

The Impact of Human Resource Management in the successful Governance of Ditsobotla Local Municipality: A Case Study

Mini- Dissertation

by

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Abstract

The aim of this descriptive and evaluative research study is to assess the impact achieved by human resource management practices in the governance of the Ditsobotla Local Municipality.

As part of local government, Ditsobotla Local Municipality is an independent sphere of government and has specific functions assigned and regulated in terms of the Constitution of the Republic of South Africa.

Municipalities are responsible for delivery of services to local communities in the form of water, electricity, sanitation, waste and sewage disposal, roads, municipal health services, recreational facilities and housing construction.

The 2011 municipal elections recorded the highest voter turnout rate in municipal elections in South Africa since 2000; yet, the local sphere of government has also felt the brunt of popular discontent.

Dissatisfaction with the service delivery rate, quality of housing and basic services has been the main driver of protests across the country, but increasingly governance-related factors have been brought to the fore.

This descriptive and evaluative study is undertaken in case study format with particular interest in the role of HRM in the governance capacity of the Ditsobotla Local Municipality in light of the massive service delivery expectations of communities.

This research study not only has internal validity for Ditsobotla Municipality but also external contextual importance for all HRM practitioners in the SA local government sector.

In the process of conducting the study, stratified random sampling is utilised on ordinary employees and managers employed by Ditsobotla municipality as well as members of the Ditsobotla community.

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This research study is dedicated to my Wife Keneilwe Mosiathaga, my children Tshepo, Tumelo, Lesego and Karabo for the support and understanding they gave me during my study.

I would also like to thank my supervisor Prof Collins Miruka for helping me to get the best out of me.

Lastly, I would like to thank God for giving me the strength and wisdom to complete the research.

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Chapter 1: Introduction

The objective behind this study is to assess the impact of the human resource management function in the successful governance of the Ditsobotla Local Municipality.

Ditsobotla Local Municipality is a classified Category B (local) municipality in the North West Province. It is part of Ngaka Modiri Molema District Municipality (NMMDM) and is subdivided into 13 Wards.

Its jurisdictional area covers 6000 square kilometres with its seat located in Lichtenburg. The Ditsobotla Local Municipality was established through the amalgamation of the former Lichtenburg, Coligny and Besiesvlei Transitional Councils.

The municipality is predominantly rural with approximately 65% of its population residing in rural areas and farms and has an estimated population of 200 000 citizens. The main towns services by the municipality are Bakerville, Bodenstein, Carlisonia, Coligny, Doringbult, Elandsputte, Ga-Ramodingwana, Grootpan, Hauptrus, Lead Mine, Lichtenburg, Rooigrond and Wondermere.

According to the 2010 census by Statistics SA, the municipality's population and language profile is as follows:-

Town	Area (km ²)	Population	Language
Bakwena Ba Ga Serobatse	2.37	1,392	Tswana
Banogeng	0.72	502	Tswana
Boikhutso	2.22	16,914	Tswana
Coligny	3.50	7,000	Tswana
Ga-Raphalane	26.34	24,104	Tswana
Itekeng	0.35	2,591	Tswana
Itsoseng	7.62	22,879	Tswana
Kopano	6.78	8,325	Tswana
Lichtenburg	87.13	11,927	Afrikaans
Mosiane	1.73	1,056	Tswana
Tlhabologang	0.63	5,852	Tswana
Remainder	6,325.49	45,059	Tswana

1.2 Justification for the Study

Local municipalities have a critical role to play as influential policy makers and as institutions of local democracy. The South African government decentralised power across the three tiers of government (national, provincial and local) in order to create better opportunity for direct participation by communities in service delivery, policy and decision-making processes. It is in this regard that local municipalities are now being pressurised to become strategic, visionary and vastly influential in the way they operate.

Of the many challenges faced by municipalities, one of the major concerns is the serious leadership and governance deficiency in municipalities, including weak responsiveness and accountability to communities. Different municipalities have different capacities and are faced with various social and economic challenges.

Another challenge faced by municipalities is the high rate of financial mismanagement practice for non-developmental purposes, including corruption. Also, municipalities have inadequate human resource capital to ensure professional administrations, and positive relations between labour, management and councils.

Service delivery at local level in South Africa is severely hampered by a lack of sufficient and adequately skilled management capacity in a significant number of municipalities in South Africa. The lack of adequately skilled human capital in municipalities has in certain instances directly or indirectly contributed to poor service delivery by municipalities, leading to community unrest, financial losses for municipalities, the outbreak of diseases as well as the non-payment of services by local communities.

According to the Cogta Local Government Skills Audit undertaken by the Local Government Leadership Academy (Logola, 2004: 6), a municipality has institutional capacity if it has:-

1. Strategic leadership to steer the municipality towards achieving its vision
2. Clear organisational purpose and orientation
3. Flexible and robust structures (institutional arrangements, organizational division of responsibilities, hierarchies and spans of control, decision-making arrangements, reporting channels, distribution of workloads)
4. Efficient and effective systems (models, frameworks, processes, practices, procedures, rules and regulations)
5. Sufficient resources (infrastructure, equipment, realizable assets, portfolio of land and property, opportunities to mobilise assistance through partner networks, solid inter-governmental relations and readily available capital and operating funds)
6. Skills, knowledge, attitude (skills and capability to achieve developmental local government)
7. Can positively engage with its environment forming and mobilising inter alia community participation and effective partnerships.

Proper management of employees is crucial for service organisations like municipalities because employees interface directly with customers and members of the public who make evaluative judgement of the quality of service delivered by employees. Therefore, it is extremely important for municipalities to comprehend specific organisational factors that influence employee attitudes and behaviours+ that may in turn influence how customers evaluate service quality.

Dzandzi and Dzandzi (2010: 996) argue that the importance of HRM to service delivery does not seem to be well understood by municipalities as their HRM practices continue to be subject of much criticism without any end in sight. There seems to be a general perception that employees of municipalities are recruited in compliance with narrow political interests rather than due to competence.

The underlying assumption for this study is that: politically polarised municipality environments make their HRM practices very vulnerable to political interference. From organisational justice perspective, interferences in HRM practices could lower the justice perceptions of their organisation's HRM practices. This could in turn lower commitment and citizenship behaviour among employees which could impact on municipalities' quality of service delivery. Thus the underlying assumption for the study is that the politically polarised nature of municipal environments makes political interference in HRM practices a reality. The only doubt is the extent to which this occurs and the impact thereof on service delivery.

Typical HRM activities of all organisations including municipalities consist of: recruitment, selection, compensation, training, development, promotion, attendance management, performance management, grievance handling, and overtime management. In fact, it is difficult to imagine any of these activities that cannot be influenced by political interference. In South Africa, officials of municipalities are usually accused of sometimes unsanctioned self-serving but most often politically motivated HRM practices that can be divisive, dysfunctional, and counterproductive.

Government has recently acknowledged the detrimental effects of its infamous "redeployment" policy on municipal service delivery and has called for its review. These admissions show evidence of improper HRM practices in municipalities and suggest possible political interference.

It has been alluded to that effective HRM is essential to quality service delivery. However, effective HRM depends very much on the conditions that an organisational setting provides (Senyucel, 2009: 14). One such critical environmental factor for municipalities is political polarisation. Political polarisation makes political interference a real threat to employee fairness perceptions of HRM practices in municipalities. This danger seems real in South African municipalities where there have been numerous reports and accusations of "jobs for pals", "undeserved promotions" and other factors based on political considerations rather than on competence.

From an organisational justice point of view, municipal employees would naturally be expected to feel unfairly treated or injustices being done to them if they detect or suspect any of the above practices have taken place. Employees who perceive political interference in HRM activities of municipalities will in line with justice theory form expectations, negative justice perception of their organisation. It is accepted thus that employee justice perceptions of HRM practices of municipalities is partly a function of perceived political interference in HRM practices. This proposition may help explain why some municipalities have better justice perception of their organisation than others.

Clarke (2004) emphasises that HRM plays a critical role in maintaining business success. Muldrow, Buckley, and Schay (2002) and state that employee behaviour and attitudes can determine the success or failure of organisational plans no matter how well constructed.

Bowen et al. (1999) as well as Blancero and Johnson (2001) have highlighted the important role of employees in service delivery and the importance of treating them fairly pointing out that there is considerable evidence of a strong correlation between employee perception of fairness and organisational performance.

Van der Westhuizen (2005) also agrees and states that proper HRM is essential to deliver services successfully. This author went on to make the important point that without a proper HRM, a situation could arise where among others, inappropriate persons are employed and unfair salaries are paid. Senyucel (2009) concludes that effective people management in organisations is a prerequisite for quality service.

Fairness perceptions therefore seem a promising explanatory mechanism for quality of service delivery in municipalities. It is therefore proposed that variances in service quality across municipalities are partly a function of the level of employee perceptions of fairness of HRM practices. Empirical studies in the form of Weech-Maldonado et al (2002) and Humphrey et al (2003), have provided strong empirical evidence on the link between Human Resource management and Quality Service Delivery (QSD)

1.3 Research Methodology

From the researcher's perspective, it is crucial to identify the impact of human resource management practices in the workplace and working lives of the individual municipal employees as well as on the municipality as an institution as well as the citizenry that it serves.

This descriptive, evaluative and interpretative qualitative study is undertaken in a multiple case study format with particular interest on the effect of municipal HRM practices on the productivity, turnover and retention levels of Ditsobotla municipal employees in lieu of service delivery expectations by communities served by the same municipal employees.

The assumptions behind this study are couched in the Equity and Organisational Justice Theories. The Equity theory of motivation according to Dzandzi and Dzandzi (2010: 996), attempts to explain how people strive for fairness and justice in social or give-and-take relationship.

As a Process theory, it explains how a person's motivation to act in a certain way is propelled by feelings of inequity and attempts to explain the social comparisons people make when they compare their inputs such as work efforts, time spent on work, qualifications and skills with outputs such as pay, recognition, promotion, that they receive (Kreitner and Kinicki, 2008:217).

Organisational Justice theory focuses on people's perceptions about fairness in the workplace (Dzandzi and Dzandzi, 2010: 996; Greenberg, 1987; Saunders et al, 2002 and Kang, 2007). Organisational justice research is seen as a direct expansion of the concept of Equity theory (Kreitner and Kinicki, 2008).



According to this perspective, individual work attitudes including commitment (Lowe and Vondanovich, 1995; Kang, 2007) and citizenship/service behaviour (Organ 1990; Moorman 1991; Kang, 2007) are associated with perceptions of fairness in the workplace. Various studies have shown that employees evaluate HRM practices in terms of justice (Gilliland 1993; Jones et al, 1999; Fischer, 2004).

The study seeks to answer the following research questions:-

1. To what extent does the Ditsobotla Municipality's human resource function contribute to building internal capacity of the municipality through proper human resource management practices?
2. To what extent are the municipality's operational and transactional HRM processes seen to be compliant with proper human resource management practices?
3. Which potential weaknesses have been identified and what modifications and recommendations can be made to improve HRM practices at Ditsobotla LM?

This study seeks to achieve the following objectives:-

1. To determine the extent of the municipality's human resource function contribution to building internal capacity of the municipality through proper human resource management practices?.
2. To determine the extent to which the municipality's operational and transactional HRM processes are seen to be compliant with proper human resource management practices?
3. To determine potential weaknesses as well as which modifications and recommendations can be made to improve HRM practices at Ditsobotla LM?

1.4 Data Collection

Qualitative data collection methods in the form of a survey, a self-administered questionnaire tool and focus group interview will be used for data collection. Three types of respondents namely municipal employees (including managers) and members of the public/ business community and Councillors will be targeted through the self-administered questionnaire-based survey and interviews.

Document review of historical records of the municipality in the form of the policies, Integrated Development Plan, Workplace Skills Plans, Municipal Turnaround Strategy (MTAS) and Annual Report of the municipality and other relevant public records of the municipality from sector department such as National Treasury and Department of Cooperative Governance will also be utilized to gain an informed perspective of the compliance of the municipality with local government governance expectations.

In order to gauge the strategic impact of HRM on the municipality's overall capacity to fulfil municipal governance prescripts, stratified random sampling is used to select employees and managers of Ditsobotla Local Municipality as well as individual citizens serviced by the municipality.

There will thus be three strata of respondents namely municipal employees (including managers) and members of the public/ business community and Councillors in the study. Due to time challenges, it will not be possible to split managers from ordinary employees of the municipality and gauge a specific municipal perspective. Each population of respondents with each strata will be sampled on a random basis.

1.5 Data Analysis

Qualitative, descriptive data from the questionnaires, interviews and historical records will be analyzed through an inductive process and be clustered according to common themes and analyzed using selective description methods. A selective description data analysis method will be used to group respondent feedback as well as document review information into distinct response categories.

1.6 Conclusion

This study consists of six chapters. Chapter 1 includes an introduction to the research topic, the justification for selecting the specific area of research and the objectives to be accomplished. Chapter 2 presents the relevant literature about the research topic being studied. The literature focuses mainly of key findings from topic-related surveys, academic research studies and journals from different disciplines.

Chapter 3 presents an overview of the case study in the form of a document review of the Ditsobotla Local Municipality. Chapter 4 explains the research methodology utilised within the study including the research design, the data collection instrument used and the types of questions, how the sample was calculated and selected, and finally, the methods used for data analysis.

Chapter 5 presents the analysis and discussion of findings within the study from the data analysis employed. Chapter 6 is the last chapter, where concluding remarks based on the research objectives are presented and recommendations made. The objective of this chapter was to introduce the research topic and objectives of the study as well as the research design, data collection and analysis methods that will be employed in the study. The following chapter entails a literature review of the relationship and impact of HRM on municipal governance.

Chapter 2: Literature Review

2.1 The Statutory Role of South African Local Government

The Republic of South Africa has a population of 43 million citizens. It is a unitary state with nine provinces and 278 municipalities (as of April 2011). Prior to April 2011 there were 283 municipalities (6 metropolitan municipalities). According to Reddy (2005), local government has been constitutionalized in chapter 7 of the Constitution of the Republic of South Africa Act 108 of 1996.

The LGSETA Sector Skills Plan (2011: 12) indicates that the South African local government sector provides for 2% of formal sector employment in the country and employs approximately 278 000 people. The Commonwealth Local Government Forum (CLGF, 2004: 140) indicates that SA local government contributes 7.5% percent to the Gross Domestic Product (GDP) of South Africa. The sector's contribution to the SA political economy however, far outweighs the size of its direct contribution to formal employment.

Local government, as an independent sphere of government has specific functions assigned and regulated in terms of the Constitution of the Republic of South Africa. Relations and interactions between the various spheres of government are determined by the Intergovernmental Relations Framework Act of 2005. Local government is the foundation of the South African electoral system and participatory democratic processes through local councils and ward committees.

The first fully democratic local elections in South Africa were held on 5 December 2000. This was preceded by the drawing of new municipal boundaries in every part of the country and the dismantling of the previous apartheid divisions. The new South African democratic government had a vision to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives especially formerly disadvantaged communities, (White Paper on Local Government: 1998: 2).

In response to South Africa's legacy of apartheid, the newly elected democratic government launched its Reconstruction and Development Programme (RDP) following the elections in 1994 and stated that the "RDP is an integrated, coherent socio-economic policy framework. It seeks to mobilise all our people and our country's resources towards the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future," (African National Congress, 1994:1).

As part of developmental local government, municipalities are also required to take a leadership role, to involve and empower citizens and stakeholder groups in the development process, in order to create social resources and engender a sense of common purpose in finding local solutions for sustainability.

The constitutional basis of local government is supported by chapters 3 and 13 of the Constitution which facilitate cooperative governance and financial matters respectively. There are three distinct categories of municipalities, metropolitan, district and local councils.

According to National Treasury's 2011 Local Government Budget and Expenditure Review, the twelve (12) priority areas of the South African government as well as the supporting role of local government are as follows:-

National Government Priorities	Role of local government
1. Provision of <i>high-quality basic education</i>	- Facilitate the building of new schools through participating in needs assessments done by provinces, identifying appropriate land and facilitating zoning and planning processes - Facilitate the eradication of municipal service backlogs in schools by extending appropriate bulk infrastructure and building connections
1 <i>Improvement of health and life expectancy</i>	- Many municipalities perform health functions on behalf of provinces - Strengthen effectiveness of health services managed by municipalities by specifically enhancing TB treatments and expanding HIV and AIDS prevention and treatments - Municipalities must continue to improve Community Health Service infrastructure, by providing clean water, sanitation and waste removal services
2 <i>All people in South Africa are protected and feel safe</i>	- Facilitate the development of safer communities through better planning and enforcement of municipal by-laws - Direct the traffic control function towards policing high risk violations – rather than revenue collection - Metro police services should contribute by increasing police personnel, improving collaboration with the South African Police Service (SAPS) and ensuring rapid response to reported crimes
3 <i>Provision of decent employment through inclusive economic growth</i>	- Create an enabling investment environment by streamlining planning application processes - Ensure proper maintenance and rehabilitation of essential services infrastructure - Ensure proper implementation of the expanded public works programme (EPWP) at the municipal level - Design service delivery processes to be labour intensive - Improve procurement systems to eliminate corruption and ensure value for money - Utilise community structures to provide services
4 <i>A skilled and capable workforce to support inclusive growth</i>	- Develop and extend intern and work experience programmes in municipalities - Link municipal procurement to skills development initiatives
5 <i>An efficient, competitive and responsive economic infrastructure network</i>	- Ring-fence water, electricity and sanitation functions so as to facilitate cost-reflective pricing of these services - Ensure urban spatial plans provide for commuter rail corridors, as well as other public modes of public transport - Maintain and expand water purification works and waste water treatment works in line with growing demand - Assign the public transport function to cities

	• Improve maintenance of municipal road networks
6 <i>Vibrant, equitable and sustainable rural communities and food security</i>	• Facilitate the development of local markets for agricultural produce • Improve transport links with urban centres so as to ensure better economic integration • Work with provinces to promote home production to enhance food security • Ensure effective spending of grants for funding extension of access to basic services
7 <i>Sustainable human settlements and improved quality of household life</i>	• Cities to work towards fulfilling the requirements to be accredited for the housing function • Develop spatial plans to ensure new developments are in line with national policy on integrated human settlement • Participate in the identification of suitable land for social housing • Ensure capital budgets prioritise maintaining existing services and extending services
8 <i>A responsive, accountable, effective and efficient local government system</i>	• Adopt IDP processes appropriate to the capacity and sophistication of the municipality • Implement the community work programme • Ensure ward committees are representative and fully involved in community consultation processes around the integrated development plan (IDP), budget and other strategic service delivery issues • Improve municipal financial and administrative capacity by implementing competency norms and standards and acting against incompetence and corruption
9 <i>Protection and enhancement of environmental assets and natural resources</i>	• Develop and implement water management plans to prevent water losses • Ensure effective maintenance and rehabilitation of infrastructure • Run water and electricity saving awareness campaigns • Ensure proper management of municipal commonage and urban open spaces • Ensure development does not take place on wetlands and other sensitive areas
10 <i>A better South Africa, a better and safer Africa and world</i>	• Role of local government is fairly limited in this area. It must concentrate on: • Ensuring basic infrastructure is in place and properly maintained • Creating an enabling environment for investment
11 <i>A development orientated public service and inclusive citizenship</i>	• Continue to develop performance monitoring and management systems • Comply with legal financial reporting requirements • Review municipal expenditures to eliminate wastage • Continue to implement the municipal turn-around strategies • Ensure councils behave in ways to restore community trust in local government

The most important documents relating to the governance and strategic role of local government derive from the Constitution of the Republic of South Africa, the White Paper on Local Government (1998), the Municipal Systems Act 32 of 2000 and the Municipal Structures Act 117 of 1998.

2.2 Constitution of the Republic of South Africa

Section 152 (1) of the Constitution states that the objectives of local government are to:-

1. Provide democratic and accountable government for local communities;
2. Ensure the provision of services to communities in a sustainable manner;
3. Promote social and economic development;
4. Promote a safe and healthy environment; and
5. Encourage the involvement of communities and community organizations in matters of local government.

According to the Constitution, a fully capacitated municipality is one that is able to fully subscribe to the above-mentioned Constitutional obligations.

2.3 White Paper on Local Government (1998)

The White Paper on Local Government establishes the basis for a new developmental local government system, which is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way.

It puts forward a vision of a developmental local government and outlines four characteristics of developmental local government, namely exercising municipal powers and functions in a manner which maximises their impact on social development and economic growth; playing an integrating and coordinating role to ensure alignment between public (including all spheres of government) and private investment within the municipal area; democratising development; and building social capital through providing community leadership and vision, and seeking to empower marginalised and excluded groups within the community.

The White Paper mandates local government to focus on realising developmental outcomes, such as the provision of household infrastructure and services; the creation of liveable, integrated cities, towns and rural areas; and the promotion of local economic development and community empowerment and redistribution.

Though there is a section dealing with administrative systems, the bulk of this section focuses on service delivery systems. The paper attempts to set terms for the reform of the local public administration that must take shape to align with the changed mandate of local government. The White Paper proposes a new approach to service delivery and a local administration which is guided by principles of accessibility, affordability, quality of products and services, accountability, integrated development, sustainability, competitiveness of local commerce and industry, value for money and the promotion of democracy.

Though the White Paper attempts to expand on how to transform the municipal human resources to enable the workforce to deliver on the developmental mandate, it articulates high level statements that still required to be broken down into step-by-step norms and standards which could create uniformity in municipal human resources. The White Paper (1998) recognizes the importance of skills development in ensuring that municipalities acquire the necessary capacity to deliver basic services to communities.

The White Paper on Local Government (1998) (in Cogta Local Government Skills Audit, 2005: 12), states that municipalities need to develop at least three sets of capacities in order to play an effective developmental role and to improve performance with respect to service delivery in the form of:-

- Strategic capacity to assess, plan and develop innovative programmes to meet local needs and to make a significant contribution to social and economic development.
- Integrated capacity to co-ordinate and integrate outputs from inside and outside the administration to ensure developmental outcomes.
- A community orientation to inform user-friendly, relevant and quality services to local communities.

2.4 Local Government Municipal Systems Act 32 of 2000

Ramphela (2000:7) indicates that the Municipal Systems Act of 2000 and various associated policies and guidelines were introduced to guide municipalities in establishing systems, procedures and structures.

The Municipal Systems Act requires that a municipality must develop its human resource capacity to a level that enables it to perform its functions and exercise its powers in an economical, effective, efficient and acceptable way.

The Municipal Systems Act also spells out the capacity required to ensure that the municipality can meet its constitutional obligations and it also stipulates that a person appointed as a municipal manager must have the appropriate skills and expertise necessary to perform duties associated with this position.

2.5 Municipal Structures Act 117 of 1998

The Municipal Structures 117 of 1998 Act defines municipal capacity as the administrative and financial management capacity and infrastructure that enables a municipality to collect revenue and to govern on its own initiative the local government affairs of its community.

The Municipal Structures Act divides municipalities into three categories namely Category A municipalities in the form of metropolitan; Category B municipalities in the form of local municipalities and Category C municipalities in the form of district municipalities to oversee and support groups of local municipalities.

There are currently 6 Metropolitan, 228 Local and 44 District municipalities (LGTAS, 2009: 8). Therefore, municipalities are obliged to ensure the following:

- Provide a democratic and accountable government for local communities.
- Be responsive to the needs of the local community.
- Encourage the involvement of communities and community organisations in the matters of local government.
- Ensure the provision of services to communities in a sustainable manner.
- Assign clear responsibilities for the management and co-ordination of these administrative tasks.
- Facilitate a culture of public service and accountability amongst its staff.
- Promote social and economic development.
- Promote a safe and healthy environment.

2.6 Challenges Faced by Local Government

Of the many challenges faced by municipalities, one of the major concerns is the serious leadership and governance deficiency in municipalities, including weak responsiveness and accountability to communities. Different municipalities have different capacities and are faced with various social and economic challenges.

Closely related to these is the high rate of financial mismanagement practice for non-developmental purposes, which includes corruption. Also, municipalities have inadequate human resource capital to ensure professional administrations, and positive relations between labour, management and councils.

The failure of municipalities to fulfil legal requirements to ensure the active participation of communities in local government processes. These failures have resulted in regular service delivery backlogs and protest throughout the country.

The Department of Cooperative Governance's State of Local Government report (2009) found that poor governance and associated lack of internal capacity is a major challenge in South African municipalities, particularly the rural municipalities. The report further demonstrated that municipalities are experiencing lack of service delivery which has contributed to deep levels of frustration and unhappiness in communities, which is causing many of the violent service delivery protests.

According to the Department of Cooperative Governance (DCoG)'s Monitoring Report on Service Delivery Protests 2004 – 2012(2012: 4), service delivery protests throughout the country remain a matter of concern with dissatisfaction with the delivery of basic municipal services such as running water, electricity and toilets, (especially in informal settlements), high levels of poverty, poor infrastructure, lack of housing being the key underlying contentions behind protests.

The Department of Cooperative Governance's State of Local Government report (2009) found that the causal reasons for distress in municipal governance pointed to:

- a) Tensions between the political and administrative interface;
- b) Poor ability of many councillors to deal with the demands of local government;
- c) Insufficient separation of powers between political parties and municipal councils;
- d) Lack of clear separation between the legislative and executive;
- e) Inadequate accountability measures and support systems and resources for local democracy; and
- f) Poor compliance with the legislative and regulatory frameworks for municipalities.



However, South Africa's much heralded and progressive policy framework for democratic, development-oriented and inherently participatory and inclusive local government institutions stands in stark contrast to recent, and rather sobering, assessments of the state of local government.

In 2009, the Department for Cooperative Governance and Traditional Affairs (COGTA) concluded that the sphere of local government is 'in distress' and that many municipalities are poorly governed or dysfunctional. The dysfunctionality has its root causes in a host of factors, including institutional design and intergovernmental relations, political culture and social values, socio-economic context, weak leadership and/or capacity, and poor internal systems for performance management and accountability (COGTA 2009:9).

The COGTA assessment has made an important contribution to the understanding of the weaknesses and failings of local government by expanding the analysis to go beyond the often-heard refrain of 'capacity and finances'.

In its 2011 Local Government Budget and Expenditure Review, National Treasury notes: *'To date, there has been a tendency to attribute all failings in municipal performance to a lack of capacity—whether it be individual or organisational capacity. However, when evaluating municipal performance failures, the reality is that many municipal failures can be directly attributed to failures in local political leadership'* (National Treasury 2011:24).

Sharing this concern, the National Planning Commission (NPC) reiterates the importance of safeguarding the integrity of municipalities in general, and municipal administrations in particular, from political patronage and interference.

It further raises the need to make working in local government a 'career of choice' (NPC 2011:365). Governance failings in the sphere of local government have been put into stark focus through the phenomenon of community protests, which have become an enduring feature of local governance in South Africa in recent years.

However, Municipal IQ hastens to add that it expects community protest to remain part of the socio-political landscape as the underlying demand for housing and basic services still remains.

While housing and basic services are often cited as key motivations driving protests, issues related to trust and concerns about the integrity and professionalism of municipal institutions (related to corruption, incompetence, unresponsiveness and broken promises), also feature prominently in the list of grievances (Karamoko 2011).

As the NPC (2011:383) notes: *'The spate of service delivery protests stems partly from citizens' frustration that the state is not responsive'*.

2.7 Lack of Internal Capacity

The Department of Cooperative Governance and Traditional Affairs (Cogta)'s Local Government Skills Audit (2005:5) and National Capacity Building Strategy Framework (NCBF, 2004) describes the interventions required to address the gap between the capacity dimensions of a municipality and the capacity it requires to efficiently, effectively and sustainably achieve its Constitutional mandate.

The Cogta NCBF (2004: 6), defines capacity building within the context of local government within three dimensions in the form of:-

1. Individual Capacity- The potential and competency found within an individual, reflected as specific technical and generic skills, knowledge, attitudes and behavior accumulated through education, training and workplace experience.
2. Institutional Capacity- The potential and competency found within organizations including human resources, strategic leadership, organizational purpose, support systems, infrastructure and financial abilities.
3. Environmental Capacity – The potential and competency outside a municipality's formal structures referring to factors such as taxation base, demographic composition, political, legislative, social capital as well as available natural resources.

In line with the above-mentioned report, the Cogta Local Government Turnaround Strategy (LGTAS, 2009) identifies the following factors that undermine the optimal efficiency and service delivery capacity of local government namely:-

1. Systemic factors linked to the current model of local government;
2. Policy and legislative factors;
3. Political factors;
4. Weaknesses in the accountability systems;
5. Capacity and skills constraints;
6. Weak intergovernmental support and oversight; and
7. Issues associated with the inter-governmental fiscal system.

The Local Government Sector Education and Training Authority (LGSETA) Sector Skills Plan (2011: 5), specifically identifies the following symptoms of lack of internal municipal capacity:-

- ♦ Lack of financial resources to meet service delivery obligations due to poor revenue base (poor communities).
- ♦ High staff vacancies
- ♦ Municipal staff without minimum level of competence to perform duties
- ♦ Absent or poorly developed operational systems and processes.

The challenges experienced by the Ditsobotla Local Municipality are not unique and must be seen in the light of the recent report of the Municipal Infrastructure Support Agency (MISA)'s recent Report to Parliament on the Integrated Support Plans to Local Government (2012).

The MISA report (2012) cites the following as the general common findings from the Integrated Support Plans of municipalities on governance:-

- Poor implementation of recruitment and selection
- Irregular system of appointing staff to acting positions.
- No performance agreements and performance management systems in place
- Discrepancies in the awarding of acting allowances to staff
- Outdated recruitment and selection policies and procedures
- High vacancy rate in key positions with incumbents acting for extended periods
- Organograms not aligned to municipal functions and IDP
- Management not implementing Council resolutions
- Officials with no relevant experience and skills occupying senior critical positions
- Inability to employ critical skills since organogram is bloated with skills not required
- Trained artisans and interns not absorbed in the organogram
- Municipalities relying on external service providers for payroll administration with no Information on total payroll size
- Municipalities not sure of total number of employees required operate at full capacity

Under Council Functions and Administration, the MISA report (2012) cites the following as the general common findings from the Integrated Support Plans of municipalities:-

- Non-Existent / Outdated Bylaws
- Unclear delineation of responsibilities between Office of Speaker and Mayor
- Lack of internal capacity to monitor implementation of Council resolutions
- Inter and intra-political infighting affecting the functioning and stability of some municipalities
- Ward Committees not established or functioning properly
- Poor public participation by and poor feedback to communities
- Poor cooperation between the municipalities and traditional leaders

Under Infrastructure and service delivery, the MISA report (2012) cites the following as the general common findings from the Integrated Support Plans of municipalities:-

- Poor asset management with no asset registers in place and inexistent Infrastructure Master plans
- Non-compliance with existing infrastructure plans
- Lack of appropriate Technical skills in the municipal planning and technical units
- Ageing municipal infrastructure not being regularly maintained causing service breakdowns and interruptions
- Serious challenges in municipal supply chain management processes when procuring infrastructure projects and in contract management
- Lack of capacity to develop and implement Free Basic Services policy
- Poor infrastructure maintenance (water, sanitation, roads, electricity, land fill sites)
- Lack of bulk infrastructure delaying implementation of housing projects
- Huge infrastructure backlogs still exist particularly in former homeland areas

Under financial management, the MISA report (2012) cites the following as the general common findings from the Integrated Support Plans of municipalities:-

- High level of debtors and municipalities unable to recover monies owed
- Inaccurate information contained in municipal billing systems
- Municipalities increasingly facing cash-flow challenges.
- Municipalities unwilling to implement financial recovery plans
- Non-compliance with financial policies
- Poor financial management resulting to negative audit outcomes
- Increased grant dependency by municipalities
- No revenue enhancement strategies in place
- Under Spending on capital budgets due to cash flow challenges
- Municipalities spending infrastructure grants on operational matters

The White Paper on Transforming Public Service Delivery (the Batho Pele White Paper, 1997) gives guidance on primarily how public services are provided, and specifically about improving the efficiency and effectiveness of service delivery. It sets out the agenda for transforming public service delivery by introducing an approach that is customer-focused and that seeks to put people first in service delivery, translated into a Sesotho adage "Batho Pele".

The Batho Pele policy framework consists of eight service delivery principles namely:-

- i. **Consultation:** citizens should be consulted about the level and quality of the public service they receive and, wherever possible, should be given a choice about the services that are offered.
- ii. **Service standards:** citizens should be told of the level and quality of public service they will receive so that they are aware of what to expect.
- iii. **Access:** All citizens should have equal access to services to which they are entitled.
- iv. **Courtesy:** citizens should be treated with courtesy and consideration.
- v. **Information:** citizens should be given full and accurate information about the public services they are entitled to receive.
- vi. **Openness and transparency:** citizens should be informed of how national and provincial departments are run, how much they cost and who is in charge.
- vii. **Redress:** if the promised standard of service is not delivered, citizen should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic and positive response.
- viii. **Value for money:** public services should be provided economically and efficiently in order to give citizens the best possible value for money.

The White Paper on Human Resource Management in the Public Service of 1997 adopted a common vision of a diverse, competent and well-managed workforce, capable of and committed to delivering high quality services to the people of South Africa.

In pursuit of this vision, the White Paper envisages human resources in the public service becoming a model of excellence in which service to society stems from commitment instead of compulsion, where the management of people is regarded as a significant task for those who have been charged with that responsibility and is conducted in a professional manner.

The vision is underpinned by the Constitutional values of fairness, equity, accessibility, transparency, accountability, participation and professionalism. The paper prescribes a step-by-step guide on how to introduce change in the public administration and adopt a new framework for managing human resources within each and every national and provincial government department.

2.8 The Link between HRM and Municipal Service Delivery Capacity

In order to deliver on its Constitutional mandate, a municipality needs to have the requisite human resource management capacity to be able to identify, select appoint and retain skilled professionals to ensure functionality in terms of governance and capacity to meet service delivery expectations.

Although the bulk of empirical studies and literature within the domain of human resource management focus largely of the effects of HRM on profit-generating organisations, there is a vast body of opinion on the positive spin-off of HRM to public sector service delivery oriented organisation such as national and provincial government, state agencies and municipalities.

Heslop, Hilborn, Koob and Szumyk (2005: 2) defines human resource governance as “the act of leading the HR function and managing related investments to:-

- Optimise performance of the organisation’s human capital assets;
- Define stakeholders and their expectations;
- Fulfil fiduciary and financial responsibilities;
- Mitigate enterprise HR risk;
- Align the HR function’s priorities with those of the business; and
- Assist HR executive decision-making”

Nel et al (2003:524) states that “*People are an organization’s only sustainable competitive edge*”. The competitiveness of organizational labour resources is key since labour resources, can potentially become the Achilles heel of an organisation’s profitability and productivity as well as capacity to deliver services in the terms of public sector organisations. In order to get productivity out of labour resources and thus service delivery, it is important that labour resources be fully utilized, based on the talents that they possess and can bring to the organisation.

The Local Government Municipal Systems Amendment Act of 2011 states that to be appointed as a **Municipal Manager** or a manager directly reporting to the Municipal Manager (Section 57 Manager), municipal officials must have specific qualifications and experience which will be set out nationally in regulations or guidelines.

These draft regulations will set out the minimum competence requirements and recruitment processes for municipalities whose annual budget is of a value equal to or in excess of R500 million. Any appointments in contravention of the Minimum competences and to the recruitment process will be invalid.

In terms of the Local Government Municipal Systems Amendment Act of 2011, municipalities must report to the provincial Member of Executive Council (MEC) for Local Government on each senior management appointment made, and the MEC must, in turn, pass the report on to the Minister.

If no suitable candidate can be found through the recruitment process, the municipality may ask the MEC for Local Government to second a qualified official. If the MEC is unable to second someone, the municipality may ask the Minister responsible for Local Government to do so.

If a person is appointed in contravention of the competence model to be contained in the regulations, the MEC must enforce compliance by the municipalities with the competence model by applying to court for a declaratory order on the validity of the appointment or by taking any other legal action against the municipality. If the MEC fails to enforce compliance with the competence model, the minister responsible for local government may have to step in.

The Local Government Municipal Systems Amendment Act of 2011 states that Municipal Managers and senior managers may not be political office-bearers while serving as appointed local government officials. While political office is not a bar to the appointment, the incumbent must immediately relinquish his or her political office in order for his or her employment to be legal.

The Local Government Municipal Systems Amendment Act of 2011 further states that a municipal employee who has been dismissed for misconduct cannot be re-employed by other municipalities or other spheres of government for a minimum period of 10 years.

The Local Government Municipal Systems Amendment Act of 2011 contains a Code of Conduct for compliance by all municipal employees whilst enforcement of the Municipal Systems Amendment Act Code of Conduct is subject to the municipality's own disciplinary procedures with monitoring conducted by the MEC for Local Government as well as the Minister of Cooperative Governance who is further expected to maintain a central database of all staff members that were dismissed or resigned before their disciplinary proceedings had been finalised.

In order to better manage internal human talent capacity for service delivery, it is vital that HRM practitioners are able to identify talent from the recruitment and selection of new employees and from current employees, retain existing human capital talent by providing employees with opportunities and gain their commitment to the organization by attracting them not only through financial incentives but also through the satisfaction of personal goals.

Brewer and Kellough (2008:4) emphasize that justice and fairness are important values in public HRM and are fundamental goals of the traditional civil service system. There is growing concern that the politically polarised municipal environment in South Africa lends to political interference in HRM practices. The problem is that any interference in HRM practices whether real or perceived could make employees form negative justice perceptions of their employer.

2.9 Professional Ethics

In promoting improved standards of professional behaviour and conduct in local government, a particular emphasis must be placed on the observance by both elected and appointed officials of professional ethical principles and values. Such principles are of a higher moral standard than other norms and standards because they deal with normative issues of what is commonly accepted as 'right' or 'wrong,' rather than what is merely desirable. As such they should be mandatory for all public officials.

Ethics in local government, as in other parts of the public sector, are particularly important. This is because public office involves a public trust, which can only be maintained if public officials acknowledge the primacy of the public interest and are able through their actions to promote public confidence in the integrity of the service.

A number of commonly accepted ethical principle and values for the public and local government sectors are listed below. These are applicable to both elected and appointed officials, and are derived in large part from the UK Nolan Committee's Seven Principles of Public Life², and the UN's International Code of Conduct for Public Officials (United Nations, 2000). These are:

- ♦ **Selflessness:** Public officials should serve only the public interest, and should not use their official positions or authority for the advancement of the personal or financial interests of themselves, family or friends.
- ♦ **Stewardship:** Public officials should at all times ensure that public resources for which they are responsible are administered in an efficient and effective manner, and in accordance with the law.
- ♦ **Integrity:** Holders of public office should not place themselves under any financial or other obligation to outside individuals or organisations that might influence them in the performance of their official duties. They should also not solicit or receive directly or indirectly any gift or favour that may influence the exercise of their functions, the performance of their duties, or their judgement.
- ♦ **Impartiality and Fairness:** Public officials should be fair and impartial in the performance of their functions and, in particular, in their relations with the public. They shall at no time afford any undue preferential treatment to or improperly discriminate against any group or individual, and should treat people with respect, regardless of their race, age, religion, gender, disability or sexual orientation.

- **Objectivity:** In carrying out public business, including making public appointments, awarding contracts or recommending individuals for rewards and benefits, holders of public office should make their choices solely according to objective criteria of merit.
- **Honesty:** Public officials should at no time improperly use public moneys, property, services or information that is acquired in the performance of their official duties for activities unrelated to their official work. They also have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.
- **Confidentiality:** Matters of a confidential nature in the possession of public officials should be kept confidential unless national legislation, the performance of duty or the needs of justice require otherwise.
- **Accountability and Openness:** Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office. They should also be open as possible, within the legal framework, about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest demands it.
- **Political Neutrality:** Appointed public officials should maintain a strict professional detachment from partisan political activity that otherwise could impair public confidence in the impartial performance of their functions and duties. At the same time, elected political office holders should not unduly interfere with or try to influence the powers, duties and responsibilities that fall within the specific competence of appointed public officials.
- **Respect for Others:** Public officials should promote equity and equality by not discriminating unlawfully against any person or group, and
- **Constitutional and Legal Duty:** Public officials should uphold the constitution and law and, on all occasions, act in accordance with the trust that the public is entitled to place in them.
- **Leadership:** Holders of public office should promote and support these principles by leadership and example.

2.10 The Professionalization of Local Government

In meeting its developmental mandate, local government operates in a complex and challenging task environment. This involves, amongst other things, the efficient handling of substantial budgets, meeting a range of complex legislative requirements, interacting effectively with other spheres of government, addressing the demanding and sometimes conflicting expectations of the communities, and engaging in highly technical forms of decision-making, planning and implementation.

This clearly demands a high level of professional competence, experience and ethics on the part of local government officials, both appointed and elected, especially those at the senior executive level.

Despite obvious variations between municipalities, based on category, size and spatial location, with a number of examples of good practice, the over-riding conclusion from government reports, as well as academic and media commentary, is that local government as a whole is falling short in meeting such professional requirements.

The lack of professionalism has taken a variety of forms. Amongst other things, these have included, the appointment of staff (through nepotism or as a result of political deployment) without adequate formal qualifications, expertise and experience; political interference in the work of officials; rivalries between councillors and officials; a lack of responsiveness to community needs, demands and expectations; low staff morale and the lack of an appropriate service ethic; the inadequate implementation of performance management systems; and serious and growing forms of financial irregularity, non-compliance, malpractice and corruption.

The Auditor-General's Consolidated General Report on the Local Government Audit Outcomes, 2009-2010, nevertheless highlighted with concern the fact that the level of non-compliance with laws and regulations applicable to municipalities and municipal entities had grown, resulting "in a substantial increase in the number of municipalities incurring unauthorised, irregular as well as fruitless and wasteful expenditure" (AGSA, 2010:3).

Attracting and retaining qualified and experienced technical and management professionals has therefore proved difficult, especially outside the large urban centres. The result has been high vacancy rates at the professional and technical level, with obvious implications for the effective planning, financing and management of service delivery and infrastructure provision. A 2005 report by the South African Institute of Civil Engineers found that 74 of the 231 local councils had no civil engineers, technologists or technicians (Lawless, 2005).

2.11 King III Corporate Governance Principles.

The importance of the HRM function is vital in the light of recent international and national statutory developments in the form of the third draft of the King III Code on governance which was released in February 2009.

The underlying corporate governance principles underpinning the King Code III are *discipline, transparency, accountability, independence, responsibility, fairness and social responsibility*.

Whilst there can be no doubt that the underlying roots of the bulk of the King III corporate governance principles relate to corporate and human conduct and hence ultimately related to the domain of human capital management, the King III corporate governance principles are:

Discipline:	Alluding to a commitment by the organization's senior management to widely accept the standards of correct and proper corporate behavior.
Transparency:	Alluding to the ease with which third parties can meaningfully analyse the organization's actions and performance.
Responsibility:	Alluding to a boardroom-level acceptance of responsibility to stakeholders for business practices & conducting proper risk management.
Accountability:	Alluding to an acceptance of the consequences of an organization's actions and a commitment to improve these.
Fairness:	Referring to an acknowledgement of and respect for the balance between the rights of the organization's various stakeholders.
Social Responsibility:	Alluding to organizational commitment to ethical standards and an appreciation of the economic, social and environmental impact of organizational activities on communities in which it operates.

Building on the King II Report, the King III Report provides a sound framework for the governance of South African organisations including but not limited to the public sector.

The King III Code asserts that strategic level HR Directors/ Managers and operational-level practitioners can play a significant role to ensure sound governance in South African organisations.

Prior to King III, the King II Code had laid the initial foundation by stating that "companies should disclose the criteria by which they propose to measure human capital development, and report accordingly on their performance in terms of such criteria. Business practice should reflect requirements of human capital development in areas such as the number of staff, with a particular focus on demographics (race, gender and disabilities), age, corporate training initiatives, employee development and financial investment committed. Reporting on the development of human capital provides both a public account of past performance, and, more importantly, an indication of future prospects" (Institute of Directors (IOD), 2002).

The amendment of the King II Code into King III coincides with important statutory regulation developments taking place through the Department of Trade and Industry (DTI)'s amendments to the new Companies Act of 2009. In 2004, the DTI published a policy paper titled "Company Law for the 21st Century".

The key recommendations of the DTI policy paper included amongst others:-

- The encouragement of transparency and high corporate governance standards.
- Ensuring compatibility between SA company law and best international jurisdictional practice.

- The encouragement of entrepreneurship & enterprise development by simplifying company formation procedures and reducing formalities associated with incorporation.
- The promotion of innovation & investment through company flexibility.
- Ensuring an effective predictable regulatory environment.
- The promotion of company and management efficiency.

According to the United Nations World Public Sector Report (2010: 8), the quality of human resource management in the public sector is critical for government performance and national development. The same study concludes that countries successful in reaping the benefits of globalization were generally those with the most developed and comprehensive public sectors.

The above-mentioned findings are reflected in a number of studies conducted by the United Nations that have converged on the significance of efficient management of human resources in enhancing government performance and national development.

Focusing primarily on developing countries, the United Nations World Public Sector Report (2010) suggests that specific structural features of government departments and municipalities enhance economic growth, facilitate government performance and reduce poverty.

The UN study confirms a positive correlation between merit-based recruitment as well as promotion and the quality as well as integrity of the public service. The same study found that outside Africa, better remuneration of senior officials also increases the quality and integrity of public sector departments and enhances the prestige of public sector employment.

Rauch and Evans (2000) in Journal of Public Economics (2001: 49 -71) states that professionalism in the civil service is an excellent predictor of both the quality and the integrity of the public service. Legal remuneration (salary plus perks) of senior public officials relative to their counterparts in the private sector has some positive effect on bureaucratic quality and a much stronger positive effect on integrity.

The study concludes that public sector departments with meritocratic recruitment and predictable as well as rewarding long-term careers were generally associated with superior economic growth. The study also found that the single most important element in improving public sector performance is meritocratic recruitment.

Empirical studies by the World Bank (2004) involving sixteen (16) African countries to the sample. The World Bank study concluded that public agencies do better, provide better services and are less corrupt and more responsive to private sector concerns if the staff they employ are paid well and have access to internal promotion not distorted by patronage and if they have a decent degree of autonomy from the centre of government.

The same study concluded that there is indeed a strong relationship between states with competent and effective public institutions and their ability to reduce poverty.

Business people in the developing and transitional countries surveyed ranked government effectiveness ahead of economic factors such as high inflation and exchange rate regime distortions and only behind control of corruption in terms of importance to business success.

Rauch and Evans (2000: 49 -71) assert that autonomy from political and societal interference is not, however, sufficient for public sector institutions to become effective and spur socio-economic development. An important lesson learned is that state departments need to become embedded in concrete social ties that bind them together.

According to the above-mentioned study, an aloof and unapproachable bureaucracy, out of touch with reality, is as undesirable as an administration presiding over a spoils system. A public service that is impartial and professional, but also responsive to civil society and business, while being neither populist nor captured by special interests is proposed.

Internationally, governments are gradually changing the importance attributed to HRM in public sector management. Governments are realizing that managing staff in the public sector is one of the most powerful yet least appreciated ways to achieve their political and strategic objectives.

This means employing the right person; appropriate compensation; appropriate remuneration; appropriate rewards for performance; opportunities for training, development, and promotion; proper performance management; and appropriate grievance handling.

Appropriate remuneration seems a perennial problem for municipalities as it is often alleged that certain privileged employees of municipalities are overpaid whilst the more deserving are underpaid. Such practices if indeed true are likely to cause discontent among employees with obvious detrimental consequences for service delivery.

Even if the right people are hired, and even if employees are appropriately remunerated, they still need to be developed (Van Dijk, 2005) to realise their full potential. It is obvious that developmental opportunities need to be available to all employees if they are to feel fairly treated.

Economists and productivity practitioners accept that labour resources are a dynamic organizational resource since sustained competitive advantage can only be achieved through people. Various empirical studies have alluded to the direct link between the labour productivity of an enterprise's human resources and continued organizational growth and efficiency.

The human resources function should be the Municipal Manager's eyes and ears for people-related governance, risk and compliance issues. The HR Manager should present Councillors with a complete report of HR compliance and operational risks and recommended actions.

Furthermore, HR can assist the Municipal Manager and municipal Council in other related areas such as managing succession and to provide Councillor development.

The report by Deloitte Consulting (2008) asserts that "People and behavior are often the biggest sources of business risk." According to a study by the SABPP, people risks include company culture, talent shortages and retention, incompetence, employee performance, unethical behaviour, low morale, grievances and disputes, excessive absenteeism/employee wellness, sabotage, workplace violence and non-compliance to industry and other regulations and laws.

Councillors and municipal office bearers are by definition also municipal labour resources which should be utilized optimally to ensure organizational productivity. Thus, just like ordinary employees should also be subjected to regular performance assessment and review.

According to Brewster, Carey, Grobler, Holland and Warnich (2008) corporate social responsibility in the case of employees involves HR practices associated with diversity, employment equity, job security, remuneration, occupational health and safety, employment relations, and work-life balance. Furthermore, the traditional HR practices of recruitment and selection, training and development, performance management and remuneration have a key role to play in the development and maintenance of sound corporate governance practices.

Deloitte (2008: 11) states *"that governance, risk and compliance challenge affect every part of the business – and every one of those challenges has a significant human component."* The HR function should thus utilize its knowledge, skills and experience to help municipal Councillors and managers to address governance, risk and compliance issues across the entire organization.

The King II and III Codes highlight the importance of ethics at Council, management and staff levels and in particular the need for an ethical culture. Deloitte (2008) argues that most business scandal or regulatory violation ultimately has its roots in the workforce. This is one of the key factors why the HR function needs to expand its role from merely focusing on workforce compliance and administration to focus on strategic governance, risk and compliance issues.

Remuneration is another important governance area for the human resource function. Brewster et al (2008) asserts that HRM practitioners have an important role in advising remuneration committees about fair and equitable remuneration for ordinary staff and Directors (or elected Councillors in the case of the local government sector) by instituting a fair remuneration policy and system for the entire municipality.

Another area where HRM can play a more proactive role is to ensure that the right staff with the right competence, values and ethical culture are appointed. Nowadays, not much emphasis is put on the Technical knowledge and skills of employees, and in the case of the local government sector, other considerations such as political loyalties and "cadre" deployments and not enough on the ethical character of the individual concerned.

HRM practitioners need to ensure that new employees must fit the values and culture of the municipality and legally probe for character as they consider selection decisions. Proper HR due diligence is needed to prevent damage caused by incompetence through proper reference checks etc. The objective behind this chapter was to conduct a literature review of the strategic role of the HRM function on organizational governance in general and municipal governance in particular and by moving from HR compliance and regulation to ensuring sound HR governance.

Heslop, Hilborn, Koob and Szumyk (2005:2) define HR governance as “the act of leading the HRM function and managing related investments to optimise performance of the organisation’s human capital assets; define stakeholders and their expectations; fulfil fiduciary and financial responsibilities; mitigate enterprise HR risk; align the HR function’s priorities with those of the business and assist HR executive decision-making

In order for HRM practitioners to more closely ensure municipal governance, they need to move from transactional and operational focus to a more strategic level focus on HR governance to adequately be able to focus on the challenges encountered by South African municipalities in the form of corruption, maladministration, poor service delivery poor HR risk management and lack of ethics, which appears to arise out of ineffective municipal corporate governance.

From the above definition it becomes clear that HR governance is different from the traditional notions of HR management. According to empirical studies by the SABPP (2010:), human resource management practitioners must move from:-

- HR Regulation/ Administration where focus is placed on adherence to labour legislation with less emphasis on business performance.
- HR Supervision where focus is rigidly placed on performance.
- HR Business Partnering where focus is placed on customized strategic business solutions to support differentiated divisional strategies.

Human resource practitioners must move to HR governance where HRM practitioners at operational tactical and strategic levels become people stewards who lead, direct and control the HR function in an active pursuit of achieving the corporate governance outcome focusing on both compliance and performance issues.

From the abovementioned literature review, it becomes clear that internationally, governments have realised the significance of efficient management of human resources in the public sector to enhance government performance and national development. It becomes clear that autonomy of public sector and municipal administrations from political and societal interference, supplemented by a professional cadre of men and women selected solely on merit and experience who are well remunerated, is sufficient to create internal capacity and an efficient civil service administration which through its own will spur socio-economic development.

In order to attain the above-mentioned, human resource practitioners, as custodians of the HR function must move from HR compliance to HR governance. Chapter 3 entails a case study analysis of Ditsobotla Local Municipality.

Chapter 3: Case Study Overview

In order to shed a thorough understanding of the Ditsobotla Local Municipality, this chapter entails a document review of the municipality in order to chart the background to the case study.

Information on the multiple case study is based on a document review of the Integrated Development Plan, Annual Report as well as the Municipal Turnaround Strategy (MTAS) documents of the municipality. The necessity to conduct a document review is consistent with the researcher's approach to the study from an development practitioner's perspective.

Merriam (1989:104) states that historical documents are "*ready-made sources of data*" that is easily accessible to the researcher. Ditsobotla Local Municipality is a classified Category B (local) municipality in the North West Province. It is part of Ngaka Modiri Molema District Municipality (NMMDM) and is subdivided into 13 Wards.

According to the municipality's Integrated Development Plan (IDP) document, (2010), the municipality is predominantly rural with approximately 65% of its population residing in rural areas and farms and has an estimated population of 200 000 citizens covering 6000 square kilometres. The main towns services by the municipality are Bakerville, Bodenstein, Carlsonia, Coligny, Doringbult, Elandsputte, Ga-Ramodingwana, Grootpan, Hauptrus, Lead Mine, Lichtenburg, Rooigrond and Wondermere.

The main economic activity in Ditsobotla Local Municipality ranges from 60% agriculture, 20% mining and 10% tourism. Ditsobotla LM is demarcated into 13 wards. The key municipal priorities identified in the IDP is:-

- ♦ Water and Sanitation
- ♦ Electricity
- ♦ Roads and Stormwater
- ♦ Land and Housing
- ♦ Economic development
- ♦ Community Service and Facilities

Ditsobotla LM has about 40% of its population classified as indigents receiving free basic services. The municipality is a Water Services Provider (WSP) whilst the Ngaka Modiri Molema District Municipality is a Water Services Authority entrusted with responsibilities of providing water and sanitation services to its entire community.

The level of service provided by the municipality ranges from high level (above RDP), basic level (RDP standards) and below RDP levels and this happens mainly in informal settlements.

3.1 Public Participation

In terms of the municipal IDP's monthly community meetings are supposed to be held in each Ward with sectional meetings held in vast areas such as farming communities with a Public Participation Officer appointed to engage communities and attend to community related issues and projects. Community meetings are held with a seven days' notice period for all community meetings through flyers and community radio stations.

3.2 Governance and Administration

The Municipal Manager and other key strategic level managers have been appointed in April 2012 all having signed performance agreements with the Council of the municipality.

There are thirteen (13) Ward Committees which have received training to do their work to support Councillors with offices and Ward Secretaries appointed. Ward committee members have been allocated portfolios, and they also submit monthly reports. Each Ward has been divided into sections and each section allocated to ward committee members for better servicing.

Weekly meetings are held to discuss programmes and plans for each ward, Community development workers are also allocated per ward (the municipality is also assisting with stipends when necessary).

3.3 Financial Management

Total consumer debt currently stands at R160 million with households and government departments being owing about R77 million). As part of revenue enhancement strategy, a service provider has been appointed to assist the municipality through a data purification project to profile households for affordability and the implementation of a new valuation roll. The community and businesses are encouraged to pay through the debt write-off and incentives respectively.

The supply chain management policy of the municipality has also been developed and was reviewed in May 2010 with a dedicated business unit established during the 2010/11 financial year, staffed by three personnel.

The municipality has been able to submit its Annual Financial statements and a draft performance report for 2010/11 financial year for audit purposes with presentations to Council for noting and approval.

3.4 Local Economic Development (LED)

According to the Integrated Development Plan of the municipality, it has been highlighted that there is a need for the municipality to put more effort on job creation with a resultant need for the municipality to align with the agricultural sector.

The Council has recently taken a resolution that thirty percent (30%) of contracts given to contractors should benefit locals in the form of procurement of goods, labour and the development of small to medium and micro enterprises (SMME)'s. The municipality generally has local economic development potential in mining and agriculture and if these can be unleashed, more economic development can be realized.

The current organogram indicates 225 approved posts and 103 posts filled. There are x4 Directors reporting to the Municipal Manager as the highest strategic level municipal officer. These are the Director: Human Resource Management, Chief Financial Officer (CFO), Director: Technical Services and Director: Community Safety.

According to the Municipal Turnaround Strategy (MTAS) documents of the municipality, Councillor interference in the collection of rates and service disconnections as well as the resistance by ratepayer groups to pay for services delivered has been identified as one of the challenges inhibiting the municipality to increase its revenue streams. The municipality has contracted a few legal firms to commence with legal action to recover unpaid debt.

The status of urban water metering stands at 17000 residents with formal metered household connections. Urban residential developments are taking place without access to sanitation connections. Households whose gross monthly income of all occupants does not exceed R1 100 are classified as indigents and subsidised on property rates and services charges for sewerage and refuse removal and they also receive 6 KL of water per month and 50 kWh of electricity free per month. A total of 6500 households has been registered as indigents and receive free basic water and electricity.

The municipality is providing sanitation services through both waterborne and VIP systems. Since the municipality is in an increasingly semi-rural area, there is a strong backlog in the eradication of pit latrines in favour of VOIP toilets. The municipality is 80% rural and standard design VOIP toilets have been installed.

The municipality is currently rendering the waste removal services to all areas except the informal settlements, mining and farming communities. The municipality is currently in possession of two compactor trucks and four tractors for the collection of refuse. The tractors are in a very bad state and the municipality is planning to replace them with modern technology. The District is currently in the process of assisting with the provision of refuse bins for usage in informal settlements.

Housing development form one of the major challenges within the municipality. Housing backlogs in the municipality are estimated at 5,028, construction underway for 129 units, 268 units on planning and 500 units commissioned to beneficiaries

The total allocation for the Municipal Infrastructure Grant (MIG) is R16million of which is very limited when compared to the municipal backlogs. The municipality is currently implementing two MIG projects amounting to R9.5 million (construction of internal roads and high mast lighting).

Other two projects are funded through the Provincial Infrastructure Grant (PIG) and Ngaka Modiri Molema District Municipality to the amount of R10.3 million.

There are various interventions within the municipality towards improving infrastructure delivery. The municipality has increased its Operations and Maintenance budget during adjustments in order to maintain ageing infrastructure. A grader was also purchased with the objective of regular road maintenance. The municipality also managed to get money from PIG for sanitation and water reticulation to be implemented in the next financial year. Discussions with Ngaka Modiri Molema District Municipality (NMM) are currently underway for the finalization of the Integrated Waste Management Plan including licensing of Landfill sites.

3.5 Conclusion

The objective behind this chapter was to conduct a document review of the Integrated Development Plan, Annual Report as well as the Municipal Turnaround Strategy (MTAS) documents of the municipality in order to better understand the background to the case study.

From analysis of the historical documents of the municipality, it becomes clear that the municipality is not doing very badly compared to other municipalities in the North West province.

The key challenges of the municipality however lie in the financial and human capacity to deliver services. If all critical positions can be filled, there could be huge institutional improvements to the municipality's operations.

The following chapter charts the research methodology to be utilised

Chapter 4: Research Methodology

From the researcher's perspective, it is crucial to identify the impact of human resource management practices in the workplace and working lives of the individual municipal employees as well as on the municipality as an institution as well as the citizenry that it serves.

This descriptive, evaluative and interpretative qualitative study is undertaken in a case study format with particular interest on the effect of municipal HRM practices on the productivity, turnover and retention levels of Ditsobotla municipal employees in lieu of service delivery expectations by communities served by the same municipal employees.

The assumptions behind this study are couched in the Equity and Organisational Justice Theories. The Equity theory of motivation according to Dzandzi and Dzandzi (2010: 996), attempts to explain how people strive for fairness and justice in social or give-and-take relationship.

As a process theory, it explains how a person's motivation to act in a certain way is propelled by feelings of inequity and attempts to explain the social comparisons people make when they compare their inputs such as work efforts, time spent on work, qualifications and skills with outputs such as pay, recognition, promotion, that they receive (Kreitner and Kinicki, 2008:217).

Organisational justice theory focuses on people's perceptions about fairness in the workplace (Dzandzi and Dzandzi, 2010: 996; Greenberg, 1987; Saunders et al., 2002 and Kang, 2007). Organisational justice research is seen as a direct expansion of the concept of equity theory (Kreitner and Kinicki, 2008). It is about commitment to ethical principle of fairness in the workplace.

According to this perspective, individual work attitudes including commitment (Lowe and Vondanovich, 1995; Kang, 2007) and citizenship/service behaviour (Organ 1990; Moorman 1991; Kang, 2007) are associated with perceptions of fairness in the workplace. Various studies have shown that employees evaluate HRM practices in terms of justice (Gilliland 1993; Jones et al., 1999; Fischer, 2004).

The study seeks to answer the following research questions:-

1. To what extent does the Ditsobotla Municipality's human resource function contribute to building internal capacity of the municipality through proper human resource management practices?
2. To what extent are the municipality's operational and transactional HRM processes seen to be compliant with proper human resource management practices?
3. Which potential weaknesses have been identified and what modifications and recommendations can be made to improve HRM practices at Ditsobotla LM?

The study seeks to achieve the following objectives:-

1. To determine the extent of the municipality's human resource function contribution to building internal capacity of the municipality through proper human resource management practices?.
2. To determine the extent to which the municipality's operational and transactional HRM processes are seen to be compliant with proper human resource management practices?
3. To determine potential weaknesses as well as which modifications and recommendations can be made to improve HRM practices at Ditsobotla LM?

4.1 Data Collection

Qualitative data collection methods in the form of a survey and a self-administered questionnaire tool will be used for data collection. Three types of respondents namely municipal employees (including managers), Councillors and members of the public/ business community will be targeted through the self-administered questionnaire-based survey and interviews.

Document review of historical records of the municipality in the form of the policies, Integrated Development Plan, Workplace Skills Plans and Annual Report of the municipality and other relevant public records of the municipality from sector department such as National Treasury and Department of Cooperative Governance will also be utilized to gain an informed perspective of the compliance of the municipality with local government governance expectations.

In order to gauge the strategic impact of HRM on the municipality's overall capacity to fulfil municipal governance prescripts, stratified random sampling is used to select employees and managers of Ditsobotla Local Municipality as well as individual citizens serviced by the municipality.

There will thus be three strata of respondents namely municipal employees (including managers), Councillors and members of the public/ business community in the study. Due to time challenges, it will not be possible to split managers from ordinary employees of the municipality and gauge a specific municipal perspective. Each population of respondents with each strata will be sampled on a random basis.

Survey is the chosen method to collect data, because its function is to generalize results obtained from a sample to a large population. Surveys are interested in gathering data from many rather than in obtaining intensive, detailed information from a few individuals; therefore, it is rare for a survey to consist of one or very few individuals.

Consequently, in designing a study survey research, one has to take into consideration the sample and the sampling procedure: the sample size should be adequate to allow generalization of the results, and the sampling procedure should also be represented in the sample. This method is necessary, because errors in sampling procedures may not justify generalization of the results, thus lowering the value of the survey (Commonwealth Of Learning, 2000:11).

A semi-structured questionnaire will be used to collect data. This questionnaire survey will have two sections. The first part will intend to acquire the demographic profile of the respondents, while the other section will contain a set of attitude statements.

Close-ended, semi-structured and open-ended questionnaires will be administered to municipal staff (Hall and Hall, 1995:119, 157-158). Questionnaires will yield both quantitative (closed-ended questions) and qualitative information (open-ended questions). Thus, semi-structured questionnaires consisting of closed- and open-ended questions will be designed.

Interviews may produce valid understanding of relationships, but interviews are often not reliable" (Chambliss and Schutte, 2003:73), due to their subjectivity. In order to increase the reliability of the data collected through the interviews, questionnaires (Rubin and Babbie, 1997:348) will be completed by a random sample of community members and municipal employees across the various departments within the municipality.

Observation will also be used, since it involves looking and listening very carefully. According to Langly (1988:14), "observation" is when we watch other people in order to discover particular information about their behaviour in social science.

4.2 Data Analysis

Qualitative, descriptive data from the questionnaires, interviews and historical records will be analyzed through an inductive process and be clustered according to common themes and analyzed using selective description methods. A selective description data analysis method will be used to group respondent feedback as well as document review information into distinct response categories.

Random interviews with municipal employees and managers of the Ditsobotla municipality will give insight into respondents' experiences of the impact of internal human resources management practices of the municipality. Random interviews with members of the Ditsobotla community and business community will yield insight into respondents' experiences of the impact of internal human resources management practices of the municipality.

Historical records will give a perspective of the HRM practices of the municipality with regards to aspects such as employee turnover, resignations, dismissals, strikes etc. Historical records in the form of public reports on the Ditsobotla municipality from national and provincial departments such as National Treasury, SALGA and Cogta will yield the compliance of the municipality with expected statutory governance requirements.

The advantage of using multiple sources of information is that it allows for the evaluation of a broad range of historical, attitudinal and behavioural issues. The study will essentially be a case study (Yin, 2003:23) with a descriptive design (Mouton & Marais, 1994:43) within a qualitative phenomenological paradigm (Denzin and Lincoln (2003:297).

A mixture of descriptive (non-inferential) quantitative data will apply. The delimitation to the Ditsobotla Municipality in combination with the criteria to be used for sampling will ensure that the participants have enough uniformity to constitute a “bounded system” (Henning et al, 2004:32-42), which is the central feature of case studies.

Eisenhardt (2002:13) describes the merits of using case studies as advantageous in that it enhances the “generalizability” of findings to a wider even more diverse population. The study will thus be both qualitative and quantitative. To ensure internal reliability and random error reduction, this study will use triangulation for validity and reliability. Triangulation maps out the richness and complexity of the research by studying it from more than one standpoint (Newman, 1997:151).

The Ditsobotla Local Municipality staff will be targeted for the interviews to determine the extent, to which the recruitment and appointment processes are done. The research will also include community members, senior managers across the selected departments within the municipality and managers within the HRM, from which the data will be collected and analysed. Stratified random sampling will ascertain that gender equity is considered in order for beneficiaries from all age groups to be chosen.

4.3 Limitation of the Study

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

The purpose of the study will be clearly explained so that the respondents will be assured that there will be no jeopardy arising from any document perusal. Confidential sensitivity will be considered throughout the questionnaire. Care will also be taken to ensure that the research is carried out in accordance with high confidentiality standards. The respondents will not be forced to disclose their names. The questionnaires will be available to respondents for a period of one month for completion.

4.4 Ethical Consideration

The interviews and questionnaire will be conducted in such a way that it does not offend or cause discomfort to any respondents.

Both the interviews and questionnaires will be administered in the home language of the respondents, especially to illiterate ones. Cultural sensitivity will be considered throughout the research. Care will also be taken to ensure that the research methodology be carried out in accordance with high ethical standards.

Ethical considerations in the research study were followed through respect for the respondents' confidentiality, convenience of interview times through the prior request for appointments to conduct telephonic interviews, clear explanations of the purpose of the research, the research process and questionnaire contents as well as the respect for the respondent's right to decline or withdraw participation in the study.

The data analysis results from the interview and survey data collection processes are presented and comprehensively discussed in this section

Chapter 5: Analysis and Discussion of Findings

This descriptive, evaluative and interpretative qualitative study is undertaken in a case study format with particular interest on the effect of municipal HRM practices on the productivity of Ditsobotla municipal employees in lieu of service delivery expectations by communities served by the same municipal employees.

This research study not only has internal validity in terms of the Ditsobotla Local Municipality but also contextual importance for the larger local government sector with regards to the strategic link between municipal HRM, institutional capacity and service delivery

According to Bryan and Burgess (1999: 140), qualitative data collection methods such as observation, interview and historical documents from the municipality can be utilised. This will be supplemented by feedback from the survey questionnaire responses received from Councillors, interview responses from community members and focus group responses from municipal employees.

The above-mentioned enables the researcher to assess opinions and experiences of municipal employees, Councillors and members of the Ditsobotla Local Municipality community utilizing open-ended questions in the questionnaire and during interview.

Leedy and Ormrod (2005: 29) describe reliability as the "consistency with which a measuring instrument yields a certain result when the entity being measured has not changed". According to De Vos (1989:85), reliability refers to the extent to which a study will attain the same results should the study be comparatively repeated. In the context of qualitative studies, reliability refers to whether the research results "are consistent with the data collected", (Merriam, 1998:206). In order to ensure reliability within the study, the researcher undertakes to implement the following control measures:-

- Personal administration of focus group interviews.
- Ensuring consistency in the scoring and recording of respondents.
- Ensuring convenience when interacting with respondents.
- Administering interview questions without variations verbatim as they are worded in the questionnaire

Leedy and Ormrod (2005:28) state that "the validity of a measurement instrument is the extent to which the instrument measures what it is supposed to measure". According to Fick (1995:49), validity of research results refers to the extent to which survey instruments assess what they purport to measure. In order to ensure validity within this study, the researcher undertook:-

- Focus group interviews were recorded and transcribed verbatim to enable data accuracy.
- When analyzing the data collected, information in the surveys was equally considered with the focus group interview data so as to be able to provide alternative explanations if necessary. This will serve as an important consideration to avoid researcher bias.

Stratified purposive sampling was utilised to select respondents for the study. The survey population consisted of three strata, namely the municipal employee respondents, Councillors and members of the Ditsobotla community/ business community.

Qualitative data collection methods in the form of a focus group discussion, survey and a self-administered questionnaire tool were used for data collection. The focus group discussion was aimed at employees of the municipality whilst Councillors and members of the Ditsobotla community were targeted through interview and the self-administered questionnaire-based survey.

Research Strata	Population Size	Percentage of Total Population	Research Sample Selected	Actual Participation Rate Achieved	% Responses Received	No Responses	% Non-Participation
Business/ Community members	200 000	0.0002	28	60%	20	8	40%
Municipal HRM Employees	103	60%	62	100%	65	44	35%
Councillors	13	39%	5	60%	3	2	40%

Table 1: Stratified Purposive Sample of Respondents

Members of the Ditsobotla community and business community were randomly selected for participation. Only 20 community/ business community members participated in the study. A total of 62 municipal employees were selected for participation in the study but only 44 participated whilst 5 Councillors were selected for participation in the study with only 3 Councillors returning their questionnaire responses.

Using stratified purposive sampling, the total survey sample of municipal officials' sampled make up sixty percent (60%) of the total payroll of the municipality. This number includes fulltime employees and contract workers currently employed by the municipality in supervisory and non-supervisory capacities. All respondents hailed from the Technical Services, Parks and Recreation, Corporate Services, Human Resources and Community Services departments of the municipality. Due to disproportionate access to technology and interest, the bulk of participation emanated from employees in the HRM department.

Four focus group interviews with employees of the municipality were conducted off the premises of the municipality at a fast food outlet in Lichtenburg. Focus group interviews were arranged to take place in the afternoons to ensure minimal inconvenience to interviewees and to cause as little disruption to the life schedules of the interviewees as possible.

The research questionnaire was transmitted electronically to and from the Councillors whilst municipal employees were interviewed directly through face to face questionnaire in a focus group setting. The case study format is chosen by the researcher due to the high volumes of municipal employees and members of the Ditsobotla municipal community selected for involvement in the study.

Lessons learnt from the study can thus be extrapolated and applied to other similar municipal environments within a backdrop of low-capacitated municipalities in a high service delivery demand-driven environment. The study thus has high contextual importance for the larger human resource management (HRM) domain in the public sector.

The above-mentioned research approach, method and instrument is chosen for utilization due to cost-effectiveness and logistical reasons. Some of the municipal employee respondents needed assistance with translating the questionnaire due to very basic literacy skills.

For confidentiality of the respondents, the real names of the interviewees as well as the business units where municipal employees are employed, the Wards from which respondent Councillors are responsible for as well as the names of the community members surveyed are not included in the survey. Instead, respondents in each strata are listed in alphabetical order from Respondent A – Z. Councillors are listed as Company A – E.

The above-mentioned research approach, method and instrument is utilized due to cost-effectiveness and logistical reasons. The primary objective of transmitting the questionnaire electronically and conducting the interviews face to face with community members is to be able to explain the questionnaire requirements to community members. In the case of municipal employees, the approach allowed interviewees plenty of time to add additional facts to the contents of their questionnaire responses in their own time.

In undertaking the study, the researcher attempts to answer the following questions:-

1. To what extent does the Ditsobotla Municipality's human resource function contribute to building internal capacity of the municipality through proper human resource management practices?
2. To what extent are the municipality's operational and transactional HRM processes seen to be compliant with proper human resource management practices?
3. Which potential weaknesses have been identified and what modifications and recommendations can be made to improve HRM practices at Ditsobotla LM?

The study sought to achieve the following objectives:-

1. To determine the extent of the municipality's human resource function contribution to building internal capacity of the municipality through proper human resource management practices?.
2. To determine the extent to which the municipality's operational and transactional HRM processes are seen to be compliant with proper human resource management practices?
3. To determine potential weaknesses as well as which modifications and recommendations can be made to improve HRM practices at Ditsobotla LM?

Reliability in the context of this research implies the extent to which the research results can be repeated in line with the research information that has been collected. Validity in the context of the research implies that the research study assesses and evaluates what the research study envisages to assess.

Ethical considerations in the research study were followed through respect for the respondents' confidentiality, convenience of interview times through the prior request for appointments to conduct telephonic interviews, clear explanations of the purpose of the research, the research process and questionnaire contents as well as the respect for the respondent's right to decline or withdraw participation in the study.

5.1 Data Collection

On the 12th November 2012, the researcher undertook purposive random sampling of municipal employees and Councillors of the municipality for participation in the survey. Sixty two (62) municipal employees, five (5) Councillors and twenty (20) community members were selected as respondents for the study within each strata of selected respondents.

Literature review on the study was conducted on the 2nd July – 30th October 2012. Initial telephonic contact with respondents took place on the 2nd November 2012 where participation in the study was requested. During initial telephonic contact with the x5 identified Councillor respondents, the researcher contacted the respondents with the objective of explaining the purpose of the interviews, the procedure to be followed as well as clarifications on the process to be followed. The Councillors chosen are respectively Ward Councillors in their own right but do not hold any official functional position within their municipality.

The Human Resources Manager of Ditsobotla Local Municipality was also approached and requested to allow for the circulation of an electronic questionnaire to all municipal staff members in the various departments. An initial electronic request to participate in the study was initially circulated to all municipal staff. Out of this electronic invitation, 68 municipal officials responded, indicating a willingness to participate in the study.

Members of the community were randomly chosen due to logistical considerations as and accessibility to the researcher. Random interviewing of respondents in the street took place near the taxi rank within Lichtenburg and within the Central Business District (CBD).

5.1.1 Focus Group Interviews

A 60% sample of municipal employee respondents was selected for a focus group discussion which took place in Lichtenburg, North West province. Out of the sample of 62 municipal officials who were invited to attend the focus group discussion, only forty four (44) officials attended the focus group session. A total of four (4) focus group sessions were held during two days and attended by 44 municipal officials.

Zikmund (2003:175) states that surveys provide a “quick, inexpensive, efficient and accurate means of assessing information about the (research) population.” For the Councillor respondents, an electronic survey instrument was designed and transmitted electronically to respondents using electronic mail. Bourke and Fielder (1995:9) state that electronic mail saves costs by removing paper and postage costs as well as covers a greater geographical distribution of respondents.

All interviews with community member and municipal employees were conducted face-to-face whilst the respondent is in possession of the questionnaire. During interviews, the researcher asked open-ended questions. All interviewees were subjected to the same questions both during telephonic interviews and in the paper-based and electronic questionnaire.

Although the primary medium of communication during telephonic interviews was English, some Tswana interpretations had to be given to some of the interviewed learners. Merriam (1989:104) states that documents are “ready-made sources of data” that are easily accessible to the researcher.

5.1.2 Questionnaire

The questionnaire itself consisted of open-ended questions with respondents subjected to the same questions. Since the qualitative study has more to do with respondents' feelings, opinions and learning attitudes, the usage of different types of questioning both in the electronic and paper-based questionnaire as well as during interviews enabled the researcher to be able to dig deeper in order to uncover underlying reasons for respondent responses.

5.1.3 Focus Group Interview

Recorded transcripts made by the researcher during interviews were written down and subjected to analysis using selective description. Common responses from respondents in each strata were grouped together based on the contents of the written transcript and questionnaire document.

5.1.4 Observation

During data analysis, observation is also utilized to dig deeper into underlying respondent assumptions and opinions whilst undertaking selective description.

5.2 Data Analysis

Research data from the telephonic interview and the actual contents of the questionnaire were analyzed using selective description methods. After the codification of recorded telephonic interview recordings into written transcripts, the contents of the transcript are coded and collated with the returned paper-based or electronic questionnaire responses from the respondent.

Using selective description analysis data analysis method, the contents of both documents are grouped together based on the similarities of responses received.

This enabled the researcher to be able to group responses into distinct response categories. The questionnaire contents provide more detailed information to support and corroborate the contents of the interview transcript. Data analysis consisted of:-

- A. Codification of recorded interview information into written transcripts.
- B. Collation of transcripts with the returned questionnaires.
- C. Clustering of the various responses into loose associations based on similarity.
- D. Categorization of loosely similar responses into firm categories.
- E. Consolidation of response categories.

A. Codification of Recorded Interview Information into Written Transcripts

During the holding of interviews with respondents, the researcher made notes of the key responses from the respondents. Key responses are written down and added to the written transcripts of the interview recordings.

B. Collation of Transcripts with the returned Questionnaires

Written transcripts of the telephonic questionnaire were sorted and collated with the returned questionnaire responses from the respondent. During sorting of questionnaire and transcripts together, documents were given common labelling.

C. Clustering of Responses into loose associations based on Similarity

Responses that are contained in the transcripts and the questionnaire responses are grouped and subjected to analysis using selective description. Common responses contained are grouped together based on the contents of the written transcript and questionnaire document.

D. Categorization of Loosely similar Responses into Firm Categories

Using the affinity method, loosely similar response groupings are grouped into firm categories of responses. This enables the researcher to be able to group responses into distinct response categories for better analysis.

E. Consolidation of Response Categories

Response categories are further analyzed for commonalities and consolidated into more distinct and varied response categories for analysis. Figure 1 below breaks down respondents by gender.

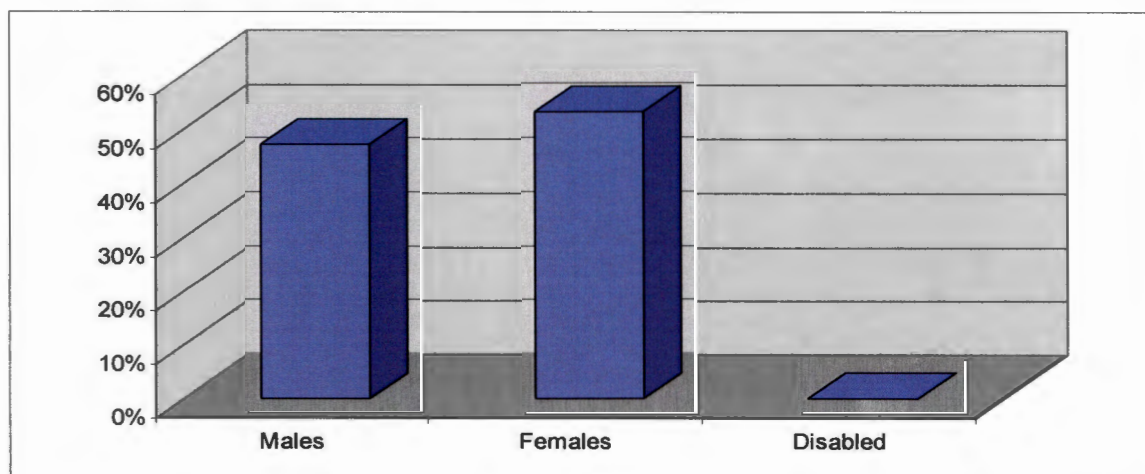


Figure 1: Respondent Demographics based on Gender

Figure 2 below breaks down respondents by educational levels.

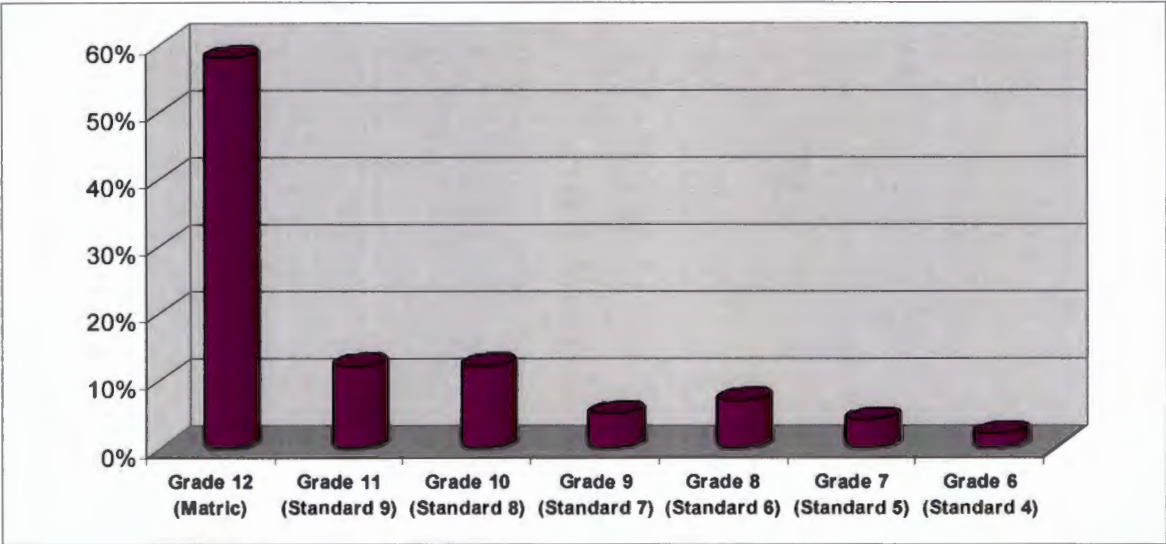


Figure 2 : Educational Levels of Participating Respondents

This section entails the analysis of the findings from the data collected after the interaction with the respondents from the Ditsobotla Local Municipality, North West province.

The data collected were quantitative and qualitative to give the readers in-depth understanding of the results and opinions of the Ditsobotla Local Municipal ward councillors, staff and members of the community. It is important to note that nowhere in the analysis are the names of the respondents mentioned, to protect their anonymity.

5.2.1 Quantitative Data Analysis

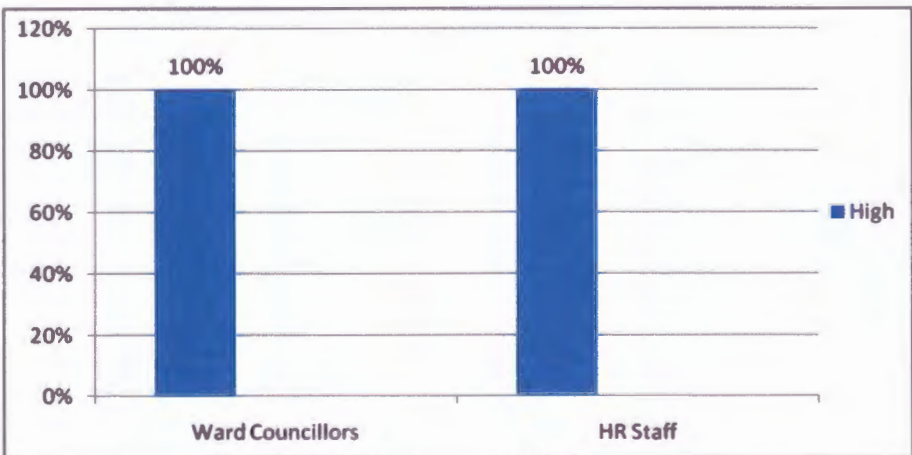


Figure 3 : Unemployment Levels in Wards

The above graph looks at the response of respondents, who were asked about the rate of unemployment in their respective areas.

As seen from the graph all the respondents overwhelmingly responded that there was very high unemployment within their respective wards.

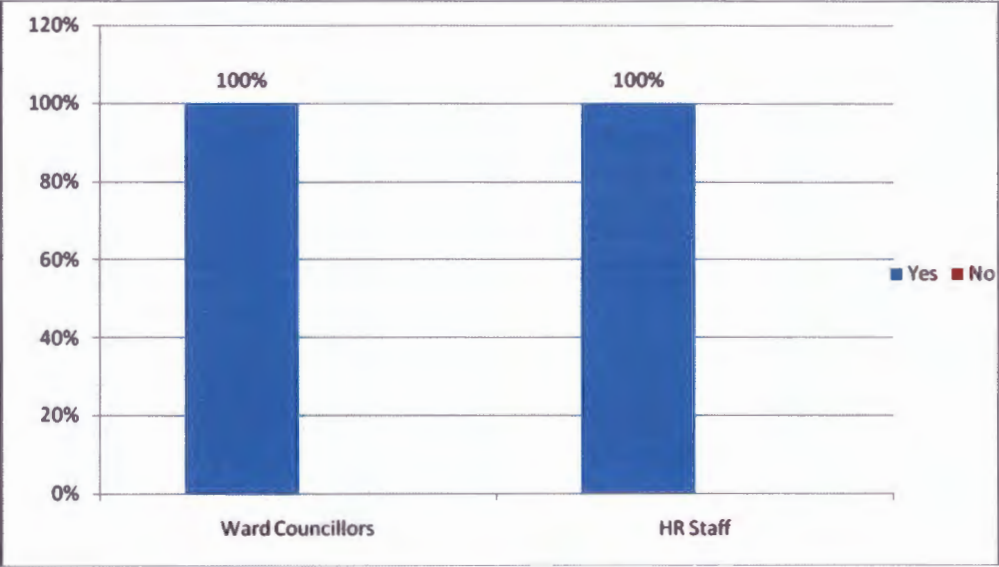


Figure 4: Provision of Unemployment Relief

When asked to respond on whether there were interventions to fight unemployment in their respective wards, all respondents agreed that there were interventions at some point to reduce unemployment. However, all the respondents also went on to point out that, these interventions were temporary.

This was because the interventions were in the form of municipal projects that were either unsustainable in their design or had limited budgets and subsequent short life cycles, so the people would immediately find themselves unemployed once again.

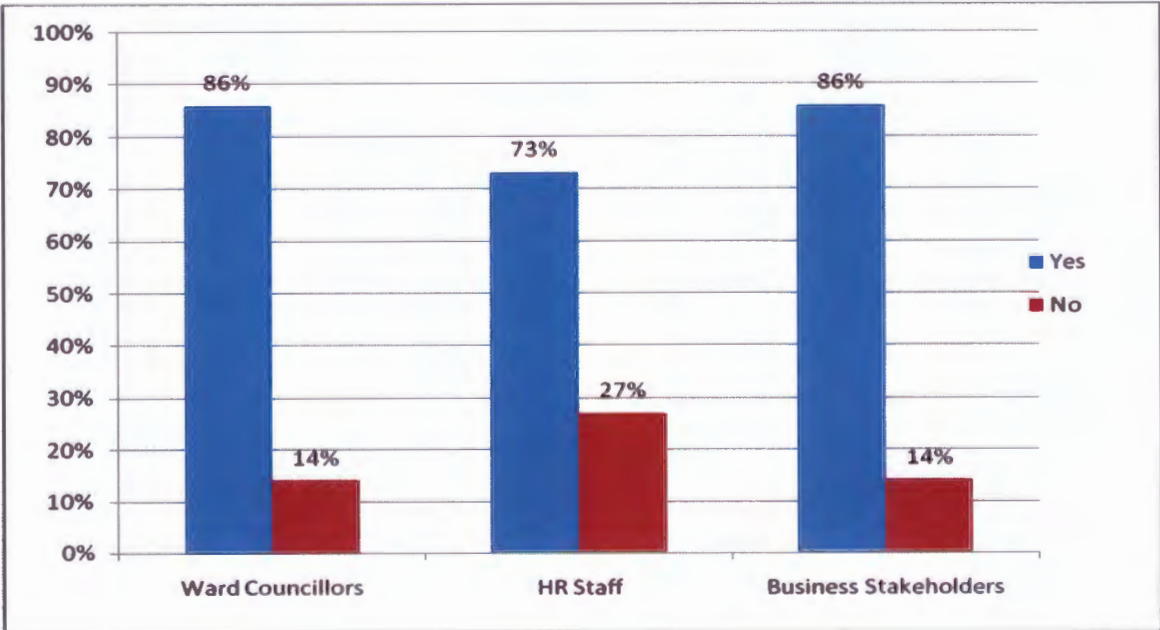


Figure 5 : Compliance with government Policies

As seen from the graph most of the respondents were of the opinion that that the municipality had gone a long way in complying with government policies on human resource management (HRM) matters like affirmative action and gender equity.

However, HR staff at the municipality had a slightly lower affirmative rate of 73% compared with the other groups who were tied at 86%. This is likely, because, since they were the practitioners on the ground, they were in a better position to see that the policies were not adequately implemented.

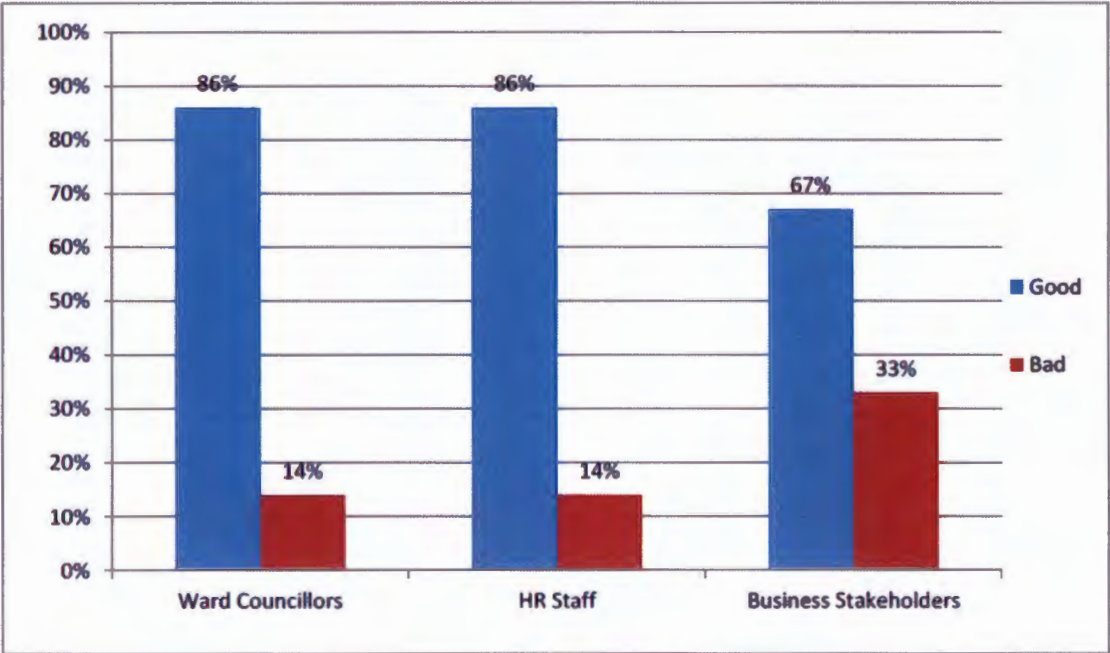


Figure 6 : Implementation of Affirmative Action

As seen from the graph most of the respondents were of the opinions that that the municipality had gone a long way in complying with government policies on HRM matters like affirmative action and Gender Equity.

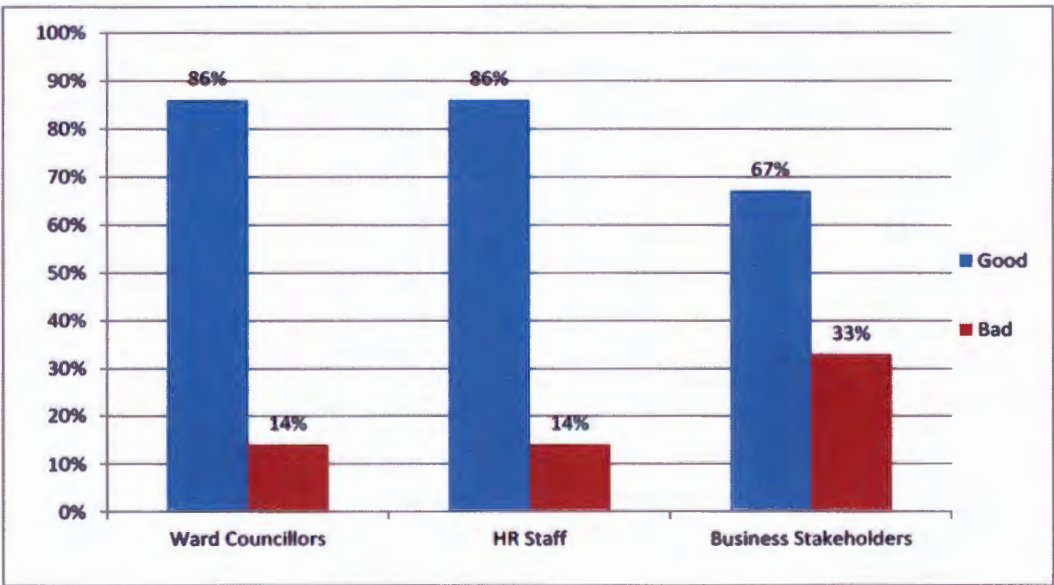


Figure 7 : Are Political appointments right?

On the question of whether political appointments were right, most Ward Councillors thought so, with 73% saying it was good and the rest having some reservations with the policy. However, the other two groups showed a strong dislike of the policy with the business stakeholders topping at 78% of the respondents saying they did not want the policy.

When asked to explain those in favour of the policy, the general opinion was that the government needed to put people they trust in key positions so they could be assured that government policy was implemented.

On one hand, the HR staff and the business stakeholders were of the general opinion that people should be appointed on merit and qualifications, more so on senior positions that involved decision-making.

Looking at the respondents' pattern it could be deduced that since the Ward Councillors are politicians they would generally support the policy of political appointments. HR staff, who were probably trained in the principles of personnel management were of the opinion that people should be appointed on their ability to do the job at hand not just to be appointed because they were ruling party cadres.

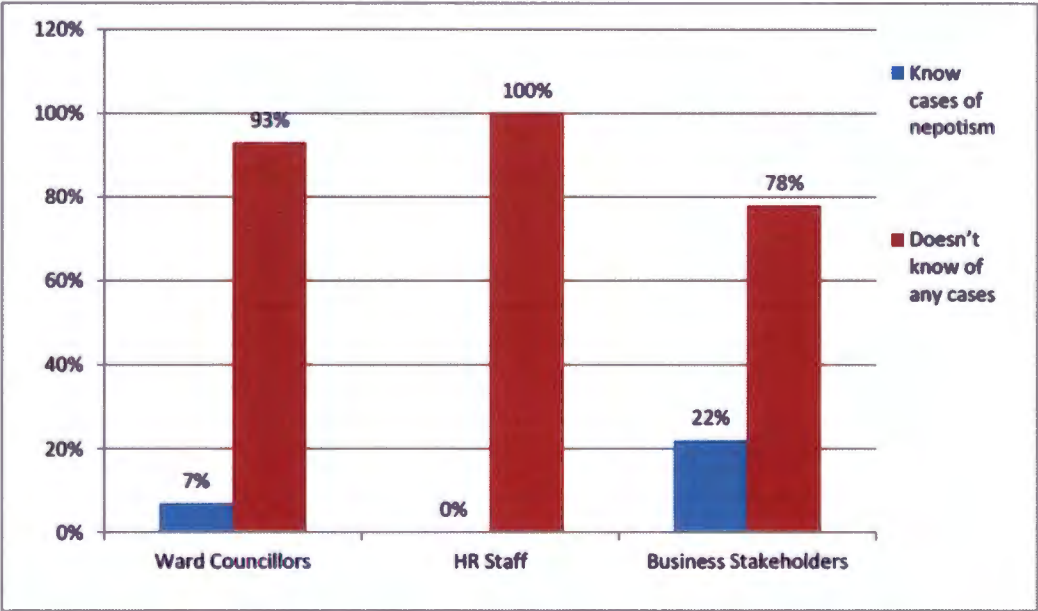


Figure 8: Knowledge of cases of Nepotism done by HRM in Recruitment Processes

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On one hand, the HR staff and the business stakeholders were of the general opinion that people should be appointed on merit and qualifications, more so on senior positions that involved decision-making. Looking at the respondents' pattern it could be deduced that since the ward councillors were politicians, they would generally support the policy of political appointments.

When asked if they knew of specific cases of nepotism or favouritism, most respondents across all the three groups said they did not know of such cases. The HR staff in their entirety indicated that they did not know of any case.

However, what came up amongst some of the respondents was the fact that there were several people working at Ditsobotla Municipality who were related to each other. This could however not be verified as a simple case of favouritism or whether adequately qualified staff members happened to have a relative working at the municipality.

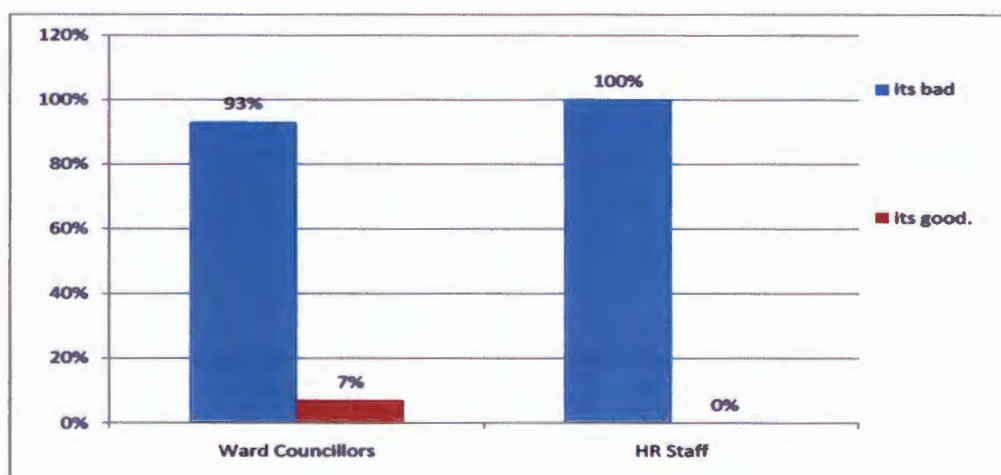


Figure 9: Respondents Opinion regarding Nepotism done by HRM in Recruitment

The following question on what people thought of nepotism and favouritism was posed to Ward Councillors and HR staff. They almost unilaterally agreed that the practice was bad and should be stopped at all costs. Most of the respondents even suggested that if found the perpetrators should be arrested and charged to serve as a deterrent to others.

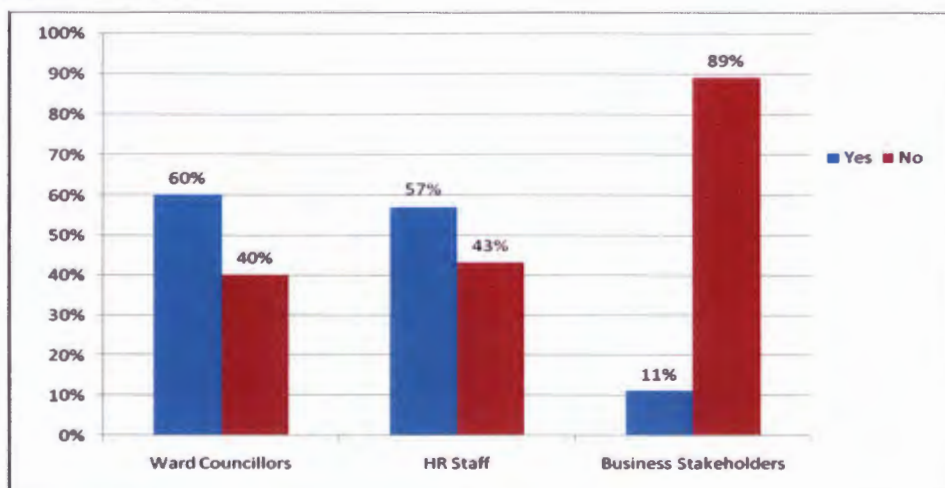


Figure 10: Respondents Opinion regarding whether the right people have been appointed

When asked to respond to whether the Ditsobotla Local Municipality had appointed the right people over the past three years the responses from the different strata differed quite markedly. Figure 10 indicates that 60% of sampled Ward Councillors thought the Municipality had the right people to do the job, whilst 40% did not have confidence in the municipal staff.

A majority of the staff, with a total percentage of 57% agreed that the Municipality had the right people for the job, while the remaining 43% thought there was not enough skill and competence within the personnel. The response from the community members and business stakeholders was radically different from either the Ward councillors or the HR staff.

Only 11% of Warc Councillors thought the Municipality was competently staffed, while an overwhelming 89% thought the Municipality was poorly staffed. Their argument, as with the Ward Councillors and staff members, who did not think there was not enough competent personnel, was that the high poverty levels in the area, the high unemployment statistics and the generally poor service delivery, proved that the work at the Municipality was not being done by the right people.

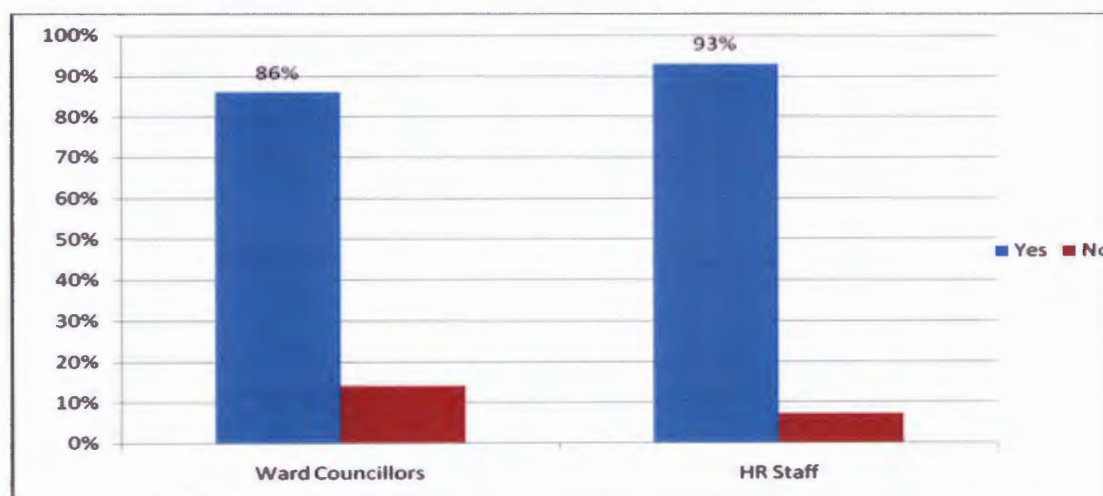


Figure 11: Does the HRM department support and encourage youth on education

The consensus here was that the municipal human resource development department does encourage municipal youth to pursue further education. 86% of the Ward Councillors and 93% of the human resource management (HRM) staff agreed that the department was promoting the youth.

The form of support mostly cited is that of bursaries. When asked to explain further, respondents elaborated that this was usually a small percentage of the youth and the difference was hardly noticeable. When questioned about the challenges that were mainly affecting the municipality in terms of recruitment and appointments, the responses received were varied.

A general challenge cited was the fact that most of the solutions to problems were short term and not sustainable. A commonly cited example was employing the youth and general populace in the municipal council, in short term short-lived programmes, resulting in the people ending up being unemployed again.

The municipality employs a lot of youth in Expanded Public Works-type labour intensive programmes but does not absorb the youth and fill any vacancies.

Another challenge identified was that although a solid policy was in place on youth development, this policy was not adequately followed and there were no measures to ensure that the policy was followed. When asked for solutions to the above-mentioned challenge, the Ward Councillors were of the opinion that they needed to be consulted and more involved in the recruitment process. They felt this was a far more important issue and should not be left to HRM staff only.

On the other hand, municipal staff were of the opinion that there should be minimal interference from the politicians, especially the Mayoral Committee. Most of the HRM staff cited the fact that all challenges could be resolved if the politicians stopped interfering with recruitment and appointments so that they could appoint the right people for the job.

However, there was tentative agreement. For example, both saw potential in the youth, whom they acknowledged was being supported by the municipality, though more could still be done, as there were still a lot of unemployed youths.

The following chapter discusses the conclusion and recommendations.

Chapter 6: Conclusion and Recommendations

According to the findings of the study, the HRM of the Ditsobotla Local Municipality had performed satisfactory in ensuring that it complied with government policies on matters of affirmative action and gender equity, but there was still room for improvement. It became clear that most of the respondents were of the opinion that affirmative action is a good thing and it was important in addressing past imbalances and gender equity.

1. To what extent does the Ditsobotla Municipality's human resource function contribute to building internal capacity of the municipality through proper human resource management practices?

From the findings of the study, it became evident that political appointments were only supported by Ward Councillors as politicians and the majority of respondents disliked it and they believed that people should be recruited and appointed on their ability to do the job not only because they supported the ruling party.

Whilst the study did not find any empirical evidence of nepotism or favouritism at the Ditsobotla Local Municipality, the wide spread discontent amongst municipal employees with the practice indicates a strong possibility that nepotism and favouritism are indeed being practised albeit discreetly and underhandedly. Ward councillors and HR staff agreed that nepotism was undesirable and should be stopped at all costs.

2. To what extent are the municipality's operational and transactional HRM processes seen to be compliant with proper human resource management practices?

Although the ward councillors were of the general opinion that the staff at the HRM department were adequate for the job, the response from community members members of the business community on the ground showed a massive dissatisfaction with the municipal employees and this implied that there were problems in recruitment and appointment processes and the work was not done properly.

The study looked at the challenges facing local municipalities in their recruitment and appointment procedures as laid out in the national legislation. Generally, municipalities are often blamed for hiring poorly qualified staff hence their poor service delivery.

Some of the questions that the study answered included the investigation into the contributory factors for non-performance of employees after they had been employed and the possible effect of political appointments, deployment of cadres and affirmative action on staff performance.

The study also achieved its broad objective of first assessing the nature and extent of the HRM processes at Ditsobotla Municipality and finding strategies that could ensure quality recruitment and appointment processes.

3. Which potential weaknesses have been identified and what modifications and recommendations can be made to improve HRM practices at Ditsobotla LM?

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

6.1 Recommendations

1. Whilst political polarisation is the nature of municipal administration, politicians need to be aware of the dangers posed by policies such as the redeployment of politically connected to municipalities without due consideration for competence.
2. The Ditsobotla municipality need to foster quality service delivery by engaging in HRM practices that employees can view as fair with the belief that positive justice perceptions will lead to employee commitment and citizenship behaviour which will make them contribute more to service delivery.
3. The HRM department of Ditsobotla municipality needs to fully comprehend organisational justice and equity theories and be aware of their implications when they make employee decisions concerning HRM such as pay, bonus, fringe benefits, promotions.
4. The Ditsobotla Local municipality should expect their employees to change their attitudes and behaviours for the worse when they perceive unfairness and injustice in HRM decisions that affect them.
5. The Ditsobotla municipal management needs to make sure that it responds to the perceptions held by employees on equity in HRM processes. This is crucial as, no matter how fair or just management thinks organisational policies and practices are, what matters most is employee perception of equity (Kreitner and Kinicki, 2008). Employment decisions should be merit-based and job related information should be readily shared with employees to avoid misinterpretations and vagueness. Managers in municipalities need to pay attention to organisation's climate for justice because empirical evidence indicates that organisation's climate for justice significantly influences employee's organisational commitment and customer service behaviour.
6. The Human Resource management department of Ditsobotla municipality can accomplish all the above recommendations by monitoring equity and justice perceptions through informal conversations, interviews, or attitude surveys.

6.2 Value and Limitations of the Study

Beatson, Lings and Gudergan (2008) have argued that: strongly held attitudes can predict behaviour hence, service orientated attitude of municipal employees who are in contact with customers can predict their service orientated behaviours; and these service behaviours impact customers' evaluation of service quality.

Therefore, the study was important since it highlighted HRM issues that can lead to employee attitudes and behaviours detrimental to quality service delivery. Quality service delivery is a constitutional mandate that municipalities are struggling to provide.

It seems logical that for service organisations, there would be a link between HRM practices and service quality. However, there is a lack of a framework and model to guide empirical research regarding the relationship between political interference in HRM practices, employees' justice/fairness perceptions, employee commitment, employee citizenship behaviour and quality of service delivery in South African municipalities.

This study enriches the literature on municipal service delivery to include organisational justice perspective. One of the major limitations within this study was collecting data from employees due to fear of victimisation. This problem was however overcome by seeking permission from Councillors and the HRM management of the municipality.

There may be other factors that impinge on service delivery other than the identified variable. However, it is impossible to include all possible variables in any single study. Political appointments must be stopped.

Rather, people should be selected on merit not political affiliation. Since this is a political party thing not something enshrined in the Constitution, policies can be set at municipal levels that ensure all appointments are only based on merit.

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APPENDIX A: THE IMPACT OF HUMAN RESOURCE MANAGEMENT PRACTICES IN THE SUCCESSFUL GOVERNANCE OF DITSOBOTLA LOCAL MUNICIPALITY: A CASE STUDY

EMPLOYEE FOCUS GROUP SURVEY QUESTIONNAIRE

STRICTLY PRIVATE AND CONFIDENTIAL

INTRODUCTION

Good morning/afternoon, thank you for agreeing to take part in this survey.

My name is Ntwagae Johannes Mosiatlhaga, Student No: 12390542, a Master's student at the North West University (NWU) Graduate School of Business & Government Leadership.

I am conducting research as part of my Master's Degree in Business Administration (MBA) mini-dissertation titled "***The Impact of HRM Practices in the successful Governance of the Ditsobotla Local Municipality.***"

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

The researcher will administer the questionnaire based on the direct engagement with respondents. The researcher will engage the respondents in both seTswana and English. However all responses will be captured in English.

Your personal responses will remain confidential to me alone. Only the combined anonymous responses of all respondents will be alluded to in the report. For this reason, you can be frank with your responses or opinions.

To help you I will ask you certain questions. You can answer these questions any way you like. There are no right or wrong answers. Everything you say will be treated as strictly confidential, so feel free to say what you really think. This questionnaire survey should not take longer than 40 minutes of your time.

If you have any questions or clarifications, please feel free to contact me at 018-632 0415 or 082 523 3471.

PART ONE: BIOGRAPHICAL DATA

The following information is needed to help us with analysis of the statistical data.

1. RESPONDENT AGE

24 -28	29 – 33	33 – 37	37 - 41

2. CURRENT EMPLOYMENT

MUNICIPALITY	GOVERNMENT DEPARTMENT	PRIVATE SECTOR	SELF- EMPLOYED	ACADEMIC INSTITUTION

3. CURRENT EMPLOYMENT: MUNICIPAL DEPARTMENT

TECHNICAL SERVICES	CORPORATE SERVICES	PARKS RECREATION	AND FINANCE	COMMUNITY SERVICES/ ECONOMIC DEVELOPMENT

4. CURRENT ACADEMIC EDUCATIONAL LEVELS

N6 OR LESS	POST-GRADE 12 CERTIFICATE	NATIONAL DIPLOMA	DEGREE	POST-GRADUATE DEGREE

5. CURRENT JOB TITLE

JUNIOR LEVEL	SKILLED LEVEL	SPECIALIST LEVEL	JUNIOR MANAGEMENT	SENIOR MANAGEMENT

PART TWO: BIOGRAPHICAL STATISTICAL INFO

The following information is required to help the researcher with the analysis of statistical data.

CURRENT EMPLOYMENT:

JOB TITLE:

HOME LANGUAGE:

OTHER LANGUAGES UNDERSTOOD VERY WELL, I.E. AS WELL AS HOME LANGUAGES

AGE OR DATE OF BIRTH:.....

SEX:.....

HOME TOWN OR HOME AREA:

RACE:.....

PART THREE: EMPLOYEE FOCUS GROUP INTERVIEW QUESTIONS

Please read the following statements. Think about each statement and how it applies to you. Thereafter, state whether you agree or disagree and also give me reasons for your response.

There are no right or wrong answers. It is only a matter of opinion.

1. Unemployment in my ward is high

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
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Reasons for the answer(s):

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2. The Human Resource department of my Municipality has implemented interventions where members from your ward have received employment relief on a temporary or permanent basis?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

If yes, what is your opinion of the nature of recruitment and employment process by the Ditsobotla Local Municipal Human Resource Department?

Reasons for the answer(s):

.....

.....

.....

3. The Human Resource department of my Municipality has implemented interventions where members from your ward have received employment relief on a temporary or permanent basis?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

4. Is affirmative action appointments helping the municipality?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
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Reasons for the answer(s):

5. What is your view on Political appointments?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
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Reasons for the answer(s):

6. Is there any case in your mind related to Nepotism or Favouritism done by HRM in recruitment and appointment processes?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Briefly explain the case in question?

Reasons for the answer(s):

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7. Is there nepotism in the recruitment and appointment process in your municipal Human Resource Department?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

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.....

.....

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

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

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.....

.....

9. Does the recruitment and appointment processes by the municipal Human Resource department encourage the youth on education?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

.....

.....

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

Commentary:

.....

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.....

APPENDIX B: THE IMPACT OF HUMAN RESOURCE MANAGEMENT PRACTICES IN THE SUCCESSFUL GOVERNANCE OF DITSOBOTLA LOCAL MUNICIPALITY: A CASE STUDY

SURVEY QUESTIONNAIRE TO COUNCILLORS

STRICTLY PRIVATE AND CONFIDENTIAL

INTRODUCTION

Good morning/afternoon, thank you for agreeing to take part in this survey.

My name is Ntwagae Johannes Mosiatlhaga, Student No: 12390542, a Master's student at the North West University (NWU) Graduate School of Business & Government Leadership.

I am conducting research as part of my Master's Degree in Business Administration (MBA) mini-dissertation titled "***The Impact of HRM Practices in the successful Governance of the Ditsobotla Local Municipality.***"

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

The researcher will administer the questionnaire based on the direct engagement with respondents. The researcher will engage the respondents in both seTswana and English. However all responses will be captured in English.

Your personal responses will remain confidential to me alone. Only the combined anonymous responses of all respondents will be alluded to in the report. For this reason, you can be frank with your responses or opinions.

To help you I will ask you certain questions. You can answer these questions any way you like. There are no right or wrong answers. Everything you say will be treated as strictly confidential, so feel free to say what you really think. This questionnaire survey should not take longer than 40 minutes of your time.

If you have any questions or clarifications, please feel free to contact me at 018-632 0415 or 082 523 3471.

PART ONE: BIOGRAPHICAL DATA

The following information is needed to help us with analysis of the statistical data.

2. RESPONDENT AGE

24 -28	29 – 33	33 – 37	37 - 41

4. CURRENT EMPLOYMENT

MUNICIPALITY	GOVERNMENT DEPARTMENT	PRIVATE SECTOR	SELF- EMPLOYED	ACADEMIC INSTITUTION

5. CURRENT ACADEMIC EDUCATIONAL LEVELS

N6 OR LESS	POST-GRADE 12 CERTIFICATE	NATIONAL DIPLOMA	DEGREE	POST-GRADUATE DEGREE

PART TWO: BIOGRAPHICAL STATISTICAL INFO

The following information is required to help the researcher with the analysis of statistical data.

CURRENT EMPLOYMENT:

JOB TITLE:

HOME LANGUAGE:

OTHER LANGUAGES UNDERSTOOD VERY WELL, I.E. AS WELL AS HOME LANGUAGES

AGE OR DATE OF BIRTH:

SEX:

HOME TOWN OR HOME AREA:

RACE:

PART THREE: COUNCILLOR QUESTIONNAIRE RESPONSES

Please read the following statements. Think about each statement and how it applies to you. Thereafter, state whether you agree or disagree and also give me reasons for your response.

There are no right or wrong answers. It is only a matter of opinion.

1. Unemployment in my ward is high

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

2. The Human Resource department of my Municipality has implemented interventions where members from your ward have received employment relief on a temporary or permanent basis?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

If yes, what is your opinion of the nature of recruitment and employment process by the Ditsobotla Local Municipal Human Resource Department?

Reasons for the answer(s):

3. The Human Resource department of my Municipality has implemented interventions where members from your ward have received employment relief on a temporary or permanent basis?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

4. Is affirmative action appointments helping the municipality?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

5. What is your view on Political appointments?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

6. Is there any case in your mind related to Nepotism or Favouritism done by HRM in recruitment and appointment processes?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Briefly explain the case in question?

Reasons for the answer(s):

7. Is there nepotism in the recruitment and appointment process in your municipal Human Resource Department?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

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

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

9. Does the recruitment and appointment processes by the municipal Human Resource department encourage the youth on education?

Disagree Strongly	Disagree	Agree	Strongly Agree	Total
----------------------	----------	-------	-------------------	-------

Reasons for the answer(s):

.....

.....

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

Commentary:

.....

.....

.....

APPENDIX C: EMPLOYEE FOCUS GROUP RESPONSES

Respondents Weights:-

Strongly Disagree - To a Great Extent = 1

Disagree - To a small Extent = 2

Agree – To some Extent = 3

Strongly Agree – To a Great Extent = 4

Employee Focus Group Responses and Verbal Responses	Disagree Strongly	Disagree	Agree	Strongly Agree	Total
The unemployment rate in my Ward is high	- There is very high unemployment and crime in my ward - Joblessness is very high with matriculants - Many people cannot afford to pay the applications fees to the FET College				
Number of respondents	0	4	12	28	44
The Human Resource department of my Municipality has implemented interventions where members from your ward have received employment relief on a temporary or permanent basis?	- The EPWP Programme is active in my Ward - Many of the youth in our ward are Community Development Workers - The Community Works Programme is taking place - The youth were only employed for a period of 18 months and are back in the streets as the paving project has ended				
Number of respondents	0	0	9	35	44
If yes, what is your opinion of the nature of recruitment and employment process by the Ditsobotla Local Municipal Human Resource Department?	- The municipality does not employ people on a fulltime basis - Please are always employed on contracts and sometimes for years - None of the youth I know were retained by the municipality				
Has the HRM development complied with Government policies such as Affirmative Action and Gender Equity when recruiting and appointing?	- At our municipality, the number of women employed is increasing - Parks and Recreations has started to employ women as well - Sometimes they employ women but its their own friends or relatives who participate				
Number of respondents	16	18	6	4	44
Is affirmative action appointments helping the municipality?	- Affirmative action is good but we must appoint people with the correct skills for the job - Affirmative action is good provided it is implemented well - The majority of employees are black Africans and Indians so yes I will say that affirmative action has been successfully implemented				
Number of respondents	9	12	14	9	44

What is your view on political appointments?	- Political appointments are bad for service delivery - Most of the people are never in the office attending political rallies - Political people like insubordination because they think they are more special than other employees - Such appointments are good provided it's a skilled person who qualifies for the job. - We need to consider the availability of skilled internal people first before we introduce unqualified political appointees who know nothing on service delivery				
Number of respondents	28	16	0	0	44
Is there any case in your mind related to Nepotism or Favouritism done by HRM in recruitment and appointment processes?	- Yes, in the Parks and Recreation department most of the people employed there are relatives of relatives - They sometimes don't advertise vacancies and call their relatives instead - We get surprised to see new faces everytime but we don't remember there being advertisements and interviews - Favouritism is difficult to prove - If someone has appointed a friend or relative obviously they will not treat people the same and favouritism will be there				
Number of respondents	29	15	0	0	44
Is there nepotism in the recruitment and appointment process in your municipal Human Resource Department?	- Posts don't get advertised and relatives called in as temporary replacements but after months, they don't go away - People are sometimes called very late for interviews and when they don't arrive are automatically disqualified - Sometimes interviews only get to see 2 or 3 people for a post because the other good candidates have not been invited to come - When new people come they must be given the same starting salary scales - Nepotism must be eradicated completely because it destroys the organisational culture of good governance and service delivery				
Number of respondents	15	20	9	0	44
In your opinion, does the HRM recruit and appoint the right people in your Municipality.	- In some sections yes but generally it depends on who you know - Councillors interfere with municipal workers and if you are not strong, they will influence how you do your job. Most HR managers don't stay because they become side-lined by Councillors when they don't follow - In the Finance and Technical sections things are better but the Tellers at Finance are mostly relatives				
Number of respondents	5	3	18	18	44

Does the recruitment and appointment processes by the municipal Human Resource department encourage the youth on education?	Students who receive bursaries from the municipality come back and their practicals here and they also come back to work off the time that they were funded. The Local Economic Development has got 4 Interns working in the section and 3 at Human Resources doing their experiential learning				
Number of respondents	12	19	7	6	44
Generally comment on the problems and challenges of recruitment and appointment in Ditsobotla Municipality and how they should be resolved.	• Councillors should be trained on their roles and responsibilities • People should be appointed on the basis of merit and qualifications especially in senior positions where decision making is required in critical matters relating to the provisions of services to the people. • The practice of relatives calling their relatives to fill temporary vacancies must end. Quality staff should not be put on short term contracts but must be confirmed and appointed fulltime basis to stop them from continuing to look. • Councillors must stop interfering in recruitments of staff • The ruling party must stop deploying lazy comrades who do not know anything about their job. Because this degrades the levels of professionalism and service delivery or				

APPENDIX D: COUNCILLOR SURVEY QUESTIONNAIRE RESPONSES

Respondents Weights:-

Strongly Disagree - To a Great Extent = 1

Disagree - To a small Extent = 2

Agree – To some Extent = 3

Strongly Agree – To a Great Extent = 4

Employee Focus Group Responses and Verbal Responses	Disagree Strongly	Disagree	Agree	Strongly Agree	Total
The unemployment rate in my Ward is high	- We are starting partnerships with the private sector as well as participating in the EPWP programme of the Department of Public Works. - There are some youth who don't want work as they drink and smoke drugs and add to the crime problem				
Number of respondents	4	7	13	20	44
The Human Resource department of my Municipality has implemented interventions where members from your ward have received employment relief on a temporary or permanent basis?	- EPWP Programme has employed 33 youth in my Ward and get paid every month - Our HR department is doing excellent work under the current circumstances - Such programmes cannot employ everybody at the end, only the best will get employed.				
Number of respondents	0	12	9	23	44
If yes, what is your opinion of the nature of recruitment and employment process by the Ditsobotla Local Municipal Human Resource Department?	- Before somebody is employed on a fulltime basis, there needs to be a probation period to see if the person can conduct their duties. - In the case of people on probation or Interns we must choose the best of the best. We can't take all of them.				
Has the HRM development complied with Government policies such as Affirmative Action and Gender Equity when recruiting and appointing?	The majority of the municipality's staff is black so this means we are on track. The presentation of women needs to be addressed.				
Number of respondents	16	18	6	4	44
Is affirmative action appointments helping the municipality?	- Affirmative action is good but we must appoint people with the correct skills for the job - It is a policy of the ruling party and also catered for in the new Constitution of the RSA				
Number of respondents	9	12	14	9	44
What is your view on political appointments?	- Political appointments are unavoidable as the party must appoint its own candidates to take the mandate of the electorate forward. - Such appointments are good provided it's a skilled qualified person for the job.				
Number of respondents	13	11	15	5	44

Is there any case in your mind related to Nepotism or Favouritism done by HRM in recruitment and appointment processes?	- We have stopped the practise by supervisors to fill in temporary vacancies that are not properly advertised. - It is cheaper because we don't have to always advertise on the papers.				
Number of respondents	29	15	0	0	44
Is there nepotism in the recruitment and appointment process in your municipal Human Resource Department?	- There is no nepotism as far as I am aware - Peoples who claim nepotism are disaffected employees of the municipality who are also politicians				
Number of respondents	15	20	9	0	44
In your opinion, does the HRM recruit and appoint the right people in your Municipality.	- Yes, we use guidelines provided by the SA Local Government Bargaining Council (SALGBC) - Any evidence of favouritism and nepotism will be addressed				
Number of respondents	5	3	18	18	44
Does the recruitment and appointment processes by the municipal Human Resource department encourage the youth on education?	- A lot of students from poor households are given the mayoral bursary for their own studies and quite a few have already started working on their own after practicals at the municipality. - No child or relative of a Councillor or official has ever received a Mayoral Bursary				
Number of respondents	6	7	12	19	44
Generally comment on the problems and challenges of recruitment and appointment in Ditsobotla Municipality and how they should be resolved.	- People must be tested and checked for their ability to do the job before being hired. - Officials are cutting corners and employing people without checking their qualifications first. - Some new Councillors are not sure about their roles and responsibilities - Performance agreements with the Municipal manager and his reportees must be finalised and implemented quarterly and not at the end of the financial year. - Councillors must emphasise the municipality's performance management system so that officials must do their work so that services are delivered.				