his role was to inform the Director Housing and Social Services about the need to recruit. He stated that the Director would then seek authority from the Town Clerk's office. He explained that when authority was granted, the process of recruitment would begin. The human resource department was also informed. He added that application letters were either submitted to his department or the human resource department respectively. Responding to a question on the recruitment and selection methods used by the council, the Chief Administrative Officer disclosed that internal advertisements were stuck on the council's notice boards. When asked about the advantages of using internal advertisements, he stated that it was cheaper for the council because little or no resources were spent, yet he argued that the recruitment and selection process was time consuming. The Chief Administrative Officer further disclosed that in circumstances where the department was, for example, required to recruit 100 candidates for a particular period, the council would advertise externally through the print media. He disclosed that daily newspapers such as Zambia Daily Mail and Times of Zambia were used for advertising. This, he argued, made it easy for the council to attract large numbers of potential candidates. However, he disclosed that the department was understaffed both at professional and non-professional levels. Hence, according to the LCC Annual Report (2012) the department was understaffed with 461 vacant positions, while 256 vacancies had been filled from the authorized establishment of 717 employees. A total of 379 vacancies for professional staff needed to be filled. There were 25 vacancies for management staff, 49 vacancies for division 1 employees, 12 vacancies for division 2 employees, 293 vacancies for division 3 employees and 82 vacant positions for general workers. During the interview, he further stated that among the selection methods used included; oral interviews, although this was difficult to use because of the low

caliber of candidates who, in most cases, were Grade 9 certificate holders. He disclosed that other selection criteria used included age limit and physical health of the applicants. He explained, however, that the use of physical health, as a selection criterion, was difficult to determine because sometimes the medical reports from the hospital were not reliable. Consequently, the council ended up employing people who did not meet the job requirements. *“Moreover, some candidates are imposed on us by some councillors he explained”*. *“Councillors can influence the recruitment process in that they can make recruitment decisions based on appeasing supporters in their respective wards”* (Interview with the Chief Administrative Officer Housing and Social Services, 21st May, 2013). Lolojih (2008) agrees that during the reigns of governors in particular, councils such as LCC were influenced into employing party cadres in order to appease ruling party supporters.

According to the Assistant Director Human Resources, before the commission was established in 2010, Lusaka City Council was responsible for the recruitment and selection of both qualified and general workers (division 4 employees). She explained that before the establishment of the commission, the council’s human resource department was responsible for recruitment and selection of both professional and non-professional staff. She stated that in May 2010 for example, before the commission was established, the council did advertise externally the vacant positions of cahiers. She argued that the commission was only informed in April 2013. Therefore, according to the council meeting that was held on 10th May 2013, the Finance, Human Resource and General purposes committee approved the appointment of 53 cahiers at Lusaka City Council. (LCC, Minute C/145/05/10). Regarding the question on the recruitment and selection methods used at LCC, the Assistant Director Human Resource, disclosed that methods used for recruitment were internal and external advertising. She explained that internal advertising was done through notice board posters placed within the council premises (Interview with the Assistant Director Human Resource Department, 8th April 2013). Similarly, Baskar (2007) observed that once the organization has decided to recruit, it has the options of either internal or external sources. While recruiting internally, the firm may look at present employees, friends/relatives of employees, former employees and also former applicants. Again, promotions, demotions and transfers can provide personnel among which to choose from. Among the advantages of internal recruiting are:

- i) It allows management to observe an employee over a period of time.
- ii) It tends to increase the morale of employees who perceive possibilities of promotion and growth;
- iii) It motivates present employees to work towards and prepare themselves for promotion.
- iv) The person selected internally knows the organization well and will operate in a familiar environment.

There are, however, some disadvantages too:

- i) Inbreeding can be a drawback. The employee tends to demonstrate on the job only what he has learned in the organization and has few ideas;
- ii) Particularly in times of expansion / diversification, people with necessary qualifications and expertise may not just be available within the firm.

It is, however, important that the vacancies are advertised internally before making use of external sources. Therefore, when using external sources potential candidates should be recruited based on the ability to perform the job required. This can enhance service delivery in local authorities. Unfortunately, local authorities do not have the mandate to recruit professional staff. Some advantages of recruiting externally, according to Bateman and Zeithaml (1990), are as follows:

- i) A number of different sources of applicants are available when recruiting from outside the organization.
- ii) External recruiting brings in “new blood” to an organization and can inspire innovation.

Responding to a question on the major recruitment and selection methods currently used in the council, the Human resource Registry Supervisor reported that the major recruitment method for non-professional staff was through referrals. According to him, referrals were used when the council was recruiting non-professional staff personnel (general workers). He

justified that it was common for council employees to inform friends and relatives about the existence of vacancies for division four employees.

He argued that friends and relatives would request that the council employs some of their friends and relatives “*It is common for council employees to inform friends and relatives through for example, word-of-mouth about the existence of vacancies for cleaners, office orderlies or drivers he explained*”. This is in line with Gayol’s (2000) observation, that relatives or friends recommended by employees are accepted as a reliable source of recruitment. He argues that where there is confidence and respect between an employer and his staff, it is unlikely that employees will put forward the names of such persons who would let them down. However, Gayol argues that it is not a safe practice, as it sometimes leads to groupism among employees. They form an informal group which is difficult to break and create all sorts of problems for management. Abdullah and Fatiema (2002) add that the use of word-of-mouth to spread news that a position(s) is available in the organization is not a sound means of attracting good candidates. Therefore, this method cannot be used as the sole means of advertising.

The Human Resource Registry Supervisor further stated that besides referrals, internal advertisements on the council’s notice boards were other methods used for recruitment. The Human Resource Registry Supervisor reported that there was need for the council to advertise outside, adding that the advantage was that large numbers of applicants would be attracted. He, however, argued that the disadvantage of recruiting from outside was that most of the candidates recruited externally had no work experience, especially qualified personnel. He disclosed that among the selection methods used included; oral interviews and proficiency tests for drivers. He justified that the advantage of using oral interviews was that candidates were able to express themselves before the recruitment panels. He explained that recruitment panels were made up of personnel from the Human Resource Department and Administrative Officers from the respective departments. (Interview with the Human Resource Registry Supervisor, 30th April, 2013)

The Senior Human Resource Officer (1) reported that LGSC was responsible for the recruitment and selection of qualified personnel. In the interview, responding to a question on the major recruitment and selection methods used at LCC, the Senior Human Resource Officer disclosed that recruitment was done through advertising in the local newspapers. She also disclosed that

internal advertising was done by putting up posters on the notice boards within the council premises. In the follow-up, question regarding the major selection method used at LCC, she reported that oral interviews and age limit were used for selection purposes. The Senior Human Resource Officer explained that the Human Resource Department at LCC was responsible for the recruitment and selection of general workers. She further disclosed that the budget for recruiting unskilled personnel was drawn up by her department and funded by the Finance department. She also stated that it was also the responsibility of the council to pay salaries for this category of employees (Interview with the Senior Human Resource Officer (1) 6th May, 2013).

In another interview, the Assistant Human Resources Officer also reported that Lusaka City Council was only responsible for recruitment and selection of daily classified employees (general workers). Responding to a question on the recruitment and selection methods used in the council, the Assistant Human Resources officer said that internal advertisements were the major recruitment method used at LCC. She explained that the public relations department was responsible for the printing of advertisements in the council. Yet she also argued that it was rare for the council to advertise externally for this category of employees (general workers), unless there was need to do so. She disclosed that sometimes the council did advertise externally through radio and television “*However, sometimes we don’t advertise because people from outside apply on their own*”. On the selection side, she pointed out, that oral interviews were used. She disclosed that the other criterion used for selection was age. In a follow-up question, the interviewee was asked to state the strengths and weakness of the recruitment and selection methods used. She explained that it was difficult to use oral interviews because the majority of the applicants were not able to speak English, instead local languages were used. She justified that the use of local languages made it easier to communicate with the applicants during interviews. She disclosed that she did take part during the recruitment process. She explained that generally recruitment panels consisted of two to four people from the human resource department and Administrative Officers (Interview with the Assistant Human Resource Officer, 18th June, 2013).

Responding to a question on who was responsible for the recruitment and selection of qualified personnel, the Senior Administrative Officer in the Engineering department stated that the LGSC

was. In a follow-up question the interviewee was asked to state the recruitment and selection methods used at LCC, the Senior Administrative Officer reported that advertising through posters within the council premises was the major recruitment method. He further disclosed that other less frequently used recruitment methods were walk-ins; that is individuals approaching the council with application letters, and the word-of-mouth; where council employees would inform relatives and friends about the vacancies. On the selection side, the Senior Administrative Officer reported that the selection criteria used were age and physical health of the candidates. Yet he argued that there were no serious selection methods used by the council. *“Generally speaking there are no serious elimination methods used during the recruitment and selection of general workers because the majority of the candidates are Grade 9 certificate holders. There are no qualifications required”*. He disclosed that this category of employees comprised cleaners, sweepers, grass cutters, office orderlies, and grave diggers among others (Interview with the Senior Administrative officer Engineering Department 17th May, 2013).

In the discussion that was held at LCC, the Chief Administrative Officer in the Planning department explained that her role was to inform the human resource department once she had identified vacancies. She explained that it was the human resource department that recruited on behalf of her department; *“My role is to inform the Chief Human Resource Officer about the vacancies available in my department.”* She pointed out that it was the human resources department that received application letters and conducted the selection interviews for casual workers. She added that she also took part in the recruitment and selection process. She further explained that for qualified personnel, it was the LGSC that was responsible for recruitment and selection and placement. She explained that the council did inform the LGSC when vacancies for professional staff were available. Thereafter the LGSC would recruit on their behalf. When asked about the recruitment and selection methods used at LCC, the Chief Administrative Officer (City Planning) disclosed that the advertising on the council’s notice boards was the main method. *“Posters are stuck on the notice boards within the council”*. She added that council employees did also inform friends and relatives through word-of-mouth about the existence of vacancies at LCC. However, contrary to the Chief Administrative Officer’s views, in February 2012, the LGSC advertised 50 vacancies for division 4 employees, police officers in particular, on behalf of LCC. (Times of Zambia 23rd February, 2012). On the selection side, she disclosed that oral interviews were used for selection purposes. She further added that the sources of

funding for recruitment were internal such as market levies, car park levies, license fees, rates and bill board charges, but were inadequate (Interview with the Chief Administrative Officer City Planning Department, 10th May, 2013)..

Responding to the same question on the recruitment and selection methods used at LCC, the Senior Administrative Officer, Social and Housing department, reported that for recruitment purposes, the council used internal advertisements, yet she also stated that external advertising was another approach used, depending on how urgent the positions needed to be filled. She explained that if, for example, there was an urgent need for cleaners to be employed, the council would advertise through the print media, adding that it was rare for the council to use such means. She argued that this was expensive for the council and, therefore, other cheap recruitment methods such as memos, word-of-mouth, referrals (friends and relatives) and posters were used. For selection purposes, she pointed out that age, physical health, and gender were among the selection criteria used. She justified that gender, as a selection criterion, was used when the council was recruiting sweepers. *“For example the council was, over the years, recruiting more female sweepers than male sweepers based on gender because of the nature of work”*. She explained that sweepers, office orderlies, and cleaners were categorized as division 4 employees (general workers). According to the Senior Administrative Officer, it was a challenge for the council to maintain general workers due to the fact that the revenue base for the council was low. This, according to her, made it difficult for the council to pay these workers on time due to limited resources (Interview with the Senior Administrative Officer Social and Housing and Social Services 18th June, 2013).

On the contrary, the Senior Administrative Officer in the Valuation and Real Estate Department reported that Lusaka City Council was doing well financially and, therefore, able to recruit any required number of general workers. He disclosed that the council was able to collect about thirty billion a year from mostly property rates from houses and industries through his department. He did also indicate that, ground rates did also supplement to the council's income base, although the majority of households failed to remit ground rates on time due to economic hardships. In fact according, to him at the time of the interview, Lusaka City Council was the highest in terms of revenue collection base compared to other councils in the country. The Senior Administrative Officer described LCC as the highest in terms of income generation due to the number of sources

the council had. This is in line with Okello's (1990) observation that LCC had a number of sources of revenue which included; personal levy, rates, rents, government grants, government loans and profits from commercial undertakings. The Senior Administrative Officer Valuation Department, explained that part of the income collected was used for recruitment and service provision in the city. When asked about whether or not he took part in the recruitment and selection of general workers, he disclosed that he did not take part in the recruitment and selection of general workers but was aware that the Public Health and Human Resource departments did perform this function. He explained that his department did not employ casual workers and yet it was the human resource department. Responding to a question on the recruitment and selection methods used at LCC, the Senior Administrative officer valuation stated that the council used internal advertisements, while for selection purposes the council did not use any specific selection criteria apart from age or physical health of potential candidates. He added that candidates were not subjected to any selection methods because they did not have any academic qualifications (Interview with the Senior Administrative Officer Valuation and Real Estate Department, 14th May, 2013).

As earlier alluded to, research revealed that the LGSC played pivotal role in the recruitment and selection of professional staff at LCC. It was, therefore, necessary to investigate further how recruitment and selection was conducted at the commission. Interviews conducted at the Local Government Service Commission revealed that the commission was responsible for the recruitment and selection of qualified personnel (Division one to three). The commission was established in 2010 through the Local Government Amendment Act number 6 of 2010 Section 90 of the Act which stipulates that "there is hereby established the Local Government Commission Service Commission". "The commission shall be responsible for recruitment, selection, discipline and transfer of staff in local authorities" (Local Government Amendment Act No. 6 of 2010). The study found that the recruitment method used at the commission was predominantly advertising, while the selection tools used were oral interviews and aptitude tests.

Responding to a question on the recruitment and selection methods used by the commission, the Vice-Chairman reported that the major recruitment method used was advertising via local newspapers. According to him, daily newspapers such as Times, Daily Mail newspapers were used. This is in line with the advertisement that appeared in the Daily Mail Newspaper of March

2013, in which the commission advertised for the position of Town clerk on behalf of Lusaka City Council. (Daily Mail Newspaper 21st March, 2013). He added, however, that sometimes other media like radio and television were used for advertisement adding, that this was not common due to the expensive financial costs involved. He also disclosed that in circumstances where individuals in the councils meet the qualifications stated in the job descriptions and specifications, councils, through the commission, would advertise internally in the respective councils through their human resource departments. He explained that the commission did not rush into advertising externally if there were individuals in the councils that met the job requirements for a given vacancy. *“In such circumstances we do promote deserving candidates who have the qualifications from within the councils in the country.”* He justified that internal staff was given priority because they already had the required experience and that the commission secretariat would only advertise externally on behalf of councils if there were no internal candidates meeting the job requirements. When asked to mention some of the advantages for internal advertising, the Vice- Chairman responded that it was cheaper because no costs were involved, unlike advertising in the print or electronic media. (Interview with the Vice-Chairman, 2th May, 2013). Similarly, Cheatle (2001) observed that there are a number of potential avenues for recruitment advertising. The first, which is used by most organizations, is internal advertising. The advantage with this approach is that it is usually cheap, requiring internal circulation only. It is likely to attract a suitable candidate quickly without them having to go through the process of leaving their prior organization; and it promotes career development within the organization. The disadvantages are that the number of applicants is, by definition, limited and may not be possible for the organization to satisfy the personal specification from the limited pool. For this reason, many organizations seek to recruit from outside the organization, using a number of different media. The choices open to them are advertising in the national press; or advertising in bespoke technical media. In recent years the use of the internet, television and local radio can be added as other forms of media available to the progressive employer. Equally, the time-honoured tradition of placing a vacancy notice outside the shop or factory premises is now used much less, as patterns of employment have moved away from the immediate vicinity of the local community. The decision of where and how to place the advertisement will depend on the individual organization trying to attract and the resources that have been made available. (Cheatle, 2001). Apart from the above recruitment methods, the Vice-

Chairman reported that qualified staff was also recruited through walk-ins, where members of the public would approach and leave their application letters and curriculum vitae at the commission secretariat. In the same vein, the Assistant Director, Human Resources at Lusaka City Council, confirmed that the recruitment methods used at the Local Government Service Commission were predominantly external advertisements through daily newspapers and walk-ins. In this regard, potential candidates would approach the commission and “drop” their application letters. She argued that these were the same methods that the council was using before the establishment of the commission in 2010. She stated that among the advantages of external advertising was the large number of qualified applicants attracted despite poor salaries and conditions of service prevailing at the time. For selection purposes, the Assistant Director, Human Resources, disclosed that selection interviews and aptitude tests were the major selection tools used at the commission (Interview with the Assistant Director Human Resource, 8th May, 2013). However, Bhaskar (2007) observed that apart from advertising in the daily papers, organizations can also advertise in trade and professional publications / journals as also on billboards, radio, and television and in magazines. He adds that despite this, these advertisements generally attract a large number of unqualified applicants and increase the cost and time involved in processing them. He argues that advertisements should be well-thought out and planned for an appointment, as this reduces appreciably the labour and time subsequently required to be put in. A good and carefully worded advertisement can also help in building the image of the organization, since very often potential candidates are first introduced to the company by advertisement in the media. In addition, over the years, there has also evolved a system of “walk-in-interviews” where the target group is identified and encouraged to approach the recruiting organization with their bio-data on specified dates, between specified times. Bhaskar adds that, such walk-in advertisements are generally put out for lower-middle rung employees. As can easily be envisaged, they save time, reduce processing labour and costs and allow prospective candidates a direct interface without having to fulfill tiresome formalities.

On the selection side, the Vice-Chairman reported that oral interviews and aptitude tests were the major selection methods used by the commission. He argued that, depending on the positions available in the councils, either oral interviews or aptitude tests were used for selection purposes. He explained that this was done after the shortlisting of deserving candidates by the selection panels set up by the commission. According to the Vice-Chairman, the disadvantage of using

aptitude tests was that they were restrictive and that potential candidates did not have the required experience in the local government service. *“For elimination purposes, especially where we receive a multitude of applications letters, we use aptitude tests because every applicant is qualified”*. He argued that this was common among professionals such as administrators, human resource managers, accountants, firemen among others. He stated that these were readily available in the labor market and easy to attract. He further explained that this was cheaper and less expensive for the commission. He added that by using aptitude tests, it was easy to eliminate candidates who did not meet the job requirements. He disclosed that aptitude tests were prepared by professional bodies such as the Zambia Institute of Accountants and aimed at testing the intellectual ability of potential candidates. The Vice-Chairman stated that the major disadvantage of using aptitude tests was that very low numbers of potential candidates would make it for oral interviews (Interview with the Vice-Chairman, 2nd May, 2013). Cheattle (2001) agrees that one consideration that finds favor with many organizations today is the inclusion in the final selection stage of some form of testing and practical exercises to assess candidates. The most common form of tests in selection practice today are psychometric tests which are usually operated under license by a major company supply such as Pricewaterhouse Coopers, and are designed to test personality, managerial competencies, numerical ability, or indeed any other skill requirement of the job in question. The tests have been benchmarked and evaluated in organizations over a number of years and are generally regarded as reputable.

In the interviews conducted at the Local Government Service Commission, the study found that the other selection method used was the oral interview. The Vice-Chairman reported that oral interviews were used for the selection of candidates whose applications were in smaller numbers such as engineers, architects and lawyers. He argued that for this category of professionals, the commission received low numbers of applicants. This, he stated was attributed to the fact that councils were not able to compete favorably with other organizations because of unattractive salaries and conditions of service desired by such professionals. He however, reported that the commission was working on harmonizing the salaries and improving the conditions of services for qualified staff in the councils. According to the Vice-Chairman, the disadvantage of using oral interviews was that they were misleading and, therefore, the commission ended up employing ill-qualified, people since some candidates failed to articulate issues during the interviews. He, however, argued that this was not a major factor in the selection process. He

added that it was also difficult to judge the candidates who were able to perform better once recruited. *“We employed a candidate in one of the councils who expressed himself well during the interviews but we discovered he was not able to perform as expected”*. He further argued that besides, oral interviews did not give a correct impression about the candidate’s performance. Therefore, newly- recruited candidates were given a probation period of one to six months. (Interview with the Vice-Chairman, 2nd May, 2013). Similarly, Dessler (2011) agrees that an organization can either use structured or unstructured interviews. He argues that interview’s wide use reflects its advantages. It is a simple and quick way to collect information, including information that might not appear on the written form. He adds that a skilled interviewer can unearth important activities that occur only occasionally, or informal contacts that would not be obvious from the general organizational chart. An interview provides an opportunity to explain the need for and functions of job analysis. However, distortion of information is the major drawback, whether due to outright falsification or honest misunderstanding.

In another interview, commissioner Simpokolwe disclosed that the Local Government Service Commission was responsible for the recruitment and selection of qualified personnel on behalf of all the local authorities in Zambia. This was also confirmed by other key informants as discussed in chapter three of this dissertation. He explained that application letters were addressed to the commission secretary. Responding to a question on the recruitment and selection methods that were used at the commission, he disclosed that the commission used selection interviews for selection purposes. When asked to mention the recruitment and selection methods used at the commission secretariat, the commissioner stated that in an effort to make sure that local authorities had sufficient numbers of qualified personnel, the commission did advertise on behalf of councils once the need to do so was identified. He pointed out that advertising was done through national newspapers such as The Post, Daily Mail and Times of Zambia respectively. He explained that councils did submit quarterly/annual returns on the human resource shortages to the commission before the commission would advertise vacant positions. In line with the commissioners’ argument, there were 260 vacancies for professional staff that needed to be filled at LCC and the commission in 2012 recruited 260 professional staff on behalf of the local authority which included: civil engineers, lawyers, community development officers, land surveyors, health inspectors, accountants among, others (LCC Annual Report, 2012). Further, the commissioner stated that no council had the mandate to recruit

qualified personnel apart from the commission. “*We are the only body that recruits qualified personnel (division one to three employees) on behalf of all councils in Zambia*”. Dessler (2003) agrees that employment agencies, both public and non-profit, can be used to recruit blue collar and white collar candidates. He adds that they are three types of employment agencies. Among them are public agencies, operated by federal, state or local government. Others include agencies associated with non-profit organizations and privately-owned agencies.

Regarding print charges for advertisements, the commissioner explained that the print charges varied, depending on the number of vacancies the commission wanted to advertise. He indicated that this undertaking was expensive for the commission. He, however, declined to disclose how much was budgeted for advertisements in the print media. Hannagan (2008) agrees that recruiting from outside the organization is expensive because it involves advertising, agency fees, distribution of application forms, writing of references, interviewing, and payment of travelling expenses. Therefore, if the candidate appointed is unsuitable or leaves the organization within a short period, the entire procedure has to be repeated. According to Hannagan, job advertisements should aim at procuring a small number of well-qualified candidates quickly and as cheaply as possible, taking note of the high cost of placing job advertisement in newspapers. An advertisement which produces hundreds of replies is a disadvantage to the organization because the employer will then be faced with the lengthy and expensive task of shortlisting for interviews. The advertisement can become the first stage in selection by describing the job and qualifications required so comprehensively that those borderline candidates will be deterred from applying and good candidates encouraged to apply. During the discussion, the Commissioner stated that application letters for employment were received by the commission secretariat located at New Government Complex in Lusaka. The Commissioner further stated that apart from newspaper advertisements, the commission did also recruit through walk-ins, and secondments of public service employees to the commission. At the time of the research he disclosed that some council employees were seconded to the commission in order to help in the operations of the commission. On the selection side, the Commissioner reported that selection interviews and aptitude tests were used as methods of selection. He argued that the advantage of using selection interview was that panels were able to meet the candidates face-to-face. In addition, the Commissioner stated that aptitude tests were used in situations where the commission secretariat received large numbers of applicants. He disclosed that, for example in

January 2012, the commission received 160 application letters for the positions of health inspectors. It was a challenge for the commission to use oral interviews. Instead the class room arrangement was used to conduct aptitude tests (Interview with Commissioner Simpokolwe, 7th May, 2013). However, Cheatle (2001) notes that whether or not any tests or exercise were used, the selection interview remains the tried way most organizations undertake, as their final selection process. The selection interview, of course, is not a perfect tool in itself. It has inherent weaknesses in that it is subjective, it is judging people in an artificial situation and is making snapshot judgments about often long-term career development and about presentation given in a very short period of time. Cheatle adds that despite the shortcomings, the selective interview remains the best recruitment tool available and is universally used in the shortlisting process. Organizations can also use a combination of selection interviews and psychological tests. Psychological tests, or selection tests, as they are often called, are standardized tests designed to provide a relatively objective measure of certain human characteristics by sampling human behavior. Such tests tend to fall into four categories namely; intelligence tests, aptitude tests, attainment tests and personality tests. Cole (2004) also observed that aptitude tests are basically tests of innate skills. They are widely used to obtain information about such skills as mechanical ability, clerical ability, and manual dexterity. He adds that several standard tests are available for the use of organizations and it is also possible to have tests specifically devised, although this is much more expensive business, since the tests have to be validated before they can be implemented with any confidence.

Regarding the composition of recruitment and selection panels, the commissioner disclosed that panels were composed of a commissioner and three to four appropriate institution representatives. *“For example in the case of lawyers and engineers, representatives from Law Association of Zambia and the Engineering Institute of Zambia would be part of the panels”*. He added that some senior management officials from the council were also part of the panels, depending on the position to be filled. (Interview with Commissioner Simpokolwe, 7th May, 2013). Cheatle (2001) agrees that organizations adopt very different approaches on the composition of their selection panels. He argues that good practice suggests that this should always include the line manager for the position in question, a personnel representative or advisor and, in some cases, an external assessor or professional advisor, depending on the nature of the post in question. He adds that many good employers now also insist that those who sit on

selection panels have undergone training in recruitment and selection practices and have the necessary skills to undertake this important task. This is because they are making very important investment decisions on behalf of the organization and so should possess the necessary competencies.

Responding to the question on who was responsible for the recruitment and selection of qualified personnel, the Human Resource Management Officer at the Ministry of Local Government and Housing confirmed that the LGSC, located at the new Government Complex in Lusaka, was a fully-fledged commission and that it is a recruiting agency for all councils in the country. He disclosed that the procedure for recruitment was similar to that at the Ministry of Local Government and Housing. He explained that, after human resource needs have been identified, the ministry would seek authority from the Public Service Management Division to recruit. This, he emphasized, was done after a human resource audit was conducted. He explained that similarly, councils would carry out manpower audits and make them available to the LGSC. He stated that the LGSC was mandated, through an Act of Parliament No. 10 of 2010 to, among others, recruit and transfer council employees, as need arises. Regarding the recruitment and selection methods that the commission applied, he disclosed that advertisements and oral interviews were used. *“I’m sure you have seen some of the adverts running in our newspapers”* he stated. In February, 2012 a total of 306 vacancies were advertised in the Daily Mail newspaper by the commission on behalf of LCC. (Daily Mail Newspaper 23rd February, 2012). The Human Resource Management Officer disclosed further that, unlike in the past, when each council had its own pay structure, council salaries and conditions of service had been harmonized since 2013. He added that in view of this, council employees were transferable from one council to another (Interview with the Human Resource Management Officer Ministry of Local Government and Housing, 18th June, 2013).

Although recruitment and selection methods exist at LCC and LGSC, there has been no significant improvement in the recruitment of personnel. There was still a shortage of non-professional and professional staff at the council. Departments such as Housing and Social Services, Public Health and Engineering were the most understaffed (LCC Annual Report, 2012).

The findings of this study are similar to those of Mettler (2004), on an evaluation of recruitment and selection policy in the department of water affairs in South Africa, in which it was found that advertisement, was the most popular method of recruitment. Advertisements were followed by 100 percent human resource managers. 58 percent of new appointees were recruited using this method. Line managers affirmed that this method could be used in 50 percent of successful appointments. While human resource managers indicated that advertisement recruitment was the most acceptable standard. Job adverts (or internal advertisements) were the second frequently used method. 8 percent human resource managers claimed that 67 percent used this method of recruitment while 17 percent of managers indicated a similar approach. Referrals were also a more frequently used method. This was confirmed by line managers (17 percent) but not viewed as an option by human resource managers. For selection purposes, interviews were the most popular method used.

In addition, the findings of this study are also similar to those of the Chartered Institute of Personnel and Development study (2005). On the selection methods in the United Kingdom organizations, the study showed that oral interview, following the contents of the curriculum vitae and an application form (i.e biographical) was the most common approach, (68 percent) followed by competency-based interviews (58 percent) and structured interviews (56 percent) and for one-on-one and critical incident behavioral (41 percent). Other methods used were references before the interview and tests for specific skills, general abilities, literacy, numeracy and personality; 35 percent also used as an assessment center. On the recruitment methods used by organizations, the CIPD (2008) study found that 78 percent used recruitment agencies, 75 percent used their own corporate websites, 75 percent local newspaper advertisement and 65 percent specialist journals.

Conclusion

It has been found that the recruitment and selection methods used at Lusaka City Council were internal advertisements (notice board posters within the council premises), word-of-mouth, walk-ins and oral interviews, proficiency tests, physical health and age respectively. These recruitment and selection tools were used to attract and select non professional staff at LCC. The study concluded that internal advertisement and oral interviews were the major recruitment and selection methods used at LCC. The study revealed that Lusaka City Council was no longer responsible for the recruitment and selection of qualified personnel, as discussed in this chapter. The study has also established that the recruitment and selection methods used at the Local Government Service Commission were advertisements (internal and external). For internal purposes promotions, secondements and transfers were used, while for external purposes national newspapers and walk-ins (unsolicited applications) were used. The study found that advertisements were the major recruitment method used to attract qualified personnel at the commission. For selection purposes the study found that oral interviews and aptitude tests were used.

References

- Abdullah, W. and Mahamed F. (2002), Human Resource Management, Cape Town: Heinemann Publishers
- Armstrong, M. (2009), Handbook of Human Resource Management and Practice, 11th edition, New-Delhi: Replika Press Pvt Ltd
- Bhaskar, C. (2007), Human Resource Management, New Delhi: Sterling Publishers Ltd
- Cheatle, k. (2006), Human Resource Management, New York: Palgrave Master Series
- Cole ,G.A. (2004), Management Theory and Practice, London: Book Power Publishers
- Chartered Institute of Personnel and Development, (2005). Recruitment, Retention and Turnover: London
- Chartered Institute of Personnel and Development, (2008). Recruitment, Retention and Turnover: London
- Daily Mail Newspaper 21st March 2013, p15
- Daily Mail Newspaper 23rd 2012, p13-15
- Dessler ,G. (2003), Human Resource Management, 9th edition, New-Jersey: Prentice Hall
- Dessler, G. (2011), Human Resource Management, Harlow: Pearson Education Ltd
- Gayol, R.C. (2000), Human Resource Management in Hospitals, 3rd edition, New- Delhi
Prentice Hall
- Hannagan , T. (2008), Management Concepts and Practice, London : Pearson Education Ltd
- Heinrich, M. (2004), An Evaluation of the Recruitment and Selection Policy and Practice in the Department of Water Affairs and Forestry. A Masters of Arts Dissertation, Port Elizabeth
Tecknikon: Cape Town

Lloyd, B. and Leslie, R. (2006), Human Resource Management, 8th edition, New York: McGraw- Hill

Lusaka City Council (2012), Minute Number C/60/01/12.

Lusaka City Council (2008), Minute Number C/145/05/10.

Lusaka City Council (2012), Annual Report

Lusaka City Council (2010), Annual Report

Okello E. (1990), Progress and Problems in Implementing the Local Administration Act No.15 of 1980. A Masters of Arts Dissertation ,University of Zambia, Lusaka

Peterson, R. and Lane, T. (1979), Systematic Management of Human Resources, New York: Addis-Wesley

Republic of Zambia (2010), Local Government Amendment Act No. 10 of 2010, Lusaka: Government Printers

CHAPTER FIVE

FACTORS AFFECTING RECRUITMENT AND SELECTION OF PERSONNEL AT LUSAKA CITY COUNCIL.

Introduction

This chapter examines the constraints faced in the recruitment and selection of personnel at Lusaka City Council. The chapter also examines the constraints faced at the Local Government Service Commission. This is because research found that the LGSC was responsible for the recruitment of professional staff. Recruitment and selection may be affected by a number of factors. These may be either internal or external influences. Internal factors may include: organizational policies and practices, organizational image, while external factors may include: government and union restrictions, labor market conditions and the location of the organization. (Bhaskar, 2007).

In the interviews conducted at LCC, in order to establish factors that affected the recruitment and selection of personnel, interviewees were asked to state some of the factors they thought could have been affecting the recruitment and selection of personnel. Respondents were asked to mention some of the challenges LCC faced in the recruitment and selection of personnel. Of the 11 respondents interviewed, 8 were able to mention some of the challenges while, 3 respondents said that the LCC did not face any challenges in the recruitment and selection of its personnel. The study found that political interference was the major factor that impeded the recruitment and selection of personnel at the council. The majority of key respondents interviewed indicated that recruitment and selection of employees in division one to three was influenced by politics from councillors and other government officials. The study also found that other factors included: nepotism, competition, cost and budget implications involved in the recruitment and selection of personnel. Key respondents from the commission were asked the same question. In contrast, the two key respondents were able to mention some of the challenges, for instance poor salaries and conditions of service, lack of a recruitment plan, competition and the creation of new councils.

From the interviews conducted at LCC, responding to a question concerning factors that affected the recruitment and selection of personnel, the Human Resource Registry supervisor

said that political interference from councillors and Ministry of Local Government and Housing had greatly affected the recruitment process at Lusaka City Council. He justified that even before the re-establishment of the Local Government Commission in 2010, the recruitment and selection of both professional and classified daily personnel was also influenced by politicians from the Ministry of Local Government and Housing and councillors. Responding to a question on how political interference affected recruitment and selection, the Human Resource Registry Supervisor stated that councillors were interested in appeasing their supporters in their respective wards hence, compelling council management to recruit cadres. He further argued that political interference had especially become rampant during the Patriotic Front (PF) regime. He explained that this was meant to appease political supporters before the run up to the general elections in 2011. *“Councillors would also want some of their political supporters to be employed by council management, so they influence the process; moreover it is a well-known fact that local authorities are political organizations. We cannot run away from that, besides some relatives of the council’s “top” employees have been employed over the years, some of whom are not as qualified as one would expect”*. This, according to him, was ‘killing’ the organization (Interview with the Human Resource Registry Supervisor, 30th April, 2013). Similarly, Mondy et al (2002) observed that policies related to employment of relatives may also affect a firm’s recruitment efforts. He adds that it is, therefore, important for companies to adopt anti-nepotism policies that discourage the employment of close relatives, especially when related employees would be placed in the same department, under the same supervisor, or in supervisor-subordinate roles.

In the same vein, the Chief Human Resource Officer disclosed that the board of directors for Lusaka City Council were councillors. Consequently they had influence on the day-to-day operations of the council. She explained that political interference could not be avoided. *“We are part of the political arena but I can’t say much”*. When asked if the human resource department was adequately staffed and if personnel were qualified, the Chief Human Resource Officer stated that her department was adequately staffed with qualified personnel. In this regard, manpower levels in the department, as at 30th June 2012, stood at a total 446 employees. The department had 27 management staff, 20 division one employees, 15 division two employees, 164 division three and 240 division four employees. Manpower levels in the department were adequate. (LCC Manpower Levels Audit: 2012). She disclosed that her department comprised certificate, diploma and degree holders respectively. The Chief Human Resource officer disclosed that

another challenge for the council was that the recruitment and retention of qualified personnel in the council was difficult to achieve. She argued that it was difficult for the council to retain qualified staff due to poor salaries and conditions of service. She stated further that the harmonized salaries and conditions of service also posed a challenge as this could not be resolved by her department (Human Resource and Administration Department). The harmonized salaries and conditions of service posed a challenge, in the sense that most problems of reduced salaries, omissions of position and abolished allowance could not be resolved by the Human Resource and Administration Department because they required consultation with the Ministry of Local Government and Housing and the Local Government Service Commission. Some issues still remained unresolved, as responses were still being awaited from the Ministry of Local Government and Housing (LCC Annual Report, 2010). Responding to a question on the challenges that the council faced in the recruitment and selection of daily classified employees/general workers, the Chief Human Resource officer explained that although her department had to work in liaison with administrative officers during the recruitment and selection of personnel, it was difficult to ascertain the actual numbers of staff shortages. She, however, disclosed that a budget was prepared by the human resource department meant for the recruitment and selection of employees in division four but she could not disclose how much income was approximately budgeted for. She further stated that although the budget was in place, it was not adequately funded by the council. *“The problem we have had over the years is poor funding and, therefore, we fail to recruit the desired number of general workers for the council”*. Further, during the interview the Chief Human Resource officer reported that Lusaka City Council had a human resource plan, although it was difficult to implement due to financial constraints. She explained that all the departments in the council were required to submit the number of vacancies annually that were available in their respective departments. Armstrong (2009) agrees that the number of categories of people required by an organization may be set out in formal human resource or work plans from which are derived detailed recruitment plans. According to Armstrong, a recruitment plan should cover: the number and types of employees required to cater for expansion or new developments and make up for deficits; the likely sources of candidates, plans for tapping alternative sources and how the recruitment programme would be conducted. As the interview progressed, the Chief Human Resource Officer stated that the human resource department did also conduct among other things, an inventory of the available talent in the

council, forecasting human resource needs, counting of vacancies and estimating losses in terms of staff that had left the organization both professional and non-professional. Responding to a question on whether or not LCC was able to compete for qualified personnel, the Chief Human Resource Officer further stated that the Council was not able to compete with other organizations for qualified personnel in the labor market. She added that for high-paying positions such as quantity surveyors, lawyers and engineers, it was more difficult to retain them. She disclosed that after one had gained experience they would leave for “greener pastures” and join organizations that offer better pay. She explained that this was because of the low salaries and poor conditions of service at the council. She justified that it was difficult for the council to compete for qualified personnel in the labour market (Interview with the Chief Human Resource Officer, 6th May, 2013). In the same vein, Beardwell and Claydon (2010) define the labour market as that which consists of workers who are working for paid employment and employers who are seeking to fill the vacancies. They add that the demand for labor is determined by the demand for the goods and services produced by firms in the market. The simplest view of the labor market is that it is an arena of competition. Workers enter the arena in search for jobs and employers enter it in search of skilled workers. Generally speaking, a higher wage will attract more people into the labour market while a lower wage will attract fewer people into the labour market, as long as other factors such as the level of welfare benefits and people’s attitudes towards work remain constant.

Responding to the same question on whether or not LCC had adequately qualified personnel in its human resource department, the Senior Human Resource officer (1) reported that the department had adequate personnel. She disclosed that personnel in the department were adequate and qualified. In line with the Senior Human Resource officer’s claim that manpower levels in the Human Resource and Administration Department were adequate, manpower levels stood at the total of 466 employees. The department had 27 management employees, 20 division 1 employees, 15 division 2 employees, 164 division 3 employees and 240 division 4 employees (LCC Manpower Levels Audit: 2012). When asked if resources were made available for recruitment and selection of general workers, the Senior Human Resource officer stated that the budget was drawn and that the department recruited within the budget. She explained that the budget was financed by the council, through its finance department although funding was not adequate. Responding to a question on whether or not the human resource department conducted the inventory of available talent, counting vacant positions, estimating losses, turnover/

retirement, forecasting requirements and making projects of labour supply and demand, the Senior Human Resource officer said that the department did conduct manpower audits quarterly and annually. She explained that, with the help of administrative officers, in the respective department, the human department was able to estimate losses arising from individuals separated from the council among others. She explained that this made it easier for the human resource department to draw up monthly and quarterly returns on the human resource requirements of the council. She further disclosed that forecasting human resource needs was also conducted by the department because the department was able to establish the number of people that had been separated from the council. She added that the department was also able to determine training needs for personnel, indicating that once this was done, selected employees would be sent for training in colleges and universities. The interviewee was further asked to state whether or not LCC was able to compete for qualified personnel on the labour market. She argued that LCC was able to compete for qualified personnel on the labor due to improved salaries and conditions of service. (Interview with the Senior Human Resource Officer, 18th June, 2013)

Responding to the question on whether or not LCC had a recruitment plan in place, the Senior Administrative Officer in the Engineering Department reported that the council had a human resource plan in place. He explained that human resource records in the engineering department were updated monthly, quarterly and annually to determine human resources needs for the department. The data would then be made available to the human resource department. He explained that the audits contained information about employees who were for example; sick, retired, dead, acting appointments, secondments and those who had resigned. Therefore, between 2010 and 2012 the engineering department recorded 10 acting appointments, 11 deaths, 23 retirements, 25 secondments, 20 temporal employees, and 24 transfers, 16 employees on probation and 11 vocational employment (LCC Annual Report, 2012).

When asked to state whether or not LCC was able to compete for qualified personnel with other organizations on the labour market, he stated that the council was able to do that. He explained that the Ministry of Local Government and Housing had improved remuneration and conditions of services for its employees since January 2013. However, according to the LCC Annual Report of 2010, the department had a total of 279 vacancies. There existed 20 management vacancies, 54 division 1 vacancies, 115 division 2 vacancies and 50 division 3 vacancies. The inability to

attract professional staff was due to the perceived poor working conditions which negatively affected the recruitment of professional staff.

The Senior Administrative Officer Engineering further argued that potential candidates in the labor market preferred to work in organizations where there was security of tenure of office and that Lusaka City Council was such one organization. He added that as a result, the council was able to attract and retain qualified personnel. According to him, potential candidates preferred to undertake pensionable jobs that were accompanied by employ benefits rather than non-pensionable jobs. Armstrong (2009) agrees that factors that are likely to attract and repel candidates include: security of employment, employee benefits and working conditions, the intrinsic benefits of the job including pay among others. Regarding other factors that constrained recruitment and selection at LCC, he stated that the recruitment and selection of personnel were constrained by the high cost involved. He explained that it was expensive for the council to undertake recruitment due to financial implications involved (Interview with the Senior Administrative Officer, Engineering Department, 17th May, 2013). Similarly, Dessler (2011) noted that challenging economic times are prompting employers to rethink how they can go about recruiting with emphasis on cost-cutting because of the expensive financial costs involved in procuring human resources.

When asked to mention some of the challenges the council faced during the recruitment and selection of its personnel, the Chief Administrative Officer in the Public Health Department disclosed that the council failed to recruit the required number of classified daily employees due to financial constraints. She further disclosed that the council, over the years, struggled to pay salaries for this category of employees due to limited sources of income at LCC. Responding to a question on whether or not her department drew a budget for recruitment and selection, the Chief Administrative Officer stated that an annual budget for recruitment was prepared by the department to recruit, among others; cleaners, sweepers and garbage collectors. She, however, argued that the budget was not adequately funded due to limited resources in the council. She added that the sources of income such as central government grants, personal levies, rates, bill board charges, license fees were unreliable, hence making it difficult for the council to pay salaries on time. Moomba (2002) agrees that because of the unreliable funding from central government in form of grants in lieu of paying rates, councils had a number of problems

generating funds from their own sources. He adds that for a number of reasons councils have not been generating funds from own sources. The most serious problem facing councils with regard to generating their own sources is the inability by facility users to honor financial obligations to councils. This has serious budgetary implications as councils may fail to draw up comprehensive budgets on for example recruitment and selection. Moomba adds that the critical shortage of funding has led to another problem facing councils; poor salaries and erratic payment of wages and salaries for employees. Consequently, almost all councils have not been able to pay their employees regularly. In a number of councils, employees have gone for over six months without being paid, leading to serious industrial unrest and generally very low morale among workers which ultimately affects productivity.

Responding to a question on whether or not LCC was able to compete with other organizations for qualified personnel, the Chief Administrative Officer Public Health stated that the council failed to attract qualified personnel due to unattractive remuneration and poor conditions of service. She argued that because of poor salaries and conditions of service, the council lost a number of qualified staff. She added that the labour turnover among university graduates was unprecedented, yet she argued that the council still had a good number of qualified staff. *“However we do have a good number of qualified staff due to high unemployment levels in the country”*. She further disclosed that another challenge that was making it difficult for LCC and councils in general to attract qualified personnel was the negative perception by the general public about the councils. She explained that there was a negative perception about working for councils and, therefore, qualified personnel did not want to work for councils. She pointed out that councils have been stereotyped as organizations that were not well-paying and this made it difficult for the LCC to attract and retain qualified personnel. According to the Chief Administrative Officer Public Health, the negative perception by members of the public on local authorities was also another factor that made it difficult for LCC to attract and retain qualified personnel. (Interview with the Chief Administrative Officer Public Health, 21st May, 2013). This is in line with Bhaskar’s (2007) observation that the image of the employer held by the public also affects recruitment. He adds that the favorable or unfavorable, well-known or unknown images of enterprises determine very largely how they are perceived on the one hand, by the public and on the other, by potential employees. The image of an organization is complex but its principal determinants are twofold: (a) the kind of business of the organization and (a) the kind

of job environment and benefits it provides. The larger the organization, the more likely it is to have a well-developed image. Bhaskar further contends that the number and quality of job applicants depend crucially on the image perception of the firm. He adds that the better the image and better known the firm, the better the quality of applicants and the greater their number. In addition, Agarwala (2007) agrees also that the organizational image can either repel or attract potential candidates to the organization. He points out that the constraints that impede recruitment and selection in organizations are external and internal factors. According to Argarwala, external factors are factors external to the firm and have an impact on the ability of the firm to hire employees. They include:

- i) Labour market conditions; when there is a surplus of labour at the time of recruitment any recruitment effort will result in many applications. This is because there are more people looking for jobs than there are jobs available. However, in a tight labour market, firms will need to develop their recruitment strategies carefully to be able to attract applicants who fulfill the requirements of the firm. Besides, labor market conditions, other factors such as the type of skills and the level in the organizational hierarchy for which the firm is recruiting also determine whether a firm will recruit locally, regionally, nationally or globally.
- ii) Government policies and regulations influence the staffing process of firms. For instance, they prohibit discrimination in hiring and employment. Employers may be directed by government not to discriminate between candidates on the basis of, for example sex, race, and caste among others. Hence organizations do analyze the composition of its workforce in order to ensure that it is representative of the relevant labour. In addition, there may be a statutory obligation to provide opportunity for employment to the weakest sections of society by organizations such as the physically-handicapped groups. Though based on the principal of social justice, such legal requirements and government regulations directly affect the recruitment and hiring practices of a firm.

Internal factors include; human resource policies and practices, organizational image and job attractiveness.

iii) Human resource management policies and practices of an organization affect the staffing process, as well as who is hired. Organizations with a 'promoting within' policy give priority to its employees, ensuring that all positions are filled internally. Such firms hire from outside the organization only at the lowest level entry positions. Other organizational policies also affect staffing. Certain organizations give priority to disabled individuals or women and look to these sources first when hiring. There are other firms that follow the practice of hiring relatives of current employees.

iv) The image of an organization held by potential candidates, as well as society, also affect recruitment. When the reputation of the firm is poor; it is not seen as an attractive organization to work for and potential candidates may not be interested in working for that particular firm. Firms enjoying a positive corporate image and reputation find it easier to attract, hire and retain employees than a firm with a negative image. Firms with a positive corporate image gain advantage of hiring the best candidates than those with a negative corporate image.

v) Jobs that are viewed as boring, hazardous, low-paying or lacking in career growth also find it difficult to attract a qualified pool of applicants. Jobs seen as uninteresting are likely to attract suitably qualified or high quality employees. Another factor that determines the attractiveness of the job and organization is the personnel preference of prospective candidates. Even though a firm may enjoy a good image and offer interesting jobs, there may be individuals who would not seek employment with the firm.

External and internal factors place limitations on the ability of the firm to hire the candidates they prefer. Organizations must make decisions about how to select the necessary applications, as well as how to select the 'best' candidates from the applicant pool. Given these constraints, even if the applicant pool is large enough, it may not work for the organization. All firms, nevertheless, must hire additional employees to increase their existing workforce, or replace employees who have retired, promoted or left the organization for other reasons. (Agarwala, 2007)

In contrast, responding to the question on whether LCC was able to compete with other organizations for qualified personnel, the Chief Administrative Officer in the City Planning

Department reported that salaries and conditions of service at Lusaka City Council were competitive and the council was able to compete for qualified personnel. She argued that the council was able to attract and recruit qualified personnel, although the challenge was on retaining them. *“Recruiting them is not an issue but rather maintaining them is what really matters for the council.”* She explained that over the years, the council was not able to retain qualified staff due to poor remuneration and conditions of service. She, however, stated that there was need for the Ministry of Local Government and Housing to further improve salaries and conditions of service, especially for highly qualified personnel, such as Engineers and Architects. She further disclosed that the department was not understaffed and had sufficient numbers of qualified personnel. (Interview with the Chief Administrative Officer City Planning Department, 10th May, 2013). In view of the above argument, the department had a total of 22 positions. Out of the 22 vacancies, 17 vacancies had be filled, only 5 vacancies had not be filled; two surveyors, one senior administrative officer, deputy director and assistant director. (LCC Manpower Levels Audit; 2012). Therefore, unlike other departments, the shortage of professional staff in the city planning department was not a major constraint.

Further, when the Chief Administrative Officer in the Housing and Social Services Department was asked to state whether or not the recruitment and selection of personnel at LCC was budgeted for, the Chief Administrative Officer disclosed that the department drew up a budget for recruitment annually. He explained that each department in the council drew up their own budgets for recruitment. He stated that the finance department was responsible for funding. He, however, stated that poor funding made it difficult for the council to implement the budget. In a follow-up question, the respondent was asked to mention how much income was budgeted for recruitment by the department. He could not disclose the amount. He justified that the council experienced serious financial challenges that sometimes made it difficult to come up with a comprehensive budget for the recruitment and selection of personnel.

When asked if the council had a human resource plan in place, The Chief Administrative Officer, Housing and Social Services, pointed out that there was a human resource plan in the council. He explained that he was responsible for the preparation of the annual work plan and quarterly returns of human resource needs for his department. He however, added that it was difficult for the human resource department alone to audit manpower needs but relied on the

input from Administrative Officers from other departments in the council in order to come up with comprehensive human resource plans. Consequently, the recruitment process took longer because the commission was not informed on time about the existence of vacancies in the council.

As the interview progressed, the Chief Administrative Officer, Housing and Social Services department, was asked to state whether or not LCC was able to compete with other organizations for qualified personnel. He stated that the council was able to compete for qualified personnel due to, among other things, improved remuneration and conditions of service. He added that job security was guaranteed when one was employed by the council. He explained that job security in the council was another factor that made it possible for the council to attract and recruit qualified personnel, unlike in the private sector (Interview with the Senior Administrative Officer Housing and Social Services, 21st May, 2013).

Responding to a question on whether or not the LCC was able to compete for qualified personnel, similarly, the Assistant Human Resources Officer stated that LCC was able to compete for qualified personnel on the labor market because of improved salaries and conditions of service in the local government service. She argued that in view of this, the city council was able to compete for qualified personnel with other companies involved in service delivery such as the Zambia Electricity Supply Corporation. She added that, unlike in the past, salaries and conditions of service had been improved in all the local authorities in the country. She justified that because of the improved salaries and conditions of service, the council was able to attract and retain qualified personnel (Interview with the Assistant Human Resources Officer, 18th June, 2013).

In the same vein, the Senior Administrative Officer in the valuation and real estate department confirmed that salaries and conditions of service had been improved and, therefore, the council was able to compete for professional staff on the labour market. He pointed out that unlike in the civil service, local authorities were quasi-institutions whose conditions of service were far better than those in the civil service. *“We are not like civil servants, we belong to quasi-institutions such as Zambia Revenue Authority, Zambia Electricity Supply Corporation or Bank of Zambia”*. He argued further that the council had sufficient funds for the recruitment of its personnel. When

asked to mention some of the challenges the council faced in the recruitment and selection of its employees, the Senior Administrative Officer, Valuation and Real estate department reported that the recruitment and selection of personnel at LCC was influenced by councillors. He stated that Patriotic Front (PF) councillors in particular interfered with the recruitment process because management was forced to employ individuals (general workers) from their respective wards. He added that because of this it was difficult to supervise such individuals. He argued that it was also possible that the commission did not operate independently from political interference because appointments to the commission were made by the president. (Interview with the Senior Administrative Officer Valuation and Real Estate, 14th May, 2013)

Although the majority of key respondents said that Lusaka City Council had a budget in place for the recruitment and selection of its personnel, it can be argued that the sources of income were unreliable and inadequate. This could have made it difficult for the council to draw up comprehensive budgets for the recruitment and selection of personnel. Inadequate funding for recruitment can result in manpower shortages. Financial constraints and political interference were the major challenges the council was facing in the recruitment and selection of its personnel. Key informants at Lusaka City Council and the Local Government Service Commission declined to disclose to the researcher how much was budgeted for recruitment and selection. However, Lolojih (2008) observed that in Zambia the major sources of local government revenue were government grants and loans, borrowing money from the market, property rates, personnel levy, rent, fees and levies. These have not been adequate to support local government undertakings such as recruitment and selection. In addition, Okello (1990) observed that government grants to LCC have not only been dwindling in amount but also coming irregularly, thereby making it hard for the council to draw up comprehensive budgets. He, however, noted that local authorities are free to borrow money from the market, except from foreign governments, and have been empowered by the law since 1980 to engage in whatever business ventures, without restrictions from authorities. Findings also indicate that, apart from financial constraints, the recruitment process at LCC was affected by politics.

During the interviews conducted at LCC, the investigation found that the LGSC was responsible for the recruitment and selection of professional staff from division 1 up to 3. The study interviewed two key respondents from the commission. Responding to a question on some of the

constraints that the commission faced during the recruitment and selection of qualified personnel at LCC and councils in general, the Vice-Chairman at the Local Government Commission reported that there was no political interference in the operations of the commission. He stated that since the re-establishment of the commission in 2010, there has not been any government interference in the recruitment and selection of qualified personnel and that the commission operated independently, divorced from political interference. When reminded that appointments and disappointments to the commission were made by the president, he admitted that the president had a say in the operations of the commission and that he could give direction regarding its operations. This can constitute some political interference from the appointing authority.

Responding to a question on whether or not the commission was able to recruit qualified personnel for city councils such as Lusaka, despite the competition in the labor market, the Vice-Chairman reported that councils in general were not able to attract qualified personnel due to poor remuneration and conditions of service. However, he indicated that the commission was working on improving and harmonizing salaries for all council employees in the country. He argued that this, in the long run, would help the commission attract and retain qualified personnel in local authorities. *“The commission is currently working on harmonizing salaries in all councils so that salaries can be above the food basket. This is already in place as I’m speaking”*. Responding to a question on the challenges the commission faced in the recruitment and selection of qualified personnel, the Vice-Chairman reported that it was difficult to recruit professionals such as lawyers and engineers because the commission failed to attract large numbers of applicants from the labor market. He stated, therefore, that such professionals preferred to work in the private sector where they were well-remunerated. He justified that this was due to the fact that councils were unable to attract and retain such staff because of the perceived poor remuneration and conditions of service. The Vice-Chairman further stated that the other challenge that the commission was experiencing was that it had become difficult over the years to recruit committee clerks. This is because in Zambia there was no university or college that trained committee clerks, hence making it difficult for the commission to recruit such personnel for the councils. *“Hundreds apply yet, no one meets the requirements we have therefore ended up recruiting candidates who do not fully meet the job requirements”*. He further disclosed that for senior positions such as Town Clerk, among the requirements were that a

candidate was supposed to have practical experience of not less than twelve years, which has over the years been a challenge for the commission to attract suitable candidates. However, the Vice-Chairman further disclosed that the commission was there to provide equitable distribution of human resources in all councils in the country especially, with the creation of new councils. He disclosed that with the creation of new districts, the commission had a challenge in distributing human resources equitably. He argued that the role of the commission was to employ and equitably distribute human resources in the old and newly-created councils respectively (Interview with the Vice-Chairman LGSC, 2nd May, 2013). Additionally, speaking on behalf of the LGSC during the 56th Annual Conference of Local Government Association of Zambia, LGSC Vice- Chairperson said that the commission was determined to recruit suitable staff for councils and resolve outstanding cases and would do so in many ways which did not offend the rule of natural justice and related principles of fairness. He stated further that the Local Government Service Commission endeavored to ensure effective mobilization and equitable distribution for efficient, effective and sustainable service delivery of services in local authorities. The commission was determined to recruit suitable staff for councils and resolve other outstanding cases. (Local Government News, Issue Number 2: 2012)

Responding to the question on factors that constrained the recruitment and selection of qualified personnel at Lusaka City Council, Commissioner Simpokolwa disclosed that salary scales for council employees were fixed and unattractive and made it difficult for the local authority to attract and retain qualified personnel. The commissioner further explained that during the selection, interviews some candidates demanded high salaries which made it difficult for the commission to hire them. He argued that this made it difficult for councils in general to compete for professional staff with other organizations that offered better salaries on the labor market. Beardwell and Claydon (2010) notes that firms try to outbid each other for scarce labor and, therefore, competition means that no individual firm can set a wage that is out of tune with the competitive market wage, neither can workers demand such a wage. Should a firm try to offer a wage below the market rate, it will be unable to hire workers. There is therefore, need for LCC in particular and councils in general, to ensure that their qualified staff are well-remunerated in order to remain competitive on the labour market.

Responding to a question on whether or not the commission drew up human resource plans, the commissioner stated that it was difficult for the commission to draw up human resource plans because the commission relied on the annual and quarterly returns on human resource requirements from councils where vacancies had been created. Mondy et al (2002) agrees that the lack of a recruitment plan makes it difficult for organizations to undertake recruitment. He argues that organizations need to develop human resource plans before hiring employees. Therefore, without the human resource plans, organizations in most cases cannot attract prospective employees in sufficient numbers and with the required skills overnight. According to Mondy examining alternative sources of recruits and determining the most productive sources and methods for obtaining them often requires planning time. After identifying the best alternatives, managers can make better recruitment decisions. He adds that effective human resource planning helps in determining the gaps present and the existing manpower of the organization. It also helps in determining the number of employees required and what qualifications they must possess.

The commissioner further reported that the creation of new councils was another challenge for the commission. He explained that the implication was that the commission was now required to recruit more qualified staff to manage the newly-created councils despite the shortage of professional staff in other councils including LCC. The creation of new councils according to him meant recruiting more employees in the newly-created districts. He added that with the creation of new councils there was need to source funds for recruitment and selection of personnel. He explained that this had serious financial implications on budgeting. He added that it was the responsibility of the LGSC to adequately recruit qualified personnel in the newly-created councils in order to enhance service delivery. Hence the size of the firm is an important factor in the recruitment process and therefore if the organization is planning to increase its operations and expand its business, it will think of hiring more personnel which will handle its operations. In addition, Kumar (2011) observed that other factors that may affect recruitment and selection include: supply and demand, labour market, employer's brand, image, political, social and the legal environment.

Responding to a question on whether or not the commission had an adequate number of qualified personnel to perform recruitment and selection functions, Commissioner Simpokolwe explained that the LGSC made sure that recruitment and selection panels constituted at the commission comprised trained and qualified personnel. He stated that the commission had adequate staff that were seconded to the commission on full-time basis. He disclosed that a total of approximately 46 people were employed on full-time basis at the commission secretariat. The commissioner further disclosed that personnel at the commission were qualified and held different qualifications, ranging from college certificates to university degrees. He further explained that the commission secretary was a qualified lawyer from the University of Zambia as well as an advocate of the high court. *“We really do have very qualified people working for this commission”* (Interview with the Commissioner Simpokolwe LGSC, 7th May, 2013).

However, we noted, generally that the number of staff at the commission was inadequate compared to the number of councils in the country. The LGSC comprises five members superintending over one hundred councils throughout the country on all matters pertaining to staff. This situation can have a negative impact on the performance of the commission because recruitment is centralized, thereby overloading the commission with a number of staff matters. In addition, the former Mayor of Chingola noted that the ratio gives a strenuous picture of what this commission goes through in order to deal with issues of staff matters. Before, councils handled such matters expeditiously through establishment committees. Currently, due to the enormous workload, the commission is seemingly unable to cope with their daunting task. *(Views by Former Chingola Mayor Daily Nation Newspaper, 14th June, 2013)*. There have been dissenting views to the effect that this commission has by and large usurped the powers of the councils by taking up their role to hire, suspend, demote and promote its staff. However, to some extent, the re-establishment of the commission has neutralized the powers of councils, while on the other hand it saves council staff from any form of abuse or intimidation that may emanate from certain civic leaders who may be seeking favors.

It can certainly be noted that despite the efforts made by the LGSC in addressing manpower requirements, the study revealed that the shortage of professional staff exists at Lusaka City Council. The re-establishment of the LGSC had no significant impact in addressing manpower shortages at LCC, the shortage of qualified staff still exists due to poor salaries and conditions of

service. In addition, the creation of new councils has made the situation worse since the already existing local authorities such as LCC do not have sufficiently-qualified personnel. The findings of this study are similar to those of Lolojih (2008) which pointed out that , the inability by local authorities to recruit and select sufficiently qualified personnel due to poor salaries and generally poor conditions of service.

Conclusion

The study has concluded that there are a number of constraints that affect recruitment and selection of personnel at Lusaka city council and the local government service in general. The major factors included: political interference, high cost of recruitment and inadequate funding. Other factors included: fixed and unattractive salaries, perceived poor image about the councils and creation of new councils and competition.

References

- Argawala, T. (2007), Strategic Human Resource Management, New York: Oxford University Press
- Armstrong, M. (2009), Handbook of Human Resource Management and Practice, 11th edition, New-Dehli: Replika Press Ltd
- Beardwell, J and Claydon, T. (2010), Human Resource Management: Contemporary Approach, Harlow: Prentice Hall Ltd
- Bhaskar, C. (2007), Human Resource Management, New Delhi: Sterling Publishers Ltd
- Cheatle, K. (2006), Human Resource Management, New York: Palgrave Master Series
- Daily Nation Newspaper 14th June, 2013.p6
- Dessler, G. (2011), Human Resource Management, Pearson Education Ltd, Harlow: England.
- Kumar R.S. (2011), Recruitment and Selection- Summer- Report : University of Delhi, Accessed on 20th June 2013 <http://www.sribd>
- Loljih, K. (2008), Local Government and Service Delivery in the Third Republic. PhDThesis, University of Zambia, Lusaka
- Lusaka City Council (2010), Annual Report
- Lusaka City Council (2012), Annual Report
- Lusaka City Council (2012), Manpower Levels Audit; Extracted from the Human Resource and Administration Department on 5th September 2013
- Local Government News Issue Number 2- 2012, p7
- Mondy, W. Robert, M.N. and Shane R.P. (2002), Human Resource Management, New-Jersey: Prentice Hall

Moomba, J.C. (2002). “Problems of Effectiveness in Service Delivery, Accountability and Transparency of Local Authorities in Zambia” Report of a Study Commissioned by Transparency International Zambia (TIZ), Lusaka

Okello, E. (1990), Progress and Problems in Implementing the Local Administration Act No.15 of 1980: A Masters of Arts Dissertation. University of Zambia, Lusaka

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

The study was aimed at establishing factors affecting the recruitment and selection of personnel at Lusaka City Council. The study noted that there was a written and formalized policy on recruitment and selection at Lusaka City Council. The evidence from the study leads to the following main conclusions;

- a) That recruitment and selection policies exist at Lusaka City Council.
- b) That although LCC was responsible for the recruitment and selection of general workers such as sweepers, cleaners, grave diggers, garbage collectors and office orderlies among others, there were some guidelines on how the recruitment and selection was conducted. However, some respondents indicated that they were not sure about the existence of recruitment and selection policies as discussed in chapter three.
- c) That recruitment and selection policies exist at the Local Government Service Commission. Recruitment and selection are guided by statutory instruments no. 115 of 1996 and Act of Parliament no. 6 of 2010 as discussed on page 55.
- d) That recruitment and selection methods exist at Lusaka City Council. Recruitment methods include: internal advertising, walk-ins and word-of-mouth, while for selection purposes the study has concluded that oral interviews were the major selection method used.
- e) That recruitment and selection methods used at the commission included: advertisements (internal and external). For internal recruitment, promotions, secondments and transfers were used, while for external recruitment national newspapers, walk-ins or unsolicited applications were used. The study found that advertisements were the major recruitment method used to attract qualified personnel at the commission. For selection purposes the study concluded that oral interviews and aptitude tests were used.

f) That the sources of recruitment for division 4 employees at LCC were Grade Nine certificate holders. The study has also concluded that the sources of recruitment for qualified staff in division 1 up to 3 at the LGSC were university and college graduates.

g) That the shortage of qualified personnel at LCC was attributed to poor salaries and conditions of service, negative image of the council by potential candidates and competition, as discussed in chapter five. However, with the harmonization of salaries, it is hoped that the shortage of qualified personnel will be addressed. Findings indicate that salaries and conditions of service have been improved in 2013. The study has also concluded that due to lack of sufficiently qualified personnel, service delivery by Lusaka City Council has been compromised.

Other observation affecting the recruitment and selection of general workers (division 4 employees) at Lusaka City Council include; political interference, inadequate funding and financial constraints. Further Lusaka City Council was not able to retain sufficiently-qualified personnel mainly due to poor salaries and conditions of service. The qualified personnel at Lusaka City Council have been de-motivated over the years due to poor remuneration. However with the improved salaries and conditions of service, it is hoped that councils will be able to recruit and retain sufficiently-qualified personnel.

Also perceived poor image about councils, creation of new councils and competition have affected the recruitment and selection of qualified personnel in the local government service.

The investigation has also revealed that councils were not responsible for the recruitment and selection of qualified personnel since the re-establishment of the Local Government Service Commission in 2010. The recruitment and selection of qualified personnel was conducted by the LGSC.

Recommendations

The study recommends:

- a) That recruitment and selection of qualified personnel in local authorities should be decentralized. Local authorities are in a better position to know their human resource needs than the Local Government Service Commission. Lusaka City Council, through its human resource department, did submit quarter and annual reports to the commission about their human resource needs. This current practice where recruitment and selection is conducted by the LGSC tends to lead to bureaucratic tendencies, thereby delaying the recruitment and selection process. As earlier alluded to, councils are in a better position to determine their recruitment needs as compared to the Local Government Service Commission.
- b) That in the event that recruitment and selection is decentralized, local authorities should adhere to job descriptions so that individuals with the right qualifications are put in the right positions.
- c) That in the event that recruitment and selection is decentralized, recruitment and selection panels should be drawing up personal specifications after analyzing the requirements for each job to avoid hiring ill-qualified personnel to positions requiring academic qualifications.
- e) That in circumstances where ill-qualified /skilled personnel have been recruited; let such personnel be sent for re-training in order to equip them with the requirements of the job. This can enhance employee skills and performance in the councils.
- e) That members of the Local Government Service Commission be appointed by parliament, rather than by the President. This will enable the commission to operate independently, devoid of political interference; and
- f) That there is need to improve the financial capacity of Lusaka City Council. Central government should begin supplementing the income-base for councils, as the current sources of income are not adequate. By and large, the recruitment and selection of personnel is dependent on the financial capacity of the respective local authorities.

BIBLIOGRAPHY

Books

Abdullah, W. and Mohammed F. (2002), Human Resource Management, Cape Town: Heinemann Publishers

Argawala, T. (2007), Strategic Human Resource Management, New York: Oxford University Press

Armstrong, M. (2009), Handbook of Human Resource Management and Practice, 11th edition, New Delhi: Replika Press Pvt Ltd

Basu, R. (2003), Public Administration: Concepts and Themes, New Delhi: Sterling Publishers Ltd

Bateman, T. and Zeithaml, C. (1990), Management Function and Strategy, New York : Richard-Irwin inch

Beardwell, J. and Claydon, T. (2010), Human Resource Management: Contemporary Approach, Harlow: Prentice Hall Ltd

Belinda, A. and Elaine, L. (2002), Employers Organization for Local Government: Guide to Workforce Planning in Local Authorities, London: EO. Available at www.ig_employers.govt.uk.

Bhagwan, V. and Bhushan, V. (2001), Public Administration, New Delhi: Chand and Company

Bhaskar, C. (2007), Human Resource Management, New Delhi: Sterling Publishers Ltd

Cheatle, K. (2006), Human Resource Management, New York: Palgrave Master Series

Cole, G.A. (2002), Personnel and Human Management, 5th edition, London: Book Power

Cole, G.A. (2004), Management Theory and Practice, London: Book Power

Dessler, G. (2003), Human Resource Management, 9th edition. New-Jersey: Prentice Hall

Dessler, G. (2011), Human Resource Management, Harlow: Pearson Education Ltd

Gayol, R.C. (2000), Human Resource Management in Hospitals, 3rd edition, New-Delhi:

Prentice-Hall

Gerber, P.D. Piet, S. and Van, D. (1998), Human Resource Management 4th edition, Cape Town: Oxford University Press

Hannagan , T.(2008), Management Concepts and Practice, London: Pearson Education Limited

Janeson, R.M. (1967), The Machinery of Local Government 2nd edition, New York.

St Martin's Press

Jones, G.R. and Gorge, J.M. (2008), Contemporary Management, Michigan: MC-Graw- Hill

Kreitner, R. (2007), Project Management, 10th edition, Boston: Houghton Maffin Company

Lloyd, B. and Leslie, R. (2006), Human Resource Management, 8th edition, New York :Mc-Graw- Hill

Local Government Service Commission, Republic of Mauritius (1985), Recruitment and Selection. lgsc.gov.mu/English/Services accessed on 12/03/ 2011.

Mackintosh, J.P. (1968), The Devolution of Power, Local Democracy, Regionalization, and Nationalization; London: Charles Knight and Company Limited

Malcolm,W. (1959),Bureaucracy and Development Administration, London. Macmillan Press

Martin, M. (2010), Human Resource Practice 3rd edition, London: CIPD

Mondy W. et. al. (2002), Human Resource Management, New-Jersey, Prentice Hall

Ola, R.F. (1984), Local Administration in Nigeria, London: Kegan Panel International

Peterson, R. and Tracy, L. (1979), Systematic Management of Human Resources, New York: Addis- Wesley

Prasad, L. (2005), Human Resource Management, 2nd edition, New-Delhi: Chand and Company

Raymond, J.S. (2006), Human Resource Management, 5th edition, New York: John Wiley and Sons

Sapru, (2002), Development Administration, 2nd edition, New-Delhi: Sterling Publishers Limited

Journals

Mukwena R.M and Lolojih K.P(2002), Governance and Local Government Reforms in Zambia's Third Republic in Oluwu and Sako (eds) (2002) Better Governance and Public Policy, Kumarian Press, 220-221, Bloomfield: Kumarian Press, pp220-221

Reports

Alikipo, Canada, (1981), A Comparative Study of Recruitment and Selection Policies and Practices for Academic Staff at First Appointment in Higher Education, A Masters of Arts Dissertation, University of Bath, Bath

Central Statistical Office (2010), Census of Population and Housing Preliminary Report, Lusaka: Government of the Republic of Zambia

Central Statistical Office Report (2000), Census of Population and Housing Report, Lusaka: Government of the Republic of Zambia

Chartered Institute of Personnel and Development (2005), Recruitment, Retention and Turnover: London

Chartered Institute of Personnel and Development (2008), Recruitment, Retention and Turnover: London

Chikulo, B. (1983), Rural Administration in Zambia, PhD Thesis, University of Zambia, Lusaka

Heinrich, M. (2004), An Evaluation of the Recruitment and Selection Policy and Practice in the Department of Water Affairs and Forestry, A Master of Arts Dissertation, Port Elizabeth Technikon: Cape Town

Kumar R.S (2011), Master of Human Resource and Organizational Development: Recruitment and Selection-Summer- Report , University of Delhi, Available at <http://www.sribd>, Accessed on 20th June 2013

New Zealand Society for Local Government Mangers (2005), Recruitment and Retention in the Local Government Service, Auckland: Deloitte, Available on <http://www.solgm.org.nz> accessed on 1/01/2012

Loljih, K. (2003), Making Local Authorities More Effective, Transparent and Accountable; A study Commissioned on Behalf of Transparency International, Lusaka, Zambia

Loljih, K. (2008), Local Government and Service Delivery in the Third Republic , PhD Thesis, University of Zambia, Lusaka

Maipose, G.S.C. (1984), Constraints on Administration of Rural Development in Zambia, PhD Thesis, University of Zambia, Lusaka

Mbangweta, C. (2003), Problems of Effectiveness in Service Delivery, Accountability and Transparency of Local Authorities in Zambia- Seminar Paper. Chipata, Zambia

Moomba, J.C. (2002), “Problems of Effectiveness in Service Delivery, Accountability and Transparency of Local Authorities in Zambia” Report of a Study Commissioned by Transparency International Zambia (TIZ), Lusaka, Zambia

Moonga, M. (2005), The Impact of Changes of Central Government Policies on Operations of Councils, A Master of Arts Dissertation, Copper belt University, Kitwe, Zambia

Mutungwa, N. (2011), Fiscal Decentralization and Service Delivery. A Master of Arts Dissertation, University of Zambia, Lusaka.

Okello E. (1990), Progress and Problems in Implementing the Local Administration Act No. 15 of 1980: A Masters of Arts Dissertation, University of Zambia, Lusaka

Pelekamoyo, G. (1977), Local Autonomy and central Control in Zambia Urban Authorities. A of Arts Masters Dissertation, University of Zambia

United Nations Study Development Programme -UNDP (1993), Human Development Report,
New York: Oxford Press, pp 81-82, Volume 10, 27th February, 2008

Local Authority Documents Examined

Lusaka City Council (2005), District Situation Analysis

Lusaka District Health Management Board (2003), Action Plan and Budget

Lusaka City Council, (2010-2015), Corporate Strategic and Operational Plan

Lusaka City Council (2008), Minute Number C/158/06/08

Lusaka City Council (2012), Minute Number C/60/01/12

Lusaka City Council (2010), Annual Report

Lusaka City Council (2012), Annual Report

Lusaka City Council (2012), Minute Number, C/145/05/10.

Lusaka City Council (2012), Manpower Levels Audit: Extracted from the Human Resources
Department on 5th September 2013

Local Government News Issue Number 2- 2012, p6

National Institute of Public Administration (NIPA) (1981), Decentralization: A Guide to
Integrated Local Administration, Lusaka, Zambia

Government Documents Examined

Republic of Zambia (2002), National Decentralization Policy: Towards Empowering the People.
Office of the President, Cabinet Office, Lusaka

Republic of Zambia (2010), Local Government Amendment Act No. 10 of 2010, Lusaka:
Government Printers

Republic of Zambia (1996), Statutory Instrument No. 115 of 1996, Lusaka: Government Printers

Republic of Zambia (1996), Local Government Conditions of Service (Division IV Conditions of Service), Lusaka: Government Printers

Newspaper bulletins

The Daily Nation Newspaper, 14th June, 2013

Local Government News Issue Number 2- 2012

Times of Zambia, 23rd February, 2012

Zambia Daily Mail Newspaper, 21st March, 2013

Zambia Daily Mail Newspaper, 23rd February, 2011

APPENDICES

Appendix A: Interview Guide for Key Informants at the Local Government Service Commission

1. Has the Commission got a recruitment and selection policy?
2. In what form is it?
3. Where is it drawn from?
4. Does the Commission adhere to it?
5. How beneficial has the policy been to the commission?
6. Does the recruitment /selection policy provide for the selection of both external and internal candidates?
7. What are the shortcomings of the recruitment and selection policy?
8. Who receives application letters for qualified personnel?
9. Who is responsible for conducting interviews?
10. How representative is the selection interview panel?
11. To whom does the interviewing panel report on prospective candidates for appointment?
12. Which among the following are sources of recruitment that the commission uses?

Internal search

External search

Recruitment agent

Referrals (relatives and friends)

Reference from current employers

University and college candidates

Walk-ins

Attachment

13. Which of the sources of recruitment identified would you regard as most essential to meet the human resource requirements for the Commission?

14. What difficulties have you been experiencing in using the source identified?

15. Who is responsible for the preparation of recruitment advertisement?

16. Who is responsible for the preparation job descriptions and job specifications?

17. Which of the following means of recruitment advertising does the Commission find most suitable?

Local newspapers

Journals

National newspaper

Radio

Television

18. Which among the following selection methods does your Commission use?

Oral interviews

Group selection

Personality test

Aptitude tests

Tests of intelligence

Strengths/weaknesses of the above.

19. Does the commission have a human resource department in place?

20. Is staff at the commission responsible for recruitment and selection adequate?

21. Are they qualified? What qualifications do they have?

22. Are resources made available for the recruitment and selection personnel?

23. Does the commission conduct the following?

Taking inventory of available talent

Counting vacant positions

Estimating losses (turnover/ retirements)

Analysis of human resource needs/ forecasting requirements

Making projections of labor supply and demand

24. Is there a human resource plan in place as a way of assessing human resource requirements?

25. Are you able to compete for qualified personnel on the labor market?

26. Which of these factors have significant influence on recruitment?

Corporate policy, Government intervention (e.g. political) Trade unions Remuneration, Poor conditions of service (Please explain each major factor affects recruitment)

27. How does the factor (s) identified influence recruitment?

Appendix B: Interview Guide for Council Officials

1. Has the Council got a recruitment and selection policy?
2. In what form is it?
3. Where is it drawn from?
4. How beneficial has the policy been to your Council?
5. Does the recruitment /selection policy provide for the selection of both external and internal candidates?
6. What are the shortcomings of the recruitment and selection policy?
7. Who receives application letters ?
8. Who is responsible for conducting interviews?
9. How representative is the selection interview panel?
10. To whom does the interviewing panel report on prospective candidates for appointment?
11. Which among the following are sources of recruitment for the Council?
 - Internal search
 - External search
 - Recruitment agent
 - Referrals (relatives and friends)
 - Reference from current employers
 - University and college candidates
 - Walk-ins

Attachment

12. What difficulties have you been experiencing in using the source identified?

13. Who is responsible for the preparation of recruitment advertisement?

14. Who is responsible for the preparation job descriptions and job specifications?

15. Which of the following means of recruitment advertising does the Council find most suitable?

Local newspapers

Journals

National newspaper

Radio

Television

16. Which among the following selection methods does your Council use?

Oral interviews

Group selection

Personality test

Aptitude tests

Tests of intelligence

Strengths/weaknesses of the above

17. Do you have a human resource department in place?

18. Is staff in the human resource department adequate?

19. Are they qualified? What qualifications do they have?

20. What role does the human resource department play in the recruitment process?

21. Are resources made available for the recruitment and selection personnel?

22. Does the human resource department conduct the following?

Taking inventory of available talent

Counting vacant positions

Estimating losses (turnover/ retirements)

Analysis of human resource needs/ forecasting requirements

Making projections of labor supply and demand

23. Is there a human resource plan in place as a way of assessing human resource requirements?

24. Are you able to compete for qualified personnel in the labor market?

25. Which of these factors have significant influence on recruitment?

Corporate policy Government intervention (e.g. political)

Trade unions

Remuneration

Poor salaries and conditions of service

(Please explain how each major factor affects recruitment)

Appendix C: List of Respondents Interviewed

1. Mr Charles Mwandila, Charles Vice-Chairman, - LGSC
2. Mr Bernard Simpokolwe , Commissioner - LGSC
3. Mr Billy Samuel, Human Resource Management Officer - M.L.G.H
4. Mr Fred Lunda, Senior Administrative officer- LCC
5. Mr Martin Mulenga Human Resource Registry Supervisor- LCC
6. Mr Mutenge Ken , Senior Human Resource Officer Training and Development- LCC
7. Mrs Hilda Silungwe, Assistant Director Human Resource- LCC
8. Mrs Hilda Many , Assistant Human Resources Officer- Human Resource and Administration
9. Mrs Karen Sikalangwe, Chief Administrative Officer - Public Health
10. Mr Mpundu Kanyata, Senior Administrative Officer - Engineering
11. Mrs Rabbecca Chirundu , Chief Human Resources Officer- Human Resource and Administration
12. Mr Gorge Phiri, Senior Human Resource Officer (2)-Human Resource and Administration
13. Chose to remain anonymous- Senior Administrative Officer - Housing
14. Mr Penjani Kanyika, Chief Administrative Officer- Housing
15. Mrs Maureen Phiri, Chief Administrative Officer- City Planning
16. Chose to remain anonymous, Senior Human Resource Officer- Human Resource and Administration

