

**AN EVALUATION OF THE CONDITIONS OF SERVICE AND HUMAN RESOURCE POLICIES AS ANTI-DOTES OF CORRUPTION. A CASE OF NORTON TOWN COUNCIL.**

**A DISSERTATION BY:**

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**SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS OF THE BSc HONOURS DEGREE IN LOCAL GOVERNANCE STUDIES.**

**OCTOBER 2013**

# APPROVAL FORM

**Midlands State University**



The undersigned strongly certify that they have read and made recommendations to the Midlands State University for acceptance of a research project entitled: **An evaluation of the conditions of service and Human Resources policies as anti-dotes of corruption. Case of Norton Town Council.** The project was submitted in partial fulfilment of the requirements of the Bachelor of Science Honours degree in Local Governance studies.

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Year of Completion: 2013

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# DECLARATIONS

I Gladmore Shiripinda declare that this study is my creative work and it has not been surrendered to any other university. The sources I used have been acknowledged.

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# 

# DEDICATIONS

I bestow this research my mum Mrs E.D Gura for making this a successful research.

# ABSTRACT

The purpose of the research was to evaluate the effectiveness of the Human Resources (HR) policies and the conditions of service as anti-dotes of corruption. The study was influenced by the rampant rise of corruption practices in the local government sector. The research sought to identify: Causes of corruption at Norton Town Council (NTC), Human Resources policies and conditions of service in fighting corruption, the problems being faced in the implementation of HR policies and the conditions of service and lastly to evaluate the effectiveness of the HR policies and conditions of service in fighting corruption at NTC. Themes reviewed in the literature review were consequences of corruption, what corruption is, common forms of corruption, what Human Resources Management is, what HR policies are and why HR policies. Anti-corruption HR policies were also discussed and they included reward management, recruitment and selection, equal opportunity and career advancement and selection policy. Conditions of service were also reviewed. The research used both qualitative and quantitative researches and the research was also a descriptive one. The study population was 274 which was sample sized to 27 participants. Sampling techniques used were random sampling and purposive sampling. In random sampling names of participants were put in a box and shuffled fairly and names of participants were picked from the box. In purposive sampling participants were selected judgmentally basing on participants’ in-depth information and experiences in the area of study. Interviews and questionnaires were used as data collection instruments. Major research findings were that the causes of corruption at NTC are delayed salaries, low remuneration, politics, lack of clear cut HR policies, poor penalties on offenders and greediness. Council is using out-dated conditions of service which were drafted way back in 1994. The identified anti-corruption HR policies in place at NTC are Recruitment and selection, reward management and equal opportunity. Political interference, procrastination, insufficient funding and non-involvement of employees in the formulation process were concluded as the problems being face by the council in the implementation of HR policies and conditions of service. The recommendations were that the Council should implement and put to practice HR policies and conditions of service that are vital in promoting ethical standards and make sure that such policies are not only paper based but also that they are practiced, Council should pay employees’ salaries in time, Council should revisit its employment conditions of service for various adjustments and amendments, the local authority should create attractive remuneration packages for its employees. The Council should increase salaries for its employees who earn below the poverty basket of US$500. 00 so as to avoid supplementation of income through unethical means. Policy formulation process should also cater for the participation of employees. The council should effect stiff penalties on offenders like dismissal, arrests, demotion among others. Corrupt practices have been rampant because there is lack of adequate penalties on the fraudsters thus more employees have taken the toll in practicing unethical activities, council should promote political will and commitment (ethical leadership) from the councillors to lead by example. The Council should enshrine whistle blowing protection in its conditions of service or to formulate it as a policy thus providing a chance to people with information to unearth corrupt activities.

# ACKNOWLEDGEMENTS

I owe vast appreciation to my learning institution Midlands State University for rendering me the opportunity to explore myself in academic endeavours. Special thanks goes to the department of Local Governance Studies and its excellent staff for arming me with the necessary requisite skills and knowledge that have proved to be greatly helpful and useful during the compilation of this project. Special mention goes to my committed supervisor Mr E.P Mutema for his unconditional and distinguished determination and assistance in helping me realise the essence of this project as a critical tool and exclusive component in building my career

I take great gratitude of the efforts by my family members. Special thanks go to my mum, my brothers Muchinazvo and Patrick as well as other relatives for their honourable and financial assistance during all the four phases of my honours degree program. I developed valour and focus through their steadfast affection and allegiance they showed me.

I also want to thank all those who were so generous with their time and expertise. They include the members of staff at Norton Town Council who provided me with information, starting from heads of departments, councillors, middle managers and general employees. To mention as well are my fellow classmates and friends for their upliftment, encouragement and oneness and these include Anesu Musesengwa, Byron Mataruse, Rumbidzai Mbulayi, Sibongile Ndlovu and Melissa Phiri.

Ultimately above all my gratefulness goes to Jehovah the Almighty who gave me the life, strength to pull through and even health and wisdom. May the Lord abundantly bless those who inputted to this research.

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# CHAPTER I

# INTRODUCTION

## 1.0 Introduction

This research project is an evaluation of conditions of service and the Human Resources policies (HR) which falls under Human Resources Management category with specific reference to the local government, in combating corruption. An insight and analysis into the area of study will be presented, as well as a background of the topic chosen which will be articulated. The research will also outline the objectives and also the aim of the study. The project consists of research objectives, research questions, the significance and relevance of the area of study, limitations and delimitations of the research. All definitions will be included in the research for better understanding.

## 1.1 Background of the study

The history of Norton is traced back to 1890 where a farmer in that area named Joseph Norton was known. With such an agricultural community by 1914, a railway line siding was built further enhancing the growth of settlements which were clustered together (compounds). The very first tractor to come into Zimbabwe (Southern Rhodesia as it was then) was brought to Norton. There was a boom of agriculture which attracted investments in commercial and industrial sectors. During this boom, industries such as Tinto Industries now HASST Zimbabwe, Hunyani Pulping Paper, Central African Forge, Lucas batteries, WILGRO and the Old ZIMOCO started growing rapidly. The growth of agriculture and industries attracted employees from neighbouring countries such as Malawi and Mozambique thus leading to steady increase in population density. During the 1950s Norton was accorded a Town Management Board status and this was the first organised Administrative Board after Chief Chivero’s powers had been diluted. Due to rising developments the late Mr Joseph Wilfred Msika who was then the Minister Local Government, Rural and Urban Development accorded Town Council status on the 1st of May 1994 through the statutory instrument 75 of 1994 (Statutory Instrument 75 of 1994) which to this day has remained the status of the city.

In the past years the management of Norton as a town was characterised by good service delivery. Collection of refuse was done timeously, effectively and diligently. More over water supplies, repairs of sewer and water burst pipes among other services were proficiently done. Council owned clinic and hospital were full of drugs, roads neatly maintained, every service was smoothly provided for. In the late 90s when the country’s economy started declining service provision slowly deteriorated until to this day. High levels of corruption emerged then up to now and this greatly compromised the provision of service delivery.

Though many local government institutions have complained of lack of financial resources due to non-payments by the various central government agencies and ratepayers, it is imperative to note that they have also failed to put to proper use the little they have in an efficient and effective way. Norton Town Council’s (NTC) vision is to become and remain the jewel town of Zimbabwe thus there is need for the council to fully provide services to the residents much to the attraction of it being a jewel town through its much needed and critical human resources. Services like water supplies, refuse collection, repairs of bursts water and sewer pipes, housing, health, roads maintenance among others are critically essential if the local authority wants to be a jewel of Zimbabwe. According to Zimbabwe Local Government Association (ZILGA) and United Nations Habitat (2009:5) the local government sector, by virtue of being close to community is best placed to interpret the socio-economic challenges on the ground as well as translate such problems into opportunities for the citizens. It has to offer competitive services to also attract investment which moreover promotes and create employment opportunities for the local people and this boost the local economic development of the area.

With this it is important to note that the employees play a critical role thus there should be policies that efficiently work in such a way that such employees are satisfied with their work. Corruption at NTC has been a great concern as evidenced by the activities such as theft (in form of cash and fuel), bribes, among others. In 2012 one electrician was convicted by the disciplinary committee of stealing more than a 1000 litres of fuel, only to be told to repay the council an amount equivalent at the market rate of fuel stolen (Auditing report: September 2012). More so the employment on a nepotistic and patronage basis has become common in the Council. Embezzlement, mismanagement of funds and fraud are causes for concern. In 2004 a special audit for NTC revealed that over a period of 6 months the local authority lost millions of dollars through fraud, embezzlement and mismanagement. The report alleged massive fraud schemes which involved some of the council workers, officials and councillors and some Agricultural Development Bank of Zimbabwe (AGRIBANK) employees. The scanning of the council’s bank accounts, revenue collection records, payments and investments for the period October 1 2003 to March 31 2004, the audit report unearthed astounding mistakes and anomalies in the council operations. (Source: Special audit report 2004)With such a record of unethical practises it is critical to combat corruption and therefore conducive HR policies and conditions of service will be evaluated and used as elements to fight corruption.

Annello (2006:6) has it that such favourable policies based on moral values and ethical principles can work as a measure to prevent unethical behaviour by public servants in the performance of their duties. More so if such HR policies are coupled with improved conditions of service this will go a long way in curbing corruption. In this instance the local authority need to provide its employees with better conditions of service because an employee who is satisfied with his/her job will never practise unethical behaviour as it is a provision for disciplinary hearing which might lead to dismissal from work. More so public service conditions that encompass awards and rewards which help reduce corruption in Local Authorities. There is need for conditions that rewards best ethical performance to improve excellence in council employees. With such this helps the organisation to improve quality in terms of service delivery.

The Council through its Administration Office headed by the Chief Executive Officer (CEO) has to ensure quality HR policies are in place so as to curb the cancer of corruption and that they effectively work in the fighting corruption. More so councillors should also assist in coming up with policies that are pro-employee so that this can go a long way in the management of the Council affairs. The Committee responsible for the Human resources is the Human Resources Committee. Such a committee has a critical role to play in ensuring that employees are satisfied with their working conditions which will enable the organisation to fight corruption. The policies can also become the backbone of ethics infrastructure in the fighting corruption as offenders will be duly treated as such and accordingly which thus will also give the good impression that the organisation has the will to work with moral and ethical employees. This will help in the fight for the major pillars on which corporate governance is based which are transparency, fairness, accountability and responsibility.

## 1.2 Statement of the problem.

Corruption has greatly tarnished the corporate image of local authorities in Zimbabwe inclusive of NTC. Misuse of public funds, nepotism, theft, embezzlement, partisanship, fraud, accepting bribes, among other forms are rampant. In 2004 a special audit unearthed unethical practises by NTC employees through embezzlement, fraud and mismanagement. More over the recruitment and selection process of council employees like the police section is mostly done on a partisan and nepotistic basis as the councillors are the ones who choose such personnel even without considering one’s qualifications. With this, HR policies come into play together with the conditions of service as anti-dotes of corruption because such corrupt activities are emanating themselves through people. These anti-dotes have been selected because they are the foundation on with ethics infrastructure is based thus overally they affect other components that make up the ethics infrastructure like effective accountability mechanisms, ethics coordinating bodies and also a probing media. This is so because HR polices and conditions of service impact on the ethical behaviour expected from employees.

## 1.3 Research objectives

1. To identify the causes of corruption at Norton Town Council.
2. To identify anti-corruption HR policies in place at Norton Town Council.
3. To evaluate the effectiveness of the Human Resource policies and conditions of services in fighting corruption.
4. To identify the problems being faced in the implementation of Human Resource policies and the conditions of service.

## 1.4 Research questions

1. What are the causes of corruption at Norton Town Council?
2. What HR policies are in place at Norton Town Council?
3. How effective are the conditions of service and Human Resource policies in fighting corruption?
4. What problems are being faced in the implementation of Human Resource policies and conditions of service?

## 1.5 Significance of the study

The research will be significant to a number of stakeholders as follows:

## To the researcher

The study is being carried out in fulfillment of the requirements of the Bachelor of Science Honours Degree in Local Governance Studies. It will equip the researcher with a better understanding of Human Resources Management (HRM) particularly the Human Resources policies and conditions of employment in the public sector and how best they can be used to deter corruption. The research is also expected to equip the student with adequate enough skills to complete researches in the near future.

## Midlands State University

The study will work as reference information to the university library for use by other various users in future researches in the same field of HRM particularly the various HR policies and conditions of service that can be put in place in combating corruption.

## To Norton Town Council

The study will also assist the concerned local authority in HRM in a bid to fighting corruption through the implementation of various HR policies and conditions of services which affect all employees in a positive manner which thus assists to curb corruption as well as the proper monitoring of the effectiveness of such mechanisms. The research will also act as a guideline to other various local authorities who are facing the same problems of corruption.

## 1.6 Delimitation of the study

The research will be mainly focusing on the Council’s departments where such HR policies and conditions of service are implemented. Top management, middle management, councillors and the general staff will be included. The number of the target population is 274 and the target area is Norton a town in Mashonaland West province which lies 40 kilometres from the capital, Harare. The research will be confined to a sample of 27 members of staff. More so the research will mainly be focusing on 1 element of the ethics infrastructure which is HR policies and conducive conditions of service. This is so because this element provides a basic guideline of the ethical behaviour expected of employees.

## 1.7 Limitations

The respondents may not fully give adequate information for the research especially for such information regarded as private and confidential, guided by the Officials Secrets Act 11.09 which prohibits the giving of information in the public domain, however Council was assured that the information gathered will be used for academic purposes **only**.

The research was self-financed; the research was thus financially constrained. The researcher employed less expensive procedures of collecting data.

Failure to arrange adequate meetings with Council staff due to their busy schedules. The researcher tried as much as possible to book in time to interview research participants.

## 1.8 Definition of terms

a) Corruption- Corruption is the abuse of public office for private gain. (World Bank 2006:1)

b) HR policies- Armstrong (2006:147) has it that HR policies are continuing guidelines on the approach the organization intends to adopt in managing its people.

c) Conditions of service- Bradfordnut (2012:1) also define conditions of service as terms on which employees are collectively employed.

d) Anti-dotes- Oxford dictionary (1994) defines them as things counteracting something unpleasant.

## 1.9 Summary

Chapter I is an introduction which gives an insight into the research. Various sub-topics articulated include the background of the study which provided for the history to the current problem situation. The statement of the problem addressed the variables of the research project. Research objectives and research questions were outlined. The significance of the study was also outlined with the mentioning of the various stakeholders to benefit from the work, how and where they are to draw benefits from that. Delimitations include the study boundary, target population, sample composition and sample study. Limitations were also analysed. Definition of terms was also given to give a better understanding. The next chapter will be focusing on literature review which will give detailed relevant literature related to the study problem.

# CHAPTER II

# LITERATURE REVIEW

## 2.0 Introduction

This chapter will be focusing on relevant literature provided for by various scholars in relation to the area of study. The emphasis is on the extraction of accumulated knowledge that is what is learnt from what others have already published. Literature review is there to provide a platform for comparison and criticism on the work covered so as to map a way forward. Literature will be obtained from secondary sources like text books, journals, archives, reports and others. The following themes will be discussed in this chapter: what corruption is, consequences of corruption, common forms of corruption, importance of Human Resources Management (HRM), Human Resources policies (HR), why HR policies? Anti-corruption HR policies, conditions of service and lastly the summary for the chapter. Empirical evidence will be provided in these themes where appropriate.

## 2.1 What is corruption?

According to State Secretariat for Economic Affairs (2012:5) (SECO) corruption means any abuse of a position of trust in order to gain an undue advantage. This involves the conduct of both sides: that of the person who abuses his position of trust as well as that of the person who seeks to gain an undue advantage by this abuse. It is critical to note that in such a case corruption has never wielded any positive results but rather it has destroyed much. Corruption thus has fundamentally become an ulcer because it has generally been acknowledged as a fact of life.

Corruption is the abuse of public office for private gain, which simply confirms that according to more scholars corruption in abusive in nature which thus renders it as an unethical practise. (World Bank 2006:1)

More over corruption is a broad term covering a wide range of misuse of entrusted funds and power for private gain like theft, fraud, and nepotism among others. (Civil Society in Development 2012:13)

Anello (2006:5) recognises corruption as the single greatest obstacle to economic and social development, the hyper-corruption that prevails in many countries is a clear indicator of the profound moral crisis that civilisation is experiencing. Injustices and the scandalous poverty that more than half of humanity endures, together with the deterioration of public trust generated and perpetuated by corruption, have greatly diminished the capacity of time‐honoured institutions of society to govern human affairs for the common good, thus corruption is an improbity or decay which makes it a bad act in all circumstances. Larmour (2007:8) supports by saying that corruption involves a falling away from some ideal state of affairs – an impartial civil service, a more equal society, national ownership of business or a freely competitive economy. This has thus denied access to a corruption free society which would be critical in improving service delivery in most local authorities because citizens generally now require ethnicity in the performance of local authorities. According to United Nations Development Program (UNDP) (2007:1) more than ever, citizens are calling for state institutions that are democratic, efficient in the use of public funds, effective in delivering public goods while in the meantime remain strong players in the increasingly competitive global system. So in this essence it is important to fight corruption so as to improve effectiveness and efficiency in delivering services and goods to the public.

Klitgaard (1988) in Lamour (2007:7) has a simpler definition of corruption, he has it that Corruption = Monopoly + Discretion – Accountability. He argues that corruption is the result of monopolies of power, and the discretion officials have to grant or withhold a service or licence. It can be mitigated by reducing their discretion, or by increasing their accountability

Cross (2012:2) in his opinion commented that, “Africa loses an estimated US$140 billion a year to corrupt practices. That is more than US$250 per capita per year – enough to feed the entire population of Africa.” This shows the bad levels of corruption taking place within the African continent which is a great cause for concern needing to be addressed. Transparency International statistics showed by Nkomo (2012:1) has it that Zimbabwe in 2012, being one of the countries assessed, scored 20 on the Corruption Perception Index and out of the 176 countries it was ranked number 163. In 2011 Zimbabwe had a Corruption Perception Index score of 2,2 an overall rank of 154 out of 182 countries assessed. 2012’s score therefore reveals that corruption is on the increase in Zimbabwe and is thus a greater cause for concern.

## 2.1.1 The United Nations Convention Against Corruption

Efforts on a global level have been done leading to the creation of global conventions in fighting corruption. The United Nations Convention Against Corruption (UNCAC) that was signed on the 9th of December 2003 and entered into force on the 14th of December 2005. By end of May 2008 over a hundred nations had ratified the UNCAC of which the majority are developing countries. The convention can be seen as the global and most comprehensive instrument for combating corruption and compliments other existing in this area. It’s most vital provisions relate to prevention measures, criminalisation and law enforcement, international cooperation, asset recovery and technical assistance. (State Secretariat for Economic Affairs 2012:20)

## 2.1.2 The African Union Convention on Preventing and Combating Corruption.

More efforts to combat corruption at a regional level have been commended by the African Union (AU). Mukonza (2013:43) has it that corruption in Africa has been wide spread as it has been elsewhere in the world. The majority of AU member states came together and adopted anti-corruption principles. The Africa Union Convention on Preventing and Combating Corruption in Maputo, Mozambique in July 2003 was signed by all Africa’s member state Zimbabwe included only except for 8 member states. The 5 key principles enshrined in the Convention are:

(1) Respect for democratic principles and institutions, popular participation, rule of law, and good governance;

(2) Respect for human rights and people’s rights in accordance with the African Charter on Human and people’s rights and other relevant human rights instruments.

(3) Transparency and accountability in the management of public affairs.

(4) Promotion of social justice to ensure balanced socio-economic development.

(5) Condemnation and rejection of acts of corruption, related offences, and impunity. (Mukonza 2013:43)

## 2.1.3 Zimbabwe Anti-Corruption Commission

In Zimbabwe the government has also played a critical role in fighting corruption. This has been evidenced in the new constitution (2013:116); chapter 13 which provides for institutions to combat corruption and crime. Section 255 of the new constitution provides for the functions of the Zimbabwe Anti-Corruption Commission (ZACC) which include among others:

1. To investigate and expose cases of corruption in the public and private sectors.
2. To combat corruption, theft, misappropriation abuse of power and other improper conduct in the public and private sectors.
3. To promote honesty, financial discipline and transparency in the public and private sectors.
4. To receive and consider complaints from the public and to take such action in regard to the complaints as it considers appropriate.
5. To direct Commissioner-General of police to investigate cases of suspected corruption and to report to the Commission on the results of any such investigations
6. To refer matters to National Prosecuting Authority for prosecution.
7. To require assistance from the police service and other investigate agencies of the state and
8. To make recommendations to the Government and other persons on measures to enhance integrity and accountability and prevent improper in the public and private sectors.

This shows the great deal of effort that the Zimbabwean government and other nations have put in combating corruption. Such effectiveness of these conventions and agencies will mean a lot in the battle to stop unethical practises. However the fight will also depend on the effectiveness of these agencies not to be mere creatures but also to be fully functional and effective and this will go a long way coupled with other strategies to stamp corruption.

## 2.2.1 Consequences of corruption

Sithole (2013:26) has it that corruption is a very serious crime that can undermine social and economic development in all nations and it is hindering efforts that nations are making towards achieving Millennium Development Goals (MDGs.) Consequences of corruption justify the need to fight it since mostly they are negative and disastrous in nature. Mukonza (2013:39) gives different consequences of corruption, in the social sphere, corruption discourages people to work together for the corporate good, reduces productivity, hinders development, worsens poverty, marginalises the poor and it creates social unrest. Public institutions and offices may lose their legitimacy when they misuse their power for private interest, corruption also results in negative consequences such as encoring cynicism and reducing interest of political participation, reducing the transparency of political decision making, distorting political development and sustaining political activity based on patronage, nepotism and money, corruption leads to the depletion of national wealth, weakening work ethics and professionalism, hurts the economy and impoverishes the population, With these serious implications it is imperative to fight corruption so as to promote an ethical and professional environment.

## 2.2.2 Common forms of corruption

## a) Nepotism

Ashour (2004:15) has it that nepotism is a special type of favouritism involving a public official using his/her personnel power or influence to obtain favours and benefits for family members, relatives or partners. This practice is alive and well throughout state and local governments, this means that there is no inclusion of merit which thus compromises the output to be produced because some of the relaters will not possess adequate merit to copy with the work.

Myint (2000:33) has it that nepotism is also the imbalanced exercise by a person in authority of offering employments and other favours to relatives. In Zimbabwe on such case took place at Gweru City Council sometime in 2011 when 3 officials were dismissed on allegations that they were improperly recruited by the chamber secretary and were dismissed without suspension or hearing. (Ruwende 2011:1)

## b) Embezzlement

Cornwell University law school (2010:1) has it that embezzlement is the fraudulent taking of someone’s property by someone to whom it was entrusted.  More often it is associated with the misappropriation of money.  Embezzlement can occur regardless of whether the defendant keeps the personal property or transfers it to a third party. This embezzlement is often done by the people who have access and authority to such resources but they end up misusing the resources entrusted to them.

(State Secretariat for Economic Affairs 2012:5) has it that embezzlement is the misappropriation of property like the theft of entrusted funds. A good case is that of the former Chitungwiza Town Clerk Godfrey Tanyanyiwa who swindled the council of over US$80 000 which he used to buy a house in Chisipiti in 2012. The former Town Clerk was however jailed to an effective two and a half years (Kuvirimirwa 2013:1).

## c) Extortion

Extortion is the illegal use of one's official position or powers to obtain property, funds, or patronage. More so it also involves the charging of exorbitant charges. Public servants can demand a fee to render a service to a customer which and this in not lawfully allowed thus it culminates into extortion.

This is supported by Sithole (2013:2) who simply gives extortion as payments that are extracted from unwilling clients.

## d) Patronage

Chetwynd et.al (2003:24) define it as the politically motivated distribution of employment and favours. This also means that there is no consideration of merit but rather there is consideration of the political party one supports. This is common in most local authorities especially in the recruitment of lower graded employees like the municipal police and other general hands chosen by councillors from their wards and quite often such employees will be supporters of a certain political party where the councillors belong.

## e) Theft

Gardner and Wright (2009:66) define theft as robbing or the wrong taking of personal property depriving it from its rightful owner. One would have taken one’s goods money or properties without the consent of the owner: this means it is simply stealing something from someone since there is dishonest thus there is taking of property belonging to another person with the intention of depriving the holder permanently of its possession. Early this year Bindura’s mayor, Ivory Matanhire was sentenced to six months in prison for stealing US$460 from the local authority. Matanhire claimed the money as subsistence allowance for a business trip to Nyanga last year but did not return the cash after cancelling the journey. (Mukonza 2013:47)

## f) Bribery

World Public Sector Report (2010:108) has it that bribery is to act in one’s favour, typically illegally or dishonestly, by a gift or money.

Cornwell University law school (2011:2) also gives a definition of bribery as corrupt solicitation, acceptance or transfer of value in exchange for official action. This involves acts of giving money or gifts which alters the behaviour of the recipient. This means that the bribe influences a public official in the discharge of his/her official duties.

This is commonly known as*,"chioko muhomwe"* as it has become a normal form of corruption since people now have a tendency of bribing other officials whenever they do need some favours. This is supported by a statement that says, ‘*mbudzi inodya payakasungirirwa’* thus people obtain bribes sometimes as a means for survival. This statement implies that employees should benefit from where they work. Sithole (2013:30) in her research found out that some Gweru City Council employees are bribed in exchange for illegal water reconnections, in which case such reconnection fees should be channeled to the Council’s treasurery, thus with such scenarios the Council loses money that it was supposed to receive. Mukonza (2013:46) also mentioned a case involving former Mayor Marange of Chitungwiza Municipality in 2009 who was convicted for receiving a US$ 1,000 bribe from a party supporter and sentenced to one year imprisonment, the judiciary sent a clear message that corruption is not acceptable for public officials.

These various forms of corruption can be curbed through various means encompassed in the ethics infrastructure. Public Management Service (PUMA)(1997:3) identified elements that fight corruption and these are:

1. Political commitment (politicians should say ethics are important, set an example, and support good conduct with adequate resources)
2. An effective legal framework (laws and regulations which set standards of behaviour and enforce them)
3. Efficient accountability mechanisms (administrative procedures, audits, agency performance evaluations, consultation and oversight mechanisms);
4. Workable codes of conduct (statement of values, roles, responsibilities, obligations, restrictions);
5. professional socialisation mechanisms (education and training);
6. Supportive public service conditions (fair and equitable treatment, appropriate pay and security)
7. An ethics coordinating body
8. An active civic society (including a probing media) to act as watchdog over government activities.

This is supported by Anello (2006:7) who said that for a framework of moral values and ethical principles to have a significant and sustainable impact on the professional conduct of public servants an “ethics infrastructure” is required, thus he also talks of the above elements in which case he added an element of mechanisms for whistleblowing. However the main focus of this study zeros down to 1 element in fighting corruption which is HR policies and conducive conditions of service since this overally impact on the employees as unethical behavior exhibit itself through people.

## 2.2 What is Human Resources Management?

Human Resources Management has basically been a pillar on which HR policies and conditions of service are based. For such anti-dotes to be functional there is need for the proper coordination, planning, organising and leading the Human Resources in a manner that is sustainable much to the benefit of the organisation. According to Dessler (2002:2) HRM refers to the practises and policies you need to carry out the personnel aspects of your management job, specifically, acquiring, training, appraisal, rewarding and providing a safe and fair environment for your company’s employees.

Ashour (2004:2) said that integrity and corruption refer to the opposing degrees to which human conduct meet certain legal and moral standards within the context of institutions. The likelihood of either kind of conduct is primarily determined by institutional factors, embedded in the design of public sector institutions. Policies, regulations, conditions, common practises, incentives/ penalties as well as prevailing norms and institutional culture constitute the most important factors influencing the tendencies towards either ethical of corrupt behaviour thus the need for proper and adequate HRM. With such HRM if properly implemented it will go a long way in combating corruption because the main focus is on the employees, ethics and HRM are ideal if blended well in the quest to clamp corruption. The HRM focus can assist organisations if they are pro-employee thus they will thrive to satisfy their employees’ needs of which this will assist in reducing the levels of corruption since such employees will be committed to work towards the achievement of the organisational desired goals. This is supported by some HRM models which include the Harvard model which emphasise on employees also as stakeholders. This model emphasizes more on the human/soft side of HRM thus emphasising on treating employees as part and parcel of the organisation.

Basically this is so because it emphasises on the fact that employees like any other shareholder are equally important in influencing organisational outcomes thus their consideration will be greatly considered. The blend between ethics and HRM thus is critical in fighting corruption because it is people oriented and since unethical behaviour exhibit itself through people, it is the best way of attacking corruption as it will synergises other mechanisms because once the people at work are satisfied with their rewards then this overally will curb the rise of corruption. This means that success in only achieved if the organisation’s employees are fully determined and committed such that they do not tarnish the image of the organisation through unethical behaviour.

More over Heathfield (2012:3) views HRM as a function within an organization that focuses on recruitment of, management of, and providing direction for the people who work in the organization. This means that the focus of HRM in on the Human resources themselves dealing with issues related to organisation development, safety, training and development, compensation, performance management, reward management among others thus HRM has to be a comprehensive and strategic approach which should enable employees to contribute effectively towards the direction of the organisation which thus instils that spirit of the “ours” attitude. However in most local authorities such involvement of employees is very limited thus sometimes they feel demotivated which sometimes lead to the advent of unethical behaviours.

More so HRM according to Bratton and Gold (2003:97) is a strategic approach to managing employment relations which emphasise that leveraging people’s capabilities is critical to achieving competitive advantage. This is achieved through a distinctive set of integrated employment policies, programmes and practices. To note is that employment policies include various HR policies which can help the organisation in achieving good corporate governance practice through the formulation and execution of such conducive policies. So the success of the HR policies and the conditions of service depends on the management of the Human Resources which leads to good or bad reputation depending on how employees are being treated.

## 2.3.1 HR policies

According to Armstrong (2006:146) HR policies are continuing guidelines on the approach the organization intends to adopt in managing its people. They define the philosophies and values of the organization on how people should be treated, and from these derived are the principles upon which managers are expected to act when dealing with HR matters. HR policies therefore serve as reference points when employment practices are being developed, and when decisions are being made about people. They help to define ‘the way things are done around here.’ This promotes equality in the way people are managed which promotes and gives equal opportunities to all employees. Such policies show how organisations fulfil their social responsibilities for their employees all in a bid to promote ethical practises in the work place. If employees are given equal access to promotions, career advancements, rewards to mention but just a few.

Such HR policies according to Floraison (2013:3) provide guidance in ensuring that: the employees dedicate themselves to total quality and constant, never ending improvement of the organisation, all the employees are paid according to their effort and contribution to the success of the business, review wages, employee benefits and working conditions constantly with objectives of providing maximum benefits in these areas, consistent with sound business practice and also that there is respect of individual rights and treating all employees with courtesy and consideration and helping in maintaining mutual respect in the workplace leading to an amicable ambience. Above all this assists in curbing corruption as an ulcer to good corporate governance.

Floraison (2013:1) moreover states that HR policies can be defined as the strategy for developing, communicating and enforcing a set of practices that reflect your standards of acceptable behaviour. The reflection of such accepted behaviour will also go a long way in determining the extent of unwanted practisesd. This will help in the fight for transparency, accountability and integrity thus such HR policies can work well in curbing corruption. Anello (2006:5) asserts that increasingly development agencies recognize corruption as the single greatest obstacle to economic and social development. The hyper‐corruption that prevails in many countries is a clear indicator of the profound moral crisis that civilization is experiencing. With such a scenario it is imperative to note that much needs to be done in the conquest of fighting corruption.

Human resources policies provide the framework by which employees are expected to behave in the workplace. These policies are written statements of the company's standards and objectives and include all areas of employment, including recruitment, compensation, termination, benefits, employee relations and leaves of absence. They contain rules on how employees must perform their jobs and interact with each other. Managers, employees and the HR department all have roles in ensuring that HR policies are effectively implemented. This leads to the success of curbing corruption if the policies are effectively functional. More over such policies promotes ethics which is an important consideration for good governance. According to Zimbabwe Local Government Association and United Nations Habitat (2009:25) such ethical standards help to:

1. Control human behaviour.
2. Enhance stability and order in organizations and communities.
3. Promote values such as honesty, human dignity, decency and the pursuit of truth in whatever we do.
4. Promote public interest and general welfare.
5. Reduce corrupt tendencies by public officials
6. Enhance transparency and accountability

This means that if ethical standards are put in place and practised, organisations will be characterised with good reputations and more so with efficient service delivery since such employees will be greatly attached to the success of the organisation since they will be part and parcel of the organisation and also feel that they have got a role to play in the organisation’s success.

## 2.3.2 Why HR policies?

The HR policies themselves have several reasons why they are developed and implemented. Floraison (2013:2) came up with a considerable number of reasons why HR policies are developed. Such reasons include among others:

1. To organise and announce the management’s plans for the growth of the organisation and also explain employee benefits and workplace issues.
2. To help the employees and management teams run the organisation in an efficient manner.
3. To help take major HR decisions, develop organisation guidelines and procedures that can make the organisation a better run entity.
4. To help in comparing the policy alternatives, understanding their performance and evaluating the organisation current practises.
5. To help in documenting and communicating to all employees the management’s plans, rules, intends and business procedures.
6. To prevent mere legal issues from becoming serious legal systems
7. To define management standards for making decisions on various personal and organisational issues.
8. To help an organisation run at its most cost-effective and efficient level thereby bringing about additional revenue savings
9. To protect the legal interest of the company as well as define the rights and obligations of the employees and the company.

More so HR policies support consistent treatment of staff, transparency and fairness.

## 2.4 Anti-corruption HR policies

Such policies are in the best interest to fighting corruption in the local authorities thus they are ideal as antidotes of corruption since they present a platform on which employees are treated which influences their conduct at the workplace be it positively or negatively. The successful implementation of these policies can guarantee an organisation reduction of corruption within its employees.

## 2.4.1 Reward management policy

Armstrong (2006:623) has it that this has emphasise to reward people fairly, equitably and consistently in accordance with their value to the organization and thus help the organization to achieve its strategic goals. It deals with the design, implementation and maintenance of reward systems. This is one of the critical policies in HRM that assist in fighting corruption as pay is the centrepiece of the employment relationship in an organisation. Rewards at the workplace can be intrinsic or extrinsic which means they can be financial or non-financial returns to the employees, with this the organisation will be trying to direct desired attitudes and behaviours. This is supported by Skinner’s operant conditioning which states that behaviour that are reinforced will tend to continue, so if employees are paid well by their organisation they often work ethically because they will be satisfied with the rewards they will be getting from their employer which means that the employees will avoid an unethical practise which compromises individual character because this may result in disciplinary consequences which may even lead to loss of work if the employee is convicted of corruption crimes.

In Singapore according to Ali (2000:5) the country managed to reduce corruption activities through administrative, among them was the reviewing of public officers’ salaries regularly to ensure that they are paid adequately and comparable to that of the private sector. This was further strengthened by other measures such as: removing opportunities for corruption in government work procedures, streamlining cumbersome administrative procedures (bureaucracy) and also slashing down excessive red tape which provides opportunities for corruption. Ali (2000:6) furthers that the country with this managed to eradicate corruption and to strengthen it any person who is convicted of a corruption offence is fined up to $100,000 or sentenced to imprisonment of up to five years or to both, this overally thus derails all corruption minded individuals.

According Bamberger and Meshoulam (2002:98) reward management work well in public organisations because employees’ effort is rewarded thus such reward will promote an ethical environment to operate in because employees will be receiving rewards for sustainability, which are also above the rated poverty datum line which means such employees will be able to afford a normal life. More over such rewards attract and retain employees, maximise employees’ performance and satisfy legal standards. This assists in the fight against corruption since employees will be contempt with such offered rewards. Reward management act as one of the central pillars supporting the employment relationship between the employer and the employee because the main reason why people seek for employment is that they need money for survival thus there is an exchange of labour for money.

Thorpe and Homan (2002:101) thus supports by saying that remuneration systems need to be based on a sound understanding of how people are motivated. However such rewards can demotivate if not perceived as adequate which has a bearing the performance of the individuals. There is thus the need to fully adhere to this policy because if employees earn considerable salaries and if it is paid on time, then they will avoid unethical means on earning a living, thus there will be promotion of public confidence.

In most local authorities rewards are offered but however the problem is that salaries are not enough for sustenance of the majority of the employees below the middle management grade who receives inadequate remuneration. This is worsened by late payment of salaries way after the pay day and this has catalysed employees to indulge in unscrupulous activities in a bid to fend for their families because they would have gone for months without receiving their salaries. Most local authorities among them Chitungwiza and Chegutu Municipalities have been common examples of local authorities that pay their salaries way months after the normal pay day. Such employees working for such local authorities have gone for months without salaries.

Mureya (2012:1) reported that the cash–strapped Chegutu Municipality failed to pay its workers’ salaries over the past two months. In an interview, finance director Mr Kamba said revenue inflows could not match salary expenses and council had resolved to borrow from a local financial institutions, “Like every other council in the country and organisations, Chegutu has not been spared from the liquidity crunch that has gripped the country and we have fallen behind in paying our workers’ salaries,” he said. Another incident is that of Chitungwiza Municipality where by workers went on an industrial action to compel management to pay salary arrears for 5 months as dictated by the labour court ruling.

Armstrong (2010:153) has it that the reward policy covers such matters as:

1. Providing an equitable pay system
2. Equal pay for work of equal value
3. Paying for performance, competence, skill or contribution
4. Sharing in the success of the organization (gain sharing or profit sharing)
5. The relationship between levels of pay in the organization and market rates
6. The provision of employee benefits, including flexible benefits if appropriate
7. The importance attached to the non-financial rewards resulting from recognition, accomplishment, autonomy, and the opportunity to develop.

This means that if such a policy is fully implemented and followed there will be a possibility of the decreasing corruption cases like misuse of assets, embezzlement of funds, theft which have been rife in the Council thus The Ohio State University (2010:1) thus supports this by saying that there is the recognition of excellent performance and achievement through the use of rewards that are creative, flexible and meaningful. When administered and communicated effectively, reward and recognition are an important part of a total compensation program. The research thus seeks to evaluate such a policy in the fighting corruption at NTC.

## 2.4.2 Recruitment and Selection policy

Recruitment and selection is defined by Bamberger and Meshoulam (2002:80) as all organisation activities and decision that affect either the number or types of individuals who are willing to apply, or to accept a vacancy. The policy emphasise on recruiting and selecting employees basing on qualifications and relevant experience. Vacancies are advertised in various media like newspapers, televisions as well as on the internet so that the best qualified personnel can be recruited into the organisation. The main aim of this policy is to ensure that recruitment and selection decisions are made fairly, equitably, consistently and that they meet any legislative requirements, therefore such a policy guarantees that a crystal clear and even-handed recruitment and selection process is followed, one that results in the employment of the finest applicants, based only on distinction and best-fit with the organisational values, philosophy and goals. The policy more so encourages the filling of vacant positions by moving employees internally only on the condition that they have the experience, skills, knowledge and qualifications to perform the role then if not found an external vacancy advertisement can be put in place so as to search for the best recruits thus this curtails manipulation of the recruitment practice to favour certain contestants and to block the chances of others, that is diverting it away from the merit criteria. This closes a wide margin for subjectivity, inconsistency, and unfairness in the recruitment practices.

Such a policy more over makes it an easier process for other stakeholders to follow, it promotes transparency. Slezak (2012:3) is of the view that a good recruitment and selection policy should be based on principles such as: Respect for diversity, ethical decision making, selection according to merit, equal treatment for all and procedural fairness.

All these principles thus foster credibility for the organisation from its various stakeholders. This means that the best person for the vacancy will be selected basing on merit which is an assessment of an individual’s overall level of knowledge, skills, experience and relevant qualifications in line with the requirements of the vacant position. Armstrong (2006:409) is of the view that this shows that the recruitment and selection process will not consider irrelevant factors of discrimination such as a person’s sex, race, disability, sexuality, age and favouritism. Such a policy avoid unethical practises of corruption like nepotism, bribes, patronage and favouritism which are not on merit basis because during the recruitment and selection process only relevant and qualified personnel are chosen, thus recruits are treated equally. Such unethical practises of nepotism, bribery, patronage and favouritism will be curtailed as candidates will have to prove their value during the job interviews which means that only qualified individuals are recruited which means that the organisation will be saturated with well qualified and experienced individuals which makes it easier for the running of day to day activities of the organisation. Such a policy if fully adhered to and followed can assist a lot in fighting unethical practises in local authorities.

However most local authorities have been criticised by ratepayers for not adhering to this policy as such local authorities are not practical in relation to this policy. This is so because sometimes such a policy is flawed. Zimbabwe Institute(2008:8) has it that in most local authorities employees like municipal police, and other contractual assistants are selected by the councillors, without considering much of the relevant required qualifications, employees in most local authorities are recruited basing on the condemned factors such as patronage, nepotism and favouritism.

Another incident is that of Gweru City Council sometime in 2011 when 3 officials were dismissed on allegations that they were improperly recruited by the chamber secretary and they were summarily dismissed without suspension or hearing (Ruwende 2011:1)

The overriding of such a policy however compromises the organisational capacity which means that such actions are corruption activities. Ashour (2004:6) thus supports that such malpractices on public sector employment, its competence and reputation are clearly negative. The most serious consequence is the undermined ability of public sector organizations to attract and retain high calibre personnel. More so patronage is also taking place especially from the councillors’ side as they sometimes select pool of people to work for their local authorities especially low graded. Such irregularities affect the operations of the local government sector. More so some employees are recruited basing on whom they know in the organisation. However there should be a just and fair process resulting in the correct match of staff members’ skills, experience and knowledge with a provided position’s job requisite. More over such malpractices also lead to the creation of ghost workers burdening the wage bills of the local authorities.

## 2.4.2.1 Empirical evidence. Case of Singapore

In Singapore Quah (2006:66) has it that corruption was reduced especially in the police force through an approach of improving the screening and selection methods and standards. Background investigations of candidates were completed before they were admitted in the police force. Roberg and Kuykendall (1993: 287) in Quah (2006:66) argued that, "a thorough background investigation is one of the most important aspects of the selection process" as it is an attempt to assess the character and general suitability of the candidate for police work as determined by past experience lifestyle. Quah (2006:66-67) further said that more specifically, the background investigation is based on "the extensive personal history provided by the candidate" which enables the selectors to assess whether the candidate would be honest and reliable and make a contribution to the organization if recruited. The candidate's family history, employment and credit history, employment and personal references, friends and neighbours, education records, criminal and juvenile records, and military records are "all checked to develop a general assessment of the person's lifestyle prior to applying for police work." To be eligible for appointment in the Singapore Civil Service in general and the Singapore Police Force in particular, a candidate must satisfy the following six criteria which are: citizenship, age, education, experience, medical fitness, and character (meaning no criminal conviction, no record of corruption, and not a security risk) Candidates for Divisions I and II appointments to the Singapore Civil Service and Singapore Police Force who meet such criteria are interviewed by the Public Service Commission members. Letters of appointment are only issued to successful candidates if they pass their medical examination and security screening (by the Internal Security Department, the Corrupt Practices Investigation Bureau, and the Criminal Record Office) and after their educational certificates and relevant documents have been verified. (Quah 2006:66-67)

The Public Service Commission served as the gatekeeper to the Singapore Civil Service by ensuring fair play and impartiality in recruiting and selecting candidates for appointments to Divisions I and II on the basis of merit. With such a scenario in Singapore the Singaporean Police Force and the Singapore Civil Service managed to curtail the prevalence of corruption thus such a criteria if adequately executed in local government sector in Zimbabwe would prove to be a very critical element of the recruitment and selection process that is effective and robust.

In Zimbabwe such a policy has also assisted most local authorities in recruiting and selecting relevant qualified employees of higher grades. Most critical posts in local authorities have been advertised for and interviews held all in a bid to choose the most appropriate individual, Posts like those of the various Town Clerks/ C.E.Os. Heads of Departments, Accountants, and Administrators/HR managers have been seen in various papers which have resulted in local authorities recruiting well qualified personnel. The research thus seeks to evaluate the relevance of such a policy in the fighting corruption at NTC.

## 2.4.3 Equal Opportunity policy.

Armstrong (2006:150) has it that this policy emphasises on the organisation’s purpose to give identical chances to all, regardless of sex, disability, age and others. It deals with the level to which the organisation wants to take ‘affirmative action’ to amend imbalances between numbers in employment according to sex or race. This means that the organisation will be an all equal opportunity employer which does not allow for direct and indirect discrimination against an individual on any basis. All personnel will be considered exclusively on their qualities for career development and promotion with equal chances for all. Such a policy maximises the effective use of individuals in the interest of the organisation as well as other employees thus there are great benefits in having a diverse workforce with different views and backgrounds solely employed on ability.

Equal opportunity theorists according to Bratton and Gold (2003:69) generally agree that once the race begins, he/she who wins is a function of talent, hard work and competitive drive. This avoids malpractices where by one is discriminated in favour of someone whom someone knows or is related to, which negatively impacts on the organisational reputation. This policy thus renders such a nepotistic attitude void and null. However this is not being fully adhered to because in some cases the employment of some certain individuals in not equally practised and not marital based but rather unequal opportunities arises because some people will be employed on some bases of whom they know. This is very rampant in local authorities thus the research is concerned with seeing if such acts are taking place at NTC.

Most local authorities have general been able to give equal opportunities as seen in the ratio of female: male employees in the organisations. However in all circumstances women though presented with the equal opportunity have not dominated the circles especially in the managerial positions. The stereotyping in the society has largely contributed as women are seen as house wives only to work in home and not in the office. More so women have been taken to be not hard working enough as they have more burdens to look at which compromises the calibre of their work. Such a situation has led women not to occupy positions of authority in various institutions.

Mukonza (2013:44) has it that the issue of equal opportunity has been compromised in the local authorities as evidenced by some of the recruitments done by various Councils which are not based on merit but rather on patronage, favouritism and nepotism. This has a bearing on transparency promotion and also compromises the output to be produced. Some of the employees in the local authorities do not even possess minimum academic qualifications and one wonders how such personnel were employed by the organisation against a background that employment should be based on merit. This this leaves more questions to be asked, and with that it can be noted that the cancer of corruption has generally infested such institutions and has now been regarded as normal.

## 2.4.4 Career advancement and Promotion policy

According to Armstrong (2006:152) this policy states the organisation’s intention to promote from within wherever this is appropriate as a means of satisfying its requirements for high quality staff. He adds on that however, the policy recognises that there will be occasions when the organisation’s present and future needs can only be met by recruiting from outside, however internal employees are encouraged to apply; more over this policy encourages upgrading to be based on merit. It has to do with the commitment of the organisation to the unceasingly development of skills and abilities of the personnel in order to maximise their contribution and to give them the opportunity to enhance their skills, realise their potential, advance their careers and increase their employability in or outside the organisation thus there is the support of professional development of staff through offers in learning so as to advance individuals’ academic and professional qualities. UNDP (2007:3) thus has it that in any reform programme that is aimed at improving the quality of service and performance, it is clear that individuals and their training must be at the centre of the effort. This also is of much benefit to the organisation since such programmes enhance the experience and quality of the organisational personnel thus this will improve the quality of services to be provided.

Such a policy more over looks at promotion based on competence, which thus encourages other employees to continue working extremely hard and ethically so that there will arrive such a time for their promotions as well. However seniority can also be used as a criterion to promote individuals as well as giving such employees the chance to advance their careers. This is so because such a seniority will be attained by employees who are attracted to the organisation and in most cases such individuals would have proved to be ethical performers because if it was not that they would have gone through the disciplinary hearing for unethical practises and as such this serves as an encouragement to other employees to be ethically upright because naturally some higher positions in the local authorities require people who are very ethical in the discharge of their duties

## 2.4 Conditions of service

Kearns (2005:106) has it that these are terms the employers and employees rely on in mutual employment. Bradfordnut (2012:1) also define conditions of service as terms on which employees are collectively employed. This has to do with the working conditions provided for in the workplace thus they are essential matters that define the essential aspects of the employment relationship. With these conditions there is the consideration of factors such as the commitment to workforce diversity, pension schemes, providing a healthy professional employment environment to personnel as well as promoting flexible working arrangements so as to promote work-life balance among others. Also include the setting out of details in the benefits and entitlements and also hours of work provided for employees depending on the grading of the post and also pay dates. However conditions of service differ depending on the type and duration of the contract of employment of individuals.

Specialised organisations provide such a pact, which bounds oneself to agree or negate the employment chance when he/she has seen such conditions. These spelled working conditions should however be favourable both to the employer and the employee such that it reinforces mutuality between the 2 parties to the contract of employment which is a pivotal role in ensuring that employees perform to the best interest of the organisation. The conditions of service also contain an outline of rules and principles that all departments must stick to when determining terms and conditions for their personnel. This is supplemented by codes of practice and guidance that help to guarantee a corporate approach to fundamental employment concerns. These conditions of service more over incorporates issues to do with payment of salaries and wages on fixed dates, increments, grading schemes, bonus, staff benefits as well discipline related issues. Generally in local authorities such conditions of service have also been offered which has led to the attraction of merited personnel.

## 2.4.1 Empirical evidence. Case of Ghana

The local government secretariat of Ghana (2007:1) has it that in Ghana the local government service has conditions of service for staff of the local government service which are used by Ghana’s local authorities. The secretariat in 2007 made and effected these employment regulations, and these conditions have elements which include recruitment, disciplinary, transfer, institutional co-operation, promotions, misconducts, disciplinary procedures, remuneration and others which give guideline to how employee will be treated as we as the expected behaviour.

In most instances in Zimbabwe the local authorities have failed to abide by these conditions which has resulted in the late payments of salaries, medical aid deductions, pensions deductions among others which has compromised the position of the Councils in their operations with their various stakeholders which has a bearing as many local authorities are being dragged to the courts by their employees because of various flawed conditions. Such a play has caused many problems for local authorities as employees begin hiding in that in their corruption endeavours. The research thus wants to evaluate the relevance of these conditions of service in fighting corruption at NTC.

## 2.5 Summary

Literature review is the second chapter after the introductory chapter. It emphasise on the extraction of accumulated knowledge that is learnt from what others have published, such related literature is there to provide for criticism and comparison. The literature review provides a direction of the research. In the literature review various headings were dealt with covering aspects of what HRM is and its importance? What corruption is? It also encompassed the aspect of corruption as well as the various forms of corruption together with the various HR policies that fight against corruption. More so the conditions of service were not left out as they are also part of the research topic. Imperial evidence was also provided for which showed what other organisations are doing in relation to the same issue of corruption. Information was obtained mainly form secondary sources like journals, textbooks, reports as well as the internet. The next chapter, methodology will highlight on the type of research to be carried out. The chapter will look at themes such as the sampling techniques, research design, data collection instruments, target population among others.

# CHAPTER III

# METHODOLOGY

## 3.0 Introduction

Degu and Yigzaw (2006:2) define research methodology as the systematic collection, analysis and interpretation of data to generate new knowledge and answer a certain question or solve a problem. This chapter serves to define the methods and procedures to be used in gathering information for this research and analysing them according to their compatibility and value added to the research. The chapter will be looking at the sampling techniques, research design, research instruments, target population, sample size, data collection methods like interviews and questionnaires.

## 3.1 Research design

Raj (2005:81) says that research design occupies very important place and position in the study of every research problem; it decides the fate of the research and its outcome. It is upon research design that nature of data to be collected is to be decided. Raj (2005:81) defines research design as the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure. So with this a research design is a blueprint of the research which outlines what the researcher proposes to do.

Research design has to do with a plan to be used to collect information. The research design is important as supported by Raj (2005:82) who provides 2 basic purposes of a research design namely:

1. To provide answers to research questions
2. To control variance

The research will use both the qualitative and the quantitative research designs. The research will be a descriptive one in nature, since there is collection of information concerning the current status of a phenomenon to describe what exists with respect to variables or conditions in a situation.

## 3.1.1 Qualitative research

Qualitative methods involves the description of a phenomena in words, as the researcher watches the behavior interactions and other factors in the environment and describe them in words. It also allows for detailed descriptions of events and situations, it allows the researcher to get personally engaged in the field of respondents thereby giving access to much hidden values and artifacts. Creswell (2004:21) is of the opinion that a qualitative approach is one in which the inquirer often makes knowledge claims based primarily on constructivist perspectives, that is the multiple meanings of individual experiences meanings socially and historically constructed, with an intent of developing a theory or pattern. This makes it vital in data collection since there is consideration of primary data from different individuals. Locke, Silverman and Spirduso (20101:179) also has it that this form of inquiry differs from quantitative research in that the most common form assumed by raw data is words rather that numbers. In this sense the questions deal with the world as it is experienced and reported by participants. Such a design is thus chosen because it produces more information on a particular case study through the use of questionnaires and interviews (structured and unstructured). More so qualitative design is highly-focused and flexible

## 3.1.2 Quantitative research

Quantitative methods describe the phenomena by measuring or quantifying and this involves the use of questionnaires and interviews or any other method that may result in the quantifying of data. Quantitative research includes numbers and statistical manipulation and analysis. Creswell (2004:22) is of the opinion that a quantitative approach is one in which the investigatory primarily uses postpositive claims for developing knowledge that is cause and effect thinking, reduction to specific variables and hypotheses and questions, use of measurement and observation, and the test of theories, employs strategies of inquiry such as experiments and surveys, and collect data on predetermined instruments that yield statistics data. Locke et.al (2010:89) support by saying that in quantitative research we enter a world that is defined by amounts. Here the fundamental assertion is that if something truly exists, it must do so in some quantity or to some degree. More so the capacity of quantitative research to describe, predict and explain social and psychological phenomena has provided a significant part of the foundation on which the modern social sciences have been erected (Locke et.al 2010:91). This design is going to be used as well since there is strength in numbers an also its capacity to successfully transform data into simply quantifiable charts and graphs.

## 3.1.3 Descriptive research design

Thakur (2009:168) defines it as a type of research method that aims to gain accurate description of the community, institutions or events in a manner that involves minimum bias and is maximum reliable. Descriptive research involves gathering data that describe events and then organizes, tabulates, depicts, and describes the data collection. A descriptive design is preferred because it regularly uses optical aids such as graphs and charts to support the researcher in understanding the data distribution, since the human mind cannot source the full import of a large mass of raw data, descriptive statistics are very important in reducing the data to manageable form thus it is often referred to as statistical research and to note is that it uses both qualitative and quantitative research designs.

## 3.2 Target population

Degu and Yigzaw (2006:40) defines target population (reference population) as the population about which an investigator wishes to draw a conclusion. This involves the fragment of the populace the researcher is interested in researching. This research has a target population of 274 staff inclusive of top and middle managers as well the general employees and the councillors. It involves the Central Administration and the Finance departments who are key informants in the research. Informants from other departments such as the Housing and Community Services, Health and Engineering were also targeted. Such a population gave information and the researcher derived conclusions from the information obtained.

**Table 1. Population target table**

|  |  |  |  |
| --- | --- | --- | --- |
| **Category** | **Population** | **Sample size** | **Sampling technique** |
| Top Management | 9 | 4 | Purposive sampling |
| Middle Management | 8 | 4 | Purposive sampling |
| Employees | 244 | 16 | Random sampling |
| Councillors | 13 | 3 | Purposive sampling |
| Total | 274 | 27 |  |

At the top management level the researcher used purposive sampling. People selected were people directly involved in issues to do with HR policies and the conditions of service as it provided for the unveiling of more in-depth information since these individuals were adequately experienced and qualified in the area of study. The people include the Director of Finance, Chief Executive Officer, Deputy Director of Finance and the Administration Officer leading to a sample size of 4 out of 9 members.

At the middle management level 4 out of 8 members were selected using the same purposive sampling. This will gave a chance to the managers who have knowledge and previous experiences in matters to do with HRM to get involved in the research thus gaining adequate and correct information from such respondents. These 4 members include the Administration Assistant and other members who have the knowledge because knowledge of HR policies and conditions of service in fighting corruption is limited to an educated few.

3 councillors were selected to participate as well as they are the policy makers; they approve and adopt HR policies so that they can be put into practice. Purposefully members of the HR Committee of the Council were selected because they are the main committee members who deal with related HRM matters and they approve any policy that the Council might want to effect.

On the part of the employees random sampling technique was used so that every department was represented equally so as to obtain information varieties from all departments. Names of all participants were scribed on pieces of paper equal in shape, size and colour. The names were shuffled in a box and participants’ names were picked out from the box. This gave employees in all departments equal chances of being selected consequently this promoted high representation as the employee population was very high.

## 3.3 Sample size

Thakur (2009:71) defines a sample size as a portion of sub part of the total population. Given the numerical value of 274 employees at Norton Town Council it is not feasible for the research to study the whole population of employees because of time and financial limitations. The sample for the study was 27 individuals who are part and parcel of the Council’s pool of employees. The research made use of 27 personnel so as to cut financial costs in stationery and other required basics.

## 3.4 Sampling techniques

Sampling according to Locke et.al (2010:43) is the process used for selecting the group of instances that will represent the larger population thus there is selection of units for analysis in people and groups. There are various sampling techniques that are used which are classified into 2 categories which are: probability and non-probability sampling techniques, and in this case the researcher will use an ideal sampling technique that is very useful and convenient. Such techniques available are simple random sampling technique and purposive sampling.

## 3.4.1 Random sampling

“Arranging of conditions in such a manner that every item of the whole universe from the sample shall have same chances of being selected” Reddy (1994:76). It is used when the population members are similar to each other. This method is justified in the sense that it has high representative in the case that all subjects participate and it also gives everyone the chance to be selected. The research used the lottery model. Pieces of paper written “yes” and “no” were put in a box and the employees each picked his/her piece of paper. Those who picked “yes” participated in the research, and those who picked “no” were excluded.

## 3.4.1.1 Merits

i) Highly representative if all subjects in the Council participate in the selection criteria which provide for equal opportunity for every employee to be selected during the research.

ii) Results can be generalized for the sample, as the sample selected will be representing the interests of others from the council in matters of addressing the issue of corruption that the research is focusing at.

iii) Gives everyone a chance of being selected to participate in the research as names of people will be picked from the box thus giving every employee equal access to be selected.

## 3.4.1.2 Demerits

i) Selected units might be spread over a large geographical area thus it becomes costly as names are provided for from all departments of the Council.

ii) Drawing a simple random sample can lead to misappropriate numbers of what the research will be looking for since there is limitation of participants from the Council.

## 3.4.2 Purposive sampling

Saunders et.al (2009:237) present that purposive sampling is one that enables one to use own judgment to select cases that will best enable him/her to answer the research questions and to meet the objectives. Participants are selected basing on the rational of the study. Degu and Yigzaw (2006:41) supports this by stressing that purposive sampling is typically used when focusing on a limited number of informants whom one select strategically so that their in-depth information will give optimal insight into an issue about which little is known. In this instance the researcher gathered information from key informants like the Administration Assistant, the C.E.O, Director of Finance, Deputy Director of Finance and also from the HR Committee members since such people play essential roles in the organisation in issues involving HR policies and conditions of service, so they were purposefully selected as they had the knowledge regarding the research at hand.

## 3.4.2.1 Merits

i) Sample size is small thus saves time, this is because the people to be selected in the research at NTC that have the knowledge about the research are few.

ii) Permits the researcher to use people, who have good grounds and knowledge in the research area concerned, thus people with knowledge on HR polices and employment regulations will be selected to participate in the research.

iii) Produces exactly what is needed in some cases. This is so because the focus will be to look for employees at NTC who are adequately equipped with information and actively participate in the issues to do with employment regulations and HR policies.

## 3.4.2.2 Demerits

i) Purposive sampling does not produce a sample that is representative of a larger population. People are judgmentally selected thus other general employees of the council will not be equally represented in the research.

## 3.5 Sources of data

The research used both primary and secondary sources of data. Such sources of data have their own strengths and weaknesses which shall be discussed below.

## 3.5.1 Secondary sources of data

Saunders et.al (2009:256) defines secondary sources as data that have already been collected for some other purposes. These are sources which have previously been composed and analysed by someone else thus they already exist. Such secondary sources on local authorities can be obtained from libraries, archives, journals, policy reports, seminar papers, textbooks, among other sources. Secondary sources are also used in the research in order to give a comparison with the data obtained in the primary sources, thus provides for data analysis which offers the ability to compare what the researcher has gathered with the information already in existence.

## 3.5.1.1 Merits

i) Can be obtained at lower costs than primary data thus it is economic. Information on HR policies and conditions of service can be obtained from libraries through textbooks, journals which are easily accessible.

ii) Time saving since there is no need to go to the field. When using secondary data there is no need to go to the Council to get information as information is already in existence and already published.

iii) Offers comparison of data basis because secondary data exist in huge quantity thus the research can be articulated comparably using various textbooks and journals on issue of local government.

## 3.5.1.2 Demerits

i) The needed information might not exist. Researchers cannot get all the information needed from secondary sources especially issues that involve the case study in use might not be available.

ii) It is not specific to the research needs that is in many cases secondary data is not presented in a form that exactly meets the needs of the research as is the case with this research which has emphasise on evaluating HR policies and conditions of service at NTC in combating corruption.

iii) Incomplete information tendency. The researcher may find information that appears valuable and promising about the research but may not get the full version of the document to gain full depth since many suppliers offer free portions and then charge a fee for the full document.

## 3.5.2 Primary sources of data

Currie (2005:89) defines primary data as data that were previously unknown and which have been obtained directly by the research for a particular project. Degu and Yigzaw (2006:47) supports this by saying that primary sources as the type of data that is collected for the first time. In this case such data will be collected from Norton Town Council. Use of primary data is ideal in this research because it is reliable, accurate and information obtained is always up to date. More over the researcher has control over his respondents engaged in the research.

## 3.5.2.1 Merits

i) It is basic and understandable. The fact that the researcher gathers the data from the Council through its officials makes it basic and easy to understand.

ii) Degree of accuracy is quite high. The research has specific emphasise in information seeking about HR policies and employment regulations issues thus information gathered will be specific to the research thus making it more accurate according to the respondents’ provided information.

iii) It is original data that is data from the primary or population. Data collected will be first-hand information from the research through various informants in the Council on research related matters.

iv) For some investigations secondary data are not available thus the reliance on primary data which provides actual information on the investigation thus the research will gather information on corruption, HR policies and employment regulations.

## 3.5.2.2 Demerits

i) There is huge volume of population in participation. This research has a population of 274 individuals thus all people cannot be attended to by the researcher due to various limitations.

ii) It is time consuming, as the researcher has to travel to Norton and after that has to sample the population so as to select participants

iii) Requires huge financing thus it is costly. In carrying out the research transport fare to and from Norton are required. More so there is need for funds for stationery and other miscellaneous.

iv) Labour cumbersome and it requires skills. It needs a great deal of effort for it to be successful unlike secondary sources which are easily available. It requires the movement by the researcher from place to place in Council premises providing questionnaires, holding interviews and making observations.

## 3.6 Primary data gathering instruments

Primary data is obtained in the field by the researcher as first-hand information for a specific research project. The tools to be used to gather data depend on the type of data to be collected and resources available for that specific research. Tools for collection of data include among others questionnaires, interviews and observations among others.

## 3.6.1 Questionnaire

Thakur (2009:101) presents a questionnaire as a set of questions developed in an organised manner for gaining information from people in relation to a given problem. It is the most widely used technique for collecting primary data. It contains a list of questions that the researcher seeks to ask the respondents. The questionnaire was chosen because of its various advantages which shall be discussed below which justifies why the researcher selected it as a data collection instrument.

## 3.6.1.1 Advantages

i) Can address a number of matters and enquiries of concern in a relatively competent way, with a probability of a high response rate. Questionnaires were distributed in the Council to various employees with many questions that require answers.

ii) Gives respondents time to deliberate their responses carefully without any interference since the researcher will just leave the employees to fill in the questionnaires and come and collect them when they are done.

iii) Questionnaires are designed so that answers to questions are scored and scores summed to obtain an overall measure of the attitudes and opinions of the respondents. The research made scores to measure the effectiveness of HR policies and employment regulations at NTC

iv) Cost effective. It is conceivable to make available questionnaires to large numbers of people concurrently. Questionnaires were distributed in large volumes to NTC participants.

v) They allow unrecognisability thus anonymity increases the response rate and may increase the likelihood that responses reflect genuinely held opinions. The questionnaire did not provide for the naming of the respondents thus the participants from Council responded genuinely without fear as their names remained private and confidential.

vi) There is uniformity. Each respondent gets the same set of questions. Questionnaires to top management, councillors and middle management were the same and they had the same set of questions thus promoting consistency in data gathering. This applied also to the general employees.

## 3.6.1.2 Disadvantages

i) There is no way to tell how truthful a respondent is being because any council employee could write anything which might distort the information that the research aimed at gaining.

ii) Target groups may be unwilling to answer questions and usually do ‘not have the time’ to fill out the questionnaire. Some employees of the Council had busy schedules and failed to attend to the questionnaires provided to them.

iii) People may read differently into each question and therefore reply based on their own interpretation of the question. Some employees may not have the capabilities in getting what the questionnaire requires

## 3.6.2 Interviews

Thakur (2009:113) defines interviews as a process of talking in a more purposive and more systematic manner than the day to day talks. This thus means that interviews have directness and thus it is flexible in situation. An interview simply is a conversation between the interviewer and the interviewee with a purpose. The researcher initiated this method in order to gather information for the research. There are types of interview which are fully structured and semi structured. A fully structured questionnaire has a predetermined set of questions with responses recorded on a schedule, whilst semi structured in where the interviewer works out a set of questions in advance but is free to modify them during the conversation. A semi structured interview is thus the preferred one since it offers flexibility during the interview as questions can be modified.

## 3.6.2.1 Advantages

i) Flexible and adaptable method of data collection. The interviewer could twist questions in order to get more information from the interviewees at the council.

ii) Face to face interview offers the possibility to modify one’s line of inquiry. Council personnel were asked more information from their responses and the interviewer adjusted.

iii) Promotes exchanging of the data and also the experiences. Council officials provided relevant experiences related to the research which gave a broader scale of information for the research.

vi) Respondents can answer questions in as much detail as they want; the personnel were not limited in answering questions unlike in the case of a questionnaire, thus the employees provided more information if they had it thus giving more access to the research about HR policies and conditions of service in combating corruption.

## 3.6.2.2 Disadvantages

i) Time consuming, the sessions vary in length thus not ideal for a large number of interviewees. It took time to interview NTC employees because the willing interviewees gave all the information unlimitedly.

ii) Some people are just unwilling to cooperate. Some of the employees at the Council did not want to be interviewed because of unwillingness thus their information about the research was not provided for.

## 3.7 Summary

Methodology (Chapter III) is a chapter of research designing which emphasise on methods to be used during field work. Aspects such as the research design were highlighted together with its various sub headings such as qualitative and quantitative research, target population, sample, various sampling techniques (random sampling and purposive sampling), sources of data like primary and secondary sources, data gathering instruments for example questionnaires and interviews. The next chapter will be about data presentation, analysis and interpretation which requires the researcher to display evidence found on the ground during the field work and thus therefore evidence will be tabled, analysed and interpreted.

# CHAPTER IV

# DATA PRESENTATION, ANALYSIS AND INTERPRETATION

## 4.0 Introduction

This chapter focuses on the data gathered by the research which will be analysed, presented and interpreted. The purpose of analysing data is to obtain usable and useful information. A total number of 274 employees were used, but these were sample populated to 27 participants. The data was collected from employees, management (middle and top) as well as the councillors. The purpose of this study was to evaluate the conditions of service and HR policies as anti-dotes of corruption. Results are based from open ended questionnaires and semi structured interviews done by to various Council staff members. Data will be presented in various forms like graphs, tables, pie chats whenever applicable and necessary. Themes in this chapter include response rates from interviews and questionnaires, responses as well as the summary.

## 4.1 Response rate from questionnaires and interviews

A total number of 27 questionnaires were distributed to the Council’s employees, who include employees, councillors as well as the management teams. 10 interviews were scheduled by the researcher.

**Table 2. Response rate: Questionnaires**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Respondents** | **Questionnaires distributed** | **Questionnaires received** | **Questionnaires not received** | **Response rate %** |
| Top management | 4 | 2 | 2 | 50% |
| Middle management | 4 | 4 | 0 | 100% |
| Councillors | 3 | 1 | 2 | 33% |
| General employees | 16 | 13 | 3 | 81% |
| **Total** | **27** | **20** | **7** | **74%** |

Source: Field data 2013

In responding to questionnaires provided the management team had a 50% response rate, the general employees had 81% response rate. The middle management responded resoundingly to the questionnaires with a 100% rate of response and the councillors had the least with 33% response rate. Averagely the questionnaires received a 74% response rate which generally means that the data gathered is reliable and useful. Most respondents who failed to attend to the questionnaires excused themselves on the pretext that they were tightly scheduled with work.

**Table 3. Response rate: Interviews**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Strata** | **Total number of interviewees** | **Number of those interviewed** | **Number of those not interviewed** | **Response rate as a %** |
| Top management | 2 | 2 | 0 | 100% |
| Middle management | 2 | 2 | 0 | 100% |
| Councillors | 1 | 1 | 0 | 100% |
| Employees | 5 | 3 | 2 | 60% |
| **Total** | **10** | **8** | **3** | **80%** |

Source: Field data 2013

100% response rate was the mode as it was obtained from the councillors, top and middle management. The employees responded well with a response rate of 60%. A total of 10 interviews were targeted by the researcher but due to various reason provided for the researcher only managed to conduct 8 interviews, thus the total response rate was 80%.

## 4.2 Causes of corruption at NTC

**Fig 1. Causes of corruption at NTC**

Source: Field data 2013

Data gathered from questionnaires reflected that one of the main causes of corruption at Norton Town Council is delayed payment of salaries. 100% of the management team (top and middle) and 87% of the general employees echoed the same sentiments that the Council has not been able to adhere to its conditions of service, especially on part II of the general conditions of service of 1994. This part discloses that salaries are paid to an employee no later than the last business day before the twenty-seventh of each month. However this has not been the case and one general employee said that, *“there is no fixed pay day; our salaries are behind with 3 months.”* It can therefore be noted that NTC like other local authorities in Zimbabwe, as evidenced in chapter II by Mureya (2012:1) where various local authorities like Chegutu and Chitungwiza Municipalities among others are failing to pay their salaries and wages on time, is also facing cash flow problems to pay salaries and wages timely. Such a working environment makes it difficult for the employees to fend for themselves and their families, subsequently engaging in corruption activities like pilferage activities and this is supported by the Civil Society in Development (2012;13) which emphasise that this promotes a wide range of misuse of entrusted funds and power for private gain like theft, fraud, nepotism and others.

60% of the general employees also identified unethical leadership as another cause for corruption. One general employee explained that, *“this is caused by the attitude shown by the councillors as most of them come into office with a mind-set that they have to loot as well as employ their loved ones despite the fact that the Council is obligated to employ people basing on merit.”* This shows that there is lack of political will and commitment from these non-executive directors. In some instances the councillors have also disturbed the proper ruling on the corrupters in a bid to gain some favours thus one of the middle management employees stated that there is need to select top officials who are not themselves corrupt thus referring to the councillors as they are voted into office only on political credentials without considering their backgrounds as well as qualifications. 90% of the managers emphasised that such unethical leadership has caused corruption in the Council with one female manager emphasising that, *“people are not employed on professional basis but on political grounds, so most of the employees are not professionals at all.”*

**Fig 2.** **Salaries and wages ranges for questionnaire respondents**

Source: Field data 2013

Data collected revealed that 31% of the general employees stated that corruption in the Council is also being caused by low salaries being paid to some of the employees. As seen in the table above 35% of the council employees earn below the poverty basket. According to the Consumer Councils of Zimbabwe (CCZ) (2013:2) the food basket (poverty datum line) stands at US$500, 00 per month. In an interview one top manager said that, *“the problem with our council is that we cannot bargain for salary increase since we are not even able to timely pay for the current salaries.”* With such working environment corruption can be high as employees try to make ends meet in unethical ways. 10% of the managers supported this issue of low salaries adding that such a scenario presents itself clearly as a cause for corruption as salaries are not substantial enough to sustain some of the organisation’s employees.

6% of the employees blamed the Council for not having clear cut HR policies to curb corruption for example recruitment and selection policy, reward management policy among others. 15% of the managers also supported this and one of them said*, “I do not think they exist, if they do it is only on paper and not practically.”* Such an operation by the Council makes it a debauched act which facilitates corruption since there is no practicability of these HR policies. One manager however attributed this to procrastination and political interference which is hindering the creation of the other critical HR policies like whistle blowing and anti-bribery policies. The manager spelt out that, *“The Council does not have all HR policies in place; some of the drafts are yet to be brought before the HR Committee for approval and to the full Council for adoption.”* The council has policies on recruitment and selection, reward management and equal opportunity. This is echoed by Armstrong (2006:146) who says that HR policies define the philosophies and values of the organization on how people should be treated, and from these are derived the principles upon which managers are expected to act when dealing with HR matters. One manager emphasised that recruitment and selection of staff is done by the HR Committee with other heads of departments and with an invited someone, experienced in the field being interviewed for. This promotes ethical recruitment and selection of staff. Another general employee also said that on reward management the council is being unfair as salaries are not being reviewed taking into account that the cost of living rise from time to time. The problem the Council is having is that these policies are not being effected and implemented into practice as evidenced by rampant mal-practices in nepotism, low salaries, partisanship and others. They are just there on paper and not being adhered to.

A poor penalty on offenders was also identified as another cause perpetrating corruption. 15% of the general staff echoed that the offenders are not thoroughly punished and some go unpunished and this means that there is lack of proper administered disciplinary measures against offenders. 50% of the management also agreed with the general staff and one respondent said that, *“such inefficiencies in disciplining offenders catalayses corruption in a big way as they go scot-free.”*

Another cause that was identified in the data collected in greediness. Greediness is excessively desire to possess more what one needs or deserves (Oxford dictionary 1994). 30% of the employees attributed this cause to the big wigs in the Council and other middle management staff. One woman said that, *“it is not logical for a highly salaried manager to be corrupt since they earn more and have great benefits and allowances.”* The respondent further on went on to say that, “*there is need for the Council to employ managers who are not themselves corrupt so that they can be able to stop others from doing corrupt acts, thus leading by example*.” 50% of the managers echoed the same sentiments. Such a statement makes it imperative that the managers are driven by gluttony to be corrupt, however their corrupt acts go unpunished as they are the bigwigs thus big flies escape the spider’s web whilst the small flies are caught in the web.

## 4.3 Anti-corruption HR policies in place at NTC.

At NTC the researcher noted various issues of concern concerning the HR policies that fight corruption through interviews and questionnaire session. More over during data collection in most questionnaires provided by general employees highlighted that they are not involved in the formulation of HR policies. 100% of the general employees respondents confirmed this. A top official said, *“The Administration Officer comes up with HR policies, which he/she submits to the HR Committee for approval and to the full council for adoption, the top management will be included as well.”* Policies identified include recruitment and selection, reward management and equal opportunity. Such policies are aimed at promoting ethical practices in the operations of the council.

## 4.3.1 Recruitment and Selection policy

One respondent said that this policy has the aim of making the organisation get qualified staff. Staff posts are advertised in the press and prospective candidates are interviewed and every interviewed individual will be allocated scores by the interviewers. The councillor responded that, *“to promote free and fair recruitment NTC has an HR Committee that works with the various Heads of Departments in interviewing prospective candidates and the council will take the one who will have scored the highest number of marks allocated to him or her by the interviewers.”* The councillor added that sometimes they even invite another experienced individuals from different organisations to be part of the interviewing panel. This is supported by one of the top managers who said, *“this policy has an aim to ethically recruit and select employees basing on professional and academic credentials and relevant experience”* This avoids nepotism and partisanship practices in Council as there is a procedure to be followed in recruiting staff members. This is supported by Slezak (2012:3) who is of the view that a good recruitment and selection policy should be based on principles such as: Respect for diversity, ethical decision making, selection according to merit, equal treatment for all and procedural fairness. However one middle manager also explained that the problem however is that there are some people who over ride these policies to an extent that the policy guidelines are sometimes not followed. The manager gave an example of how council police is recruited and she said that, *“the problem with our council is that the leaders especially the councillors are the ones who are corrupt, they employ their party supporters from their respective wards and their relatives without even looking at the relevant minimum qualifications which promotes corruption.”* This shows how the policy is not being adhered to.

## 4.3.2 Reward management policy

A general employee pointed out that the reward management policy of the council is also another key policy that the council has and it has emphasise on giving employees the appropriate salary which is also due for review where necessary. A top manager said that if the Council manages to pay salaries on time this will curtail corrupt activities since employees will have the money to meet their needs. He went on to say that overally 65% of the employees earn above the $US 500,00 per month except for a few whose grades and type of work determine their salaries below $500,00. Ohio State University (2010:1) supports this by saying that there is the recognition of excellent performance and achievement through the use of rewards that are creative, flexible and meaningful. A middle manager also supported this by saying that, *“The Council pays according to grades which are determined by one’s academic and professional qualification and experiences so those with low salaries do not have more qualifications to be accorded better grades but the council has done well in paying for equal pay for work of equal value which is determined by the grading system.”* This is supported by Armstrong (2006:623) who has it that this policy emphasise on rewarding people fairly, equitably and consistently in accordance with their value to the organization. However another general employee mourned about the salary scale he is getting from the council, he said, *“If i had my pay slip with me I was going to show it to you and you see for yourself what I am talking about, I earn below the food basket (poverty datum line), salaries should be above the datum line for us to survive, this is the reason why some people become corrupt because they will be trying to make ends meet, it is simply demoralising”* Thorpe and Homan (2002:101) thus supports by saying that such rewards can demotivate if not perceived as adequate which has a bearing the performance of the individuals. More so one middle manager said that this policy is not being effective because the rewards are not timely paid by the Council thus people will become corrupt in order to sustain their families. The manager said, *“Our June, July and August salaries are yet to be disbursed into our respective accounts because of low cash inflow”*

## 4.3.3 Equal opportunity policy

One top manager said that this policy emphasise on non-discrimination in the organisation. He said that the council offers identical chances to all employees, regardless of sex, disability, age and others. He even gave an example of the council’s town engineer who is a female technocrat. He said that, *“we provide for equal access to men and women but women generally do not want to excel in higher positions, but you should take note that we have one Director of Engineering who is female, when the vacant arises any employee male or female can apply.”* He went to highlight that women need to rise up and take these high posts, even to be the head of Council (C.E.O). This policy thus promotes non-discrimination against an individual employee which promotes ethical treatment of council employees thus combating nepotism and partisanship as merit is to be considered. Bratton and Gold (2003:69) generally agree that once the race begins, he/she who wins is a function of talent, hard work and competitive drive. This shows that the council does not allow for any kind of discrimination. However one female general staff member said that there is gender based discrimination taking occurrence in various departments but such cases of discrimination are not being brought forwards by victims as they fear to be quarantined for exposing such. Another employee in the finance department also said, *“I am a good example of a gender based discrimination, because when the time came for promotions in 2012 i was left out at the same grade because my supervisor (male) did not want to see me rise in grade and salary thus he did not recommend me to the C.E.O despite the fact that I had graduated with a degree in Computer Science in December 2011.”* This shows that the practicality of such an equal opportunity policy in questionable because in some instances it is not being observed practically as some of the staff are segregated by their supervisors which gives the policies inefficiencies as they just appear on paper.

## 4.3.4 Conditions of service

The data collected from the respondents revealed that the Council has general conditions of service. One manager specifically said that the council has NTC (general conditions of service) Employment regulations of 1994 and they were identified as a critical tool in fighting corruption. One director said that, *“These conditions of service are critical in identifying key issues at this organisation like issue of salaries and allowances, recruitment procedures, penalties, discipline and control, grading scheme, increment, welfare, staff benefits, promotion and acts of misconduct.”* The issues are the ones that help the organisation combat corruption as it is an act of misconduct which calls for certain penalties to be given accordingly. According Bradfordnut (2012:1) conditions of service are terms on which employees are collectively employed. The notion here is that employment regulations provide guidelines for the expected behaviour which thus means that these regulations are there to promote ethical behaviour amongst employees.

Another middle manager explained that*, “the conditions are good to the employees because they provide for neutrality in the working environment as all employees are equally treated and there is a provision for disciplining unethical tendencies like corruption which is referred in the employment regulations as one of the acts of misconduct in part IV of the regulations.”* With this the regulations of employment become a tool critical in promoting ethical behaviour and curb corruption. The effectiveness of these conditions of services and the HR policies will be rated in the diagram below.

## 4.4 The effectiveness of the HR policies and conditions of services in fighting corruption

**Fig 3. Rating of HR policies’ effectiveness by respondents.**

Source: Field data 2013

Those who said the policies are excellent constituted 15%. Effectiveness of HR policies and the conditions of services is measured through the structural and practical adherence to the policies/service conditions, content enshrined in them which promote ethnicity and also the different policies available. One of the technocrats said that the available policies ensure, *“the equal treatment of all employees, rewarding employees for performance as well as -recruiting people basing on their requisite qualifications*.” Such policies avoid corruption activities if they are fully functional and implemented. A top manager said, *“Any practices outside the policies’ jurisdiction should be treated as null and void, so that all practices are ethical and are guided by the policies which lead to the promotion of ethical practices”*

35% of the respondents also said that the policies are good. One director of the council said, *“Policies are dynamic and therefore there is always room for change and improvements to suit the relevant dispensation”* One female general employee supported saying that, *“they are good because they define parameters within which the conduct of employees and operations of employees work.”* One middle manager also emphasised that the policies are good because they are neutral as they do not provide for unfairness in their layout. A female middle manager said, *“The policies reflect procedural and substantive fairness which promotes a good working environment”*

However 50% of the respondents said that the policies are poor. One general hand said the policies are excellent on paper only, but their practicality makes them meagre because they will or are not adhered to even by the management team themselves. The respondent said, *“These policies are good on paper but what makes them poor is that they are not practical thus lacks proper and ethical implementation.”* Another male respondent supported saying that this can be noted by how the operations of council are being conducted without the following of laid down procedures and protocols. He added that activities like nepotism, partisanship, discrimination, late salaries and low salaries among others are clear examples that the policies are not being put in practical action which makes them mere policies with no action taken.

**Fig 4. Ratings of the effectiveness of the conditions of service**

Source: Field data 2013

In this figure it can be noted that 5% of the respondents provided an excellent rating of the current conditions of service. One woman in an interview said that *, “The conditions of service are critical in identifying key issues at this organisation like issue of salaries and wages, discipline, grading, increment and staff benefits that promote an ethical working environment free from corruption because all issues in the conditions of service are aimed at promoting ethical behaviour as unethical behaviour results in disciplinary measures being taken against offenders which is also envisaged in the employment regulations part IV which has discipline and control as well as acts of misconduct that are punishable offenses and this provides for the idea that these employment regulations are key in fighting corruption*.” This is similar to the conditions of service for staff of the local government service which are used in Ghana’s local authorities as provided for by the local government secretariat of Ghana. More so another Central Administration employee said, *“The conditions of service are meant to value each and every employee as a critical stakeholder of the organisation in which the organisation expects them to act in a manner that promotes the development and good reputation of the organisation since it spells out the parameters of expected conduct of employees at work.”*

35% of the respondents rated the conditions of service as good. One female respondent emphasised that the conditions of service define the parameters within which the conduct and operations of the employees work. This gives guideline to the expected ethical behaviour in the organisation. Another respondent emphasised that, *“the conditions of service reflect procedural and fundamental impartiality, which if followed will give the council the capacity to curb corruption because the elements contained in the document promote ethical conduct of employees because they set the basis upon which ethical behaviour, salaries and wages, bonuses, grading to mention but just a few are based. The all encampused aspects are all meant for the proper corporate governance practice.”* A director pointed out that *“the conditions in use were crafted in comparison with other local authorities’ conditions of service thus they noted the effectiveness vividly available in other local authorities which they also put into cognisance.”*

60% of the employees lamented that the conditions of service for the council are poor. One gentleman said that, *“they lack practicability of what is on paper.”* The respondents identified various issues including issues to do with salaries and wages payments as observed in the conditions of service of the Council part II where the conditions stipulate that salaries and wages are paid to an employee no later than the late business day before the twenty-seventh of each month. One finance department respondent said, *“Practically what is happening is dissimilar, the Council is well behind in paying salaries with 3 months and there is no longer any fixed date for the payment of salaries.”* Such a delay catalayses corrupt activities as employees try to fend for themselves. One middle manager thus pointed out to a case in 2012 he said, *“At one time in 2012 council employees downed their tools in a bid to subdue the executives to pay them their salaries. However the strike was downed as illegitimate by the management and work resumed though the issue of salaries was not tackled adequately as the salaries were not paid according to the employers’ grievances and demands*.” Another male respondent in the housing department also argued that the conditions are poor in the sense that the current one being used by the Council is out-dated in relation to the ever changing labour environment of today. The employment regulations in use were registered in the year 1994 which means that need to be revisited for several amendments. Another respondent also said that*, “the conditions of service are not clear on the chain of command which provides room for lack of proper management and accountability on the part of the employees which create leaks for corruption as there is adequate lack of supervision, thus corruption will be discovered way after it has taken place.”* Another general employee also highlighted that, *“Acts of misconduct are not being treated adequately because some other employees’ misconducts are not disciplined or given the appropriate judgment, whilst some are disciplined for their misconducts. It depends on who you are at this Council”*

## 4.5 Problems being faced in the implementation of HR policies and the conditions of service.

All general employees and 3 of the middle managers emphasised that they are not involved in the policy formulation process. One middle manager said, *“It is the prerogative of the councillors, top management and the Administration Officer to formulate policies”* Lack of participation on the party of the employees becomes problematic as at times the Council will fail to fully incorporate what the employees want to be envisaged in the policies as well as the conditions of services. These 2 critical components must be participative in formulations which according to Armstrong (2006:148) help participants understand the philosophies and values of the organization, and how they are expected to behave within that context. They are a means for defining the employment relationship and the psychological contract.

One manager involved in formulation process also gave political interference as another problem this is faced by the Council in the implementation of HR policies and also the conditions of service. He said, *“Such has been an on-going problem and is mainly caused by the councillors mostly as they are politicians from different political ideologies. In a bid by the Council to promote ethics within the working environment the councillors are hindering all the progress for a better Norton town Council free from corruption.”* Data collected from one respondent has it that these politicians themselves are the ones who have the final approval of HR policies and this becomes problematic as some of them do not have the knowledge and also they act subjectively according to the manifesto of their political parties thus in some instances they miss the togetherness that is needed for the progress and catalysing of the formulation and implementation processes.

One top official also said procrastination is also another identified problem. “*The Council seems to be busy with other issues without considering the fact that anti-corruption HR policies and conditions of service need to be amended, adjusted and to be put into practicality so as to conquer corruption. Fire fighting has become the problem at NTC, the Council has no time to address such other critical issues which are being ignored as non-essential leading to adjournment of such other unnoticed relevant issues.”* he said. This can be noted in the out-dated employment regulations of 1994 that are operational at the council to this day, thus elements of ethics infrastructure are not being prioritised.

Another top manager identified insufficient funding as another problem that the council is facing in implementing HR policies and conditions of service. He explained that, *“The council is facing serious cash flow problems, which were worsened by the recent debt cancellation by the central government in which case we still have creditors waiting for us to owe up our dues to them, and such creditors include our employees who are to be paid their July salaries by now.”* With such a phenomena taking place the implantation of the HR policies and the conditions of service becomes highly impossible and it also provides entry for immoral activities.

## 4.7 Summary

The findings gathered by the researcher were presented in this chapter in form of graphs, pie charts as well as further analysed. Issues discussed in this chapter include among others findings on the research objectives and research questions, as well as response rates from both interview and questionnaires. Observations also contributed in this chapter as the researcher observed events at the Council during 2012 where the researcher was doing his work related learning. Chapter V will focus on conclusions, recommendation and recommendations.

# CHAPTER V

# SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

## 5.0 Introduction

This chapter is the last episode of the research project. It has a focus on providing conclusions, summary and also recommendations to the research problem as provided for in the last chapter.

## 5.1 Summary

The research focused on evaluating the effectiveness of the conditions of service and HR policies as anti-dotes of corruption and Norton Town Council was used as a case study. It was driven by the rampant corrupt activities taking centre stage within the local government sector thus it seeks to address this cancer through conducive HR policies as well as conditions of service which are elements of ethics infrastructure. Mitigation measures against corruption are not taken on board thus the Council has continued to suffer from corruption like nepotism, embezzlement, theft, moonlighting and many others which has greatly tarnished the corporate image of the Council as the local government sector has been identified with funds mismanagement, in adequate service delivery among others which ultimately results in losing the investors’ and other stakeholders’ confidence.

In order to carry out the research, research objectives and research questions were outlined in the 1st chapter of the research project. Issues also discussed in the introduction chapter include the significance and relevance of the area of study, limitations and delimitations of the research. All definitions were included. The major purpose of the study was provided in the research objectives these were:

1. To identify the causes of corruption at Norton Town Council
2. To identify anti-corruption HR policies in place at Norton Town Council
3. To evaluate the effectiveness of the HR policies and conditions of services in fighting corruption.
4. To identify the problems being faced in the implementation of HR policies and the conditions of service.

Relevant literature was also discussed in chapter II of literature review. This chapter focused on relevant literature provided for by other various scholars in relation to the study problem with an emphasis on the extracting of accumulated knowledge that is what is learnt from what others have already published. Various themes were discussed and they include: what corruption is, consequences of corruption, common forms of corruption, importance of HRM, HR policies, why HR policies? Anti-corruption HR policies and conditions of service. Information was gathered from secondary sources like textbooks, journals, internet and newspapers among others.

Methodology was also tackled in chapter III and it served to define the methods and procedures used in gathering information for the research and analyse them according to their compatibility and value added to the research. The chapter looked at the sampling techniques, research design, research instruments, target population, sample size, data collection methods, interviews and questionnaires. Sample size for the research was limited to 27 people who included lower level employees, councillors, middle management and the top management. However the researcher collected 20 questionnaires and held 8 interviews. Some of the scheduled participants were absent from work as well as lack of willingness to participate by other employees and some excused themselves because of tight work schedules.

Data presentation, Analysis and Interpretation was also addressed in chapter IV, with the main emphasise on presenting the data gathered by the during the research field work. Data was presented in form of tables, pie-charts and also graphs where relevant to provide for better understanding to the information. Data was collected using questionnaires and interviews. The research basically had it that the majority of the respondents agreed that the conditions of service at the Council are poor as witnessed by late salaries, low remuneration and other negatives that promotes corruption. More so the HR policies were also said to be poor as they are ineffective HR policies at the Council which are not being practical in some cases, which makes it imperative for the Council to immediately address this issue in a bid to fight corruption.

The last chapter emphasise on providing conclusions, summarises as well as recommendations to overall research problem.

## 5.2 Conclusions

From the findings in the previous chapter of Data presentation, analysis and interpretation it can be concluded that:

Causes of corruption at NTC are delayed salaries, low remuneration, politics, lack of clear cut HR policies, poor penalties on offenders and greediness.

Council is using out-dated conditions of service which were drafted way back in 1994.

The identified anti-corruption HR policies in place at NTC are Recruitment and selection, reward management and equal opportunity.

It was also concluded that the HR policies are not effective enough in curbing corruption ,the majority of the employees (50%) rated the available HR policies effectiveness as poor, 35% rated them as good and 15% rated them as excellent.

It was also concluded that the conditions of service are poor in fighting corruption, 60% of the respondents rated them as poor, 35% rated the effectiveness as good and a handful 5% rated them as excellent.

Political interference, procrastination, insufficient funding and non-involvement of employees in the formulation process were concluded as the problems being face by the council in the implementation of HR policies and conditions of service.

## 5.3 Recommendations.

## a) To the Council

* The Council should implement and put to practice HR policies and conditions of service that are vital in promoting ethical standards and make sure that such policies are not only paper based but also that they are practiced.
* The council should pay employees’ salaries in time so as to curb corruption.
* Council should revisit its employment conditions of service for various adjustments and amendments. The conditions of service are out-dated as they were registered in 1994 that is 19 years ago.
* The local authority need create attractive remuneration packages for its employees. The Council should increase salaries for its employees who earn below the poverty basket of US$500. 00 so as to avoid supplementation of income through unethical means
* More so the policy formulation process should also cater for the participation of employees. This promotes employees’ mobilization and involvement which promotes the “ours” attitude which intrinsically instill a sense of belonging and motivation on the employees.
* The council should effect stiff penalties on offenders like dismissal, arrests, demotion among others. Corrupt practices have been rampant because there is lack of adequate penalties on the fraudsters thus more employees have taken the toll in practicing unethical activities.
* The Council should enshrine whistle blowing protection in its conditions of service or to formulate it as a policy thus providing a chance to people with information to unearth corrupt activities.
* The Council should make use of efficient accountability mechanisms like administrative procedures, surprise audits, agency performance evaluations among others.

## b) To the Central Government

* Other elements of ethics infrastructure must be put into use. The National government must make effective use of ethics coordinating bodies for example The Zimbabwe Anti-Corruption Commission should be fully functional in exposing corruption acts in both the public and private sector so as to root out corruption.
* Government should promote an active civil society and probing media which should continue acting as watchdogs on behalf of the public.
* The National Government should make use of an effective legal framework. Laws and regulations which set standard of behaviour.

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**APPENDICES**

# APPENDIX I

## Questionnaire for Management and councillors

I am Gladmore Shiripinda, a fourth year student doing Local Governance Studies at Midlands State University. In partial fulfilment of the requirements of the Bachelor of Sciences Honours Degree, i am carrying out a research titled, An evaluation of the conditions of service and Human Resources policies as anti-dotes of corruption. Case of Norton Town Council. Your opinion as well as commitment will be of great value to this research.

**General Instructions**

**[1**] Answer by putting a tick where options are provided or give details where necessary.

**[2]** Please complete the questionnaire on your own.

**[NB:** Names of participants will not by any means be disclosed to the public.

Information collected shall remain private and confidential and will be used for the purpose of this study only.

1. Gender Female

Male

2. Age category

20-29 30-39 40-49 50+

3. Years of working experience at Norton Town Council

5 and below 6-10 11-20 21+

4. Tick the range of your wages and salaries range in United States Dollars

$351-$500 $501- $600 $601- $800 $801- $1000

$1001 or more

5. Do you know what conditions of service and Human resources policies are? If yes identify any…......................................................................................................................................................................................................................................................................................................................................................................................................................................................

6. How are the policies formulated and do you involve your employees?

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7. What efforts are you making to let employees know of these policies?

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8 a) What is your view regarding these policies? Tick where appropriate and justify

Excellent Good Poor

b) Explain your answer

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9a. How do you rate Norton Town Council’s conditions of service? Tick where appropriate and justify

Excellent Good Poor

b) Explain your answer

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10. Identify the HR policies that assist in fighting corruption

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10. How effective are such policies in fighting corruption?

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11. As a manager what efforts did you take to ensure the successful implementation of these policies as well as the conditions of service?

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12. To what extend do these policies and conditions of service contribute to the prevention of corruption at your Council?

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13. What efforts did you put to ensure safe conditions of service to your employees?

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14. What challenges are you facing in the implementation of Human Resources policies as well as the conditions services?

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15. What do you think are the causes of corruption at Norton Town Council?

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16. What are your recommendations to the Council to fight corruption and to improve the Human Resources policies and conditions of service?

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# APPENDIX II

## Questionnaire for middle management and general personnel

I am Gladmore Shiripinda, a fourth year student doing Local Governance Studies at Midlands State University. In partial fulfilment of the requirements of the Bachelor of Sciences Honours Degree, i am carrying out a research titled, An evaluation of the conditions of service and Human Resources policies as anti-dotes of corruption. Case of Norton Town Council. Your opinion as well as commitment will be of great value to this research.

**General Instructions**

**[1**] Answer by putting a tick where options are provided or give details where necessary.

**[2]** Please complete the questionnaire on your own.

**[NB:** Names of participants will not by any means be disclosed to the public.

Information collected shall remain private and confidential and will be used for the purpose of this study only.

1. Gender Female

Male

2. Age category

20-29 30-39 40-49 50+

3. Years of working experience at Norton Town Council

5 and below 6-10 11-20 21+

4. Tick the range of your wages and salaries range in United States Dollars

$351-$500 $501- $600 $601- $800 $801- $1000

$1001 or more

5. Do you know what conditions of service and Human resources policies are? If yes identify any……………………………………………………………………………………………………....................................................................................................................................................................................................................................................................................................

6. How are the policies formulated?

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7a) What is your view regarding these policies? Tick where appropriate and justify

Excellent Good Poor

b) Explain your answer

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8a). How do you rate Norton Town Council’s conditions of service? Tick where appropriate and justify

Excellent Good Poor

b) Explain your answer

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9. Identify HR policies that assist in fighting corruption at your Council

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10. Do you participate in the formulation of these policies? Yes No

10. What do you think are the causes of corruption at Norton Town Council?

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11. What are your recommendations to the Council to fight corruption?

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Thank you for your time.

# APPENDIX III

## Interview guide for all employees

**Semi- structured interview**

I am Gladmore Shiripinda, a fourth year student doing Local Governance Studies at Midlands State University. In partial fulfilment of the requirements of the Bachelor of Sciences Honours Degree, i am carrying out a research titled, An evaluation of the conditions of service and Human Resources policies as anti-dotes of corruption. Case of Norton Town Council. Your opinion as well as commitment will be of great value to this research.

1. What do you think are the causes of corruption at this council?
2. Do you know what conditions of service and Human resources policies are? Explain more
3. How are the policies formulated and do you participate in the process?
4. What is your view regarding these policies?
5. How do you rate Norton Town Council’s conditions of service?
6. To what extend do these policies and conditions of service contribute to the prevention of corruption at your Council?
7. What challenges are you facing in the implementation of Human Resources policies as well as the conditions services?