TRANSPARENCY IN THE RECRUITMENT AND SELECTION OF WORKERS IN LOCAL COUNCILS IN LUSAKA PROVINCE

By

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DECLARATION

I, **AGNESS CHIFUNDA,** hereby declare that the work presented in this dissertation is the result of my research work and that it has not previously been submitted for a degree, diploma or other qualification at this or another University.

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CERTIFICATE OF APPROVAL

This dissertation of **AGNESS CHIFUNDA** has been approved as partial fulfilment of the requirement for the award of the Degree of Master of Public Administration by the University of Zambia.

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ABSTRACT

In the recent past, attempts have been made to improve service delivery by local councils in Zambia. These include the re-introduction of unified local Government Service Commission and passing of Local Government Amendment Act of 2010. These attempts aimed at improving services being delivered to the local communities such as solid waste management, housing, water supply, sanitation, roads, transport, social care, education, environmental protection, cultural and leisure services. However, there have been pressing challenges leading to failure to promote social inclusion in all spheres of service delivery by the same local councils. Councils were reportedly facing serious difficulties to meet the expectations of people with regards to service delivery. This has been evident from the piles of uncollected garbage in residential areas and markets, unplanned settlements, erratic water supply, poor sewerage facilities, failure to maintain street lights and poorly maintained roads, among others. One attributing factor has been associated with lack of qualified staff. Therefore, the general objective of this research is to examine the levels of transparency in recruitment and selection of workers in local councils in Lusaka Province. Specifically, the research sought to investigate and establish the levels of transparency in recruitment of workers in local councils and identify and describe the extent to which transparency is promoted in the selection of local council workers.

The research approach for this research was a mixed method approach. It mixed both qualitative and quantitative research approaches. The sample size for this research was 134 respondents. The sample consisted of nine key informants from Local Government Service Commission, Lusaka City Council, Chongwe Municipal Council and Chilanga Town Council. Furthermore, 125 council employees from the three local councils employed in the past two years were included in the sample. The key informants were selected using purposive sampling method. The workers from the councils were selected using multi-stage sampling method. The findings show that, council workers are recruited by both LGSC and local councils. LGSC is mandated to recruit Division I, II and III council workers who are mainly professionals and specialised employees. Local councils, on the other hand, are only mandated to recruit Classified Daily Employees (CDEs) (also known as General Workers). The research also established that recruitment of council workers involves the participation of other government departments such as the Police, Department of Labour, Anti-Corruption Commission and people from the professional bodies so as to enhance transparency. However, the study reveals that the level of nepotism in the recruitment process is quite high, with almost half of the workers (38.4 percent) having been told about the job vacancies by their friends or relatives. The study also reveals that to a large extent the required steps of selection are followed but the level of transparency in that process is low. This is illustrated by a majority of the workers (60 percent) who said that they were

not satisfied with the selection process. The main reasons cited for their dissatisfaction are corruption, political interference and nepotism in the selection process.

Furthermore, the study reveals that the process of selecting workers in local councils goes through a number of stages and different methods are applied in this process. The processes include short listing, interviews, aptitude tests and verification of qualifications of the selected applicants. The research finds that both LGSC and local councils conduct interviews to recruit council workers. This was supported by a larger percentage of workers who indicated attending job interviews to get a job in the council. The research also reveals that both LGSC and councils seldom conduct aptitude tests to select council workers. Furthermore, the research established that both LGSC and local councils face challenges in selecting council workers. The challenges include: limited financial resources to conduct aptitude tests and interviews, political interference, corruption and bribes from job applicants, and also dealing with thousands and thousands of applications which make short listing and selection process tedious and hectic for the officials, among others. Based on these findings, the research makes the following recommendations: there is need to decentralise and empower councils with authority to recruit and select division I, II and III workers so as to enhance transparency. To avoid abuse of authority, committees involving officials from different government departments can be established at district level to spearhead the recruitment and selection process. There is also need for LGSC and councils to be conducting aptitude tests to enhance transparency and possibility of selecting best candidates. The LGSC and councils can also be engaging specialised external agencies during recruitment and selection process of council workers so as to enhance transparency.

Key Words: *Transparency, recruitment, selection, local council*

DEDICATION

To my husband, Mr Godfrey Khondowe, and my daughters, Masozi, Taizya, Takondwa, Tamanda and Taila.

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LIST OF ABBREVIATIONS

ACC   Anti - Corruption Commission

CDE   Classified Daily Employees

CTC   Chilanga Town Council

CMC   Chongwe Municipal Council

LCC   Lusaka City   Council

LDC   Luwingu District Council

LGSC   Local Government Service Commission

MMS   Middle Management Service

NA   Native Councils

PF   Patriotic Front

SMS   Senior Management Service

UNIP   United Nation Independence Party

VRDCs   Village Registration Development Committees

WC   Ward Councils

WDC   Ward Development Committee

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 Introduction

This research was premised on investigating and describing the levels of transparency in the recruitment and selection processes of workers at Lusaka City Council, Chongwe Municipal Council and Chilanga Town Council. Local authorities are cardinal in the socio-economic development of a community because their activities are directly linked to the activities of the local people. The purpose of this Chapter is to introduce the dissertation and present the background of the research. To achieve its purpose, the Chapter outlines the background, statement of the problem, objectives of the research, significance of the research, definition of key concepts and conceptual framework. The Chapter ends with a presentation of the structure of the dissertation.

1.2 Background

Local councils in both developed and developing countries are responsible for providing a range of public services. However, there is a host of challenges in local government in the 21st century in delivering services to the local communities. Presently, the major problems affecting urban communities are in the areas of solid waste management, housing, water supply, sanitation, roads, transport, social care, education, economic development, environmental protection and cultural and leisure services, among others (Megele, 2012). To redress the imbalances being experienced related to service delivery, human resource is viewed as vital in efforts aimed at promoting the welfare of the people. Cole (2004) indicates that Human Resources Management practices and processes, including recruitment and selection, should be put in place to attract a diverse, competent and skilled workforce that is capable of, and committed to, delivering quality services. In the last decade, the emphasis has been on the adoption of competency-based approach when recruiting and selecting workers in organisations (Roberts, 2004).

Like many other countries in the world, Zambia is faced with human resource management problems. During the colonial era, the Public Service in Zambia was controlled by the white rulers. White rulers were concentrated along the line of rail in urban areas while the black indigenous people were concentrated in less lucrative areas in rural areas. Mwasile (2014) discloses that Zambia had over the years of enactments of various Local Government Acts employed three systems of human resource management in the councils. The first system was the separate system where each council appointed its own employees, developed and managed them within its geographical boundaries.

According to Mwiimbu (2009) in June, 1964 a part time Local Government Service Commission (LGSC) was instituted with the main function of determining salary structures and conditions of service for staff in local authorities. Mwiimbu (2009) further points out that the other mandate of the Local Government Service Commission was to establish the administrative procedures aimed at harmonizing the discrepancies which were in the councils. However, despite the establishment of the Local Government Service Commission, the councils overlooked their powers and continued to recruit and dismiss workers. At the same time, the Minister of Local Government and Housing had control and supervision of the work of the commission (Mwiimbu, 2009).

Further, all the matters which were being determined by the Local Government Service Commission concerning staff in the councils were subjected to approval by the Minister and the procedure took too long. This led to delays in disposing of cases against council workers as there was conflict of interest (Chikulo, 1996). On 24th October 1964 Zambia gained independence and inherited the colonial administrative structures where the white and black people had different streams of administration. The blacks were represented by Native Authorities (NAs) whereas the whites were represented by Urban Authorities. Village Registration and Development Committees (RDCs), Ward Development Committees (WDCs), Ward Councils (WCs) and Village Productivity Committees (VPCs) were also established (Chikulo, 1996).

Chikulo (2009) observed that efforts have been made by successive Zambian governments to transform and institutionalise democratic local governance, and to come to grips with the socio-economic development challenges facing the country. In October 1965, one year after Independence, the Local Government Act No. 69 was enacted and replaced the Native Authority Ordinance which was under the colonial Government (Sakala, 2014). The Act enumerated the functions which all councils were authorised to carry out. These functions were: general administration, community development, public amenities such as parks, zoos and gardens; street lighting, markets and bus stations, education, health, sanitation and drainage, garbage collection and refuse disposal, burial sites, maintenance of feeder roads, bridges, maintenance of public order, licensing, registration of births, marriages and deaths (Sakala, 2014).

Mwasile (2014) stated that during the early post-independence days, it became obvious that a new approach to the development and management of human resource in local government was essential to perpetuate the high standard of municipal services which, during the decade 1950 – 1960 had developed to a degree comparable to any in the world. Mukwena (2014) was, however, quick to observe that the capacities of the councils to deliver quality services had been on the decline since independence. He noted that the effectiveness of councils as instruments of democracy and development at the local level had been reduced over the years (Mukwena, 2014). The reasons for decline as revealed by (Mukwena, 2014) were inappropriate local government structures, poor institutional capacity, financial mismanagement and political interference in the day-to-day operations of local authorities.

In 1974, a full Local Government Service Commission was established for the first time. All the councils were under a unified system and the commission was mandated to transfer officers in the local government service. The Local Government Service Commission acquired the status of a commission like other commissions, although the difference was that council personnel were getting their salaries through their respective councils, whereas staff in other commissions was being paid by the central government (Mwiimbu, 2009). Pelekamoyo (1977) points out that parallel recruitment system were introduced to employ

workers in the local authorities. Recruitment of local people was done from within Zambia while other workers were recruited from the United Kingdom (Pelekamoyo, 1977).

According to Sakala (2014) the enactment of the Local Administration Act No. 15 of 1980 changed the terminology of the 1965 Act from "Local Government" to "Local Administration". Consequently, the Local Government Service Commission was abolished. The 1980 Act was designed to provide for an integrated local administration system. An integrated local administration system provided for the unified executive machinery bringing together central and local development activities as an efficient whole. The Central and Local Government administrations were merged with the ruling party structures to create an integrated district administration. That situation created more harm than good, owing to the fact that loyalty by local government staff was inclined towards political structures of the United National Independence Party. The 1980 Act caused the Central and Local Government administrations to be heavy at the top with parallel positions in both systems. Opportunities for effective and efficient service delivery, during this period, were adversely affected by political interferences that were biased towards maintaining the supremacy of the party (UNIP) instead of ensuring that local councils operated in an accountable and transparent manner. This management and administrative model resulted in the problem of overstaffing in local councils. People who had allegiance towards the party were recruited on political considerations rather than on qualifications (Chikulo, 1996).

At District level, the District Governor, who was a political appointee, headed the integrated District Administration. The district council was supported by party structures such as Ward, Branch and Section Committees. The new councils went beyond what Mukwena (2002) called a single hierarchy model of government at district level, since they replaced the former tripartite Local Government framework, including the incorporation of the party organisation into the new structure. The new structure of Local Government did not only bring the decision-making process closer to the district level, but also ensured closer party control over the mechanism of field administration. Thus, political control was considered crucial for the effective functioning of the new system of local administration.

Council employees were agents of the ruling party (UNIP) and it's Government. All council employees became Civil Servants and their salary structures became the responsibility of the Central Government (Mwasile, 2014). The Local Government Act of 1980 was repealed in 1986. The 1986 Local Administration Amendment Act changed the integrated local government system to separate council workers from the civil service (Mwiimbu, 2009). Councils were given powers to employ and dismiss workers and workers with grievances used to appeal to the Provincial Service. The system operated until 1991 when the Local Administration Act was repealed and replaced by the Local Government Act No. 22 of 1991 (Mwasile, 2014).

The third system was the unified local government service system where a central body was given the power to employ staff in all councils. The Constitution of Zambia was amended in 1991 to re-introduce a multi-party system of government. Later on, the Local Government Act No.22 was enacted aimed at separating the civil service from state functionaries (Chitembo, Sakala, Mukwena and Mbolela, 2014). This entailed that the functions were devolved to provincial and district levels. Sakala (2014) also revealed that in 1991, the Government enacted the Local Government Act No.22 of 1991 and reverted to the mayoral system which existed before the introduction of the Local Administration Act No. 15 of 1980. The Local Government Act No. 22 of 1991, according to Mukwena (2014) was compatible with the re-introduction of the multi-party system of governance. A representative local government based on universal adult suffrage was re-introduced (Mukwena, 2002). This meant that Mayors and Council Chairpersons were to be elected through voting so that the candidates who got the majority of the votes should assume office. In spite of the democratic system of local government that had been put in place, effective service delivery could not be realised because local councils lacked financial autonomy and they entirely depended on the central government. They lacked adequate power to make binding decisions (Ishmael, 1997). In addition, there were several challenges that were confronting the councils in relation to human resource management and service delivery such as failure to attract qualified personnel and lack of policies relating to recruitment and training. As a result, the councils failed to sustain better service delivery. Due to lack of training policies, training of personnel was done at random and on

an ad-hoc basis (Mwasile, 2014). In order to address problems which were being faced by the central and local governments, the Zambian government embarked on the Public Service Reform Programme in 1993. The aim of the programme was to restructure the public service, to downsize the workforce in the public service institutions and to decentralise local government (Republic of Zambia, 2009). Subsequently, a full Local Government Service Commission was re-established to create a unified local government system in 1995.

However, the Local Government Service Commission was dissolved for the second time in 1996. In the same year, the human resource management functions in the councils reverted to the separate system, following the dissolution of the Local Government Service Commission and the subsequent issuance of Statutory Instrument No. 115 of 1996. Local authorities were given powers to recruit staff as the system provided for each council to develop its own human resource requirements according to their needs. In line with the Public Service Reform Programme of 1993, the Decentralisation Policy was adopted in 2002 so as to provide for the strengthening of the local government and facilitate more effective citizen participation in governance and the delivery of public services as the basis for decentralisation (Chikulo, 2014). To achieve that, the Zambian government devolved some of its functions, powers and resources to provincial and district administration levels (Chikulo, 1996).

The Local Government (Amendment) Act No. 6 of 2010 was enacted to re-establish the Local Government Service Commission (Mwasile, 2014). The Amendment Act gave absolute powers over staff in Divisions I, II and III to the Local Government Service Commission. In addition, employees in Divisions I, II and III are under direct supervision of council management. The councils do submit recommendations to Local Government Service Commission on issues related to recruitment, confirmations, promotions, training, compensation, disciplinary, dismissal and notch increases on the salary for employees in Divisions I, II and III. The Service Commissions Act No. 10 of 2016 gave powers for human resource management and financial management to all the major service commissions in the country which includes the Zambia Police Service Commission, Civil

Service Commission, Judicial Service Commission, Teaching Service Commission, Zambia Correctional Service Commission and the Local Government Service Commission (Republic of Zambia, 2016). The commissions have a common mandate as stipulated in the Service Commission's Act. The Local Government Service Commission is responsible for recruiting and placing Divisions I, II and III qualified human resource in local authorities to enhance service delivery. The expectation is that there will be enhanced coordination and streamlined reporting systems between the central government and local government as a result of devolution. The staff establishment of the councils is expected to expand so as to improve service delivery at the local level (Republic of Zambia, 2016).

1.3 Statement of the Problem

Councils are facing serious difficulties to meet the expectations of people with regards to service delivery. This is evident from the piles of uncollected garbage in residential areas and markets, unplanned settlements, erratic water supply, poor sewerage facilities, failure to maintain street lights and poorly maintained roads among others (Lolojih, 2014). Many researchers have attributed poor service delivery by the councils to shortage of staff, centralised recruitment processes, failure by the local authorities to attract and retain qualified staff, recruitment of unqualified staff, among other factors (Lolojih, 2008; Maambo, 2019). Pelekamoyo (1977) indicates that one of the factors which impede effective service delivery in local authorities in Zambia hinges on the recruitment procedures. Recruitment of unqualified staff was cited as being one of the factors among other factors that contributed to poor service delivery (Pelekamoyo, 1977). Councils also continue to face the same problems which they were facing during the previous systems. These problems included inadequate resources such as number of skilled staff, among others (Sakala, 2014). Local councils in Zambia find themselves in this situation despite the country producing several graduates every year from universities and colleges who have skills in local government administration and management. These graduates are from institutions such as the University of Zambia, Zambia Open University and National Institute of Administration, among others. This situation, therefore, raises questions

regarding the levels of transparency in the recruitment and selection of workers in local councils in Zambia.

1.4 Research Objectives

1. 4. 1 General Objective

The general objective of this research is to examine the levels of transparency in the recruitment and selection of workers in local councils in Zambia.

1.4.2 Specific Objectives

The following are the specific objectives:

1. To investigate and establish the level of transparency in the recruitment of workers in local councils.

2. To identify and describe the extent to which transparency is promoted in the selection of local council workers.

1.5 Significance of the Research

This research provides information on transparency in the recruitment and selection of workers in local councils. The concept of recruitment was chosen because it ensures that efforts are made to attract a large number of qualified applicants who could not only fill the vacant jobs but also add value to the organisation (Gamage, 2014). In this regard, the concept of recruitment is relevant to this research study owing to the fact that it is the first step taken when planning for human resource in an organisation.

The concept of selection was chosen because it is the final stage in the process of staffing an organisation. Swanepoel et al (2003) argue that most mistakes are made when making selection decisions because there is little thought given to this process. It entailed that

selection processes ought to be undertaken with much care to ensure that the right candidates were considered to fill the job vacancies.

Local councils are important because these are the democratically elected structures which deliver services to local people within a particular jurisdiction. Madimutsa (2006:61) concluded that "devolution of government enables a variety of lower level government institutions to be established to link local people to vital social services, such as, safe drinking water, housing, education, food and health care." Evidence based information which was gathered from this research study will be useful to policy makers and other stakeholders such as Ministry of Local Government, Local Government Service Commission, Parliament and local councils. Valuable information was provided by this research study on how to strengthen institutional systems on recruitment. Further, this study will set a basis for monitoring and evaluation of recruitment and selection mechanisms in the local councils. Information gathered by this research will also be a source of information for academicians, students and other researchers.

The presentation of the conceptual framework is in two parts. These are definition of key concepts and the conceptual framework of the research.

1.6 Definition of key concepts

Recruitment: refers to the process to attract sufficient job candidates who have necessary potential, competencies and traits to fill the job needs in the organisation (Cole, 2004). This is done through advertisements in the media such as newspapers, radio, television, internet, employment agencies, drop-in applications, casual callers and friends or relatives of existing employees.

Selection: is defined as the process of trying to determine which individual would best match a particular job in the institutional context, taking into account the requirements of the job and organisation's internal and external environments (Swanepoel *et al*:2003). This

is done through interviews, psychological tests, work-based tests, biographical data, qualifications vetting and references.

Transparency: It can be taken to be ensuring that job vacancies are advertised and known by all interested parties.

Local Council: refers to an institution created by the central government to provide public services to the citizenry (Lolojih, 2008).

Worker: A worker is a person who is engaged to execute a duty or task on behalf of the employer.

1.7 Conceptual Framework of the research

The conceptual framework of the research is presented in Figure 1.1

Figure 1.1: A Conceptual framework of transparency in the recruitment and selection of local council workers.

Recruitment

- Advertisements in the media (i.e. Newspapers, Radios, Televisions), Social media (i.e. Facebook, Whatsapp, websites), Employment agencies, Drop-in applications, Casual Callers, Friends and relatives of existing employees

Transparency

- Job vacancies and selection methods being advertised and known by all interested parties

Selection

- Sifting through applications, Short-listing, Interviews, Psychological tests, Work-based tests, Biographical data, References, Qualifications vetting

Local council worker

- A person offered a job as a worker in a local council

Source: Author's own illustration

Figure 1.1 shows the conceptual framework guiding this research. The framework shows that a number of steps are followed in the process of ensuring transparency in recruitment and selection of local council workers. The first step in this process is recruitment which involves the activities of attracting a pool of potential job candidates to apply for the vacant position in a local council. The potential job applicants can be sourced either internally from within the local council or externally from outside the council. The advertisement for vacant positions is compiled based on the criteria specified in the job description and job specification. These provide the information required to draft advertisements, post vacancies in the newspapers, radios, televisions, Facebook, WhatsApp, websites, employment agencies, drop-in applications, casual callers, friends and relatives of existing employees. The available job vacancies should be advertised either through the print and electronic media. However, failure by the human resource managers to advertise the job vacancies to the potential job candidates, leads to lack of transparency in the recruitment of employees.

Second, at the selection stage, the council matches the job applicant to the job. The selection process involves deciding on the degree to which the characteristics of applicants in terms of their competencies, experience, qualifications, education and training match the person specification. It also involves using this assessment to make a choice between candidates. Consideration of initial applications should be undertaken by comparing to the minimum criteria which was stated in the advertisement. The application letters are screened according to the guidelines of the recruitment and selection policy to ensure that the applicants have met the job requirements. Eliminate the application letters which do not meet the selection criteria as set out in the recruitment and selection policy of the council.

The diagram specifies the methods that can be used to select the workers such as, sifting through applications, short-listing, interviews, psychological tests, work-based tests, biographical data, references, qualifications vetting.

Thirdly, transparency is advertising all the job vacancies and selection methods and being known to all the interested parties. Employers advertise the job vacancies to the potential candidates to make them aware of the recruitment and selection methods, to remove biasness and promote fairness. Transparency should take place at both recruitment and selection stages when employing workers. The procedures should promote inclusiveness

and ensure all job applicants are considered fairly and are selected based on their qualifications, skills and competencies. Publicity of vacancies in the media provides valuable transparency for both the candidate and the employer. It enhances consistence and fairness so that every individual has access to the information and can apply for the job vacancies.

1.8 Structure of the Dissertation

This dissertation has been divided into six chapters. Chapter one is the introduction. This introductory chapter presents the background to the research, the statement of the problem, the general and specific objectives, significance of the research and conceptual framework. Chapter One ends with a presentation of the structure of the dissertation.

Chapter Two is the literature review and the literature that has been reviewed is relevant to this research. It presents literature on recruitment and selection.

Chapter Three presents the methodology used in the research. Specifically, the chapter presents the type of research, research site, the research approach, sources of data, population and sample size, sampling methods, data collection methods, reliability of data, validity of data, data analysis techniques, ethics applied when conducting the research and the limitations of the research.

Chapter Four describes the level of transparency in the recruitment of workers in local councils. It focuses on methods of recruiting workers in the local councils, discusses the level of transparency in the recruitment process and describes the challenges faced by employers to promote transparency in the recruitment.

Chapter Five describes the extent to which transparency is promoted in the selection of local council workers. The chapter focuses on methods of selecting workers in local councils and challenges faced by employers in the selection process. The chapter further examines worker's satisfaction with the selection process. Chapter Six gives the conclusions and recommendations of the study. This chapter gives the overall conclusions and then makes policy recommendations and areas of future research.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter reviews literature that is relevant to this research. To achieve its purpose, the chapter reviews literature on the concepts of recruitment and selection. On each concept, the review begins with literature on Zambia, then other countries in Africa and the rest of the world. Finally, a conclusion is presented.

2.2 Literature on recruitment

Pelekamoyo's (1977) master's dissertation titled *Local Autonomy and Central Control in Zambian Urban Authorities* shows the genesis of the problems associated with recruitment of workers in local authorities in Zambia. He argues that local authorities were subjects of the Ministry of Local Government and Housing due to the fact that the by-laws made by local authorities were subject to scrutiny by the Minister. Therefore, local authorities were not autonomous due to the fact that Zambia is a unitary political system. According to Martin (2012) unitarism is a centralized system of government and channels policy decisions to sub national units. This refers to a system of government which is characterized by shared interests which has a single source of authority over the operations of the public service. He notes that without professional personnel coupled with rigid control by central government over local authorities in recruitment of staff, local authorities could hardly perform their functions well. He argues that when the country had parallel systems of recruitment, staff recruited from local Zambians had poor conditions of service and low morale to work and deliver services effectively and efficiently. In contrast, staff who were recruited from the United Kingdom had better conditions of service. In addition, the Minister of Local Government had powers to establish a Local Government Service Board which carried out functions similar to those of the Local Government Service Commission which was established by the Local Government Act of 1965. As a result, many delays occurred during the process of recruitment of new staff in the local councils. Pelekamoyo (1977) further indicates that there was conflict of interest due to the fact that the powers of the Local Government Service Commission to recruit staff were being

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undermined by the Minister of Local Government. The situation was compounded by problems associated with the over dependency on central government funding and lack of autonomy by councils to make their own decisions. The findings by Pelekamoyo (1977) are very useful and relevant to this research, as they provide good ground for understanding the role of the central government in the operations of local authorities. However, the study by Pelekamoyo (1977) was done some time back and there have been policy changes overtime. For example, there has been the introduction of the decentralisation policy which means that there is a degree of transfer of power to local authorities. Moreover, Pelekamoyo's (1977) study focused on urban authorities only, leaving out the experiences of rural authorities.

A PhD thesis by Lolojih (2008) titled *Local Government Administration and Service Delivery in the Third Republic* focuses on Lusaka City, Choma Municipal and Luwingu District councils. He observes that lack of adequately qualified human resource in local councils has been a source of concern for both elected and appointed officials. This problem and the lack of financial resources and equipment were perceived to be contributing factors to the poor performance of local councils in Zambia. Lolojih (2008) further indicates that the problem of staff shortage was worse in the Departments of Works, Finance and Engineering Services where the Directors and their Deputies were not qualified for their jobs. This affected service delivery and collection of revenue by the councils. Because of lack of financial resources, local councils were unable to attract qualified human resource. The main lesson learnt from Lolojih (2008) is that lack of financial resources makes local councils fail to attract qualified staff and deliver services to the citizens as expected. Nonetheless, the major weakness of Lolojih (2008) is that he focused mainly on service delivery by local councils. He did not pay much attention to issues of workers' recruitment and selection.

In his master's dissertation titled *Investigating the Factors Affecting the Recruitment and Selection in the Local Government Service Commission: The Case Study of Lusaka City Council*, Moonga (2014) contends that poor salaries and conditions of service, political interference, negative perceptions about the councils, inadequate funding and labour market

conditions and competition are the factors affecting the recruitment and selection of council personnel. Furthermore, Moonga (2014) asserts that internal advertisement is usually done by word of mouth at Lusaka City Council and that most of the workers are Grade Nine School Certificate holders. He also notes that for workers employed by the Local Government Service Commission, national newspapers were used to externally advertise vacant positions in the councils and that this method enables university and college graduates to be recruited into the local councils. On the other hand, the Local Government Service Commission relies on internal recruitment methods and oral interviews when transferring and seconding staff in various councils. Moonga (2014) is very useful to this research as he shows that poor conditions of service, political interference, negative perceptions about the councils, inadequate funding and labour market competition are the factors affecting the recruitment of council personnel. However, the weakness of Moonga (2014) is that he did not bring out the levels of transparency in the recruitment of personnel in local councils. Furthermore, Moonga concentrated on the recruitment of general workers who are employed by local councils. There was little focus on officers in divisions I to III who are employed by the Local Government Service Commission.

According to Zangata (2019) in his study titled: *An Assessment of the Recruiting Process in Local Councils*: A Case Study of Lusaka District, the recruitment process at Lusaka City Council is hindered by both internal and external issues. The study found that the key factor was political interference and other factors like nepotism, competition, cost and budget implications involved in the recruitment and selection of personnel, perceived poor image of the councils, lack of a recruitment policy and plan, erratic payment of wages and salaries, limited funding, competition and the creation of new councils. The research also indicated that politicians including Councilors, Ministry of Local Government Officials, and other government officials influenced Division One to Three staff recruitment and selection. Zangata's (2019) study indicates that Councilors had influence on the day-today operations of the council and political interference could not be avoided. He further argued that political interference had become rampant during the Patriotic Front (PF) regime. It was established that some appointments were meant to appease politicians. The study found that besides cadres being employed with or without minimum requisite qualifications, some

relatives of the council's top management employees have been employed over the years, some of whom are not qualified as required. Further, failure to produce recruitment and selection policies in any form, on the other hand, can result in the council recruiting wrong people for the vacancies that may be created because wrong people occupied positions that they are not qualified for. Recruiting people who are wrong for the councils can be a cost to the council because such people are not likely to give their best and this can negatively affect service delivery (Zangata, 2019).

A further finding of the study was that low wages contribute to a high rate of staff turnover at Lusaka City Council. There is evidence in Zangata's (2019) study that workers at the Lusaka City Council had low morale to execute their jobs because of bad working circumstances, and that most of the workers were looking for new opportunities. The study found that Lusaka City Council could not retain well qualified staff due to poor salaries and poor conditions of service as a result, many key positions in other departments remained vacant for a long time which contributed to shortage of staff (Zangata, 2019). The study also highlighted that the Public Health Department failed to recruit the required number of classified daily employees due to financial constraints. Further, it was found that the council, over the years, struggled to pay salaries and wages for the category of classified daily employees due to limited sources of income at LCC. It is argued that the budget was not adequately funded due to limited resources at LCC (Zangata, 2019). Zangata's (2019) research raised a number of constraints and factors that impede the recruitment process of the workers at LCC. However, the study focused on recruitment process at LCC and particularly in Lusaka District rather than focusing on the three levels of councils which are City, Municipal and Town in Lusaka Province.

According to Maambo (2019) the administrative autonomy of local authorities in Zambia was investigated. Under the 2016 Constitution, he claims that the LGSC's power to appoint, transfer and discipline council employees, as well as to regulate internal council processes, has a negative impact on councils' ability to carry out their duties. The benefits of administrative autonomy, according to Maambo (2019) would allow local governments to reward good performance through wage increases, promotions, and other perks without

having to rely on central government for performance reviews. It was argued that creating the necessary legal frameworks can assist local governments in establishing competitive compensation packages and salary levels that will attract local talent through the development and formulation of financial and managerial mechanisms necessary to provide quality services to citizens. According to Maambo (2019) the national government has created a weak decentralization framework and curtailed local autonomy as a result of greater control over sub-national governments by the centre, significantly impacting service delivery. So according to Maambo (2019) administrative autonomy's fundamental design aspects may be difficult to realize without decentralization, which makes it easier to shift administrative authority and decision-making from the federal government to district or local offices. In addition, Maambo (2019) discovered that administrative autonomy is fraught with problems that make it difficult for governments to operate well when operating in a decentralized environment. Nepotism, corruption, and favoritism are only a few of the consequences of restricting government servant movement among regions. Maambo's (2019) research is critical to this research since it identifies elements that contribute to underperforming local governments in Zambia. Maambo's (2019) study, on the other hand, focuses on the administrative autonomy of Zambian local authorities rather than the recruitment and selection of council workers in Zambia.

Sikalumbi and Situmba (2019) in their study entitled: *Recruitment and Selection Practices of the Performance of ZESCO Employees in Zambia,* contend that sourcing, attracting and screening are significant processes which determine performance of the employees at Zambia Electricity Supply Company (ZESCO). The findings are that nepotism, tribalism and corruption is common in some departments, when it comes to the filling of positions at lower, Middle Management Service (MMS) and Senior Management Service (SMS) levels. In their study, Sikalumbi and Situmba (2019) revealed that the human resource officials involved in the process of recruitment and selection of employees at ZESCO tend to get contradictory and inconsistent instructions from some SMS members directing them to hire candidates of their own preferences and adds that this makes it difficult for the human resource officials to adhere to the recruitment and selection policy. Further, the findings indicated that in some instances, many incompetent and under-qualified people are

favoured for senior positions or promotions and these practices disadvantage and demoralize qualified and capable employees. It was also revealed that some senior managers have a tendency of picking or promoting their preferred employees into MMS and SMS positions, who do not have management skills and do not have any necessary experience (Sikalumbi and Situmba, 2019). The findings showed that the recruitment and selection is overshadowed by political interference especially when employing the candidates for senior and middle management positions, therefore, unnecessary outcomes were expected without considering the policy. In addition, the management allows the trade unions to have much influence on who to hire (Sikalumbi and Situmba, 2019).This study brought out factors that affect the recruitment and selection processes at ZESCO which have consequential effects on the performance of workers. The findings of the study are very important as they have laid a foundation of factors prevailing in the recruitment and selection processes of workers at ZESCO which affect performance. However, the gap of this study is that it focused on the recruitment and selection practices on the performance of workers at ZESCO not in the local authorities.

Zinyemba (2014) carried out research in 10 companies in Zimbabwe entitled: *The Challenges of Recruitment and Selection of Employees in Zimbabwean Companies.* Sherevealed that recruitment and selection of staff in Zimbabwe comes with a lot of challenges that the human resource managers must meddle with in the process. Zinyemba (2014) revealed that among the challenges were, brain drain, high labour turnover, scarcity of skills and expertise in the labour market, unemployment, costs involved in the recruitment process, inadequate or outdated job description, use of information technology in advertising the vacancies, lack of human resource planning, misrepresentation of qualifications, nepotism and favouritism, political interference, geographical location of a business and change in business model of the organization. In her findings, Zinyemba (2014) highlights that these are the challenges which led to a lack of transparency in the recruitment process. She observed that prospective employees face a number of challenges associated with nepotism and favouritism. She refers to nepotism as the practice of unfairly giving the best jobs to family members by those who are in positions of power. This means that most of those in higher management positions influenced the recruitment and selection

processes. Further, she found out that due to the economic crisis in Zimbabwe, there is a brain drain and lack of qualified and experienced and this situation has led to bigger companies to compete with smaller companies in paying better salaries to the employees. Zinyemba (2014) adds that some of the job candidates were placed in wrong positions because they were over qualified for the few jobs available. These are the job candidates who opted to get any job because of the high unemployment levels in Zimbabwe. She also found out that the use of inadequate job description contributed led to employing people who were ill-qualified for the jobs in some of the organisations. Zinyemba (2014) states that an organisation goes through the normal procedure to advertise vacancies only to fulfill the requirement. She observed that the issue of qualifications is not considered relevant because new employees are believed to have learnt and gained experience while on the job. In addition, Zinyemba (2014) indicates that this situation demotivates qualified candidates to apply for jobs as they consider it as a waste of time. This is because the employer's benefit by empowering their relatives and friends, i.e. through nepotism or favouratism. For strangers to be recruited or selected, they are expected to offer rewards of some kind to those who are involved in the recruitment and selection processes. These rewards might come in form of bribes, corruption and various forms of malpractice (Zinyemba, 2014). This study is very important in that it identifies the challenges which human resource managers face during the recruitment and selection process. Zinyemba's (2014) study adds to the discourse of this study because it has critically examined the challenges in the recruitment and selection of employees in companies and not in the local councils.

A journal article by Karanja, Mungania and Muketha (2015) entitled: *Concepts and Practice of the Recruitment Reforms in the Public Sector; The Changing State of Public Service in Kenya* reveals that the Kenyan public service system emphasises uniformity, standardisation and transparency in its recruitment process. Nevertheless, Karanja et al. (2015) contend that despite the above-mentioned emphasis, the recruitment process lacks equity and transparency, making it difficult to recruit the best qualified applicants for the available jobs in the service. The challenges identified in the recruitment process include inadequate and invalid standards for evaluating job candidates, lack of transparency and independence of recruiting authorities and lack of administrative machinery to determine

qualifications. The findings by Karanja et al. (2015) are important to this research because they identify the factors affecting transparency in the recruitment of workers in the public sector. However, Karanja et al. (2015) take a broader approach in their analysis of recruitment in the public sector. They do not give the experiences of individual categories of public sector institutions such as the central government, local councils and semi-autonomous government institutions.

The World Bank (2009) in their research report focusing on Nigeria's health sector, entitled *Primary Health Care Delivery in Nigeria*, reveals the following: (i) variance in the quality of services provided by the primary health care facilities was because of the size of the facility and (ii) most health facilities lacked qualified personnel, (iii) had dilapidated infrastructure, (iv) some of the health services were not on offer, (v) there were inadequate pharmaceutical and medical supplies. The study concludes that these factors made it difficult for the health facilities to offer a range of services which they were supposed to provide at primary health care level. The study also highlights that poor remuneration and low job satisfaction weakened the efficiency of primary health care services in Nigeria. The lesson drawn from the survey conducted by the World Bank (2009) is that service delivery is mainly affected by several factors which relate to staff welfare and their working environment. The study by the World Bank (2009) is important to this research because it cites some of the challenges faced by primary health care providers. The literature by the World Bank is beneficial to this research because the research sought to find out how the identified challenges of lack of staff, low personnel qualifications, low job satisfaction, poor remuneration, lack of pharmaceuticals and equipment impact on service delivery. However, this literature did not provide information on how the personnel were being recruited and selected. The research focused on primary health care personnel who provide health services in the health sector.

Yashiro (2011) in his journal article entitled *Selection and Promotion of Managers in Japanese Companies: Present and Future Perspectives* discusses the Japanese recruitment system from various points of view like skill formation, labour turnover and obstacles to manage human resource. Yashiro's (2011) study points at employment and wages for

regular employees and unequal treatment for regular and non-regular staff. The study reviews the Japanese employment system, prescribes the selection and development of managers. The study points out that the main source of recruitment of regular staff is through new school graduates; reason being that of economic rationality and development of careers for longer tenure in the organisation. In addition, Yashiro (2011) asserts that the new school graduates reduce labour turnover because they do not leave the companies until they reach their retirement age. Yashiro (2011) argues that recruiting new school graduates only evaluates their potential rather than knowing whether the graduates are suitable to fill the vacancies. Yashiro (2011) concludes that recruiting new school graduates leads to failure to attract qualified applicants who are readily available on the labour market. The lesson drawn from Yashiro (2011) is that when new school graduates have been employed into the organisations, their career paths are developed to reach the top executive positions in the organisation. Further, Yashiro (2011) observes that the survival of the employment system depends on the type of industry in Japan. However, the omission of the study is that the source of recruitment adopted is focused on new school graduates; it leaves out other potential job candidates who are already on the labour market.

2.3 Literature on selection

Moonga (2005) in his Masters dissertation entitled: *The Impact of Changes of Central Government Policies on Operations of Local Council* focused on staffing levels of Ndola City Council and Chipata Municipal Council. The study reveals that Ndola City Council had a huge number of unskilled workers. The study also highlights that there was a shortage of staff in professions such as Engineering, Finance, and Health. The study also reveals that Chipata Municipal Council had adequate qualified staff. Moonga (2005) concludes that lack of support by the central government on the local councils is one of the major reasons which contribute to poor service delivery. He concludes that change of policies by the government has a negative effect on service delivery. Moonga (2005) also concludes that Chipata Municipal Council was performing well in terms of revenue collection because it had put in place good management approaches and systems to mitigate policy changes. The lesson drawn from Moonga's (2005) is that change of policy by the

central government can negatively or positively affect service delivery by the local councils. However, the study does not reveal how the change of central government policy can affect staffing levels of local councils.

Omisore and Okofu (2014) in their journal article titled, *staff recruitment and selection process in the Nigerian public service*) assert that the Federal Civil Service Commission was authorised by the Federal Public Service Rules of 2008 as contained in Chapter 2, Section 1 to comply with the policy guidelines pertaining to recruitment and selection of personnel in the civil service. The study reveals that implementation of the recruitment and selection policy as provided in the legislation is not effective. It is pointed out that the public service is made up of mainly personnel who were largely distinguished based on their educational qualifications, skills ranks and duties they discharge. The Public Service covers the civil service, the legislature, judiciary, parastatals and all government agencies including the local government. According to Martin (2012) Federalism refers to the system of government in which the same territory is controlled by two levels of government that make laws and have a certain level of autonomy. Nigeria is a federal state because each state is headed by a Governor. The sovereignty resides with the federal executive which is headed by the President. The Federal executive directly controls and regulates the army, education, welfare finance and healthcare. The study concludes that staff recruitment and selection in Nigeria in the public service is complementary and indispensable institutional activities that add value to the civil service (Omisore and Okofu, 2014).

Omisore and Okofu (2014) reveal that the stipulated periods for selection into the public service, are often sidelined. Omisore and Okofu (2014) highlight in their study that there is high level of political interference and manipulation by the political class, top administrative executive and others coupled with contributing factors such as ethnicity, nepotism, favoritism, corruption, institutional and governmental connections that have consequential effects and negative implications for human resource competence, capability and service delivery. Hence the staff recruitment and selection system in the Public Service of Nigeria is characterised by irregularities. The lesson learnt from the study by Omisore

and Okofu (2014) is that the public service is made up of mainly personnel who are largely distinguished based on their educational qualifications, skills ranks and duties they discharge. The gap of this study is that its focus was on recruitment of staff in the public service in Nigeria and not local government service. Therefore, this study focused on recruitment and selection of workers in the local councils.

Public Service Commission of South Africa (2011) in their working paper assessed the implementation of recruitment and selection practices in municipalities. The paper reveals that municipalities which had Human Resource Plans in place were more efficient because they addressed issues of rewards, recruitment, retraining and remunerations, among others. In addition, the Public Service Commission has the responsibility to ensure that recruitment, transfers, promotions and dismissals comply with the values and principles set out in section 195 of the Constitution of South Africa. The provisions of section 195 of the Constitution are also applicable to the local sphere of government (Public Service Commission of South Africa, 2011). The paper found that some of the recruitment methods or techniques were adopted. It was also shown that in some areas, recruitment and selection processes showed positive signs of improvement where the policies have been successfully implemented in South Africa. Although it is argued that the recruitment and selection processes have not been undertaken at a level where it could be confidently shown that these processes are yielding the desired results (Public Service Commission of South Africa, 2011).

It has been learnt from the paper by the Public Service Commission of South Africa (2011) that different levels of councils established under one regulatory body or local government have uniform recruitment policies because service delivery is driven by the demands of people in different locations. The weakness of this report is that Town, District and Municipal authorities have got different recruitment and selection policies best suited to respond to the demands of the services offered to the people in a particular area. Another weakness of the study by the Public Service Commission of South Africa (2011) is that it focused on implementation of the recruitment and selection policies in the municipalities in South Africa thereby, leaving out experiences in the central government.

Ashraf's (2017) article titled, *public sector recruitment and selection, in relation to job analysis in Pakistan* established that it is very important to do a job analysis for the purpose of valuing the jobs and estimating the future needs of the organisation. Ashraf (2017) argues that if a job analysis is overlooked before recruitment and selection of personnel, the possibility is that jobs may be mismatched with the requirements. He concludes that the process of hiring workers in the public sector is flawed despite having good formal polices; mainly because of poor job analysis. Ashraf's (2017) study focused on Job Analysis and said that selection of the employees should be done in accordance with the requirements of the job.

The lesson learnt from Ashraf's (2017) study is that Job analysis is a pillar of recruitment and selection practices in any organization and that selecting a right candidate for the job is very important and job analysis greatly improves the process. However, Ashraf's (2017) study ignores the fact that Human Resource (HR) Planning is a comprehensive exercise that encompasses job analysis as a component. However, the study failed to consider that the selection of successful job applicants is anchored on the final decisions of the people involved in the process. Ashraf's (2017) study focused on public sector recruitment and selection in relation to job analysis in Pakistan which is one of the developing countries in Asia. Therefore, the findings cannot be generalised to other countries because they have different economic, social and political statuses. This study focuses on transparency in recruitment and selection of workers in the local councils in Zambia. The study attempted to fill this gap.

Nabi *et al* (2014) in their article entitled *Recruitment and Selection Procedures in the Public Sector Universities of Azad Jammu and Kashmir in Pakistan* analysed the fairness of the recruitment and selection procedures. The study reveals that oganisational politics influence the recruitment procedure and hinders fairness. One of the major findings of the study is that the top positions were filled by people who tend to protect their own interest because they were appointed by the president, vice chancellor and line managers in the public sector universities. Nabi *et al* (2014) also reveal that the basic objective to attract a pool of applicants and selecting the right person on the right job is defeated because the top

bureaucrats in the public universities take control of recruitment and selection process. Nabi *et al* (2014) argue that unfair recruitment and selection methods have a negative impact on the organisation because poor decision was made to employ unqualified personnel in the public universities. It is learnt from Nabi *et al* (2014)'s study that fair recruitment and selection procedures prove to be interconnected and interrelated to the performance of the organisation and that the success of an organisation largely depends on the quality of workers. The weakness of the study is that it focused on public universities, thereby ignoring institutions in other sectors like hospitals and local governments, among others.

Golstone's (2015) article entitled *Developing Strategies for Hiring Managers: A Case Study on Hiring Employees* in the United States is also worth noting. The managers work within the aeronautics and engineering fields in the Southeast region of the United States. This study was exploratory in nature and aimed at exploring the strategies used when hiring managers in metro Atlanta, Georgia, and South Carolina. Golstone (2015) observes that when hiring criteria are not followed, organisation fit with a candidate is likely to be compromised. Further, she emphasised that hiring managers must make effective hiring decisions to maintain competitive advantage. She contends that the people involved in hiring practices face challenges of making decisions. It is learnt from Golstone's (2015) study that effective recruitment and hiring practices are beneficial to the organisation because it reduces costs and promotes employees' loyalty. Golstone's (2015) findings show that effective hiring strategies result into successful hiring of workers. When managers understand the strategies needed for hiring employees for oganisational fit, hiring failures decrease and the reputation of the business increases within the community. The gap of the study is that it focused on the hiring of managers and left out other auxiliary employees of the organisation.

2.4 Conclusion

In conclusion, the reviewed literature shows that in both developed and developing countries recruitment of human resource for many organisations depends on the effectiveness of the implementation of human resource management policies. Recruitment is a major function of human resource management due to the fact that it is where the identification and attraction of potentially qualified employees take place. The recruitment methods which many organisations adopt are advertisements in the media through newspapers, radio, television, social media on Facebook, Whatsapp, websites, employment agencies, drop-in applications, casual callers, friends and relatives of existing employees. However, there are a number of challenges that affect the recruitment process which include sources of recruitment, costs to advertise, medium of advertising, corruption, bribes, nepotism and favoritism, among others. Literature has shown that the selection process involves the use of interviews, aptitude and other psychological tests to select the best candidates. Despite the literature presenting valuable lessons, it is not comprehensive. Much of the literature focuses on the local authorities, central government institutions, and the private sector. There is very little information on the levels of transparency in recruitment and selection of workers in the local councils in Zambia.

CHAPTER THREE
RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the methodology that was adopted for this research. The chapter looks at the type of research, research site, research approach, sources of data, population and sample size, sampling methods, data collection methods, reliability of data, validity of data, data analysis techniques and the ethics that were applied when conducting the research. The chapter ends with a presentation of the limitations of the research.

3.2 Type of Research

The type of research that was conducted was a case study of local councils in Lusaka Province. In a case study design, the case you select becomes the basis of a thorough, holistic and in-depth exploration of the aspects that you want to find out. It is an approach in which a particular instance or a few carefully selected cases are studied. A case study was chosen because it gives a detailed examination of one group or class of the phenomena and if properly conducted, it is truly scientific (McCutcheon and Meredith, 1993). Madimutsa (2019) affirms that selecting a case study method allows researchers to collect detailed information on the behaviour of a particular social unit. A case study method was selected to allow for collection of detailed information on the level of transparency in recruitment and selection of council workers. The Lusaka City Council, Chongwe Municipal Council and Chilanga Town Council were selected because of their unique characteristics which included their geographic location, and type of council among others. The research was conducted between March 2019 and September 2019.

3.3 Research Site

The research was conducted in Lusaka Province. Lusaka Province was chosen for this research because of its distinctive features of being the fastest growing province in Zambia and its involvement in a lot of economic activities as compared to the other provinces. It is

densely populated and is the most urbanised province in Zambia (GRZ, 2013a).The surface area of Lusaka Province is 21,896 squares per kilometers, which is about three percent of the total area of Zambia. Lusaka province shares boundaries with Eastern Province in the East, Southern Province in the South, and Central Province in the North and shares an international boundary with Mozambique in the South East side of Zambia (Republic of Zambia, 2014). Lusaka Province which, in turn, is divided into eight districts namely; Chilanga, Chirundu, Chongwe, Kafue, Lusaka, Luangwa, Rufunsa, and Shibuyunji (GRZ, 2013a). Lusaka city is the provincial headquarters of Lusaka Province and is the capital city of Zambia.

The population of Lusaka province, based on CSO publications, was estimated to be 1,391,329 in 2000 which increased to 2,191,225 in 2010 (Republic of Zambia, 2013a).Provincial statistics reported were that 99,577 people were males, while 98.312 were females. Out of the total rural population of Lusaka Province, 55,774 males and 31,399 females were working (Republic of Zambia, 2013b). In 2010, 15.3% of the population was residing in rural areas, while 84.7% was residing in urban areas (Zambia Republic of Zambia, 2014). According to the estimates of the 2010 census of the population report by Central Statistical Office (2012) entitled Zambia 2010 Census of Population and Housing, National Analytical Report, Lusaka Province records a larger population. This shows that the population statistics grew at an average annual rate of 4.6% between 2000 and 2010. Lusaka Province was densely populated in 2010 when the last census was conducted with 17.4% persons living per square kilometer. However, the projected population for Lusaka Province in 2015 was 2,777,439 and 3,360,183 in 2020. Furthermore, based on the projections, the distribution of males was 1,376,224 and 1,401,215 females in 2015, while it was projected that there would be 1,660,484 males and 1,699,699 females in 2020. Currently, the urban population was projected to be 42.8% in 2018 and will reach 86.4% in 2035 (GRZ, 2013b). This large population puts pressure on local councils to provide services, hence the need for a skilled labour force to perform the necessary duties.

3.4 Research Approach

The research approach for this research was a mixed methods approach. It mixed both qualitative and quantitative research approaches. The use of a mixture of qualitative and quantitative methods was required because the research needed several methods to be used to collect data in order to achieve desired results (Kothari, 2004). On the one hand, the qualitative approach focused on qualitative data that was collected. This is the data which was collected from the key informants based on their understanding of the matter under investigation. Qualitative methods helped to find reasons to explain occurrences and provided in-depth information of the phenomenon under investigation. On the other hand, quantitative data were collected using a questionnaire. According to Kumar (2011), a questionnaire is a research instrument used to collect data that can be quantified, standardised or grouped into statistics or numbers. The quantitative approach focused on the collection of quantitative data. The use of quantitative approach was to help quantify the patterns of results which could not be explained by the use of one approach only. A questionnaire was administered to Division I to III council workers and Daily Classified Employees (Division IV) who were employed in the last 12 months from Lusaka City Council, Chongwe Municipal Council and Chilanga Town Council.

3.5 Sources of Data

This researcher used both primary and secondary sources of data. Primary data sources focused on data that has not been collected and analysed by any other person. It was being collected for the first time for the purpose of this research. In this regard, primary data was collected from the key informants from the Local Government Service Commission, Lusaka City Council (LCC), Chongwe Municipal Council (CMC) and Chilanga Town Council (CTC). The key informants were people who are involved in recruitment and selection of council employees. Primary data was also collected from council employees who were employed in the last 24 months from Lusaka City Council, Chongwe Municipal Council and Chilanga. The researcher also obtained data from secondary sources such as journal articles, books, magazines, newspapers and the internet.

3.6 Population and Sample

This research targeted officials from Local Government Service Commission, key informants and employees from Lusaka City Council, Chongwe Municipal Council and Chilanga Town Council. The total population of key informants was 24. Information obtained from LGSC showed that the commission had seven commissioners, one Commission Secretary, two Deputy Commission Secretaries, and eight Human Resource Administrative Officers. Information further indicated that Lusaka City Council had three key informants inter alia: Director of Human Resource Administration, Chief Human Resource Officer and Senior Human Resource Office. Chongwe Municipal Council had two key informants inter alia: Director Human Resource Administration and Chief Human Resource Officer. Chilanga had only one key informant, the Chief Human Resource Officer. For the council workers, information obtained from the three local councils revealed that a total of 248 council workers have been employed by the three councils in the past two years. It is important to mention here that this research focused on council workers employed in the last two years. The distribution of council workers employed by the three councils in the past two years was as follows: Lusaka City Council had 142, Chongwe Municipal Council had 63 and Chilanga Town Council had 43 council workers. In total, the total population for this research was 272.

Therefore, the sample size for this research was 134 respondents. The sample consisted of nine key informants who included: the Vice Chairperson, one Deputy Commission Secretary (Human Resource Management Services) and one Chief Human Resource Management Officers from the Local Government Service Commission and these are people who are involved at different levels of decision making in recruitment and selection of Division I to III employees in the councils. The Local Government Service Commission was chosen for this research because it is mandated to recruit Division I to III employees who work in all the councils in Zambia. Other key informants were drawn from Lusaka City Council, Chongwe Municipal Council and Chilanga Town Councils. These key informants were those with appropriate knowledge and involved at different levels of decision making in the process of recruitment and selection of Division IV employees. In

this case, three key informants drawn from the Lusaka City Council comprised the Director of Human Resource and Administration, the Assistant Director of Human Resource and Administration and Chief Human Resource Officer. The other two key informants were drawn from Chongwe Municipal Council who included the Director of Human Resource and Administration and the Chief Human Resource Officer whereas from Chilanga Town Council one Chief Human Resource Officer were included in the sample.

Furthermore, 125 council employees from the three local councils and employed in the past two years were included in the sample. These council workers provided quantitative data which was collected through questionnaires. The largest number of 70 employees was drawn from the Lusaka City Council because it has the largest number of employees. The establishment for Lusaka City Council is 4,329 employees in total, which comprised 3,113 Division I to III employees and 1,216 Division IV employees. LCC employed 152 council workers in the past 2 years. A total number of 70 respondents were drawn from Lusaka City Council. Chongwe Municipal Council has an establishment of 290 employees in total.CMC had employed 63 council workersin the past 2 years. Therefore, 30 employees were drawn from Chongwe Municipal Council since it has a smaller number of employees, as compared to the Lusaka City council. Chilanga Town Council had an establishment of 134 employees. CTC was the smallest amongst the 3 councils and had the smallest establishment and had the smallest number of 52 employees employed in the past two years. Therefore, a total number of 25 employees were drawn from Chilanga Town Council for the purpose of this research.

3.7 Sampling Methods

The key informants from LGSC and local councils were selected using purposive sampling method. This type of sampling is based on what the researcher thinks is typically the population under investigation (Bless and Achola, 1988). Purposive sampling is used by qualitative researchers to select individuals, groups and settings that maximize the understanding of the phenomenon (Bless and Achola, 1988). The researchers' judgment was that the selected sample possessed the characteristics which were necessary for this

research. Purposive sampling method was adopted because the key informants were experts involved in the recruitment and selection of workers for the councils. The workers from the councils were selected using a multi-stage sampling.

To this end, the researcher used multi-stage sampling method. Multi-stage sampling technique was used due to the fact that it is normally carried out in stages. The first stage involved the use of purposive sampling method to select the three levels of the councils. This was done because the three councils (Lusaka City Council, Chongwe Municipal Council and Chilanga Town Council) are in diverse geographical locations. The three councils were also purposively sampled for reasons that Lusaka City Council is the only city council in Lusaka Province, Chongwe Municipal Council is the only municipal council in Lusaka Province and Chilanga Town Council was chosen because it is one of the newly established town councils in Lusaka Province which has recruited new members of staff.

In the second stage, a stratified sampling method was used which involved selecting a specific proportion of individuals to form groups useful for the research. This formed a strong basis where two strata were formed comprising Division I to III employees and Division IV (Daily Classified Employees) employed in the last two years in each of the three councils. The two strata were formed on the basis that Division I to III comprise professional and skilled employees such as engineers, planners, and accountants employed by the LGSC. Division IV consists of non-professional employees such as messengers, drivers, cleaners and grave diggers employed by local councils.

A simple random sampling method was then employed to select elements from each stratum. Therefore, the lottery method which is a simple random probability method was used to select council workers from Lusaka City Council, Chongwe Municipal Council and Chilanga Town Council. The lottery method involved allocating a number to each new employee in Division I to III, who were employed by Local Government Service Commission and Daily Classified Employees who were employed by Lusaka City Council, Chongwe Municipal Council and Chilanga Town Council in the last 24 months. The researcher was then required to make balls which were put in a closed container and

shuffled at intervals to select 50 respondents who were Division I to III employees and 20 Daily Classified Employees from Lusaka City. The same formulae was repeated to select the 20 respondents who were Division IV employees and 10 Daily Classified Employees selected from Chongwe Municipal Council and 15 respondents who were Division I to III employees and ten Daily Classified Employees were selected from Chilanga Town Council. The lottery method was chosen because it gave every council worker employed in the last 2 years an equal chance to be included in the sample of 125 respondents.

3.8 Methods of Data Collection

On the one hand, Semi-structured interviews were used for collection of qualitative data. According to Richards (2009) semi-structured interview is a qualitative data collection technique which involves a face-to-face interaction between the respondent and the researcher. An interview guide contains a schedule of pre-determined questions for the respondents and the researcher records the responses. Semi- structured interviews enabled the researcher to ask questions and get clarity on the matter. Semi-structured interviews were used to collect qualitative data from the key informants. An interview guide was developed to ensure desired coverage of the areas of enquiry and comparability of information across the informants. This enabled the researcher to take control of the topic under investigation while obtaining detailed information from the key informants. On the other hand, a questionnaire was used to collect data from Division I to III council workers and Daily Classified Employees (Division IV) who were employed in the last two years from Lusaka City Council, Chongwe Municipal Council and Chilanga Town Council. A questionnaire was used to collect data from a large number of council workers who were selected in the sample. For this research, the questionnaire contained both closed ended questions. The purpose of using open ended and closed ended questions was not to limit the responses from the respondents.

3. 9 Reliability of Data

This research used internal consistency to measure the reliability of data that was collected. According to Phelan and Wren (2006), internal consistency is a measure of reliability that is used to evaluate the degree to which different test elements that probe the same construct produce similar results. To ensure reliability of data in this research, the responses were checked if they were logically connected to the corresponding questions. Only responses that were logically connected to the corresponding questions were taken to be reliable data. These are the data presented in this dissertation.

3.10 Validity of the Data

Content validity was used in this research. According to Bless and Achola (1988) content validity involves the use of a research instrument which represents the full content of the subject under investigation. Through this method, all the major aspects of the problem under investigation were included in the research instruments. The aspects of transparency in recruitment of workers covered in this research focused on the extent to which the vacancies in the local councils were widely advertised to see whether the adverts reached the potential job applicants. For instance, methods to inform the general public about vacancies in the councils were grouped as follows: advertising through the media (i.e. Newspapers, Radios, and Television), Social media (i.e. Facebook, Whatsapp, and websites), Employment agencies, Drop-in applications, Casual Callers or being informed through Friends and relatives. The aspects of transparency in the selection of workers covered in this research were grouped as follows: aptitude tests, shortlisting, interviews, psychological tests, work-based tests, biographical data, references and qualifications vetting.

3.11 Methods of Data Analysis

This research used both qualitative and quantitative data analysis methods. On the one hand, qualitative data was analysed using content analysis where themes were developed so that data that was related was grouped in one category. This was done by establishing the existence and frequency of concepts or the most often represented words or phrases in a text from key informants from LGSC and local councils. The researcher deduced the underlying meaning and relationship of words and concepts and then made inferences about them message. Content analysis was, therefore, very useful as it helped in identifying issues that arose during the interviews.

On the other hand, a computer programme called Statistical Package for Social Sciences (SPSS) was used to analyse quantitative data. The researcher put codes to data or giving numbers to every response for each question. The data was then entered on the computer using the Statistical Package for Social Science (Version 20) programme to carry out the analysis. Descriptive statistics such as frequencies, percentages and cross tabulations were generated. Data was presented in the form of tables and charts. The descriptive statistics were used due to their ability to convey information to a good number of people easily because they are relatively simple to understand and interpret than rigorous mathematical interpretation (Saunders et al., 2009).

3.12 Research Ethics

The moral ethics and principles of conducting this research were upheld. Permission was sought from the relevant authorities and institutions involved before the collection of data commenced. The participants were informed of the objectives and the sampling methods and data collection methods that were used in this research. Participants were also informed that participation was voluntary so that they could freely participate. Informed consent was sought from the participants. The participants were allowed to ask any questions related to the research. Those who refused to participate were not forced. Honesty and integrity were also maintained to ensure that there was confidentiality. All the names of the participants

were kept as anonymous. In this regard, the key informants were identified using their job titles.

3.13 Limitations of the Research

The following limitations were encountered in the process of this research:

1. The researcher could not sample all the local councils in Lusaka Province and, therefore, results could not be generalised. However, efforts were made to identify and select councils that were representative of the three levels of local councils found in the province; these are City, Municipal and Town Councils.

2. Another limitation faced was non-availability of some key informants in their offices and others were too busy to be interviewed. This delayed the data collection process. However, the researcher exercised patience and ensured that required relevant data was collected from key informants.

3. It was not possible for the researcher to have access to the extracts of the minutes for the full council sittings and full commission to show the number of council workers who were recruited in the past 2 years, as these documents were considered as confidential. The researcher relied on the data which were collected from the key informants and the council workers who were selected in the sample for this research.

CHAPTER FOUR - FINDINGS

TRANSPARENCY IN RECRUITMENT OF WORKERS IN LOCAL COUNCILS

4.1 Introduction

This chapter presents and discusses research findings relating to the first specific objective which reads: To investigate and establish the level of transparency in the recruitment of workers in local councils. To achieve its purpose, the chapter first gives an introduction and looks at the methods of recruiting workers in the local councils. Thereafter, the chapter discusses the level of transparency in the recruitment process. Afterwards, the chapter looks at challenges faced by employers to promote transparency in recruitment. Finally, a conclusion will be given.

4.2 Methods of Recruiting Workers in the Local Councils

The research reveals that the recruitment process of council workers was done by both the Local Government Service Commission (LGSC) and local councils. The research found that the LGSC mainly recruits council workers from Division I to Division III. These are mainly professionals and specialised employees such as Town Clerks, Council Secretaries, Human Resource Officers, Engineers, Physical Planners, Public Health Officers, District AIDS Coordination Advisor, Community Development Officers, Socio-Economic Planners, Information Technology Officers, Legal Officers, Procurement Officers, Fire Brigade Officers, Accountants, Auditors, Surveyors, Valuators, Clerical Officers, Stenographers, Typists, Registry Clerks, Clerical Officers, Fire Fighters, Electricians, Water and Sanitation Coordinators, Council Police Sub Inspectors among others. The research also finds that local councils are only mandated to recruit Division IV workers. Division IV workers mainly consists of non-professionals such as Council Police Constables, Office Assistants, Messengers, Drivers, Cleaners, Pest Controllers and Grave Diggers among others. However, local councils are allowed to make recommendations for employment of Division I, II, III and IV workers to the Local Government Service

Commission. In an interview, the Chief Human Resource Management Officer at LGSC indicated that:

> Initially local councils were authorised to recruit Division I, II and III workers, but abused the recruitment process by recruiting unqualified individuals as professional staff. Therefore, the recent Local Government Reforms solely mandate the Local Government Service Commission to recruit professional staff to councils (Interview, 18 November, 2019).

This finding is similar to the experience in other countries such as Nigeria where professional staff to councils are recruited by Local Government Service Commissions (Omisore and Okofu, 2014).

In another interview, the Deputy Commission Secretary of Human Resource Management Services at LGSC revealed that:

> To enhance transparency in the recruitment of council workers, the commission usually involves officials from other government departments such as the Police, Ministry of Labour and Social Security, the Controller of Government Transport, Chairperson, Vice Chairperson, Five Commissioners, Eight Human Resource and Administration Officers, Commission Secretary and Two Deputy Commission Secretaries and for some positions council officials are engaged and people from professional bodies. Let me also state that, in the past, we used to invite officers from ACC to be part of the recruitment and selection process but they stopped coming because there are no incentives to motivate them as the government has stopped paying allowances to officers working away from their stations within the same district.

The reason of inviting the stakeholders from other organisations is to ensure that the interests of the people they represent prevails. For instance, the role of Zambia Police officials, is to confirm that the job applicant underwent the necessary training and they assist us by asking the job applicants questions which relate to the training of council police but also we engage the police when a case of fraud is reported. For instance, the Assistant Director at one of the councils was reported to have employed Daily Classified Employees in large numbers without prior authority from the Town Clerk. The wage bill became too huge to be sustained and the audit also revealed that the establishment had less employees as compared to the workers at that time. The police were engaged to investigate the matter, that is how that Assistant Director was demoted and posted to a rural council. The role of the Ministry of Labour officials is to offer policy guidelines as stipulated in the Labour Act. The role of ACC is to provide the checks and balances so that there is fairness and equal treatment towards the job applicants. We invite officials from the Professional Bodies so that they can assist us to determine the suitability of the job applicant and they offer professional advice because they are experts in the field. We also follow policy guidelines stipulated by the Civil Service Commission on the recruitment of public service workers (Interview 18 November, 2019).

The Director Human Resource and Administration at Chongwe Municipal Council also revealed that to promote transparency in the recruitment process, "the council allows individuals from other government departments to sit on the panel during the recruitment process. Our authority to employ is limited to the Daily Classified Employees so we ask the applicants to present their qualifications that's all. Most of them have grade twelve certificates so for the drivers they also need to possess a valid drivers' license. Although there are some applicants who have only passed in four subjects, we accept them if they have other qualifications. We invite the Controller of Government Transport from the Ministry of Works to conduct driving tests when we are employing Fire Fighter Drivers that is if we receive funding" (Interview 29 October, 2019).

For Lusaka City Council, "council heads of department are involved and the recruitment report has to be ratified by councilors. LCC makes recommendations to LGSC in respect of Division IV workers who have the required qualifications. Normally, some recommendations go through while, some of them will not be successful. For example, we recommend Division IV Council Police officers to become Division III Police Sub Inspectors and we are allowed to make recommendation for other positions like Receptionists, Revenue Collectors, Clerical Officers, Typists, Registry Clerks and Cashiers. We also have an integrity committee which checks that the right job candidates are recruited, by following the recruitment and selection policy guidelines. These committees are human resource control mechanism which ensures that we adhere to the set standards of official conduct when we are employing workers. The Integrity Committee is committed in promoting transparency, accountability and integrity in the recruitment of council workers. It is part of the local government initiative to prevent corruption and mal-practices in the recruitment and selection process. The head of department represents the interest of their department especially for the recommendations made by the councils. There are whistle blowers within the council, who report any corrupt practices and unfair treatment to ACC. In the past, ACC was involved but not anymore because there are no incentives because the institution used to pay them sitting allowances" (Interview with Director Human Resource and Administration, 13 November, 2019).

The findings suggest transparency in the recruitment process of council workers. The findings of this research are in consensus with Karanja, Mungania and Muketha (2015) whose study reveals that the Kenyan public service system emphasizes uniformity, standardization and transparency in recruiting competent applicants by following stipulated policy guidelines.

The research further reveals that Local Government Service Commission (LGSC) advertises vacant positions in local councils in the print media, commission's notice boards and sometimes on television. In a related interview, the Deputy Commission Secretary under Human Resource Management Services narrated that:

For fast track or rare skills, the commission gets the applications directly from the applicants, we use professional bodies and also make use of recommendations made by councils. And due to financial challenges, the Local Government Service Commission sometimes does not advertise vacancies in the print media. In instances where the commission does not advertise, it mainly utilises professional bodies, universities and colleges and recommendations from councils. The commission does support the recommendations from the councils but not all of the recommendations are granted because we have a database of job applicants (Interview, 19 November, 2019).

The findings of this research are in agreement with Moonga (2014) whose study reveals that the Local Government Service Commission sometimes recruited council workers from universities and colleges. The research also reveals that even local councils do advertise vacant positions for division IV workers who are mainly drivers, office assistants, grave diggers, messengers and cleaners.

The research finds that local councils use council notice boards, print media, markets, and bus stations to advertise vacant positions. Chongwe Municipal Council Director Human Resources Administration (Interview, 29 October, 2019) stated that: "To recruit council workers, we sometimes use councilors to stick adverts in their wards within the district. To cater for rural parts of the district, we stick notices for employment in farm areas which are usually about five kilometers away from the town area.

4.3 Level of Transparency in the Recruitment Process of Council Workers

The level of transparency in the recruitment process was looked at from three angles. These are: How the workers knew about job vacancies in the local councils; Whether the workers knew someone at LGSC, local councils or other government institutions before they got employed in the local council; and whether the workers were helped by someone at the

LGSC, local councils or other government institutions to get their current job in the local council. The details of these angles are discussed below.

4.3.1 Methods used by the local council workers to know about the job vacancies.

The methods used by local council workers to know about the job vacancies are shown in Figure 4.1
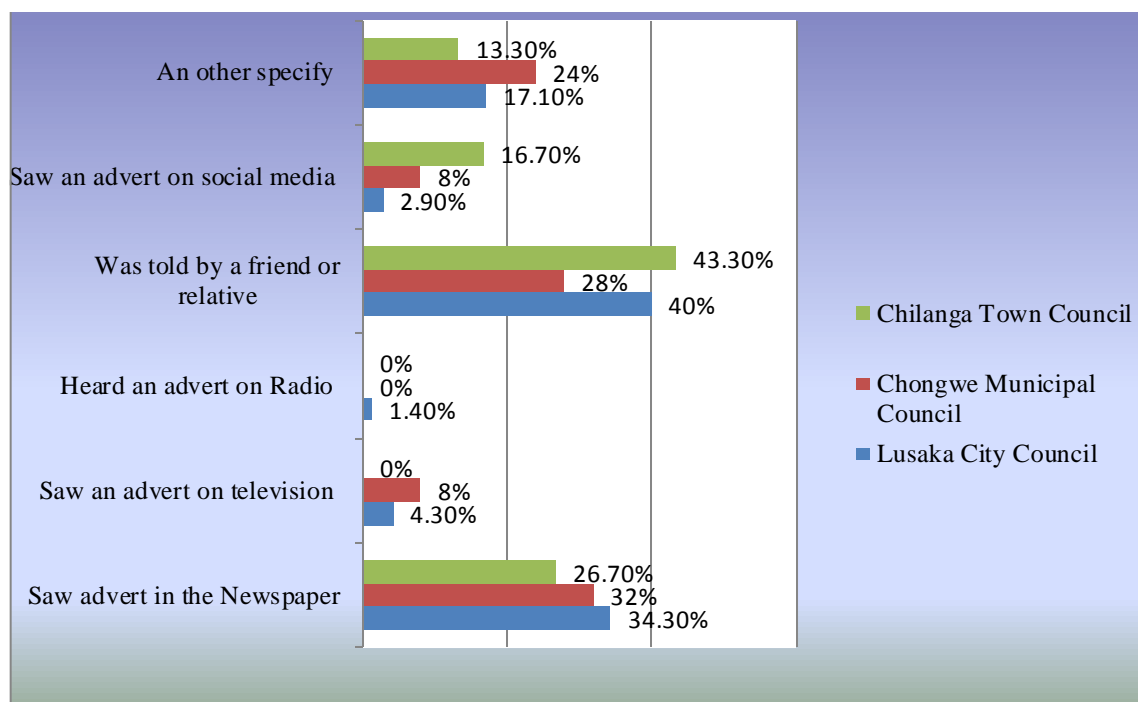
Source: Field data, 2019

This research sought to ascertain the extent to which council jobs are advertised by looking at how council workers found out about available job vacancies in their respective councils. Figure 4.1 shows that on aggregate, most of the workers (48) representing 38.4 percent of respondents knew about the job vacancy through a friend or relative. 40 (32 percent) saw an advert in the newspaper, 22 (17.6 percent) knew through other means such as council notice boards, professional fairs, trade fairs, and career talks. Nine (about seven point two percent) saw an advert on social media platforms such as Facebook, Twitter, LinkedIn, internet while five (four percent) saw an advert on television. The minority (one), representing about one percent, heard an advert on radio. The above findings further

indicate that on aggregate, about 72, representing 58 percent, at least saw an advert of the job vacancies in the councils. This is compared to 48, representing 38.4 percent, who knew about the job vacancy through a friend or relative and five (four percent) who gave no response. The findings of the study further suggest that to a larger extent the Local Government Service Commission and local councils do advertise available job vacancies to the public. This further suggests a high level of transparency in recruitment of council workers. This finding disagrees with the understanding established in the conceptual framework where it is assumed that there is little or no publicity of vacancies in the media so that only a few privileged individuals have access to the information and can apply for job vacancies at the expense of the majority.

4.3.2 Council workers Knowing someone at LGSC, local councils or other government institutions before they got employed

As can be seen in Figure 4.2, on aggregate, the majority of the respondents (95 percent) knew someone at other government institutions before they got employed. It is people at LGSC and local councils who were known by a few of the respondents before they got employed. The data below shows that although most of the workers knew people in government institutions before getting their current jobs, some of the respondents (*as indicated with 16 percent)* knew people in the local councils as compared to six percent who knew people at LGSC. This finding agrees with assumptions established in the conceptual framework where it is assumed that those who are employed in local councils were relatives or friends of those in top positions of government institutions who are involved in the recruitment and selection processes.

Figure 4.2: Council workers knowing someone at LGSC, local councils or other government institutions before they got employed
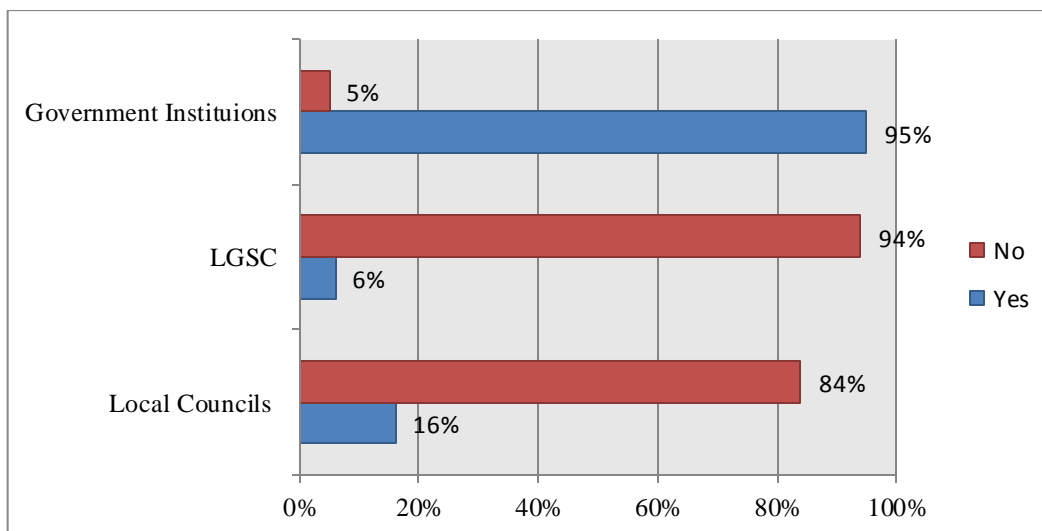
Source: Field data, 2019

Table 4.1: Council workers knowing anyone at LGSC before they got employed by area of residence

Council workers knowing someone at LGSC before they got employed	Area of residence before being employed in the local authorities		Total
	Urban	**Rural**	
Yes	7	0	7
No	97	21	118
Total	**104**	**21**	**125**

Source: Field Data, 2019

As can be seen in Table 4.1, seven out of 104 council workers (representing seven percent) in urban areas knew someone at LGSC before they got employed. This practice is not there for people in rural areas. This finding suggests that people living in urban areas tend to know people at the LGSC and have a higher chance of being informed about job vacancies in the local councils.

Table 4.2: Council Workers knowing anyone at LGSC before they got employed by type of council

Did you know anyone at LGSC before you got employed in the council?	Type of Council			Total
	City Council	Municipal Council	Town Council	
Yes	6	0	1	7
No	64	25	29	118
Total	70	25	30	125

Source: Field data, 2019

As can be seen in Table 4.2, six out of 70 city council workers (representing about nine percent) knew someone at LGSC before they got employed. This is against one out of 30 (representing three percent) for Town council and zero out of 25 (representing zero percent) for Municipal council). This finding suggests that the city council is more prone to practice of nepotism compared to other types of councils. The finding further suggests that the proximity of the local council to the LGSC promoted nepotism in the recruitment of workers in that council. Lusaka City Council is the closest to LGSC followed by Chilanga Town Council, while Chongwe Municipal Council is a bit far.

Table 4.3: Council Workers knowing someone at the council before they got employed by type of council

Did you know someone at the council before you got employed?	Type of Council			Total
	City Council	Municipal Council	Town Council	
Yes	15	2	3	20
No	55	23	27	105
Total	70	25	30	125

Source: Field data, 2019

Table 4.3 shows that, 15 out of 70 city council workers (representing 21 percent of personal relations within the council) knew someone at the council before they got employed. This is against three out of 30 (representing 10 percent) for Town council and two out of 25 (representing eight percent of personal relations within the council) for Municipal council. The findings suggest that the more urbanised a local council is, the more prone it is to nepotism in the process of recruiting its workers. The above table shows that the city council (Lusaka) is the most urbanised among the three councils. Chongwe Municipal and Chilanga Town councils are predominantly rural councils and the level of personal relations among their employees is about two times lower than in Lusaka City Council.

4.3.3 LGSC, local councils or other government institutions ability to help council workers to get employed

Figure 4.3 shows that on aggregate, the majority (94 percent) of council workers did not receive help from someone at other government institutions to get employed but the majority of the council workers knew someone in the government institutions. This was against six percent who indicated to have received help from people in other government institutions. As per category of government institutions, data below shows that although the majority of the workers did not receive help from someone in the mentioned government institutions to get employed, the majority of council workers knew people from within the local councils and 11 percent indicated that they received help to get employed in the local councils than the people at the LGSC and other government institutions (as indicated with seven and six percentages respectively). This finding also agrees with assumptions established in the conceptual framework where it is assumed that those who are employed in local councils are relatives or friends of those in top positions of government institutions who are involved in the recruitment and selection processes.

Figure 4.3: Council workers receiving help from someone at LGSC, local councils or other government institutions to get employed
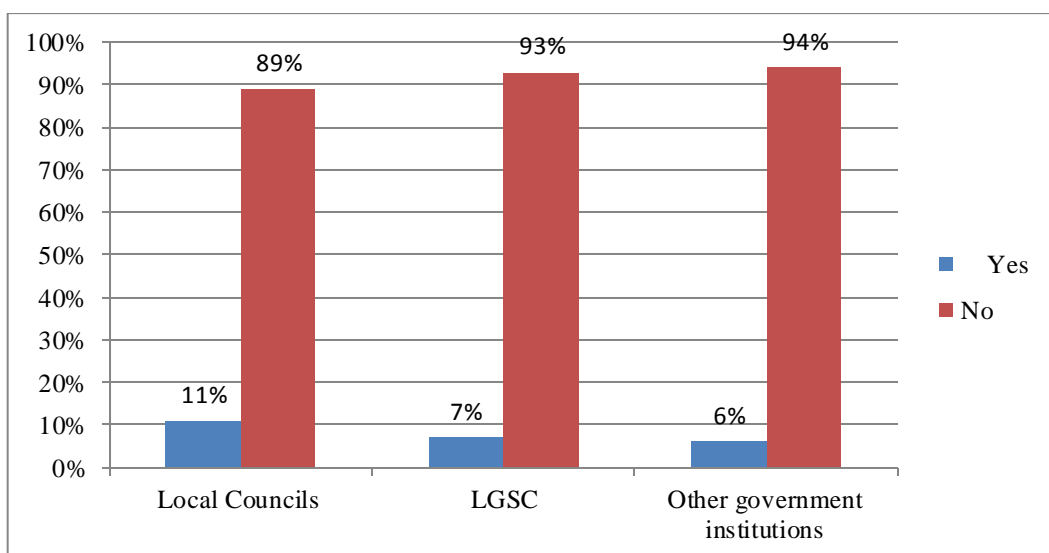
Source: Field data, 2019

Table 4.4: Council workers receiving help from someone at LGSC before they got employed by area of residence

Did anyone from the Local Government Service Commission help to get your job?	Area of residence before being employed in the local authorities		Total
	Urban	**Rural**	
Yes	8	1	9
No	96	20	116
Total	104	21	125

Source: Field data, 2019

As can be seen in Table 4.4, eight out of 104 council workers (representing eight percent) in urban indicated that they received help from someone at LGSC to get employed. The council workers revealed that people from the LGSC helped them with information that there were some job vacancies. The workers from urban councils said that they were happy

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with the way people get employed because of the involvement of the officials from other government departments and professional bodies makes the recruitment process transparent. This practice is not common for people in rural areas with only one out of 21 (representing five percent) indicating that they received help from someone at LGSC to get employed. This finding suggests that people living in urban areas tend to receive help from people at LGSC to get employed and have a higher chance of being informed about job vacancies in the local councils.

Table 4.5 Council workers receiving help from someone from any local council to get their current job by area of residence

Did anyone from any council help you to get your job	Area of residence before being employed in the local authorities		Total
	Urban	Rural	
Yes	12	2	14
No	92	19	111
Total	**104**	**21**	**125**

Source: Field data, 2019

Table 4.5 shows that 12 out of 104 council workers (representing 16 percent) in urban indicated that they received helped from someone at the local council to get employed. The study found out that people from the local councils helped the council workers to know about the job vacancies. It was revealed that some council workers paid money to someone at the council, after being offered the jobs. Similarly, this practice is also common for people in rural areas with two out of 21 (representing nine percent) indicating that they received help from someone at the local council to get employed. This finding suggests that people living in both urban and rural areas tend to receive help from people at local councils to get employed.

Table 4.6 Council workers receiving help from someone from any local council to get their current job by type of council

Did anyone from any council help you to get your job?	Type of Council			Total
	City Council	Municipal Council	Town Council	
Yes	10	1	3	14
No	60	24	27	111
Total	70	25	30	125

Source: Field data, 2019

Table 4.6 shows that, 10 out of 70 (representing 14 percent) city council workers received help from someone at the council to get employed. About three out of 30 (representing 10 percent) of Town council workers and only one out of 25 (representing four percent) indicated receiving help to get employed. The council workers indicated that they got the jobs they applied for as they were assured by the people who are involved in the process. They said they were happy because they were recruited based on their qualifications. The findings suggest that the more urbanised a local council is, the more prone it is to nepotism in the process of recruiting its workers. Furthermore, the above table shows that the city council (Lusaka) is the most urbanised among the three councils. Chongwe Municipal and Chilanga Town are predominantly rural councils and the degree to which people receive help to get council jobs is slightly lower than Lusaka City Council.

4.4 Challenges faced by employers to promote transparency in the recruitment of local council workers

The study further sought to find out if there are any challenges faced by employers to promote transparency in the recruitment of local council workers. The study found that there are mainly two challenges faced in the process of recruiting council workers. The first

one is limited finances to always advertise job vacancies in the print media and press. The Commission Vice Chairperson narrated that:

> Due to financial challenges, the Local Government Service Commission sometimes does not advertise vacancies in the print media. In instances where the commission does not advertise, it mainly utilises professional bodies, universities and colleges and recommendations from councils (Interview, 19 November, 2019).

This was also supported by Chief Human Resource Officer at Chongwe Municipal Council who indicated that, due to financial challenges, we usually advertise job vacancies using local facilities and platforms such as bus stations, notice boards by the council, police and hospital and we make recommendations for Division IV workers who possess grade 12 certificates for positions of Clerical Officers, Revenue Collectors, Cashiers and many other positions…but sometimes the recommendations cannot be supported if LGSC has a list of people who applied for the vacant jobs (Interview, 29 October, 2019). This finding implies that the levels of transparency in the recruitment of workers in local councils are very low. The finding disagrees with Zinyemba (2014) who argues that an organisation goes through the normal procedure to advertise vacancies only to fulfill the requirement.

This was in consistency with the Chief Human Resource Officer at Chilanga Town Council who stated that, "due to financial challenges we usually advertise job vacancies using local bus stations, notice boards by the council and in areas which are 5 kilometers away from the Central Business District, police and hospital" (Interview, 19 October, 2019). This finding implies that the levels of transparency in the recruitment of workers in local councils are very low.

The second challenge is the tedious process of collecting and sorting out the many job applications the commission and councils receive. The Chief Human Resource Management Officer at LGSC narrated that, "we usually receive a lot of applications and sorting them is usually stressful and chaotic and in the process some applications are

misplaced and lost" (19 November, 2019). This finding also suggests low levels of transparency in the recruitment of workers in local councils.

4.5 Conclusion

The research has established that the recruitment process of workers in local councils is done by both LGSC and local councils. On one hand, LGSC is mandated to recruit council workers from Division I to III. These are mainly professionals and specialised employees such as Town Clerks, Council Secretaries, Human Resource Officers, Engineers, Physical Planners, Public Health Officers, District AIDS Coordination Advisor, Community Development Officers, Socio-Economic Planners, Information Technology Officers, Legal Officers, Procurement Officers, Fire Brigade Officers, Accountants, Auditors, Surveyors, Valuators, Clerical Officers, Stenographers, Typists, Registry Clerks, Clerical Officers, Fire Fighters, Electricians, Water and Sanitation Coordinators, Council Police Sub Inspectors among others. On the other hand, local councils are only mandated to recruit Division IV council workers know as General Workers or Classified Daily Employees. These include: Office Assistants, Messengers, Drivers, Cleaners, Gardeners, Council Police, Pest Controllers and Grave Diggers among others. The research found that local councils are allowed to make recommendations for employment of Division I, II, III and IV workers to the LGSC.

The research also reveals that to enhance transparency in the recruitment process of council workers, both LGSC and local councils involve officials from other government departments such as the Police and department of Labour at their respective levels. The absence of ACC from the panel of recruitment is not good because their responsibility is to spearhead the fight against corruption and prevention of mal practices by people who offer services in a public body or a private body. Therefore, without the presence of ACC on the recruitment panel, the aspect of transparency, accountability and integrity which is required during the recruitment process is compromised. On the other hand, the formation of an integrity committee at LCC, is not very helpful to curb mal-practices during the recruitment process owing to the fact that the people involved have their own interests to serve. Hence, the Assistant Director of Human Resource and Administration at Lusaka City Council took advantage and manipulated the recruitment policy. The level of transparency is low because

ACC as an institution which is mandated to fight corruption, is no longer part of the recruitment process.

The research also establishes that LGSC and local councils advertises vacant positions in the print media, press and notice boards among other platforms. However, the study reveals that the level of the council workers knowing someone at the government institutions before they got employed, is quite high, with almost half of the council workers having been told about the vacancy in the council by a friend or relative. It was revealed that people living in urban areas tend to know people at the LGSC and have a higher chance of being informed about job vacancies in the local councils. Further, the study has also revealed that the highest number of council employees at Chilanga Town Council, knew about the job vacancy through being told by a friend or relative before they were employed, followed by Lusaka City Council. The research found out that proximity to LGSC puts Chilanga Town Council and Lusaka City Council at an advantage to know about the job vacancies as compared to Chongwe Municipal Council which is located far away from the LGSC. In this study Chilanga Town Council is the smallest council among the three councils. It is also concluded that the size of the council has an advantage over bigger councils in getting the information about the job vacancies. The study concludes that LGSC and local councils advertises vacant positions in the print media, press and notice boards. It is also concluded that the level of transparency is quite high on advertisement of vacant positions.

In addition, council workers who knew people from within the local councils are more likely to receive help to get employed in the local councils than those who knew people at the LGSC and other government institutions. The study established that council workers at Lusaka City Council received help from the people working within LCC as compared to the council workers at Chongwe Municipal Council and Chilanga Town Council. Lusaka City Council is the biggest council situated in the urban area of Lusaka Province and it is closely situated to LGSC.LCC has an advantage over Chongwe Municipal Council and Chilanga Town Council which are smaller. The study also revealed that council workers at LCC and CTC were happy with way people got employed because they had the required qualifications. The majority of the council workers indicated that although some people

involved in the process of recruitment were corrupt, they were employed on merit based on their qualifications.

The study further found that LGSC and local councils mainly face the challenges of finances and tedious process of collecting and sorting out applications to promote transparency in the recruitment of local council workers. The study found that due to financial challenges, LGSC and councils sometimes do not advertise job vacancies. Furthermore, applications received are sometimes lost and misplaced during the recruitment process. This implies that there are low levels of transparency in the recruitment process. The next chapter identifies and describes the extent to which transparency is promoted in the selection of local council workers.

CHAPTERFIVE

TRANSPARENCY IN THE SELECTION OF LOCAL COUNCIL WORKERS

5.1 Introduction

This chapter presents and discusses research findings relating to the second specific objective which reads: To identify and describe the extent to which transparency is promoted in the selection of local council workers. To achieve this, the chapter is divided into five sections. The first section is the introduction. The second section looks at the methods of selecting workers in local councils. The third section presents the challenges faced by employers in the selection process. The fourth section examines workers satisfaction with the selection process. The fifth section is the conclusion of the chapter.

5.2 Methods of selecting workers in the council

The process of selecting workers in local councils goes through a number of stages and a variety of methods are applied in this process. These include shortlisting, interviews, aptitude tests and verification of academic qualifications of the selected applicants. The details of these methods are discussed below.

5.2.1 Shortlisting

The research found that to select Division I, II and III council workers, the LGSC starts by completing a database of job applicants before short listing. After completing the database, the commission shortlists the job applicants based on minimum requisite qualifications. This is usually done by a panel that comprises specialised people from different departments within and outside the commission. The commission mainly invites officials from the department of Labour, Professional Bodies and the Police. This is done to promote transparency during the process (Interview with the Chief Human Resource Management Officer at LGSC, 18 November, 2019). The research also found that the

recruitment of Division IV workers by local councils undergoes a similar process. Chilanga Town Council Human Resource Officer narrated in an interview that:

> During the selection process, we usually sit with the concerned departments and at least one officer from other government departments to shortlist the applicants. We usually take into consideration the professional and academic qualifications in line with the job applied for. We assist other senior government officials like Ministers, Permanent Secretaries, Directors, council officials and others, to employ their friends and relatives. We experience political interference from the councilors, council chairman, district commissioners, so we accommodate them (Interview, 19 November, 2019)

The issue of taking into consideration the minimum requisite qualifications is confirmed by the kind of documents that the applicants are required to submit. This is shown in Table 5.1. The findings showed that the majority 107 (86 percent) of the respondents submitted their academic qualifications and curriculum vitae when applying for the council job. About 14 (11 percent) submitted recommendation letters and academic qualifications and with only four (three percent) who submitted their curriculum vitae. The finding of the study indicates that to a larger extent, council workers do submit requisite qualifications when applying for council jobs.

Table 5.1 Documents submitted by council workers when applying for the job in the council

what documents did you submit with your application for the job	Frequency	Percent	Valid Percent	Cumulative Percent
Curriculum Vitae	4	3.2	3.2	3.2
Academic Qualifications and CV	107	85.6	85.6	88.8
Recommendation letter and academic Qualifications	14	11.2	11.2	100.0
Total	**125**	**100.0**	**100.0**	

Source: Field data, 2019

5.2.2 Interviews

The research found that the Local Government Service Commission conducts interviews to select division I, II and III council workers. To enhance transparency during interviews, officials from other government institutions such as Anti-Corruption Commission, Ministry of Labour and Social Security and Police are usually invited to be part of the interviewing panel. The Chief Human Resource Management Officer at LGSC narrated that "sometimes we do not conduct interviews, we just make promotions of officers already serving and approve recommendations submitted by the councils" (Interview, 18 November, 2019).

The Chief Human Resource Officer at Chongwe Municipal Council narrated that:

Interviews are usually conducted with participation of other government departments. We usually invite Human Resource Officers from the District Medical Office, District Education Board Secretary's Office and the Police. We do that to

promote transparency and avoid accusations of corruption and nepotism from the local people and job applicants. The local councils only employ division IV workers. We do interview them but when upgrading them if they hold the relevant qualifications, then we submit a recommendation to LGSC. In most cases LGSC accepts the recommendations from the councils. The research also found that, the selection of division IV council workers by local councils undergoes similar process (Interview 29 October, 2019).

The issue of conducting interviews was confirmed by the majority (71 percent) of council workers who indicated attending interviews. This is shown in Table 5.2. This finding suggests transparency in selection of council workers as interviews are conducted. This finding is in consensus with understanding established in the conceptual framework where it is assumed that councils do conduct interviews to select workers. Zinyemba (2014) states that an organisation goes through the normal procedure to advertise vacancies only to fulfill the requirement.

Furthermore, the research sought so ascertain the extent to which interviews were conducted by the Local Government Service Commission and Local Councils to select council workers. To this end, council workers were asked to indicate whether they attended interviews for the job they have in the council or not. As seen in Table in 5:2, the majority (71 percent) of respondents pointed that they attended job interviews. This is against 29 percent who indicated that they did not attend job interviews. An interview with the Deputy Commission Secretary of Human Resource Management Services at LGSC revealed that "the commission selects the successful candidates upon meeting minimum job requirements, and performance during interviews. During interviews, candidates are given scores based on their answers to set questions. Those who score highly during interviews, submitted requisite qualifications and meet job requirements are employed" (Interview 18 November, 2019).

Similar sentiments were made by the Director Human Resource and Administration at Chongwe Municipal Council who revealed that "candidates that perform well in the

interviews and demonstrations for drivers are usually picked and offered jobs. During interviews, candidates are asked a number of questions to ascertain competency levels, skills, knowledge and technical knowhow. Those that get overall high marks, are employed" (Interview 29 October, 2019). This finding suggests high levels of transparency in the selection of council workers.

Table 5:2 Extent to which interviews are conducted to select workers for the council

Did you attend interviews for your job		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	89	71.2	71.2	71.2
	No	36	28.8	28.8	100.0
	Total	125	100.0	100.0	

Source: Field Data, 2019

5.2.3 Aptitude Tests

The research found that the LGSC rarely conducts aptitude tests to select division I, II and III council workers. This finding was explained by LGSC Deputy Commission Secretary who narrated in an interview that: "the commission only conducts aptitude tests if the response is overwhelming…for fast track skills such as land surveyors and engineers, we usually recruit without conducting aptitude tests" but the commission and Controller of Government Transport organises driving tests for fire fighter drivers before they are employed. Those who pass the tests are the ones we employ and it depends on funding. Most of the Division III council workers are recruited based on a grade 12 certificate. Many positions under Division III just require someone with a full grade 12 certificate (Interview, 18 November, 2019). An aptitude skill does not necessarily need to be cognitive or mental, it can be psychomotor such as driving a vehicle, its test is practical. Similarly, the research found that local councils seldom conduct aptitude tests to recruit division IV council workers.

An interview with the Chief Human Resource Officer at Chongwe Municipal Council revealed that:

> Division IV positions do not require aptitude tests because some positions such as drivers require trade skills or tests. We just check their grade 12 certificates and if they got five 'O' levels, we employ them but some applicants may have four subjects (Interview, 29 October, 2019). This was in agreement with the Chief Human Resource Officer at Chilanga Town Council who stated that "we do not subject Division IV workers to aptitude tests because they possess trade skills to be specific the drivers but sometimes we lack funding so we recruit drivers just like that as long as they possess a drivers' license and a grade 12 certificate. But for Fire Fighter Drivers, the LGSC and the Controller of Government Transport do organise driving tests." (Interview, 19 November, 2019). In a related interview with the Chief Human Resource Officer at Lusaka City Council held on (19 November, 2019), it was revealed that: "some of the positions for Division IV workers do not necessarily require aptitude tests, for example, gardeners, grave diggers, sweepers…..they just need to produce their grade 12 certificates it's enough but drivers go for driving tests when we have funding."

Likewise, the research sought to ascertain the extent to which aptitude tests are conducted to select workers for the councils. Therefore, council workers were asked to indicate whether they attended aptitude tests for the job they have in the council or not. As seen below in Table 5.3, majority (61.6 percent) of council workers indicated that they did not attend any aptitude tests for their current job. This is against 38.4 percent who indicated attending aptitude tests for their current job. This finding of the research established that the employers in local councils fail to subject the applicants to basic psychological tests to establish the reasoning abilities of the people they employ. This failure paves the way for local councils to employ people who are ill qualified for the jobs they hold. This finding is in line with assumptions of the public choice theory where it is argued that political decision making results into outcomes that conflict with preferences of the general public. The argument is in consistence with McCubbins and Noll (1987) who stress that the

implementation of policies reflects the views of the people they are representing rather than the common good. As a result, it leaves room for the bureaucrats to manipulate the policies to particularly suit the interest of those who appoint them. Based on this argument, it is expected that the workers who are recruited and selected in local councils are allies of those who are already employed in the public sector. Politicians and bureaucrats are mainly self-centered and bureaucratic agencies are often structured to represent a single interest and can manipulate policy.

This study suggests that the failure by employers in local councils to subject the applicants to basic psychological tests is driven by personal gain to recruit and select their relatives and friends to occupy vacant positions. The end result is that councils are likely to employ ill qualified people for the jobs they hold and lead to outcomes that conflict with preferences of the general public. This finding suggests low levels of transparency in recruitment of council workers.

Table 5.3 Extent to which aptitude tests are conducted to select workers for the councils

Did you attend any aptitude tests		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	48	38.4	38.4	38.4
	No	77	61.6	61.6	100.0
	Total	125	100.0	100.0	

Source: Field data, 2019

Table 5.4 Extent to which aptitude tests are conducted to select workers for the councils by employee division

Employee Division	Did you attend any aptitude tests		Total
	Yes	No	
Division I	7	9	16
Division II	22	25	47
Division III	5	19	24
Division IV	14	24	38
Total	**48**	**77**	**125**

Source: Field data, 2019

Table 5.4, shows that, 22 out of 47 (representing 46 percent) of division II council workers attended aptitude tests to get employed. Seven out of 16 (representing 46 percent) of division I council workers; 14 out of 38 (representing 37 percent) of division IV council workers; and only five out of 24 (representing 21 percent) of division III council workers attended aptitude tests to get employed. This finding suggests that among the four employee divisions of council workers, there is low level of transparency in the selection of division III council workers.

5.2.4 Verification of academic qualifications

This research found that the final step in the selection of council workers is verification of academic qualifications. The study found that both LGSC and Local Councils do verify academic qualifications of job applicants with government institutions such as Examination Council of Zambia and Higher Education Authority but there is a huge cost attached to the exercise, so sometimes we mention on adverts that the job applicants should attach certified copies. The LGSC Deputy Commission Secretary revealed in an interview that: "with mushrooming of colleges and universities, we verify results to make sure that

we select and employ people with genuine and credible qualifications" (Interview, 18 November, 2019).

The Chief Human Resource Officer for Chongwe Municipal Council also mentioned in an interview that, "we usually ask job applicants to submit certified copies of academic qualifications" The verification of academic qualifications helps us to select successful candidate by ensuring that we do not select people with fake qualifications or from questionable institutions (Interview, 19 November, 2019). A similar response was given by the Chief Human Resource Officer from Lusaka City Council in a separate interview who indicated that "we do verify qualifications when we employ the Division IV workers because they have to produce certified copies and we also do that after we employ them" (Interview, 18 November, 2019). This finding suggests high level of transparency at both LGSC and local councils in the selection process as they select people that possess right academic qualifications.

5.3 Challenges faced by employers in the selection process

The research sought to find out if there are any challenges faced by LGSC and local councils in the selection of council workers. The research found that there are four major challenges faced in the process of selecting local council workers. The first challenge is limited financial resources to conduct aptitude tests and interviews. In an interview, Chief Human Resource Management Officer at LGSC narrated that:

> Conducting interviews and aptitude tests at the same time is a costly exercise. To do that, we need to hire a venue like Mulungushi Conference Center, pay Ministry of Labour to administer those tests and also pay the Police to help us with security. All this requires a lot of money. Therefore, due to financial constraints, we just conduct interviews, promote already serving employees or directly employ graduates from universities and colleges (Interview, 18 November, 2019).

The second challenge is political interference, as some politicians always want their relatives and friends to be offered council jobs. The Deputy Commission Secretary at LGSC indicated in an interview that, "Sometimes we just receive lists of individuals or phone calls from politicians and ordered to employ certain individuals. In certain instances, some job applicants just come with recommendation letters from Ministers" (18 November, 2019).

The Chief Human Resource Officer at Chilanga Town Council also said that:

There is too much political interference that comes in when we are employing council workers and these politicians are the people we work with and some come from outside the council. We work with councilors, council chairmen, mayors and they all want favors. We also make recommendations to the LGSC for Division IV employees who possess the relevant qualifications to be considered for the first appointment when a position falls vacant" (Interview, 19 November, 2019).

These findings are in agreement with Omisore and Okofu (2014) who point out that the selection process of government workers was associated with high level of political interference and manipulation by the political class, top administrative executive and others, coupled with contributing factors such as ethnicity, nepotism, favoritism. The finding is further in consensus with Zinyemba (2014), who argues that prospective employees face a number of challenges associated with nepotism and favoritism.

The third challenge involves corruption and bribes from job applicants. The Deputy Commission Secretary at LGSC further indicated in an interview that, "some job applicants are fond of offering our officers here money so that they are selected for the advertised jobs. This is the main reason why we usually engage the Police and ACC during selection process to enhance transparency" it is important to mention that as a matter of procedure, ACC is supposed to be part of the panel during the recruitment and selection process. Lately, ACC officials do not come due to lack of incentives because we used to get sitting allowances in the past (18 November, 2019). This finding agrees with Omisore

and Okofu (2014) whose research highlights corruption as one factor affecting selection of government workers and that it has consequential effects and negative implications for human resource competence, capability and service delivery that.

The fourth challenge involves large numbers of job applicants. Chief Human Resource Management Officer at LGSC narrated that "due to high levels of unemployment in the country, we usually receive thousands and thousands of application letters. And going through all the applications to identify and shortlist successful job applicants is usually a tedious and hectic process" (19 November, 2019).

The Assistant Director Human Resource and Administration at Lusaka City Council indicated that: "some job applicants are fond of producing grade certificates when they already possess first degrees so they produce their degrees after they join the system. It is a big challenge because when we make a recommendation to LGSC we attach the grade 12 certificate not knowing that the employee also has a degree. You find that a person with a degree is given a low position which is not matching the qualifications because they just want to have a job" (Interview, 18 November, 2019).

5.4 Workers satisfaction with the selection process

In this research, efforts were also made to examine workers' satisfaction with the selection process. Here council workers were asked to indicate the extent to which they were satisfied with the selection process, the reasons for their satisfaction and the reasons for dissatisfaction. These details of this examination are presented below.

5.4.1 Level of satisfaction with the selection of council workers

As seen in Table 5.5, the majority (60 percent) were not satisfied with the way people are employed in the councils. This is against 40 percent who were satisfied with the way people get employed in the councils.

Table 5.5 Level of satisfaction with selection of council workers

Are you happy with the way people get employed in the councils		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	50	40.0	40.0	40.0
	No	75	60.0	60.0	100.0
	Total	125	100.0	100.0	

Source: Field data, 2019

The researcher further made attempt to examine the level of satisfaction with the selection process based on the age, gender and job division of the workers, as well as the type of council they were employed in.

Table 5.6 Workers' satisfaction with the selection process by age

Are you happy with the way people get employed in the councils		Age				Total
		20 - 29 Years	30 - 39 Years	40 - 49 Years	50 - 59 Years	
	Yes	13	21	12	4	50
	No	21	32	18	4	75
Total		34	53	30	8	125

Source: Field data, 2019

Table 5.6 shows that most of the council workers, 32, who were not happy with the way people get employed in the council were in the age group 30 – 39 years. 21 were in the age group 20 – 29 years, while 18 were in the age group 40 - 49. The minority four were in the age group 50 – 59 years. For the council workers who were happy with the way people get employed in the council, most, 21, were in the age group 30 – 39 years. 13 were in the age group 20 – 29 years, 12 were in the age group 40 – 49 years and the minority, and four were in the age group 50 – 59 years. The findings suggest that most of the council workers who are not happy with the way people get employed in the council are young.

Table 5.7 Workers satisfaction with the selection process by gender

Are you happy with the way people get employed in the councils?	Gender		Total
	Male	**Female**	
Yes	20	30	50
No	35	40	75
Total	**55**	**70**	**125**

Source: Field data, 2019

As can be seen in Table 5.7, most, 40 of the council workers who were not happy with the way the people get employed in the council, were females. This was against 35 who were males. For the council workers who were happy with the way people get employed in the council, most, 30, were also females. This was against 20 who were males. The findings suggest that most female council workers compared to male counterparts are not happy with the way people get employed in the council.

Table 5.8: Workers satisfaction with the selection process by employee division

Are you happy with the way people get employed in the councils?	Employee Division				Total
	Division I	**Division II**	**Division III**	**Division IV**	
Yes	8	16	10	16	50
No	8	31	14	22	75
Total	**16**	**47**	**24**	**38**	**125**

Source: Field data, 2019

As shown in Table 5.8, most of the council workers, 31, who were not happy with the way people get employed were in division II. 22 were in division IV, 14 were in division III and the minority eight were in division I. For the council workers who were happy with the way people get employed in the council, most 16, were in division II. Another 16 were in division IV. Ten were in division III and the minority eight in division I. The finding

suggests that most of the council workers who are not happy with the way people get employed in the council were in division II.

Table 5.9: Workers satisfaction with the selection process by type of council

Are you happy with the way people get employed in the councils?	Type of Council			Total
	City Council	Municipal Council	Town Council	
Yes	27	11	12	50
No	43	14	18	75
Total	**70**	**25**	**30**	**125**

Source: Field data, 2019

As can be seen in Table 5.9, most of the council workers, 43, who indicated not happy with the way people get employed in the council were from city council. 18 were from town council, while 14 were from municipal council. For the council workers who indicated to be happy with the way people get employed in the council, most 27 were from city council. About 12 were from town council, while the minority 11 were from municipal council. This finding suggests that most of the council workers from city council are not happy with the way people get employed in the councils.

5.4.2 Reasons for satisfaction with the way people get employed in the council

The research sought to ascertain the reasons given by those who were happy with the way people get employed in the councils. As can be seen in Figure 5.1, the majority, 27, were of the general view that the selection and recruitment process is transparent. 17 were of the view that the people are recruited on merit. About six were of the view that recommendations made by the council are usually approved by LGSC. However, the officers in Division II at Lusaka City Council and Division IV at Chilanga Town Council, indicated that they were happy with the way people get employed in the councils. The council workers in Division II revealed that the recruitment and selection process is transparent because they submitted their qualifications and they attended interviews before

they were employed while, the council workers who are in Division IV indicated that they submitted their qualifications. The minority (12 percent) of the council workers from Chongwe Municipal Council, indicated that the recommendations made by the councils for promotions and first appointments were supported by LGSC. This finding implies that the majority of the council workers who are happy with the way people get employed in the council are mainly of the view that the selection and recruitment process are transparent.

Figure 5.1: Reasons for satisfaction with the way people get employed in the council
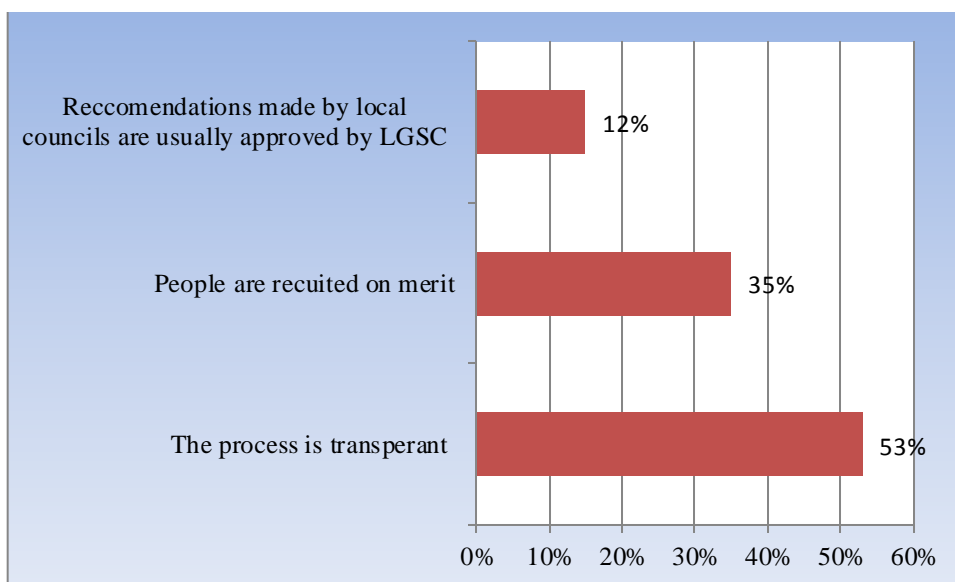
Source: Field data, 2019

5.4.3 Reasons for dissatisfaction with the way people get employed in the council

Fig 5.2 below, shows the reasons for the dissatisfaction with the way people get employed in the councils. The council workers who are not happy with the way people get employed in the councils also gave varied reasons. Most, 32, of the council workers who accounts for (43 percent), cited corruption during the recruitment and selection process. 18 council workers accounting for (24 percent), cited political interference in the selection process. 15 council workers accounting for (20 percent), indicated nepotism and tribalism. It was

revealed that officials at Local Government Service Commission and local councils are fond of employing their relatives and people they know who are sometimes not qualified or competent enough. About eight council workers, cited lack of local councils' input during selection and recruitment process.

It was revealed that recruitment and selection of council workers are mainly centralized, with LGSC spearheading the processes and local councils having little or no input at all. Councils have no major input in the selection of Division I to III and merely receive such officials employed by the commission. The minority, six council workers, cited lack of advertisement of vacant positions in the councils. This finding suggests low levels of transparency in the selection process of council workers. This finding agrees with Moonga (2014) who contends that political interference and corruption are some of the factors affecting recruitment and selection of council personnel.

Figure 5.2 Reasons for dissatisfaction with the way people get employed in the councils
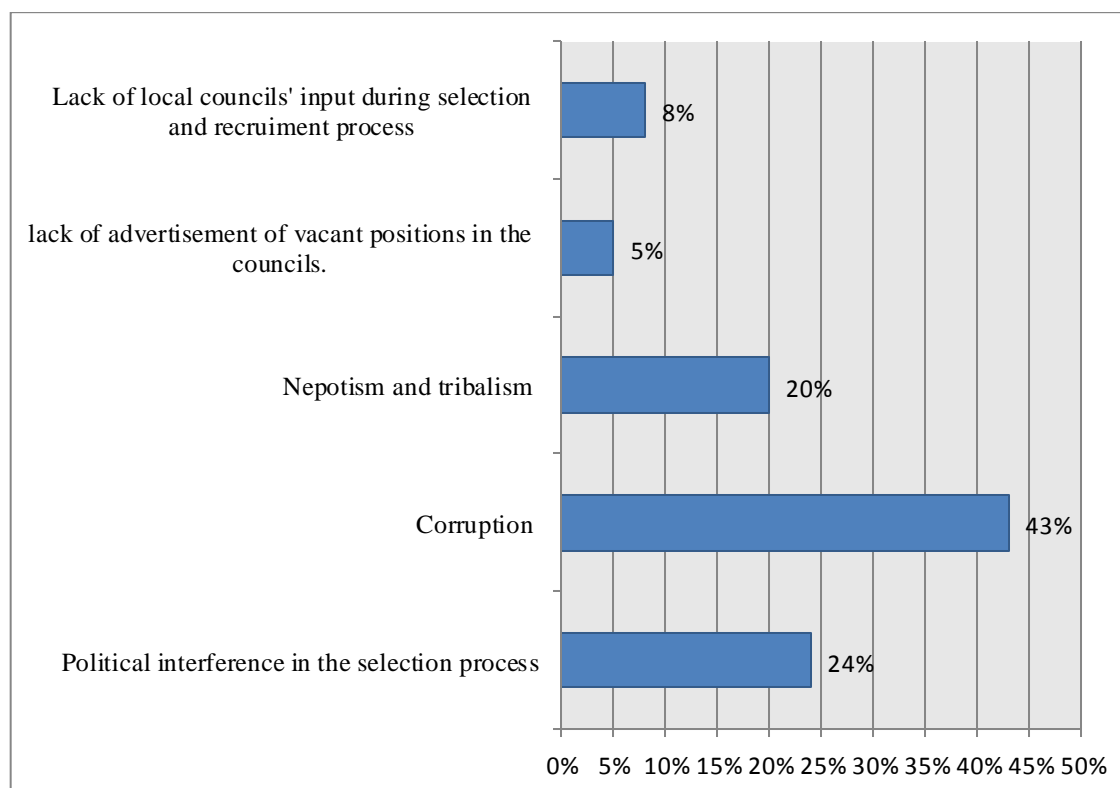
Source: Field data, 2020

5.5 Conclusion

The research has established that the process of selecting council workers involves a number of stages which include: shortlisting, interviews, aptitude tests and verification of academic qualifications of the selected applicants. The research indicates that both LGSC and local councils start the selection process by shortlisting the applicants based on the job requirements and minimum requisite qualifications. During this process, panels are usually formed that comprise specialised people from different departments within and outside the commission and local councils. Officials from other departments such as the Police, Ministry of Labour and Social Security, Professional Bodies, and ACC are usually invited to promote transparency. The research established that to a larger extent council worker's do submit requisite qualifications and requirements when applying for the jobs in the councils. However, the level of transparency is very low during the shortlisting process, considering that job applicants with four 'O' subjects at grade 12 are shortlisted as long as they possess extra qualifications. The conclusion is that some of the council workers with ill qualifications were shortlisted for the jobs they did not qualify for. Therefore, council workers who possess four 'O' level subjects at grade 12andsuccessfully compete during the subsequent steps in the selection process, were offered the jobs besides not meeting the job requirements.

The research further reveals that both LGSC and councils conduct interviews to select council workers. This was confirmed by the majority (71 percent) of council workers who indicated attending interviews. To enhance transparency during interviews, officials from other government institutions: the Police and Ministry of Labour and Social Security officials, are also invited to promote transparency. However, it was found that interviews were only conducted when funding was available and if funds were scarce, both LGSC and the local councils do not conduct interviews during the selection process. It is concluded that the selection process is unfair and biased, owing to the fact that some of the council workers were subjected to the interviews while, some of them were not interviewed. Interviewing a job candidate provides much information of a job applicant because the interviewee tends to give unsolicited but useful information about themselves. In addition, the research found that some of the council workers were promoted and recruited based on

the recommendations made by the councils when the positions fell vacant. The council workers who are recommended by their superiors do not attend interviews. The conclusion is that some superior officers recommend preferred candidates who are loyal to them. The council workers who have a bad working relationship with their superior officers are left out even when they possess the qualifications and have the experience that is required for the job.

The research also found that the LGSC and councils rarely conduct aptitude tests to select council workers. This was also confirmed by the majority (61.6 percent) of council workers who indicated that they did not attend any aptitude tests for their current job. This means that employers at LGSC and in local councils fail to subject the applicants to basic psychological tests to establish the reasoning abilities of the people they employ. This failure paves the way for local councils to employ people who are ill qualified for the jobs they hold. This further suggests low levels of transparency in selection of council workers. In addition, the research found that the final step in the selection of council workers is verification of academic qualifications. The study found that both LGSC and Local Councils do verify academic qualifications of job applicants with government institutions such as Examination Council of Zambia and Zambia Qualifications Authority. The verification of academic qualifications is done to select successful candidate and ensure that people with fake qualifications or from questionable institutions are not selected. Further, this study established that the LGSC verifies qualifications through the Examination Council of Zambia, Zambia Qualifications Authority and Certification of copies of the qualifications whereas, the council only requests for certified copies of the qualifications of the job applicants. It is concluded that the selective application of verifying both academic and professional qualifications is not consistent and has a negative impact on the quality of workers who get employed in the councils. Therefore, the levels of transparency in the selection of council workers are very low.

The research also established challenges faced by LGSC and local councils in the selection of council workers. The challenges include: limited finances, political interference, corruption and bribes from job applicants, and hectic and tedious process of dealing with large numbers of job applicants. It was also revealed that the majority of council workers

were not satisfied with the way people are employed in the councils. The reasons for dissatisfaction included: corruption, favouritism, political interference, nepotism, tribalism, lack of local councils' input during selection and recruitment process and lack of advertisement of vacant positions in the councils. This reveals low levels of transparency in the selection process of council workers. The next chapter presents the conclusions and recommendations of the research.

CHAPTER SIX

SUMMARY OF CONCLUSIONS AND RECOMMEDATIONS

6.1 Introduction

This chapter presents the conclusions and recommendations of the research. In order to achieve its purpose, the chapter begins with a presentation of conclusions. Thereafter, recommendations are provided.

6.2 Conclusions

The conclusions are presented in line with the objectives of the research. The first specific objective of the research was to investigate and establish the level of transparency in recruitment of workers for local councils. The conclusions are that council workers are recruited by both LGSC and local councils. Division I, II and III council workers, who are professionals and specialised workers, are only recruited by LGSC. On the other hand, councils are only mandated to recruit Division IV workers who are Classified Daily Employees (CDEs) and also known as General Workers.

It was established in this research that to enhance transparency in the recruitment of council workers, both LGSC and councils involve other government departments. The research further established that both LGSC and councils advertise vacancies in the council. A larger percentage of council workers indicated seeing an advert of the job vacancies in the councils. However, the research concludes that the level of nepotism is quite high because almost half of the councils indicated being told about the vacancy of the job through friends and relatives.

The research also concludes that people living in urban areas tend to know people at the LGSC and have a higher chance of being informed about job vacancies in the local councils. In addition, councils that are close to the LGSC are prone to nepotism in the recruitment of council workers. Further, the research concludes that despite some of these workers not receiving direct help, most of them knew someone through informal

relationships with people in the government system before they got employed. This means that there is a degree of favouritism in the recruitment process. On one hand, the major contributing factor as to why there is greater control by the central government in local councils in this country is that Zambia, as a whole, is governed as a unitary state where the central government claims total jurisdiction over the whole territory. Therefore, political interference is inevitable when recruiting and selecting council workers because people in government institutions have relatives and friends who work in the councils and at LGSC. People working in other government institutions get favours from the councils and LGSC by employing their friends and relatives. On the other hand, decentralisation, in the form of councils, is largely made for administrative and political convenience. This is the reason why the local government in Nigeria, which has been cited in the reviewed literature and its governance is predicated on federalism, has a different administrative structure from that of Zambia. The involvement of the integrity committees from the councils, does not make the recruitment process transparent. The exclusion of ACC officials from the recruitment process of council workers, is an advantage to the people who have personal interest and gain so that they recruit their relatives and friends. The research concludes that the levels of transparency in the recruitment process of council workers are very low.

The second objective was to identify and describe the extent to which transparency is promoted in the selection of local council workers. In line with this objective, the research established that in selecting council workers, a number of processes and stages are followed. The processes include shortlisting, interviews, aptitude tests and verification of qualifications of the selected applicants. It has been established that shortlisting of job applicants by LGSC and Councils is based on minimum requisite qualifications submitted by applicants. To promote transparency, shortlisting is done by a panel that comprises specialised people from different departments within and outside the commission and councils.

The research further concludes that a larger percentage of council workers indicated submitting requisite qualifications when applying for council jobs. It was established that both LGSC and local councils conduct interviews to recruit council workers. The research found that a larger percentage of council workers attended job interviews to get a job in the

council. It has also been established that aptitude tests are seldom conducted by both LGSC and councils to select council workers. This was supported by a larger percentage of council workers who indicated that they never attended aptitude tests to get a job in the council.

The research further found that verification of results is conducted after shortlisting in order to authenticate academic and professional credentials of job applicants. It was revealed that both LGSC and Local Councils do verify results of job applicants with government institutions such as Examination Council of Zambia and Zambia Qualifications Authority. Job applicants are also usually asked to submit certified copies of academic qualifications. However, there are some council workers who were employed who do not possess the required qualifications. Therefore, it is concluded that councils and the Local Government Service Commission do select and recruit ill-qualified as well as over-qualified council workers.

Furthermore, the research established that both LGSC and local councils face challenges in selecting council workers. The challenges included: limited financial resources to conduct aptitude tests and interviews, political interference, as some politicians always want their people to be offered council jobs, corruption and bribes from job applicants, and also dealing with thousands and thousands of applications which makes short listing and selection process tedious and hectic for the officials, among others. It was also found that a larger percentage of council workers were not satisfied with the way people get employed in the councils. Some of the reasons given for dissatisfaction included: corruption during the recruitment and selection process, political interference in the selection process, nepotism, lack of local councils' input during selection and recruitment process, among other factors. The workers who were satisfied mainly pointed that the people are recruited on merit and that recommendations made by the councils are usually approved by LGSC. It is concluded that the process of recruitment and selection of council workers is unfair and not consistent due to the challenges of financial resources faced by both the LGSC and the councils.

The general objective of this research was to examine the levels of transparency in recruitment and selection of workers in local councils in Lusaka Province. Generally, the

research concludes that the levels of transparency in recruitment and selection of workers in local councils of Lusaka Province is very low due to nepotism, corruption, bribery and favouritism. This conclusion is supported by huge disparities in percentages and consistency of responses given by council workers.

6.3 Recommendations

The recommendations are in two categories. These are policy recommendations and areas for future research.

6.3.1 Policy recommendations

1. There is need to decentralise and empower councils with authority to recruit and select division I, II and III workers so as to enhance transparency. However, to avoid abuse of authority, committees involving officials from different government departments can be established at the district level to spearhead the recruitment and selection process.
2. There is also need for LGSC and councils to be conducting aptitude tests to enhance transparency and possibility of selecting best candidates.
3. The LGSC and councils can also be engaging specialised external agencies during recruitment and selection process of council workers so as to enhance transparency.
4. The LGSC and councils need to be fully utilising newspapers, television and radio that have wider coverage when advertising job vacancies.

6.3.2 Areas for future research

This research focused on transparency in recruitment and selection of workers in local councils in Lusaka Province. The researcher could not sample all the local councils in Lusaka Province and, therefore, future studies can focus on councils in different provinces of the country. Future studies can further focus on rural councils. Other studies can also be conducted to find out the extent to which the challenges faced by LGSC and councils in recruiting and selecting council workers affect the performance of councils.

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Appendix A: Interview guide for Local Government Service Commission officials

Dear informant,

My name is Agness Chifunda and I am a student at the University of Zambia. I am conducting a research on examining transparency in recruitment and selection of workers in local councils in Lusaka Province. This is to enable me to partially fulfil the requirements of the degree of Master of Public Administration (MPA).

You have been selected as an informant and I will be very thankful if you can spare a few minutes of your time to answer a few questions. The information you are going to give will be confidential and is entirely for the purpose of my MPA dissertation. Please be as open and as honest as possible in answering the questions.

PART 1. BACKGROUND INFORMATION

Date of interview: …………………………….

Start time of interview: ……………………….

    1. Gender:

        1. Male ( )

        2. Female ( )

    2. Name of the organization.……………………………………………………………..

    3. Position held in the organisation:……………………………………………………..

PART 2. RECRUITMENT

    4. What categories of council workers do you recruit?..

        …………………………………………………………………………………………...

    5. Do you advertise all vacancies that occur in local authorities?

1. Yes ( )

2. No ( )

6. If yes. What methods of advertising do you use?...

   ………………………………………………………………………………………..

7. If no, why do you not always advertise?..

8. What method you usually use to notify the members of the public about vacancies in local authorities?...

   ………………………………………………………………………………………..

9. Do you advertise the vacancies to cater for both rural and urban people?

   1. Yes ( )

   2. No ( )

10. If yes, state how?

    ………………………………………………………………………………………..

    …….…………………………………………….…………………………………...

11. If no, state the reasons

    ………………………………………………………………………………………..

    …….………………………………………………………………………………

PART 3.THE SELECTION PROCESS

12. What do you do immediately when you receive applications for a job?

    ………………………………………………………………………………………

    ………………………………………………………………………………………

13. What do you take into consideration to select the best candidate for the job?

    ………………………………………………………………………………………

    ………………………………………………………………………………………

14. Do you always conduct interviews when selecting applicants?

    1.Yes ( )

    2. No ( )

15. If no, why?..

……

16. Do you always conduct aptitude tests before selecting the best candidate?

    1. Yes ( )

    2. No ( )

17. If no, why?.............…………………………………………………………………………..

……

18. Do you verify qualifications?

    1. Yes ( )

    2. No ( )

19. If no, why?...

……

PART 4. RECOMMENDATIONS

20. What do you think should be done to ensure that the best candidates are employed in local councils?...

……

……

……………………………………………………………………………………………….…

……………………………………………………………………………………………….

End time of interview……………………...

Duration of interview………………………

<div align="center">

End of interview

Thank you for your time.

</div>

Appendix B: Interview guide for council officials

Dear informant,

My name is AgnessChifunda and I am a student at the University of Zambia. I am conducting a research on examining transparency in recruitment and selection of workers in local councils in Lusaka Province. This is to enable me to partially fulfil the requirements of the degree of Master of Public Administration (MPA).

You have been selected as an informant and I will be very thankful if you can spare a few minutes of your time to answer a few questions. The information you are going to give will be confidential and is entirely for the purpose of my MPA dissertation. Please be as open and as honest as possible in answering the questions.

PART 1. BACKGROUND INFORMATION

Date of interview: ……………………………………………

Start time of interview: …………………………………………

1. Gender:
    1. Male ( )
    2. Female ( )
2. Name of the council:..……………………………………………………………………...
3. Position held in the council:…………………………………………………………………..

PART 2. RECRUITMENT PROCESS

4. What categories of council workers do you recruit?..
5. Do you advertise all vacancies that occur at this council?

    1. Yes ( )

    2. No ( )

6. If   yes.   What   methods   of   advertising   do   you
   use?.. ………………………………………

……………………………………………………………………………………………..

7. If no, why do you not always advertise?..

………………………………………………………………………………………...............

8. What method you usually use to notify the members of the public about vacancies
   at this council?..

   ……………………………………………………………………………………………

9. Do you advertise the vacancies to cater for both rural and urban people?

   1. Yes ( )

   2. No ( )

10. If yes, state how?..

……………………………………………………………………………………………

11. If no, state the reasons…………………………………………………………………

……………………………………………………………………………………………

PART 3.THE SELECTION PROCESS

12. What   do   you   do   immediately   when   you   receive   applications   for   a
    job?……………………………………………………………………..…………..
    ……..………………………………………………………………………………

13. What   do   you   take   into   consideration   to   select   the   best   candidate   for   the
    job?………………………………………………………………………………….…
    ……………………………………………………………………………………………

14. Do you always conduct interviews when selecting applicants?

   1. Yes ( )

2. No ( )

15. If no, why?

16. Do you always conduct aptitude tests before selecting the best candidate?

   1. Yes ( )

   2. No ( )

17. If no, why?...............…………………………………………………………………………………..

   ……

18. Do you verify qualifications?

   1. Yes ( )

   2. No ( )

19. If no, why?...

   ……

PART 4. RECOMMENDATIONS

20. What changes do you think should be done to ensure that the best candidates are employed   at   this   local council?...

   ……
   ……
   ……
   ……

End time of interview…………………………………………

Duration of interview…………………………………………

End of interview

Thank you for your time

Appendix C: Questionnaire for local council employees

Dear respondent,

My name is AgnessChifunda and I am a student at the University of Zambia. I am conducting a research on examining transparency in recruitment and selection of workers in local councils in Lusaka Province. This is to enable me to partially fulfil the requirements of the degree of Master of Public Administration (MPA).

You have been selected as a respondent and I will be very thankful if you can spare a few minutes of your time to answer a few questions. The information you are going to give will be confidential and is entirely for the purpose of my MPA dissertation. Please be as open and as honest as possible in answering the questions.

Instructions: Tick in the spaces provided or fill in the blank spaces.

PART 1. BACKGROUND INFORMATION

1. Type of Council

    1.City council   ( )

    2.Municipal council   ( )

    3.Town council   ( )

2. Department……………………………………………………………………….......

3. Employee division

    1. Division I   ( )

    2. Division II   ( )

    3. Division III   ( )

    4. Division IV   ( )

4. Gender

    1. Male   ( )

    2. Female ( )

5. Age

    1. Below 20 years ( )

    2. 20-29 years   ( )

    3. 30-39 years ( )

    4. 40-49 years ( )

    5. 50-59 years ( )

    6. 60 years and above ( )

6. Level of education

    1. Never been to school ( )

    2. Primary School ( )

    3. Junior Secondary School ( )

    4. Senior Secondary School ( )

    5. College Certificate ( )

    6. College Diploma   ( )

    7. Bachelor's Degree   ( )

    8. Master's Degree   ( )

    9. Doctorate   ( )

7. Province of residence before being employed in the council

    1. Lusaka   ( )
    2. Copperbelt ( )
    3. Southern   ( )
    4. Eastern   ( )
    5. Northern   ( )
    6. Central   ( )

7. Western ( )

8. Muchinga ( )

9. Luapula ( )

10. North-Western ( )

8. Area of residence before being employed in the local authorities

1. Urban ( )

2. Rural ( )

PART 2: RECRUITMENT

9. Did you know anybody at the Local Government Service Commission before you got employed at this local council?

1. Yes ( )

2. No ( )

10. Were you helped by anyone at Local Government Service Commission to get your current job?

1. Yes ( )

2. No ( )

11. If Yes, what kind of help?..

....

12. Did you know anybody at this local council before you got employed?

1. Yes ( )

2. No ( )

13. Were you helped by any other person in any local council to get your current job?

1. Yes ( )

2. No ( )

14. If Yes, what kind of help?..

....

15. Did you know anybody in any government institution before you got employed at this local council?

1. Yes ( )

2. No ( )

16. Were you helped by any other person in government to get your current job?

1. Yes ( )
2. No ( )

17. If   Yes,   what   kind   of help?..
....

18. How did you know about the vacancy for the job you are holding?

1.Saw an advert in the newspaper

2. Saw an advert on television

3. Heard an advert on radio

4. Was told by a friend or relative

5. Saw an advert on social media

6. Other

(Specify)………………………………………………………………………......
....

PART 3: SELECTION

19. Did you submit any of these documents when you made your application for your current job?

No.	Type of document	Response	
		Yes	No
1.	Curriculum Vitae		
2.	Academic Qualifications		
3.	Application Letter		
4.	Practicing Certificate		

20. Did you attend interviews for your current job?

    1. Yes ( )

    2. No ( )

21. Did you attend any aptitude tests for your current job?

    1. Yes ( )

    2. No ( )

22. Did you pay anyone anything for you to be offered the current job?

    1. Yes ( )

    2. No ( ),

23. If No to Q 22, skip to Q 24

24. If yes to Q 22, what kind of payment did you make?...
....

25. Are you happy with the way people get employed in local councils?

 1. Yes ( )

 2. No ( )

26. If yes to Q 24, what is it that makes you happy about the process?...
....

27. If No to Q 24, what is wrong with the way people get jobs in the local councils?
…………………………………………………………………………………………...
...........................…………………………………………………………………………
………………………………………………………………………………………….
..………………………………………………………………………………………...

PART 4: RECOMMENDATIONS

28. What do you think should be done to improve the way people are recruited in local councils?...

....

....

....

....

THANK YOU FOR PARTICIPATING IN THIS STUDY.