



**UNIVERSITY of the
WESTERN CAPE**

**AN EVALUATION OF RECRUITMENT POLICY IN THE PUBLIC SERVICE OF
NAMIBIA: A CASE STUDY OF THE MINISTRY OF ENVIRONMENT AND TOURISM**

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DECLARATION

By submitting this thesis, I hereby declare that the work contained in this thesis is my own original work and that all sources that I have used or quoted have been indicated and acknowledged by means of complete references.



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SIGNATURE

(MR S.D. KAPINGA)

DEDICATION AND ACKNOWLEDGEMENTS

This dissertation is dedicated to the memory of my both late father Damian Kapinga and my loving mother Augusta Kandhe who instilled in me the value of education, discipline and ambition to succeed in life.

My sincere gratitude to my supervisor, Professor Issy U. Ile for her support and constructive criticisms. Without her guidance, encouragement and professionalism I would not have completed this study. I would forever be indebted.

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KEY WORDS

Policies

Advertisement

Selection

Candidate

Competence

Management

Decision

Public

Service

Consistence

ABBREVIATIONS

| | |
|--------|-------------------------------------|
| PSC | Public Service Commission |
| MET | Ministry of Environment and Tourism |
| PS | Public Service of Namibia |
| HR | Human Resource |
| O/M/As | Offices, Ministries and Agencies |
| HRM | Human Resources Management |

ABSTRACT

The primary objective of this study was to evaluate recruitment policies and practices in the MET to determine challenges with the recruitment of competent and qualified candidates, since it is one of the custodians of human resources in the Public Service of Namibia.

Findings of this study revealed that if the PS's well-crafted recruitment and selection policies were to be translated into practice, then the MET would be the employer of choice. This process could be hampered by the decisions taken by short listing and selection panels, which are reluctant to appoint candidates who are better qualified than them.

The MET should create an enabling environment in which communication between management and non-management freely takes place without people being victimised. The findings of the study pointed to the necessity to invoke remedial measures and monitoring mechanisms that would ensure the effective execution of recruitment and selection policies and practices in the public service.

CHAPTER 1: INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

Namibia gained independence in 1990 since then the Public Service of Namibia (PS) comprising of offices, ministries and agencies (O/M/As) has been the major employer in the country. All public institutions need people to enable them to achieve institutional goals and objectives through recruitment. Therefore recruitment can be regarded as central to the state's capacity to deliver on its mandate, which is to deliver services to the people in the Republic of Namibia. In the absence of effective recruitment policies and practices the government is likely to fail to deliver quality service, especially to the poor. The recruitment and selection policy in the Public Service of Namibia aims to provide guidance on the recruitment of staff members suitable to execute the mandate of the offices, ministries and agencies in alignment with their strategic plans. In so doing, the provisions of the Labour Act, 2007 (Act 11 of 2007), the Public Service Act, 1995 (Act 13 of 1995) and the Affirmative Action Act, 1998 (Act 29 of 1998) are adhered to and the mainstreaming of the HIV/Aids multi sector response. It is also aimed at promoting the image of the Public Service through the recruitment process by creating a climate conducive to improving the attractiveness of the Public Service as employer; and satisfying the current and future people resource needs by recruiting persons to the Public Service that was ensure a professional, dynamic, cost effective and service based organization efficiently able to serve the citizens of Namibia.

It is the intention of this study to evaluate the recruitment policies and practices on the selection of most qualified and competent candidates in the Public Service of Namibia with specific reference to the Ministry of Environment and Tourism (MET).

This part of the article provides the background to and motivation for the study. The problem statement, research questions and research objectives and the significance of the study are also provided. A conceptual analysis of key concepts used is also provided in this study. Data collection methods, the sampling method, data analysis and interpretation methods are also provided. This study also includes a discussion of the limitations of the study and research ethics.

1.2. BACKGROUND

The Public Service of Namibia Commission (PSC) was established by Act of Parliament as a Constitutional body, as a custodian of public service policies and an overseer of human resources management in the Republic of Namibia. This oversight principle by the PSC is a *sine qua non* to ensuring compliance with the Act by the heads and senior management staff of O/M/As while they implement or undertake personnel administrative actions. The PSC has initiated visits to O/M/As to increase consultations and raise awareness of the different Acts in the pursuit of eliminating grey areas and misinterpretations of who is responsible for what at any stage of personnel policy management, implementation, monitoring and evaluation.

According to the Chairperson, Mr Amukongo, PSC is perceived to be too slow in recruitments and handling of grievance procedures. Yet, delays occurring in communication between O/M/As and the secretariats are mistakenly credited to the Commission. In order to minimize, if not curtail these grinding delays, it is believed that sensitization and consultations between the Commission and O/M/As should be the norm, Annual Report (2006:8). The researcher was prompted to undertake this research on the grounds of recent investigations conducted by the Public Service Commission as highlighted in their annual reports in which it was revealed that there are serious problems with regard to recruitment of employees in the Ministry of Environment and other government institutions.

Since its establishment in 1990 in terms of the Public Service Act, 1990 (Act 2 of 1990) as amended, the PSC has been mandated by government to provide policy making support through the establishment of norms and standards for human resource management and development, conditions of service and labour relations among other functions. The mandate of the PSC has evolved over the years to incorporate support to national government ministries and regional council in terms of development and implementation of human resource policy which includes recruitment and selection. As this has placed the PSC at the centre of human resource policy, it is selected for this study.

The annual reports of the Public Service Commission pointed out the causes of some of the problems that have manifested themselves in the recruitment and selection processes. Contrary to

the view that nepotism is the root of the problem, as incompetent persons are appointed over more deserving ones, it was found that most institutions do not efficiently follow the policies and procedures. Inconsistent implementation of policies results in delay as well as flawed recruitment and selection processes of staff.

According to studies conducted by Lawrence (2006:40), apart from procedural aspects, there are however substantive issues which merit attention, for example appointing the most qualified and competent candidate in the most appropriate position. If the above doesn't happen, it poses serious challenges because the standards that are set often prove to be inappropriate. Investigation of the Public Service Commission in the annual reports regarding recruitment and selection malpractices have also revealed the lack of detailed institutional internal policies and procedures to inform the objective, fair, equitable and responsible application of recruitment practices. O/M/As also fail to thoroughly consider what skills, competencies and traits are required of candidates for vacant posts before advertising these. As a result there is a failure to structure recruitment and selection in accordance with this criterion.

The reports suggest that pitfalls experienced by O/M/As regarding recruitment and selection continue as long as there are no full compliance of policies on recruitment and selection. Monitoring and evaluation of these policies and procedures is critical for tracking the process and ensuring that problems can be identified and addressed timely. This study also reveals that despite the existence of clear legislative requirements regarding recruitment, government institutions fail to adhere to them or to put in place internal policies. With regard to O/M/As including MET submissions to PSC for recommendations to fill vacant positions or appoint, promote and transfer staff, the PSC Annual Report (2011:23-40) revealed that due to discrepancies:

- In two (2) cases, PSC was not in position to recommend as requested for appointments in management posts,
- In seven (7) cases, PSC was not in position to recommend as requested for appointments of temporary employees on contract in posts management below management,
- In eight (8) cases, PSC was not in position to recommend as requested for promotion to management posts,

- In forty-nine (49) cases, PSC was not in position to recommend as requested for promotion in posts below management,
- In fourteen (14) cases, PSC was not in position to recommend as requested for transfers,
- In two (2) cases, PSC was not in position to recommend as requested for employment of foreigners on contract to management posts,
- In two (2) cases, PSC was not in position to recommend as requested for relaxation of appointment requirements.

You can imagine the impact on public service delivery and institutional performance when submissions to PSC are not recommended or referred back to institutions as a result of inconsistency in recruitment process.

As recruitment and selection play a central role in ensuring the best skills are present in the public service, flawed appointment processes can undermine the development goals as well as slow down the transformation process. Stavrou (2004:63) argues that to achieve its full potential the public service must improve its ability to recruit and select staff more effectively. This means that both human resources officers and managers themselves must enhance their skills in performing this crucial function. A need exists to improve the capacity of managers on human resources matters so that they are able to maximize the human potential in their charge and thus get more positive results from their staff. Efficient recruitment of the best qualified and competent candidates should at all times be the goal. Another challenge that warrants attention is the need to improve the capacity of the human resources divisions. There has been a tendency for such divisions to be generalists, yet the field of human resource has become more sophisticated and complex, which requires levels of specialization (Tlhabanelo 2003:40). It is important for capacity to be dealt with and to receive the attention it deserves. If the division of human resources can provide insightful support to line managers, rather than only ensuring the adherence to prescripts, human resource would be taken more seriously (Tlhabanelo 2003:40).

Lawrence (2006:36) suggests that at the macro level of the state, there needs to be a strategy on how staff can contribute towards attaining the overall goals of government. This is a challenge that requires creative leadership, as members of staff in more junior positions often do not see

the whole picture, and fail to see how their individual performance can contribute to the overall performance of government.

1.3 RESEARCH PROBLEM

Effective recruitment in the Public Service of Namibia is critical in meeting the capacity challenge of the state which is to deliver quality services to the public. Incorrect decisions at the recruitment level are likely to manifest themselves in non - performance or poor performance over a period of time, which can be costly and undermine service delivery. Inappropriate decisions regarding recruitment reflect on the credibility of PS as an employer committed to objective and transparent recruitment practices. Therefore, the research problem for this study is to determine challenges regarding recruitment process of the best competent and qualified candidates in the Ministry.

1.4 RESEARCH QUESTIONS

Through application of primary and secondary sources and research methods, the following research questions, which could herald possible solutions to the problem, were pursued:

What are the theoretical foundations, concepts, characteristics, theories and approaches and classifications necessary to understand and determine the challenges of recruitment of qualified and competent candidates?

What is the nature of recruitment policies and practices in the PS?

What are the role, function and contribution of the Subdivision Human Resource Management within the Ministry in the recruitment process?

What mechanisms are in place to monitor the implementation of recruitment policies and practices in the Ministry and how do theories on recruitment and selection compare to the recruitment and selection practices?

1.5 RESEARCH OBJECTIVES

The main purpose for undertaking this study is to evaluate recruitment policies and practices in order to determine challenges faced by the Ministry of Environment and Tourism in recruitment.

In order to answer the research questions of this study the objectives are as to:

- Clarify theoretical foundations, concepts, characteristics, theories and approaches and classifications necessary to understand and evaluate recruitment practices and policies in the public service.
- Determine the nature of recruitment policies and practices in MET through an empirical investigation to determine how staff members perceive recruitment policies and practices in PS.
- Investigate the role, function and contribution of the Subdivision Human Resource Management in the recruitment process.
- Provide clarity on mechanisms to monitor the implementation of recruitment policies and practices in the Ministry.

This study also aims to make relevant recommendations for improvement purposes.

1.6 SIGNIFICANCE OF THE STUDY

Although numerous scholarly studies have been conducted in the area of recruitment and selection in general, researchers have not investigated the perceptions of public officials in the Public Service of Namibia, MET in particular with regard to recruitment policies and practices. The closest to this aim is the study by Mphelo (2006:28) who focuses on the effects of recruitment of public managers in the provincial government of the Limpopo Province in South Africa. He reveals in his study that recruitment policies and practices were manipulated in order to appoint favourable candidates at the expense of more competent and qualified candidates and as a result incompetent and unqualified managers were employed by the provincial government.

Other completed research within this field of the research topic is conducted by Stavrou during 2004 is an exploratory and descriptive study of recruitment, training and retention. The concept of recruitment and selection in human resource management is also explored by Tlhabanelo in 2003.

1.7 CONCEPTUAL ANALYSIS

Conceptualization in the context of this study refers to both the clarification and the analysis of key concepts in the study and also the way in which one's research is integrated into the body of existing theory and research. Key concepts relevant to the study are analyzed in the following subdivisions.

1.7.1 Recruitment

Recruitment and selection are the two phases of the employment process. Recruitment is the process of searching the candidates for employment and stimulating them to apply for jobs in the organization. The basic purpose of recruitments is to create a talent pool of candidates to enable the selection of best candidates for the organization, by attracting more and more employees to apply in the organization. Recruitment can also be defined as a set of activities and practices used for the primary purpose of legally identifying, advertising of the vacant posts, choosing, interviewing and appointing of the candidates. The activities are carried out to provide the employer with a pool of qualified potential individuals from which judicious selection for the most appropriate applicants can be made for filling vacancies in the organization.

A literature review indicates that recruitment and selection are regarded as integrated activities and where recruitment stops and selection begins is a questionable point (Beardwell et al., 2004). This is supported by (Erasmus et al., 2009:207) describing recruitment as those activities in human resource management which are undertaken in order to attract sufficient job candidates who have the necessary potential, competencies, and traits to fill job needs and to assist the public sector institution in achieving its objectives. Candidates can be attracted internally or externally through various recruitment methods (Arthur, 1998:47).

As defined above, recruitment can also be regarded as a process of building a pool of potentially qualified applicants. At the same time as selection is seen as a set of activities concerned with predicting which applicants was make the most appropriate contribution to the organization in view of the present and future human resource requirements (Beardwell et al., 2004).

The recruitment and selection process consists of two distinct but dependent parts namely, the advertising of posts and the interviewing and selection part.

1.7.2 Recruitment practices

Recruitment and selection is a foundation of human resource management practices and its proper implementation is critical to achieve organizational strategic goals. Shafritz (2004:88) defines a practice as a customary way of operation or behaviour. “Practice” may also be used to refer to certain profession-based businesses (e.g. law practice, medical practice). Shafritz (2004:88) further argues that practice can also refer to a certain tradition in doing some jobs. For example, people who study a subject like linguistics can refer to the “British or European practice in linguistics” as opposed to the “American practice” in the field. Practice and tradition are linked to schools of thought or philosophy. In the context of this study a recruitment practice is a set of principles and standards that guide O/M/As when undertaking recruitment exercises. In addition it involves the way in which the recruitment process is undertaken in an institution and a tradition in doing recruitment.

1.7.3 Selection

Selection is a process of finding the most suitable individual to fill a vacancy. The process involves the series of steps by which the candidates are screened for choosing the most suitable persons for vacant posts. In other words the selection process entails drawing up a list of all applicants whose applications were received before or on the closing date of advertised posts. In most cases the prospective employer receives a lot of applications even from people who do not meet the advertised requirements. The list is presented to the short listing committee which is responsible for selecting the most suitable candidates. Through this process some applications are eliminated, thus only limited number candidates are interviewed.

The aim of interview is to determine the potential candidate for the vacancies and make recommendation of the Ministry for the consideration of the Public Service Commission. The selection process is only finalized when the accounting officer which is the Permanent Secretary issues a letter of appointment, promotion or transfer to the successful candidate; this is done on receipt of the recommendations of PSC. This whole process is aimed at determining whether potential candidates have the necessary competencies to fill the vacancy and choosing the best candidate. The competences of the applicant versus the requirements of the job are taken into account during the selection process (Erasmus et al, 2000:311).

According to Lloyd and Felise (1994: 77 – 101) the standard for merit and equal employment opportunity (EEO) are set on the federal level by the requirement of the Civil Service Reform Act of 1978. It is argued that the requirement should be from qualified individuals from appropriate sources in an endeavour to achieve a workforce from all segments of society, and selection and advancement should be determined solely on the basis of relative ability, knowledge and skills, after fair and open competition, which assures that all receive equal opportunity. They noted further that tests applied by public employers with merit systems usually involve some combination of the following components: (1) minimum qualification requirements, (2) evaluations of training and experience, (3) written tests, (4) performance tests, (5) oral examinations, and (6) background investigations for every position or category of positions. Applicants are evaluated and ranked according to their scores or outcomes on one or more of these tests. Nel (2002: 277 – 285) points out that in the process of determining the need for an employee, an organization should therefore ensure that proper job analysis process yield valid information regarding what the job entails and what type of person in terms of capabilities and competencies was be required. He also notes that improper selection practices may lead to low productivity, unhappy employees, conflict and costly disputes and labour unrest, in addition to poor work performance and possibly even legal battles that may flow from dismissals based on incapacity.

1.7.4 Competence

Competence (or competency) is the ability of an individual to do a job properly. A competency is a set of defined behaviours that provide a structured guide enabling the identification, evaluation and development of the behaviours in individual employees. Sanchez and Heene (2005:62) define competence as the ability to perform an actual occupational role. It is therefore a particular kind of outcome which focuses on the ability to do something in a real context rather than mere possession of knowledge or skill. It also involves owning skills and being able to transfer the skills to many other situations. In other words it calls for flexibility and adaptability at work and aptitude for planning work and problem solving and for using those occupational skills needed to do the job. On the other hand competence is the capacity for continuous

performance within specified ranges and contexts resulting from the integration of a number of capabilities.

1.7.5 Qualified

In the context of this study “qualified” means holding appropriate documentation and being officially on record as qualified to perform a specified function or practice or having a specified skill depending on the type of qualification. It also involves meeting proper standards, requirements and training for an office or position or task (Sanchez & Heene 2005:72-73).

1.7.6 Candidate

According to Shafritz (2004:35) a candidate can be defined as one who offers himself (or herself) or is put forward by others as a suitable person for an office. A candidate can also be defined as a person applying to a position for a job opening. A candidate can also be defined as a person who has been selected for an interview by a selection committee of an institution. In the context of this study a candidate can be defined as a person seeking or being considered for a position in an institution.

1.8 RESEARCH ETHICS

This research study observed and adhered to the ethical standards and issues with regard to: voluntary nature of participation and the right to withdraw by individual employees from the process. The research shall maintain the confidentiality of data provided by individuals or identifiable participants and their anonymity. Data collected and information was be exclusively used for the purpose of this academic work.

1.9 CONCLUSION

This chapter has introduced the study, identified and provided a framework within which to explore recruitment policies and practices in the Ministry of Environment and Tourism. The next chapter was provide a more extensive background for the following chapters and reviews the range of core theoretical foundations, concepts, characteristics, theories, approaches and classifications necessary to understand and evaluate recruitment practices and policies in the Public Service of Namibia.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

The previous chapter provided a general introduction to the entire study. It included an introduction and background for the study (in order to provide context) the problem statement, research questions and therefore, by implication, the objectives of the study, as well as the significance of the study. It also covered analysis of key concepts, limitations and research ethics for the study.

This chapter provides a more extensive background for the following chapters and reviews the range of core theoretical foundations, concepts, characteristics, theories, approaches and classifications necessary to understand and evaluate recruitment practices and policies in the public service.

2.2 DEFINING “RECRUITMENT”

According to Erasmus *et al* (2005:206) recruitment can be defined as “those activities in human resource management which are undertaken in order to attract sufficient job candidates who have the necessary potential, competencies and traits to fill job needs and to assist the public service institution in achieving its objectives”. On the other hand Cloete (1997:113) defines recruitment as about making sure that qualified people are available to meet the employment needs of government. Ineffective recruitment precludes any chance for effective candidate selection because when recruitment falls short, selection must proceed with a pool of poorly qualified candidates. The task of recruitment is to generate a sufficient pool of applicants to ensure that there are people available with the necessary skills and requirements to fill positions as they arise.

According to Cherrington (1995:192) recruitment is a process of attracting potential job applicants from the available force. Recruitment can also be defined as the process of exhausting all the sources for finding prospective employees. It is the process of finding suitable employees and stimulating them to apply for jobs in the institution. Its objective is to increase the selection

ratio that is the number of applications per job opening. While, Ivancevich (1992:208) define “recruitment” as “that set of activities an organization uses to attract job candidates who have the abilities and attitudes needed to help the organization achieve its objectives”. Therefore recruitment can be defined as a process of attracting the best candidates that fit the job requirements. The next section defines and discusses selection.

2.3 DEFINING “SELECTION”

Swanepoel *et al* (2003:311) defines “selection” as the process of trying to determine which individuals was best match particular jobs in the institutional context, taking into account individual differences, the requirements of the job and the organization’s internal and external environments. Gerber *et al* (1992:235) defines “selection” comprises the choosing from a number of candidates a person who, in the opinion of the selector, succeeds in meeting the required standard of performance.

Robert (2005:77) argues that “selection” is basically a task of prediction. It presupposes a screening and sorting procedure in the course of which the candidates with the least potential are separated from those with the most potential. Selection is a complex procedure that comprises the following: collection of information, coding, interpretation retrieval, integration of information and decision -making.

Swanepoel *et al* (2003:311) argues that “selection” is based on individual differences between human beings that is on the fact that attributes differ greatly from person to person, each individual possessing unique traits and abilities. Essentially, selection is then the prediction of the future in terms of individual differences of individuals, the requirements of the job and the internal and external environment of the institution. Selection requires information about the job or work in question and about the knowledge, skills and abilities needed to do the job successfully. Selection decisions therefore require one to know how such knowledge, skills and abilities can be assessed, which makes the proper use of predictors in selection very important. Obviously, this is not an easy task. In view of the complexity of the task, public service employers need to take it seriously beforehand to avoid possibly enormous and incalculable costs

due to faulty employee selections. Therefore selection can be defined as a process undertaken to identify a match between an individual and the job.

2.4 RECRUITMENT AND SELECTION

The previous section defined recruitment and selection. This section discusses theories related to recruitment and selection in order to understand and evaluate recruitment policies and practices in the public service. It also pays attention to decision-making approaches or models because they form part of recruitment and selection processes.

2.4.1 Institutional theory

Glover and Rushbrooke *in* Masete (2006:58) argue that institutions have certain features in common, with each possessing an identity such as a name, an objective, a written constitution, a list of employees and methods of replacing and recruiting new employees to ensure continuity. These institutions have certain characteristics in common such as institutional objectives, the use of employees to achieve the task, a form of structure to coordinate the people expected to achieve the objective, and a changing environment to operate within.

In this respect review of institutional theory, focus was directed to the uses and limits of rationality in Public Administration as put forward by the formal theories of organization. Particular attention was therefore given to the two key features of the rational systems theory, namely goal specificity and formalization. In addition, the review paid attention to the development of the rational systems theory as advocated by classical writers such as Taylor (scientific management theory) and Simon (decision making approach). Attention was also directed to the views flowing from the rational, natural and open systems approaches to institutional theory.

2.4.2 Institutions as rational systems

According to Scott *in* Masete (2006:58–62) institutions are viewed from rational perspectives as instruments designed to attain specific objectives. The extent of their efficiency and effectiveness depend on many factors that are explained by the concept of rationality structures. Rationality in this context refers to functional rationality – that is the manner in which a series of actions are

organized in order to lead to predetermined objectives with maximum efficiency. From this point rationality refers to the means necessary to achieve objectives rather than how they are selected. According to advocates of the rational systems approach, there are essential elements or key features of this approach, namely goal specificity and formalization that helps to distinguish institutions from other types of collectivists.

According to advocates of the rational systems approach, goals are viewed as conceptions of the desired ends, with such conceptions varying in terms of the precision and specificity with which the criteria of desirability were formulated. The specificity of goals assists in providing a clear criterion for selection among alternative activities. This means that, where there is no clear preference ordering among alternatives, there is no possibility of any rational assessment and choice. These theorists note that specific goals do not only supply criteria for choosing among alternatives, but also guide decisions about how institutional structure should be designed. Through the specific goals the task to be performed, the calibre of employees to be recruited, and the ways in which resources are to be allocated among participants are clearly specified. Consequently, it has been considered generally more difficult to design a structure in an attempt to pursue more general or diffuse goals (Scott 2005:59).

Formalization as a key feature of institutions has its existence assumed and its importance presumed by all rational theorists. According to the rational systems view a structure is regarded as formalized where the rules governing behaviour are precisely and explicitly formulated and where the roles and role relations are prescribed independently of the personnel attributes of individuals occupying positions in the structure. The advocates of this school of thought view formalization as a way of standardizing and regulating behaviour in an attempt to make the structure of relationships among a set of roles and the principles that govern behaviour in the system more explicit and visible. As such an institutional structure is viewed as a means or instrument that could be modified whenever it is necessary in order to improve performance. The formalization of structures creates room for processes of succession, where there is the movement of individuals into and out of offices, which could be reutilized and regularized so that one appropriately trained person could replace another with minimal disturbances to the functioning of the organization (Scott 2005:63).

Finally, the rational systems theorists consider the formalized structures as having been rendered independent of the participation of any particular individual, which means that it is of less importance to recruit more competent and qualified individuals in high positions. The power and influence of leaders could be determined in part by the definition of their offices and should not be made a function of their personal qualities or competence (Scott 2005:64).

2.4.3 Rationality in public institutions

There are schools of thought whose viewpoints of the rational systems approaches are worthy of being highlighted because of their contribution to recruitment and the selection of personnel to enhance organizations in their effort to achieve specific goals and objectives. These schools of thought are the Universalist school of management by Fayol, Weber's theory of bureaucracy, and Simon's decision-making approach.

2.4.4 Universalist school of management

The Universalist school of thought led by French industrialist Fayol and followed by his disciples such as Gulick and Urwick search for administrative principles which could be applicable to organizations in all spheres of life.

Fayol *in* Pugh (2000:140) suggests that his principles should be treated only as guidelines, even though many people treat them as golden rules. The principles are: division of command, centralization, order, equity, initiative and *esprit de corps*. For the purpose of this study, particular attention was paid to order and *esprit de corps*.

According to Fayol *in* Pugh (2000:144) order subscribes to the formula of material things: there is a place for everything and everything in its place. Perfect order can be attainable where the place is suitable for the employee and the employee for the place, hence the English idiom "the right man in the right place". Social order presupposes the successful execution of the two most difficult managerial activities, namely good organization and good selection. In addition, social order is said to demand precise knowledge of the human requirements and resources of the concern and constant balance between these requirements and resources.

Esprit de corps is a principle according to which harmony, which provides for a favourable environment for union among the personnel of an institution, serves as great strength for that institution. As such, in recruiting and selecting competent and qualified candidates real talent is required for coordinating effort and encouraging keenness.

2.4.5 Weber's theory of bureaucracy

According to Morrison (2006:378–386) Weber who was an influential German sociologist, viewed bureaucracy as a special form of administration that is fully developed in what he terms “the modern state” in “the most advanced institutions of capitalism”. These forms of institutions have gradually been displacing traditional administrative systems.

Morrison (2006:380) argues that by observing the roles of officials within the legal-rational authority structures, one could identify the distinctive characteristics of bureaucracy, which is: a clear hierarchy of officials, clearly defined responsibilities and spheres of authority and officials appointed on the basis of merit (their competency and qualifications) to carry out their functions. In addition, there exists a unified system of discipline and control which is based on a relatively fixed body of established rules and standardized procedures.

2.5 DECISION-MAKING APPROACHES

In his work on decision-making approaches, Simon *in* Masete (2006:75) argues that goals affect behaviour only when they enter into decision-making about how to behave. Again according to Simon *in* Masete (2006:75) goals provide the value premises that underlie decisions, which mean that these value premises are assumptions about what ends are preferred or desirable. These value premises that are assumptions about the relation between means and ends are combined in decisions with factual premise. He further argues that the extent to which value premises are precise and specific, determine the effect of resulting decisions, since the specific goals clearly distinguish the acceptable from unacceptable alternatives. As such it is normal for participants higher in the hierarchy to make decisions with a larger value component, whilst participants

lower in the hierarchy make decisions having larger factual components. This means that those closer to the top make decisions about what the organization is going to do, whereas those in lower positions are most likely to be allowed to make choices as to how the organization could best carry out its tasks.

According to Simon *in* Masete (2006:78–79), institutions encourage decision makers to settle for acceptable as opposed to optimal solutions, attending to problems sequentially rather than simultaneously, and to utilizing existing tricks of action programs rather than to develop novel responses for each situation. The fact is that specialized roles and rules, information channels, training programs and standard operating procedures, could all be viewed as mechanisms for restricting the range of decisions by each participant in making appropriate decisions within that range.

In terms of Simon *in* Masete's (2006:80) conception of bounded rationality, institutional decision-making provide integrated sub-goals, stable expectations, required information, necessary facilities, routine performance programs and in general, a set of constraints within which required decisions can be made, with institutions supplying these to participants. It is therefore argued that this model could be used to explain how the very structures developed to promote rationality, could have the opposite effect under certain circumstances.

It could be argued that the position of different schools of thought on the question of institutions as rational systems, perceive structural arrangements within institutions as tools deliberately designed for the efficient realization of ends. All of them focus on the legally prescribed structures, that is, on the specificity of goals and formalization of rules and roles. These theories on institutions as rational systems have their own limits and all of them take notice of the effect of the larger social, cultural and technological context of the structure of the institution.

2.5.1 Rational systems model

According to systems theorists, institutional boundaries contribute to the institutional rationality. In this particular case, reference is made of the characteristics of bureaucracy which are identified as defining rational legal systems. These characteristics, such as the stipulation that

officials should be appointed by free contracts based on their competence and qualifications are intended to ensure that selection criteria are institutionally relevant, and that the selection process would be relatively free from the influence of other social affiliations, whether religious, economic, political or familial. These theorists view external identities of individual participants as relatively insignificant and view it primarily as a problem to be managed by appropriate recruitment criteria and control mechanisms (Morrison 2006:379).

2.5.2 Natural systems model

According to the naturalist systems theorists, it is impossible for any organization to completely eliminate sources of disturbances such as social qualities, externally validated roles, qualities and interest. According to theorists goal-attainment considerations are secondary to survival. They argue that many participants are recruited precisely because they possess extra institutional characteristics viewed as valuable to that end. What is viewed as a strategic question by these theorists facing all institutions was how to recruit in the service of the institutional goals (whether attainment or survival), while avoiding or minimizing the danger of becoming captives to participants' external interest or personal agenda (Morrison 2006:380).

In contrast to the open system model, both the rational and natural systems models insist that organizations as a condition of their existence have to distinguish themselves from their environments. The argument is that without any distinguishable boundaries there could not be any institution as the term is understood (Morrison 2006: 380).

In view of the above different theoretical points on institutions as rational systems, the question of structural arrangements within institutions is conceived as a tool deliberately designed for the efficient realization of ends. All these schools of thought focus on the legally prescribed structure that is specificity of goals and formalization of rules and roles.

Robbins and Decenzo (2001:184) argues that to a great extent the quality of the institutions is dependent upon the quality of people it employs, which implies recruiting competent and qualified employees that can perform tasks successfully. What this means is that recruitment and

selection decisions, policies, practices and procedures are critical in ensuring that institutions recruit and select competent and qualified candidates.

2.6 RECRUITMENT PROCESS

According to Van der Westhuizen (2005:220) the following steps are usually followed in the recruitment process. It should however be noted that since public sector institutions have different needs, recruitment processes have to be adapted to suit each institution's specific requirements.

According to Erasmus *et al* (2005:221) before recruitment is considered, it must be determined whether a genuine need exists for the post to be filled. The departments need to ensure that the decision to recruit is substantiated with facts obtained from valid management information. In the Public Service Staff Rule B.II of 2012, it is recognized that HR planning should precede any recruitment action in the public service. Among other things, this involves forecasting the institution's HR needs, job analysis, and budgeting for relevant posts. In view of the many legal provisions that have to be met, recruitment and selection is a highly formalized process. The effectiveness of the process is dependent on the efficient manner in which it is executed and managed.

Erasmus *et al* (2005:221) argue that it is very important that departmental heads, HR specialists and line function employees should be full partners in the process to verify the need for recruitment in cases where it has not been initiated by them. Internal promotion of staff can be considered as an alternative to recruiting. When it is clear that internal promotion of staff or deployment is not a viable option in terms of filling the vacant post, the recruitment process can be started.

2.6.1 Approval of human resource budget and level of appointment

Swanepoel *et al* (2003:145) argue that the first step in the recruitment process is to obtain the necessary budget approval for the post you are recruiting for. They further argue that employing a person has major cost implications for the institution. Therefore, it is important to consider the budget, broader institutional plans and guidelines for recruitment. Senior management must give

approval for a post to be advertised. This was ensuring that recruitment is aligned with broad institutional and HR plans. This step provides the employer with the opportunity to reconsider the overall recruitment strategy and to consider alternatives to recruitment, such as overtime and outsourcing.

2.6.2 Compilation of job descriptions and specifications

Swanepoel *et al* (2003:146) state that it is important that the job description provides accurate reflection of job activities primarily because it is a starting point for all recruitment activities. A job description was assisting the recruiter to determine the exact nature of the vacant post (i.e. duties, purpose and responsibilities). On the other hand, a job specification was assisting the recruiter to provide a full profile of the incumbent of the post (skills, experience, qualification and abilities). The public sector institutions encounter problems when job descriptions and job specifications have not been compiled and post content has not been updated. It is thus important that these processes are completed in time to avoid unnecessary hiccups and to allow for the smooth running of the recruitment process.

2.6.3 Establishing key performance areas for the job

According to Erasmus *et al* (2005:221) this step is a natural outflow of the previous step. Key performance areas refer to those aspects of the job which are crucial for the success of the job, and they normally focus on outputs and not on job activities. The recruiter needs to be objective when determining key performance areas so as to provide the selection panel with insight into the actual job requirements. This may form part of a job description.

2.6.4 Consulting the recruitment policy and procedure

According to Erasmus *et al* (2005:220) the recruitment policy and procedure document should be a crucial element that provides guidance to the selection committee and should be consulted. This document should be consulted in conjunction with relevant legislation that guides the recruitment and selection of candidates in the public service. Such legislation includes the *Public Service Act 13 of 1995*, the *Labour Act 11 of 2007* and the *Affirmative Action Act 29 of 1998*. The recruiter should bear in mind broader institutional plans when consulting this document. In addition, this document should reflect the institution's views regarding the approach and

procedures to be followed in the institution and could include steps in the recruitment process. The policy and procedures document was indicating, for examples whether recruitment should be done internally or externally and was specify the cost limitations. This document is, however, a dynamic document and must be reviewed as and when required.

2.6.5 Methods of recruitment

Erasmus *et al* (2005:223) argue that the success of recruitment sources should guide the recruiter about the source to be selected and this should begin once the recruiter knows the type of person he or she is looking for. The recruitment policy may provide an indication of whether the person should be recruited internally or externally and once this has been ascertained, the recruiter was make a choice of one or more sources (depending on the group or person required). It is good policy to try to recruit internally first of all and then, if a suitable candidate cannot be identified, to channel the recruitment effort externally. In certain cases, recruitment had to be done externally for example when a pool of new employees is required (such as internships).

2.6.6 Deciding on a method of recruitment

According to Van der Westhuizen (2005:118) traditional recruitment methods such as newspapers and internal circulars have proved to be successful in public service institutions. However, other methods should also be considered. In the majority of cases sources of recruitment may provide an indication of the best method to be used. It is imperative that the recruiter should guard against being accused of discrimination through the use of one method to the exclusion of other methods. This could be totally unintentional, for example the use of online recruitment which excludes potential applicants who do not have access to internet facilities.

2.6.7 Application of recruitment methods

At this stage, the recruitment methods agreed upon must be applied. For example, in the case of online advertisements, the planned advertisement must be uploaded on the website of the recruiter to prevent embarrassment to the public service institution and to potential employees. An advertisement should for example, specify the following:

- Job title.
- Place to be stationed.

- All-inclusive package.
- Contact person to whom enquiries can be addressed.
- Closing date.
- Term of appointment, if this is to be specified and
- Notice to the applicants that the successful candidate was is required to enter into a performance agreement and employment contract (Erasmus *et al* 2005:235).

2.6.8 Allowing sufficient time for responses

Erasmus *et al* (2005:236) argues that it is important that the recruiter allows reasonable time for potential candidates to apply. This was allowing the recruiter to attract as many potential candidates as possible. In terms of Recruitment Policy, advertisements within and outside the Public Service, should as far as is possible be done, at the beginning of each month with the closing date by which applications must be received within four weeks. Advertisements in the media should be placed on days of maximum circulation (usually Fridays) to achieve maximum exposure.

2.6.9 Screening of applications

At this stage of the process particulars of applicants are compared with the requirements as per job specifications. Candidates who do not meet the minimum requirements must be separated from those who have the potential of being appointed. Screening should take place according to the initial criteria set for the job. It is important for recruiters to guard against any form of injustice against the applicants as prescribed by the Public Service Act 13 of 1995, which stipulates that applicants cannot be discriminated against on the basis of age, sexual orientation and other forms of discrimination. During this step, the recruiter may also screen applicants on the grounds of already completed application forms or curriculum vitae (Swanepoel *et al* 2003:150).

2.6.10 Short listing of candidates

Foot and Hook *in* Erasmus *et al* (2005:118) state that at this stage of the process a shortlist of possible candidates should be drawn up by the relevant committee. The shortlist of potentially

suitable applicants must be forwarded and discussed with the relevant department or unit's head before proceeding to the selection interviews. In summary, here are some of the basic requirements to be taken into consideration when compiling a shortlist and this list should be guided by the recruitment policy of the institution:

- At least two people must be involved independently in compiling the shortlist. This should include an HR representative and the relevant manager under whose establishment a post is advertised.
- Each person must give a clear indication where applicants do not meet the requirements regarding knowledge, skills, and competencies.
- Each person must classify the applications into predetermined categories of “acceptable”, “possibly acceptable”, and “unacceptable”.
- Each person must rank the acceptable applications in order of suitability.
- A specific choice must be made to determine which applicants would be invited for interviews (Erasmus *et al* 2005:118).

According to Van der Westhuizen (2005:118) the inputs made by the short listing committee constitute sensitive information and must be treated as confidential. The shortlist information should under no circumstances be discussed with colleagues.

2.6.11 Thanking applicants for applying

It is ideal to advise all applicants as soon as possible of the positive outcome of their applications. However, the cost involved in responding to unsuccessful applicants cannot be justified. Therefore it is not advisable to respond to unsuccessful candidates. The best thing to do is to indicate in the advertisement that you thank all of them for applying for the post and if no response is made within a certain time period they should regard their applications as unsuccessful. Once the short listing process has been completed qualifying candidates are invited to interviews. This process was discussed in the next section, which deals with the selection process.

2.7 SELECTION PROCESS

According to Robert (2005:99) the purpose of selection is to match people to work. It is the most important element in any institution's management of people, simply because it is not feasible to optimize the effectiveness of HRs by whatever method, if the quantity or quality of people is less than the institution's needs. In the twentieth century selection was primarily concerned with matching people to specific jobs. However, in the twenty-first century the importance of flexibility and the rapid pace of change make it more important to look at matching work in the wider context. It has now become necessary to look beyond the skills for the specific job in hand in assessing people, and to look at the potential range of matches for the person. Such matches include culture, personality, and movement in and out of the institution and interaction with a wider range of potential colleagues.

2.7.1 Selection strategy

Erasmus *et al* (2005:237-238) argues that it is crucial to decide on a selection strategy before embarking on the selection process. Every aspect of the selection process is directed at deciding which determinants of work performance to measure and which selection techniques to use. Whatever selection technique is utilized, the adoption of a well-thought out deliberate strategy is required. Erasmus *et al* (2005:237-238) further argues that there are various selection strategies to choose from. The first to be discussed is called the "knowledge, skills and abilities" (KSA) strategy. It is commonly used in the public sector and it involves reviews of an applicant's educational background and work experience. This information is obtained from the application form and from the applicant's curriculum vitae. This strategy may include the testing of applicants for specific knowledge, skills and abilities. However, the disadvantage of this strategy is that it reveals very little about the applicant's soft skills such as typing skills.

The other strategy is known as the "track record" strategy. This strategy relies primarily on the assumption that past performance is the best predictor for future performance. This strategy can be construed as the reviewing of application forms submitted and interviewing of candidates. The apparent objective of both these strategies is that they determine whether specific results have been produced in similar work environments. The disadvantage of this strategy is that work experience obtained at a previous workplace is not similar to demonstrated performance during

an interview. Likewise, educational knowledge may indicate little more than the ability of a candidate to do well in a work environment. Selectors should note that using this strategy is not appropriate for filling entry level positions.

According to Erasmus (2005:238) aptitude strategy makes use of a test (aptitude test) to measure certain traits of individuals. The objective with this strategy is to determine what kinds of work an applicant is best suited for. The assumption here is that applicants with an interest in particular kinds of work were being highly motivated to perform well in those areas of interest. Because an aptitude test does not give an exact indication of efficient future work performance it is not preferable in the public sector.

Finally, work sample strategy is considered. This strategy involves measuring a candidate's performance on selected basic tasks. For example a candidate applying for a secretarial job may be asked to complete a typing test. This strategy is receiving more attention because of its accuracy in predicting future work performance.

2.7.2 Preparation for interviews

Before conducting interviews thorough preparation should be undertaken. This includes appointing a selection committee and the selection of an interview panel. The composition of the selection panel is informed by the recruitment and selection policy and also by the Affirmative Action Act 29 of 1998. The selection panel should be representative of all management and must also reflect gender and race in that particular institution. For instance if there is sixty percent of women in management positions in the department, this must be reflected in the selection panel. If not so, this might create doubts about the choice of candidates that was be selected by the panel and employees was perceive the selection panel as leaning more towards their own gender and race choices of candidates.

2.7.3 Conducting interviews

According to Robert (2005:120) interviews are the most frequently used selection technique and it is very unusual for candidates to be appointed without interviews. Interviews may either be structured or unstructured. The unstructured interview generally takes the form of a free-ranging

discussion, sometimes with the interviewer using a set of favourite questions but giving the interviewee free rein to answer in a general way. In an unstructured interview, the interviewer uses his or her own judgment about the overall performance of the candidate in deciding whether or not they match the role. The unstructured interview is the most commonly used interview. It is frequently used by professional and selection agencies that are confident in their ability to assess the candidates without the constraints of a structured interview. Research suggests that the unstructured interview is only half as effective as a structured interview.

The structured interview is focused on a set number of clearly defined criteria, usually competencies. The questions are carefully structured to obtain specific information about the criteria and the answers are scored against a consistent scoring range. The structured interview may be a situational or behavioural interview. In situational interviewing candidates are presented with a future hypothetical situation and asked to explain how they would deal with it. The answers are assessed for evidence of relevant ability. In behavioural/experience interviews, the questions are aimed at drawing out past examples of behaviours, linked to specific competencies (Robert 2005:221).

The interviewer compares the answers to positive and negative descriptions of the behaviours, scores each of the competencies and makes judgments based on the scores. Recent research shows that behavioural/experience interviews are a more effective form of structured interview (Robert 2005:122). Although interviewing is one of the best established selection techniques, it suffers from a number of problems. It is difficult for the interviewer to sustain attention throughout the interview, with interviewers sometimes able to remember only the opening and closing stages of the interview. Judgment of interviews can sometimes be clouded by prejudices or influenced unduly by stereotyping the candidate with for example, others in his or her institution, or mirroring situations in which the interviewer looks more favourably on candidates matching the interviewer's own profile. Perhaps the most common failing of interviews is the lack of preparation on the part of the interviewer. Regardless of its problems the interview remains one of the most popular selection techniques. Whatever its technical value in the selection process, it is of great perceived value to selectors and a very important aspect of the interviewer.

2.7.4 Selection decision

Once the last candidate has been interviewed, the selection committee must reach consensus on the most suitable applicant for the post. The selection committee must be guided by the internal recruitment policy, namely the *Affirmative Action Act 29 of 1998* and also the *Public Service Act 13 of 1995*. In addition their recommendation should also be supported by a wide range of evidence. The evidence include whether the applicant has the necessary skills, qualifications and competency necessary to meet the inherent requirements of the post. Therefore, it is advisable to use as many methods as possible.

2.7.5 Placement of candidates

According to Swanepoel *et al* (2003:148) placing the candidate is the final step in the selection process. Once the selection committee has made a final decision, an offer of employment can be made to the successful candidate. Basically, there are four steps to be followed when placing a candidate. The first one is to discuss the provisional offer with the prospective employee. Initially, a telephone call is made, providing the main details. In principle, a verbal telephone agreement can be treated as an employment contract. The second step involves the confirmation of employment particulars in writing.

Finally, the employee enters into a probation period. This is a standard practice in the public service in Namibia. According to Erasmus *et al* (2005:259) there is no better way to determine whether public service employees can do the job than to actually execute the duties allocated to the post. Probation allows the employer to monitor whether the employee's performance is consistent with the requirements of the job before a long term commitment is made (Erasmus *et al* 2005:259). If the employee cannot perform according to the performance agreement he or she can be dismissed, but such kind of dismissal should be done according to the prescripts of the Public Service Act 13 of 1995, which stipulate that the following conditions must be met before dismissal:

- The employee must be familiar with performance requirements.
- The employee must receive feedback on a quarterly basis on the performance level obtained.
- The employee must receive training.

- The employee must receive written confirmation of appointment at the end of the probation period and
- The employee must be given the opportunity to defend him or herself once dismissed.

2.8 CONCLUSION

The purpose of this chapter was to establish the core theoretical foundation on recruitment. This chapter provided different classification of theories about recruitment, particularly in the public service. This chapter served as a point of departure in terms of providing a theoretical account on recruitment and selection. The next chapter provided the research methodology to be employed in this research and discuss the survey and questionnaire that was be dispatched to respondents in MET.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

The previous chapter (two) discussed and reviewed the range of core theoretical foundations, concepts, characteristics, theories, approaches and classifications necessary to understand and evaluate recruitment policies and practices in the public service. This chapter describes the research methods applied and data collection techniques used. It also gives a brief explanation of the questionnaire and questionnaire design, explains different sections of the questionnaire and the targeted respondents. Moreover it describes the sampling method employed in this study. This chapter also discusses the reliability and validity of the study and finally limitations to the study.

3.2 METHOD OF DATA COLLECTION

The primary source of data in this study is questionnaires administered to employees of MET and other sources of data employed in this study include annual reports of the PSC. Documents include report analysis on recruitment conducted by the Public Service Commission, legislative documents, completed thesis and dissertations, books, journal articles and newspaper articles. The use of questionnaires was explained in the next section, mainly because it is the main source of data collection that was undertaken by this study. Thus, it is important to provide details in terms of how the questionnaires used and its importance in this study.

3.3 QUESTIONNAIRES

According to Babbie and Mouton (2001:94) a questionnaire is a set of written questions and or statements to which the research subjects are to respond in order to provide data, which are relevant to a research topic. The main aim of the questionnaire is to find opinions, experiences and perceptions about recruitment practices in MET. The questionnaire is divided into six sections.

For the purpose of this research, a questionnaire (Annexure A) was chosen to evaluate recruitment policies and practices in the Ministry because a questionnaire is one of the most efficient ways to collect data as it can be administered to a large number of people

simultaneously. The questions were formulated clearly so that all employees could understand them.

A total of 50 structured self-administered questionnaires were prepared for the for the target 27% Windhoek based employees in the Ministry, and used to collect data in the following three departments namely, environmental affairs; natural resources, parks and regional services and the directorate of tourism, planning and administration of MET. A total of 20 representing 40% questionnaires were received and administered. The targeted employees included senior, middle and junior managers in each of the five divisions and also non-management employees.

The data required for the study was collected by means of a structured questionnaires survey. According to Brynard and Hanekom (1997:95) structured questionnaires have the advantage that information can be obtained from a large target group, although is an expensive way of collecting data but is not time consuming and it implies a high degree of anonymity

Babbie and Mouton (2001:95) concur, stating a questionnaire is an instrument that is designed for a specific purpose, containing relevant items (questions) to determine the link, cause or result between variables in order to establish the current or potential position of matters in respect of the uniqueness of the subject that is examined. Although the use of structured questionnaires to collect data has many advantages, the general low percentage of documents being returned has to be borne in mind.

3.3.1 Questionnaire design

Section A of the questionnaire collects information about biographical details of the respondents. It includes their academic qualifications, their position in the department and length of service in the Ministry. Section B focuses on the role of the division human resource management in recruitment and selection at MET. The significance of this section is to establish whether the HR section has had any meaningful role in the recruitment of qualified and competent candidates and the extent to which Ministry of Environment and Tourism can positively influence the selection panel.

This is followed by section C which interrogates recruitment policies in MET. This section aims to establish whether the Ministry, including the selection panel adheres to Public Service of Namibia's recruitment policies and procedures. This section also established whether there is adequate monitoring and evaluation of recruitment and selection processes in the Ministry.

Section D enquires is about selection methods and criteria applied at MET and, more importantly, this section establishes whether candidates are selected on the basis of their qualifications and experience as prescribed by the recruitment policies and procedures. It also establishes if there are any structures that are set up to respond to complaints and irregularities that arise in the recruitment process and if those mechanisms are effective. Sections E focuses on advertising methods employed by MET in their recruitment drive. The purpose of this section is to identify inadequacies in advertising methods of the Ministry (if the system is not abused) and if these methods are effective and useful tools and finally, if it is executed to reach as many possible candidates. The last section F dealt with the short listing practices in MET.

3.3.2 Reliability and validity of questionnaires

McNabb (2002:273), points out that scientific research is characterized by two elements, namely reliability and validity. Reliability implies that the same matter that is researched continuously by the same or different persons must render the same result. The questionnaire method complies with this criterion to a satisfactory degree, but is not infallible as it is not possible to control the environment in which the questionnaire is answered. The mood of the respondent may for example influence his or her response. Such environmental factors also have an influence on other research methods.

It is further stated that the second characteristic of scientific research, namely validity, implies that the research should be able to measure that which it is supposed to measure Mouton (2005:276). All reasonable measures were taken to ensure internal validity of the research. Leading questions were avoided and the wording of questions was made simple and unambiguous. Control questions were also added in order to determine whether respondents were contradicting themselves.

The division, distribution and handling of the questionnaire were done by the researcher, with the assistance of Ms Kayoo, one of the human resources officers. In order to address different dimensions of the questionnaire in this study, two scales, namely the Likert and semantic differential were used. The Likert scale establishes the extent of agreement or disagreement with statements (strongly agree, agree, unsure, disagree and strongly disagree). The semantic differential is the scale that rates opinion namely no, yes and do not know. These scales were used to determine compliance with recruitment policies and how they are monitored and to establish recruitment practices.

3.4 SAMPLING METHOD

According to Babbie and Mouton (2001:164) sampling is the process of selecting observation. Probability sampling techniques involving random sampling have been used in this study because they allow the researcher to make relatively few generalizations to a much wider population. These sampling methods also afford participants equal probability of selection and thus avoid bias.

This study particularly focuses on the Windhoek based MET employees and these employees are classified, into four main categories, namely senior management, middle management, junior management and non-management employees. In order to ensure that the measure covers the broad range of job categories within the Ministry, the research responses were drawn from these categories, using a combination of structured and random sampling techniques. Effort was put in place to obtain optimal validity of sample by way of a simple structure and language used in the questionnaires which were distributed. In addition to that, two contact numbers were also on the questionnaire for any need of clarifications. The names of the respondents were not required to avoid any sort of fear from the respondents.

The work force in the MET comprises 185 employees as at January 2013. A sample of 50 questionnaires was randomly distributed among the employees of MET at different levels. The process of distribution was facilitated by Ms Kayoo as indicated above.

3.5 DOCUMENT ANALYSIS

Document analysis is a systematic examination and evaluation of documents used in the study. It assists the researcher to understand and provide interpretation of the subject matter under study.

Document analysis was used in this study as a method of data collection because it allows the researcher to have access to documented information and this assists the researcher to obtain perspective on the most recent findings related to the research topic. It also helps the researcher to improve the interpretation of research results. Although doing document analysis could require critical analytical skills, there is an advantage to doing document analysis since it does not interfere with or distort the case setting in anyway (McNabb 2002:295–296).

For this study various government documents and reports were analyzed, including policies. In this study document analysis is appropriate and important because it helps the researcher to determine the nature of recruitment policies in the public service, MET in particular.

3.6 DATA ANALYSIS AND INTERPRETATION

According to Brynard and Hanekom (1997:48) the researcher is engaged in what is referred to as a preliminary analysis of data during the process of data collection. That is, the researcher discards that which is not relevant to the study and retains only relevant data. Once the data collection has been completed, an in-depth analysis of the data is made by means of data filtering, mind mapping (which can also be used during the process of data collection with a view to eliminate irrelevant data), and the integration of the views of different authors.

The data collected through the literature study and survey was grouped according to themes, and analyzed. The goal is to integrate themes and concepts into a theory that offers an accurate, detailed, yet subtle interpretation of the research arena. At this point the interpretation of data could be shared, and it is only then that the analysis can be completed. The results of the returned questionnaires were captured on Microsoft Excel and then exported to statistical packages for social science (SPSS) for analysis and interpretation. Tables and charts were drawn from this analysis used to interpret results of the questionnaire. In addition, annual reports collected from the PSC were analyzed and interpreted to determine whether appropriate procedures, practices

and policies have been followed in recruiting officials and how the process is being monitored. The detailed results of this study are discussed in chapter four.

3.7 LIMITATIONS TO THE STUDY

This research study was successfully completed. However, the researcher was faced with a number of challenges among others: The Ministry of Environment and Tourism is one of the biggest ministries. Hence, the researcher has to carry out the study at its Windhoek based duty stations. In April 2013, a letter seeking permission from the MET to undertake research had to be submitted to the Permanent Secretary of the Ministry of Environment and Tourism. A short presentation was required and made to senior officials about the study and how it would benefit the MET. A permission to undertake research at MET was obtained, following a lengthy process and with the following conditions:

- Information shared was treated with the strictest confidence.
- Ms Kayoo was the liaison between the researcher and the Ministry.

3.8 CONCLUSION

This chapter provided the research methodology for the study. Data collection methods, questionnaire design and reliability and validity of the questionnaires, document analysis and interpretation methods were also provided. This section also covered limitations to the study. The research results, analysis and interpretation are discussed in the next chapter.

CHAPTER 4: DATA ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

The previous chapter discussed the methods that were used to collect data. It further provided a brief explanation of questionnaire design; this included how the questionnaire was designed and also explained different sections of the questionnaire and the targeted respondents. Moreover it described sampling methods employed in this study. Reliability and validity of the study and limitations to the study were also discussed.

This chapter provides the organizational structure and recruitment and selection functions of the Ministry of Environment and Tourism (MET), because it is the essence of this study. It deals with the empirical study, analysis and interpretation of the results of the study and lays the foundation for the next chapter. In simplifying the analysis it was more suitable to combine the negative responses in the Likert scale (i.e. strongly disagree, disagree, and disapprove, uncertain, sometimes, seldom and never. These choices of combining also applied to positive responses in the Likert scale (i.e. strongly agree, agree, approve, always and often).

4.2 ORGANISATIONAL STRUCTURE OF THE MINISTRY OF ENVIRONMENT AND TOURISM

It is important to discuss the organizational structure of the MET because it allows the reader to understand the functioning of the different departments and units and the challenges they face and how they can complement each other. The Ministry of Environment and Tourism is headed by the Minister, who is the political head of the Ministry; who is hierarchically supported by the Permanent Secretary (PS) who is the head of administration in the Ministry assisted by the Deputy Permanent Secretary (DPS). The organizational structure of the MET is reflected in figure 4.1 below.

Fig. 4.1 Structure of the Ministry of Environment and Tourism

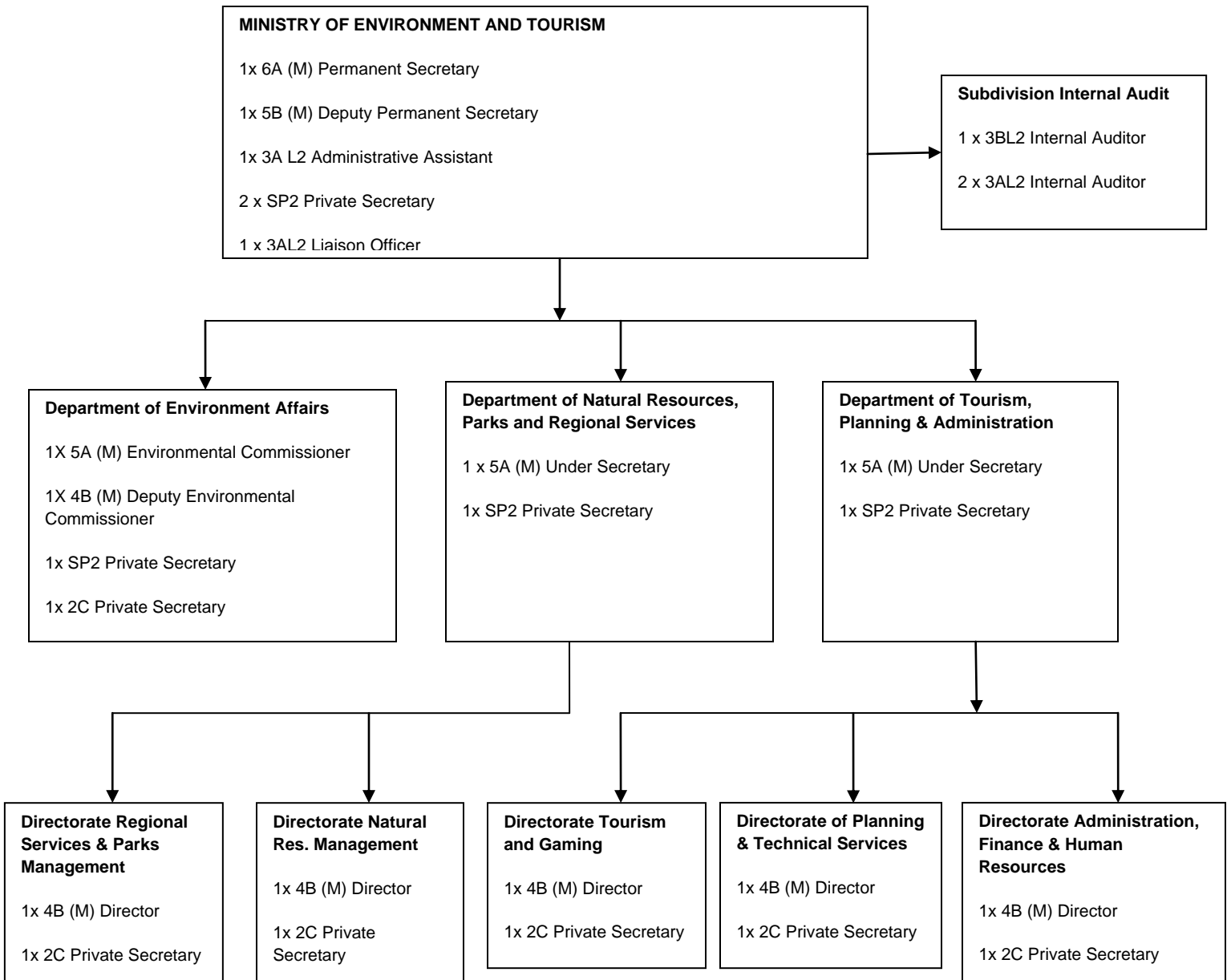


Figure 4.1 in the previous page depicts the organizational structure of the MET which comprises three branches under the PS, the two of the departments are headed by the Under Secretaries while, one has an Environmental Commissioner assisted by the Deputy Environmental Commissioner is in charge of another department. This is followed by the five directorates under the management of the five directors.

In addition, the substructures make provision for divisions within the three departments each manned by a deputy director as part of the management, who reports directly to the directors and some to the environmental commissioner. The structure establishment has also subdivisions manned by the chiefs or senior officials of the Ministry under which the sections and subsections of the most staff at operational level fall. As previously stated the workforce of the departments in Windhoek consists of 185 employees as at 1 January 2013.

Figure 4.1 Structure of the Ministry of Environment

The mandate of the MET among others is to:

- ensure that the HR policies are supported by key stakeholders;
- consult and where necessary reach agreement on HR policy;
- ensure that the statutory framework supports the practical applications of new HR management policies;
- ensure that HR policies are aligned with transformation initiatives;
- seek to ensure that centrally controlled systems, such as Persal are developed and
- Assist PSC to implement the new HR policies by providing guidance and in conjunction with training suppliers and help to develop capacity (MET, 2008).

Table 4.1 represents the sample size per post level in the MET. As indicated in the table there was no respondents for post level/grade 6. For post level grade 3 only 20% of respondents completed the questionnaires and for post level 2 only 45% of the respondents completed the questionnaires. This has a bearing on the results of the sample. However, with other post levels (5, 4 and 1) the required sample has been obtained.

Table 4.1 Ministry of Environment and Tourism sample size table

| Questionnaire per post level | N 'Population' | % | n 'Sample' | % | Required sample from 20 | % |
|---------------------------------|-------------------|------|---------------|----|-------------------------------|------|
| Post level/grade 6 | 1 | 0.8 | 0 | 0 | 0 | 0.8 |
| Post level/grade 5 | 1 | 0.8 | 1 | 5 | 0 | 0.8 |
| Post level/grade 4 | 10 | 8.3 | 2 | 10 | 2 | 8.3 |
| Post level/grade 3 | 30 | 25.0 | 4 | 20 | 5 | 25.0 |
| Post level/grade 2 | 58 | 48.3 | 9 | 45 | 10 | 48.3 |
| Post level/grade 1 | 20 | 16.7 | 3 | 15 | 3 | 16.7 |
| | 120 | | 19 | | 20 | |

4.3 THE RECRUITMENT PROCESS IN THE MINISTRY OF ENVIRONMENT AND TOURISM

Now that the organizational view has been discussed, it is essential to focus on the recruitment process in the MET. The structure allows the MET to ensure effective operationalization of the public service. This section focuses on recruitment processes in this institution. It deals with the role of the Division Human Resources Management (HRM) in the MET and its capacity to function effectively including human resources planning, advertising, internal recruitment and the selection policy and its application thereof.

Figure 4.2 illustrates opinions of respondents on whether the Division HRM plays a vital role in recruitment and selection. This figure depicts that 50% of respondents agree that HR plays a vital role in recruitment and selection of candidates, while 15% do not. It can thus be deduced that the division human resource management in the Ministry plays an influential role in the recruitment and selection of candidates.

Furthermore, it means the Division HRM fulfils its functions to assist managers and the Ministry to get its work done. It also means that employees recognise the important function that the Division plays in the Ministry. The Division HRM is seen as crucial to the success of the Ministry and that of the Public Service Commission. Respondents recognise that functions of the Division HRM goes beyond assisting with internal operations of the Ministry but overlap by assisting the PSC to fulfil its overall mandate of developing human resources in the Public Service of Namibia.

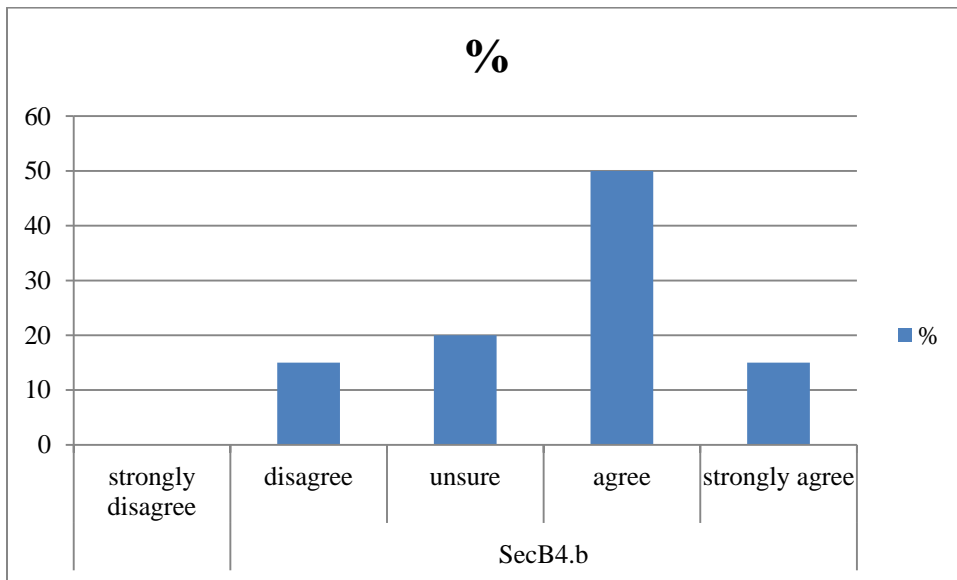


Figure 4.2: Role of Division HRD in recruitment and selection

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.3 represents opinions of respondents on whether the division human resource management has sufficient capacity to discharge its functions effectively. This figure also indicates that 50% of the respondents disagree that the division human resource management has sufficient capacity to discharge its functions effectively.

In contrast, only 35% agree that the division human resource management has enough capacity to discharge its functions effectively. It means that 50% of respondents do not have confidence

that the division human resource management executes its functions effectively because it lacks sufficient capacity. It is obvious that HR capacity has an influence on the MET's effectiveness and its lack of capacity is coming out clearly. It also means the division human resource management needs to be sufficiently resourced.

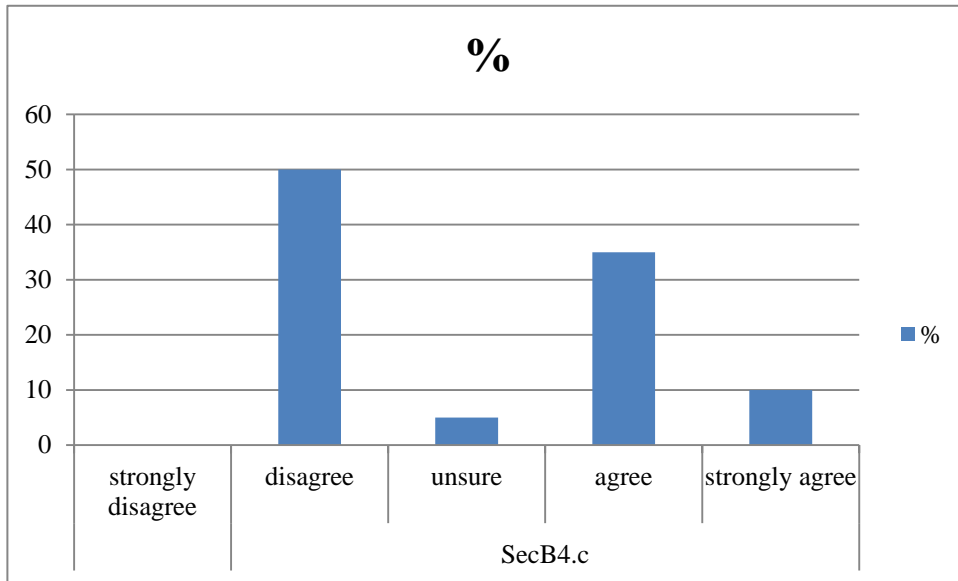


Figure 4.3: Capacity of division HRD to discharge its functions
 Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.4 illustrates opinions of respondents on whether the PS has clear policies on recruitment and selection. More than 50% of respondents agree that there are clear internal procedures on recruitment and selection, while less than 10% disagree. It means that employees are aware of internal policies and procedures and how recruitment should be conducted. However, it does not mean that they agree with the adherence thereof, which is portrayed in figure 4.5.

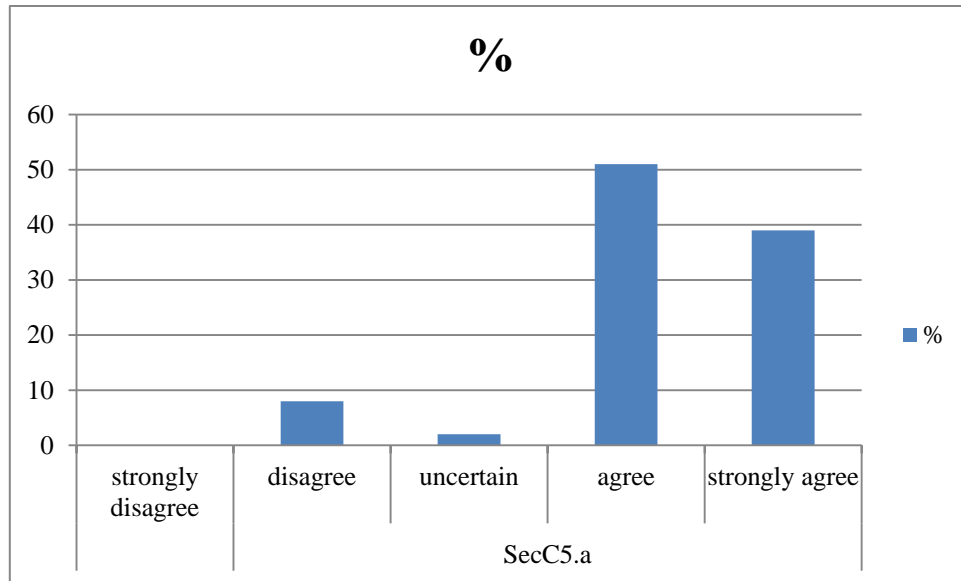


Figure 4.4: Internal policies on recruitment and selection

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.5 depicts views of respondents on whether the Ministry adheres to internal recruitment policies and procedures. The previous figure 4.4 indicated that the majority of respondents are aware of internal policies and procedures, Figure 4.5 indicates adherence to those policies. It shows that 50% of the respondents indicate that the Ministry does not adhere to these policies and procedures, while 40% is of the opinion that it does. Compare the result with the views by Robbins and Decenzo (2001:184) that adherence to policies, practices and procedures are critical in ensuring that institutions recruit and select competent and qualified candidates. Thus, failure to adhere to such policies as indicated by results means that the most qualified employees are not in the right positions. This fact would negatively affect the Ministry’s performance. It would in turn, have an adverse effect on service delivery because incompetent people are in the critical positions of authority and yet they cannot perform.

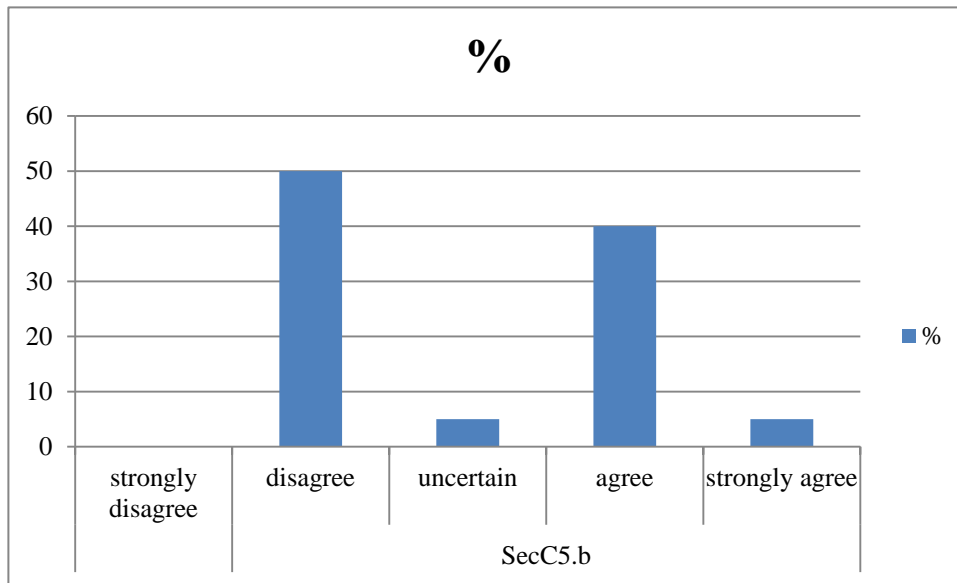


Figure 4.5: Adherence of MET to the recruitment and selection policies

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.6 portrays the views of respondents on whether the recruitment process is monitored to ensure fairness and transparency. A convincing 50% of respondents disagree with the statement that there is monitoring of the recruitment process. However, 30% agree that there is monitoring of the recruitment process. The results suggest that there is a lack of adequate systems to monitor the recruitment process.

The result is a concern considering Morrison (2006:379) who states that officials should be appointed on the basis of their competence and qualifications. Such characteristics is intended to ensure that selection criteria is relevant to objectives and goals of the institution, and that the selection process would be relatively free from external influences such social and political affiliations, which should be viewed as insulting the integrity of the institution. Weber *in* Morrison (2006:379) views external influences as a problem to be managed by appropriate recruitment criteria and control mechanisms. He also argues that the principle of transparency

and fairness should underpin the development and implementation of recruitment in the public service.

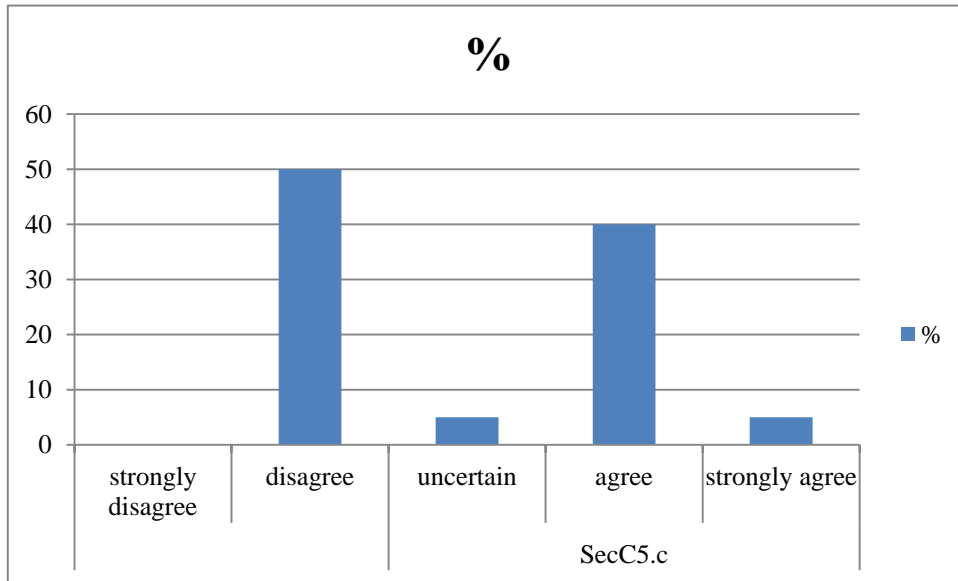


Figure 4.6: Monitoring for fairness and transparency
 Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.7 depicts opinions of respondents on HR planning. It demonstrates that 50% of the respondents are not certain whether there is planning before the recruitment process gets underway, while only 30% indicate that there is proper planning. The result indicates that there is no proper planning because employees should have known if there was any planning taking place. According to the Public Service Staff Rules and Regulations of 2012, HR planning should precede any recruitment action in the public service. Among other things, it involves forecasting the institution’s HR needs, job analysis, and budgeting for relevant posts (Erasmus et al 2005:221).

Scott *in* Masete (2006:63) argues that according to the rational system an institution is viewed as a structure that should be formalized by formulating rules that governs behaviour and these rules

should be precise and explicit. Roles and role relations should be prescribed independently of personnel traits and attributes of the person occupying a position in a structure. The advocates of this school of thought view formalization as a way of standardizing and regulating behaviour in an attempt to make the structure of relationships among a set of roles and the principles that govern behaviour in the system more explicit and visible. Such an institutional structure is viewed as a means or instrument that could be modified whenever it is necessary in order to improve performance. Masete (2006:63) argues that the formalization of structures creates room for processes of succession, where there is the movement of individuals in and out of offices, which could be routinized and regularized so that one appropriately trained person could replace another with minimal disturbances to the functioning of the institution.

This view of formalisation of rules suggests that the Ministry should follow a formalised structure governed by rules and this structure should create opportunities for succession planning where employees move in and out of offices. An employee should be replaced by a competent employee, which should take place within a reasonable time frame.

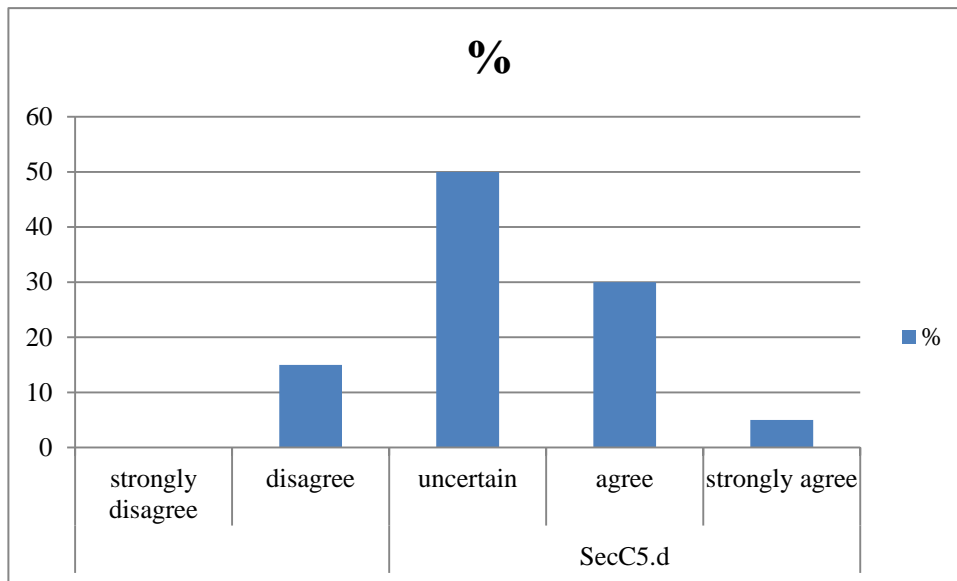


Figure 4.7: Human resources planning

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.8 illustrates opinions of respondents on whether skills and competencies are considered before a post is advertised. 50% of respondents are not in agreement that skills and competencies are considered before a post is advertised, while 35% agree. The results suggest that in the majority of cases skills and competencies are not considered before a post is advertised as required by of the *Public Service Act 13 of 1995* and the PS's recruitment policies which stipulate that skills and competencies need to be considered when advertising a post.

This is supported by Du Preez (2009:88) who argues that it is important that advertisements set out the requirements to be met by applicants. It was enable applicants to do self-selection when they compare their candidature to what is required. It was assist in cutting down on the submission by non-qualifying applicants. The content of advertisements ultimately represents the selection criteria applicable to the filling of the post. It therefore stands to reason that the better the effort that goes into the content of an advertisement, the easier subsequent process was be and the better the quality of the outcome.

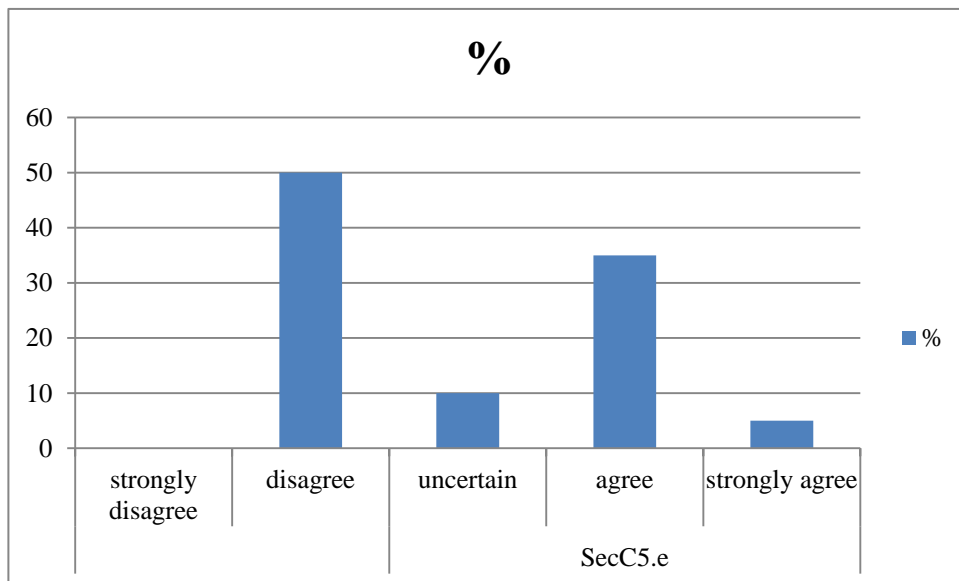


Figure 4.8: Consideration to skills and competencies before a post is advertised

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.9 represents views of respondents on advertising methods in the MET whether job advertisements specify inherent requirements of the job, title and core functions. This is in accordance with the regulation as prescribed by the *Public Service Act 13 of 1995*. The results show that 55% of respondents agree that advertisements do specify inherent requirements of the post and core functions while 5% disagree.

This noted by Erasmus *et al* (2005:221–225) who claims that a job description and job specification should be the point of departure for all recruitment activities, and it is thus essential that the job description should provide an accurate reflection of job activities. The job description enables the public service recruiter to determine the exact nature of the vacant job (i.e. the purpose, duties, responsibilities and position of the relevant job in the institutional structure).

The job specification helps the recruiter to profile the required job holder, according to the necessary experience, qualifications, and motivation and communication skills. Problems arise when a job description and a job specification have not been compiled and when job content has not been updated. The writing of a job description and specification is often a cumbersome process which is often neglected in public service institutions. The recruiter should however, ensure that the correct job information is obtained. This is a positive result for the MET because it indicates that employees are aware and interested of government regulations.

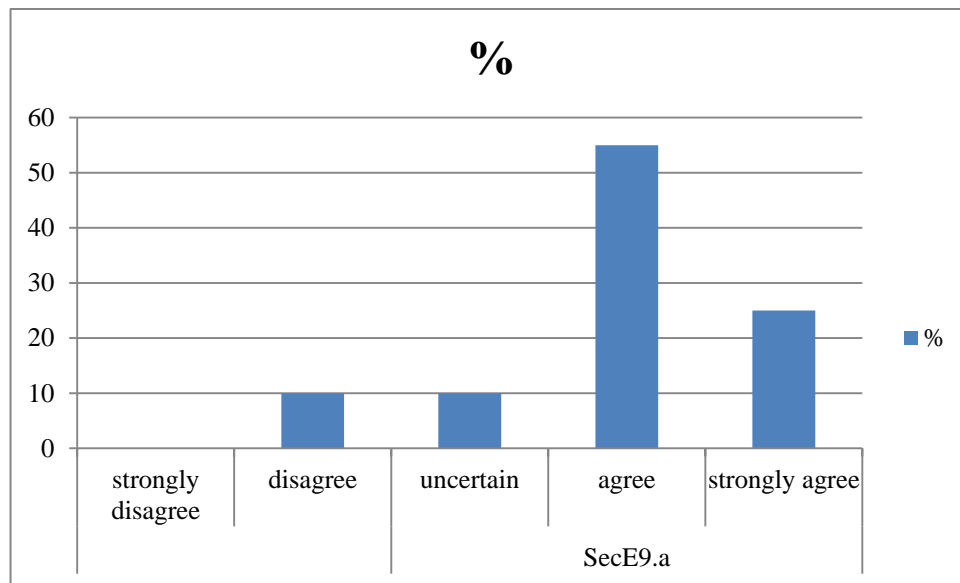


Figure 4.9: Advertising include inherent requirements of the post

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.10 illustrates the views of respondents on whether the recruitment process focuses externally. 15% of respondents indicate that the recruitment process is focused externally, while 60% disagree. It shows that external recruiting is not used as the best option. However, among the potential advantages of an external recruiting orientation are:

- It allows the MET to select from the best candidates externally.
- It allows for diverse appointments, which promotes diversity management and a public service that represents the demographics of Namibian population.
- Bringing individuals from outside can expose the institution to new ideas or innovations.
- Bringing candidates from outside may eliminate the need to upset a well-functioning organizational hierarchy.
- Recruiting candidates from outside may allow the organization to progress more rapidly towards meeting affirmative action goals and
- Bringing in outsiders can signal to current employees that things are changing.

On the contrary, internal recruiting could mean that internal staff members have the opportunity to be considered. It could boost the morale of employees because it shows management’s interest in their wellbeing and corporate advancement. They would know that they have opportunities in the institution.

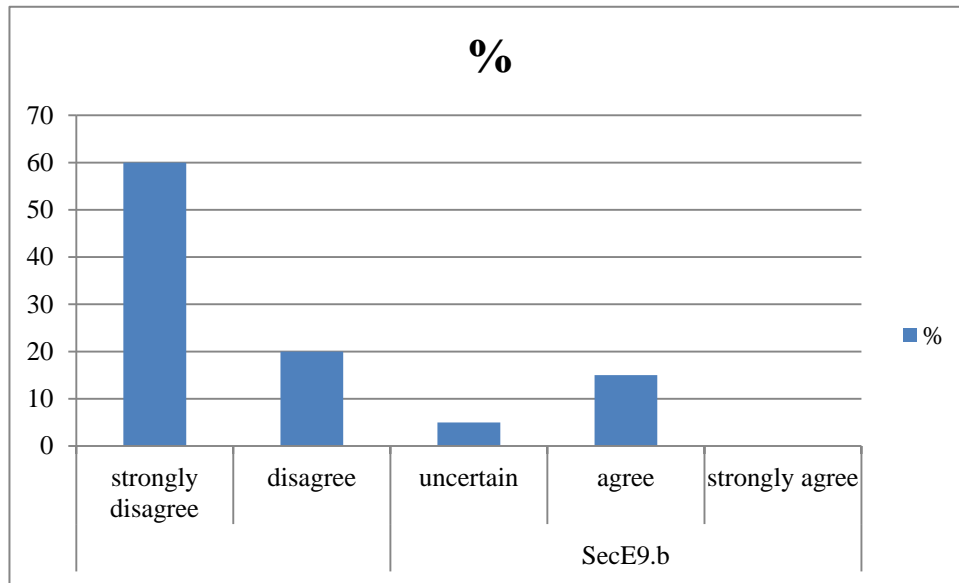


Figure 4.10: External recruitment

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.11 indicates the opinion and views of respondents on whether the recruitment process focuses internally. The results illustrate that 55% of the respondents strongly agree that recruitment focuses internally, while 20% disagree. It indicates that the majority of respondents support the notion that recruitment starts within the institution before it is extended to candidates outside the institutions. There are relative advantages and disadvantages to both recruitment orientations. Among commonly cited potential advantages of internal recruitment are:

It is easier to evaluate the qualifications of internal candidates because considerably more information is available on internal candidates than on external candidates, therefore leading to better hiring results.

- Vacancies can be filled more quickly.

- It is less expensive to recruit internally.
- Internal candidates are more familiar with internal systems – less training, thus less time to become effective and
- Internal recruitment through promotion of deserving individuals can motivate other employees by convincing them that hard work is rewarded.

On the contrary, skills, expertise, knowledge and creative and innovative ideas that could be brought from outside are lost to the institution.

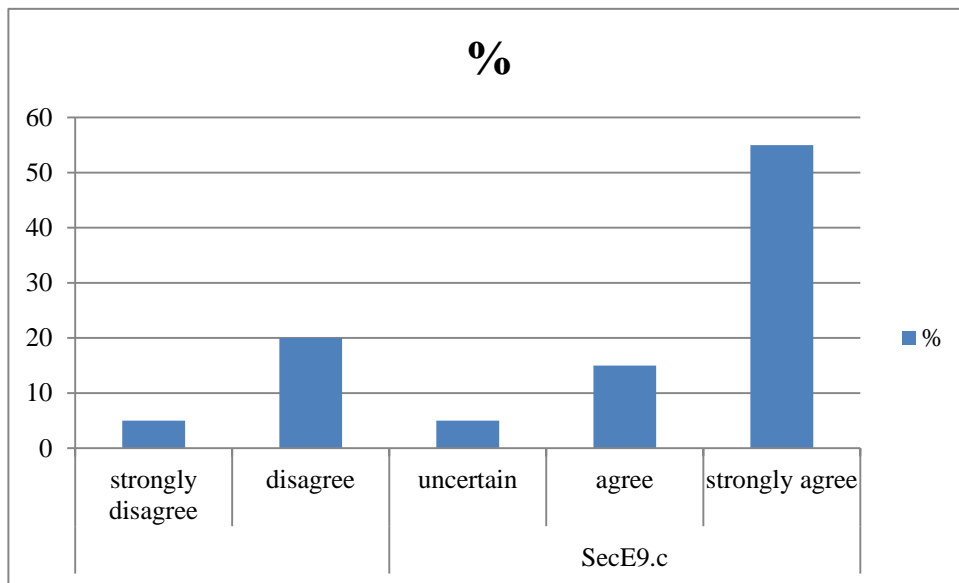


Figure 4.11: Internal recruitment

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.12 depicts views of respondents on whether advertisements cater for employment equity. It is evident that 75% agree that employment equity is considered when advertising posts, while 10% disagree. The results indicate that opportunities are afforded to the entire diverse workforce, which is in accordance with the *Affirmative Action Act no. 29 of 1998*.

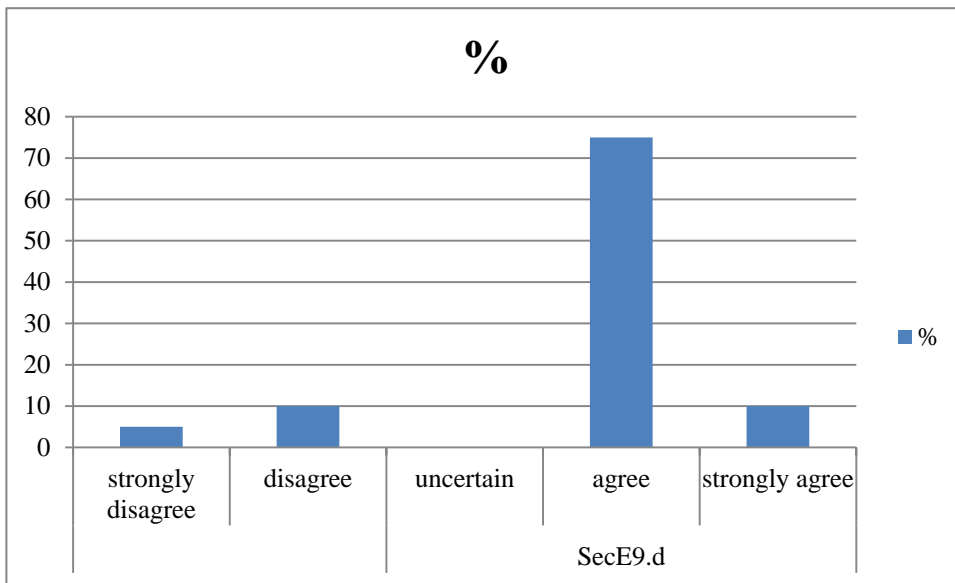


Figure 4.12: Employment equity

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.13 represents views of respondents on whether the relevant manager is assisted by the HR officers to draft the advertisements for posts to be advertised. 50% of respondents agree that the relevant managers are assisted by the HR officer to draft advertisements as prescribed by the internal recruitment policy, while 0% disagrees. This is a positive result for the Ministry because it indicates that it is committed to follow the right procedure when drafting advertisements. According to the Public Service internal Recruitment Policy of 2012, the relevant managers, with the assistance of the HR officials should draft the job advertisement. Thereafter it is sent to the Office of the Prime Minister or media through the Permanent Secretary for advertisement.

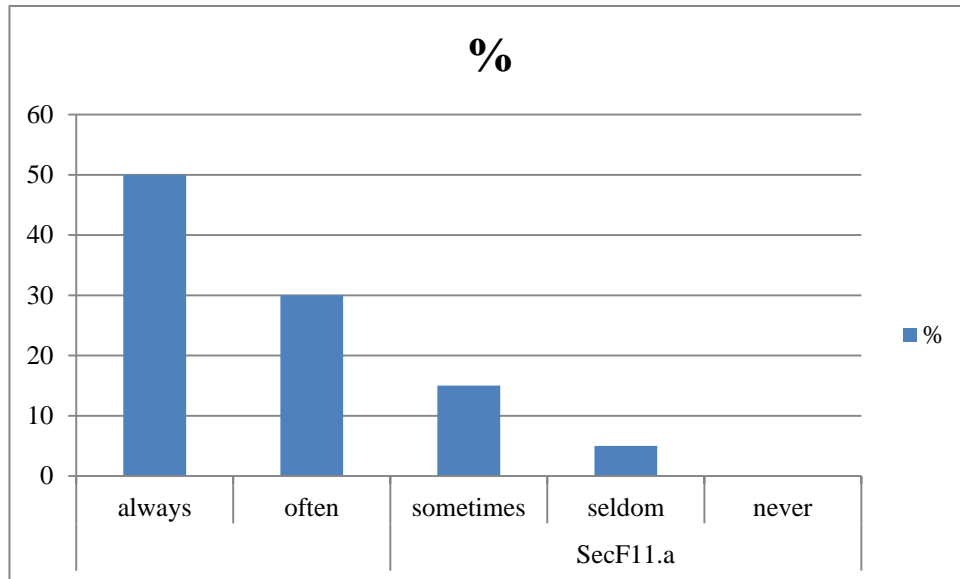


Figure 4.13: Drafting of advertisements

Source: Compiled by the researcher, SD Kapinga, 2013

From the above discussion the following deductions can be made. The division human resource management plays a crucial role in the recruitment processes, but lacks the capacity to function optimally because of the high vacancy rate and a lack of competent employees. The PS has a well drafted recruitment and selection policy; however its implementation lacks consistency, fairness and transparency. These have a bearing on its ability to recruit competent and qualified candidates as prescribed by Section 18 (3) of the *Public Service Act 13 of 1995*.

This is supported by Robbins and Decenzo (2001:184) who argue that adherence to internal policies is critical to the success of the institution and its ability to perform at optimum levels.

Recruitment processes in the MET comply with the prescripts of the *Affirmative Action Act 29 of 1998 (Act 29 of 1998)*, because their advertisements promote the employment of candidates that reflects the demographics of the Namibian population and the relevant managers are involved in the drafting of advertisements for posts as prescribed by the PS's internal recruitment and selection policy (PSM circular 2012).

The Ministry lacks sufficient HR planning because skills and competencies are not considered before a post is advertised. It means job analysis is not properly done in the planning stages. This is supported by Erasmus *et al* (2005:221) who argue that HR planning should precede any recruitment activities. The recruitment process in the MET is not as effective as it should be; more attention should be given to HR planning and the consistent application of recruitment policy. The ways in which these processes influence the selection process are discussed below.

4.4 SELECTION PROCESS IN THE MINISTRY OF ENVIRONMENT AND TOURISM

The previous section discussed recruitment processes in the Ministry. It highlighted that there are well crafted policies, but the implementation thereof is sometimes questionable. This section focuses on the selection process in the MET. It deals with short listing, the selection panel, the selection process, qualification and reference checking and the capacity of the Ministry to function optimally.

Figure 4.14 represents the frequency with which formal academic qualifications are considered when selecting candidates. The respondents have rated the frequency with which formal qualifications are considered with a convincing 50% of respondents indicating that academic qualifications are considered and a mere 0% indicating that academic qualifications are not considered when selecting candidates.

It is important to note that on the selection or scoring grid, academic qualifications are not listed as a requirement when appointing. This calls for a thorough review of the application forms used in the interview process. It opens the screening process to possibilities that a mismatch between job requirements and candidates' competencies exist (which would affect service delivery).

Fayol *in* Pugh (2000:144) argues that perfect order could be attainable where the place was suitable for the employee and the employee for the place. Social order presupposes the successful execution of the two most difficult managerial activities, namely good institution and good selection. The successful execution of managerial duties also involves appointing qualified candidates in the right positions. In addition, social order demands precise knowledge of the

human requirements and resources of the concern and a constant balance between these requirements and resources

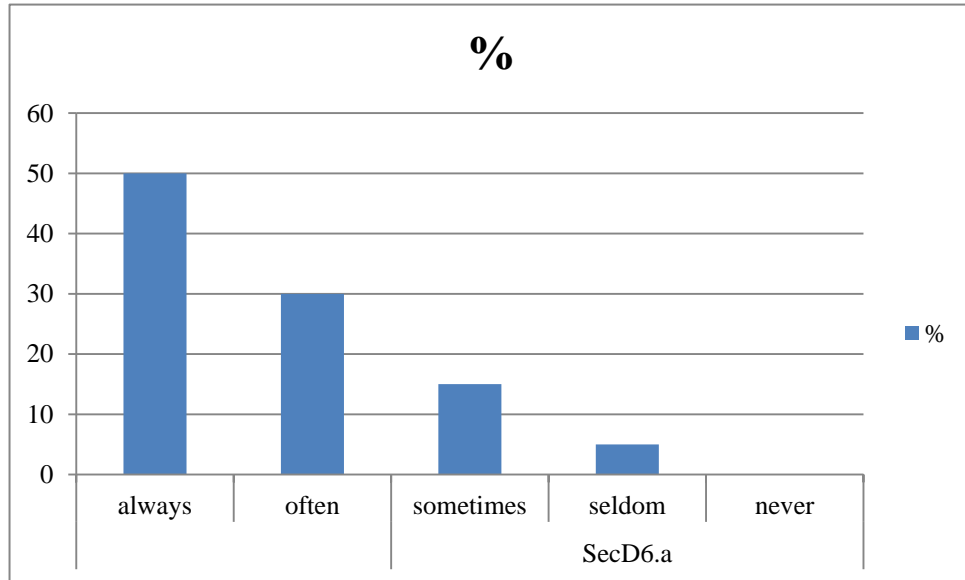


Figure 4.14: Consideration of formal qualifications when selecting candidates

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.15 represents opinions of respondents on the frequency with which work experience takes precedence over qualifications when selecting candidates. 10% of respondents indicate that experience takes precedence over qualifications, while 30% of respondents suggest that qualifications precede experience. It means that among other factors (i.e. experience, knowledge and skills), qualifications are also considered when selecting candidates.

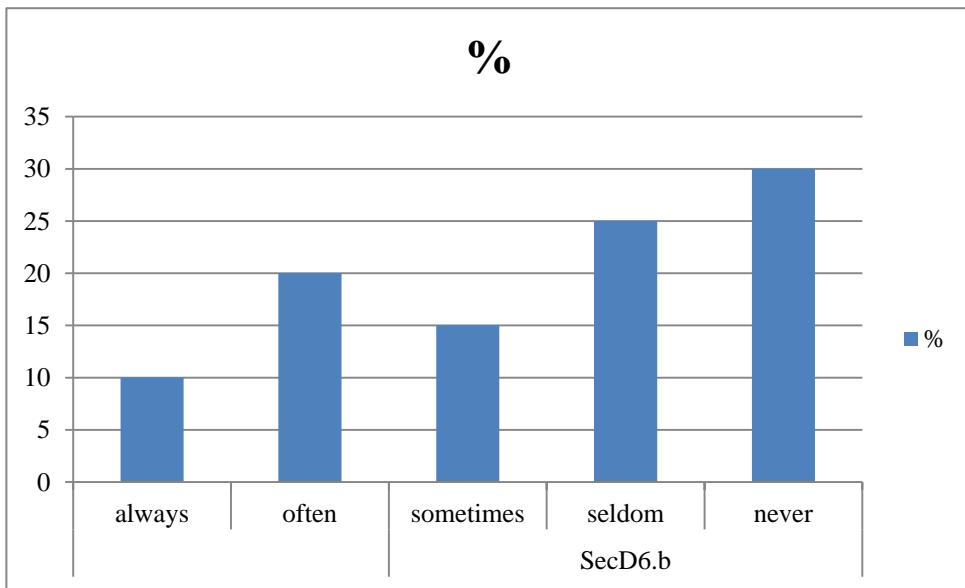


Figure 4.15: Extent to which experience takes precedence of over qualifications in the selection of candidates
 Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.16 represents opinions of respondents on whether curriculum vitae, references and qualifications are checked thoroughly before appointing a candidate. Only 5% of respondents indicated that reference checks are not taking place regularly, while 60% suggest that reference checks are done regularly. According to the recruitment policy all applications should be attached with certified copies of qualifications, identity documents and curriculum vitae for reference checks which should be done on each and every candidate shortlisted or appointed in the public service before they assume their duties. The Public Service Commission (PSC) (Republic of Namibia: 2011) revealed that background checks are not properly performed when appointing candidates. The results show a serious contravention of the Public Service's recruitment policies and it also means the right people are not in the right positions and as a result service delivery is compromised.

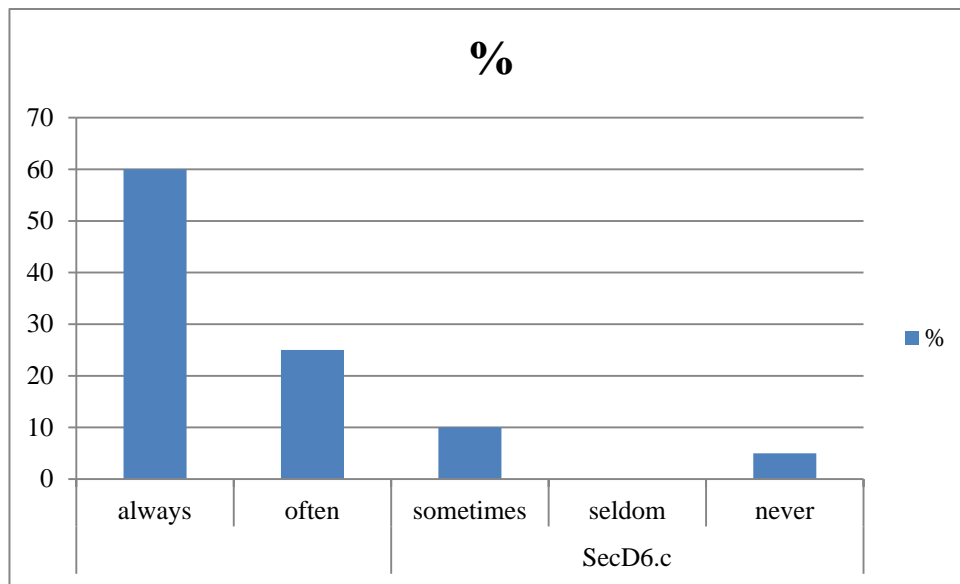


Figure 4.16: Reference and qualification checks

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.17 represents the opinions of respondents on whether candidates are selected on the basis of their qualifications and competency. 50% of respondents indicate that the selection of candidates is not based on competency and qualifications; while a mere 20% of respondents agree that selection is based on competency and qualifications. It is a clear indication that internal recruitment policies and prescripts of section of the *Public Service Act 13 of 1995*, read with of the *Affirmative Action Act 29 of 1998 (Act 29 of 1998)* are not adhered to, which stipulate that all persons who apply and qualify for appointment shall be considered.

The evaluation, including the selection of applicants shall be based on the training, skills, competence, formal qualifications, recognition of prior learning and relevant experience within a reasonable time to do the job, coupled with the need to redress historical imbalances (pertaining to race, gender and disability). According Kgosana (2008:2) thousands of employees could sitting with qualification that are suspect. These findings have profound implications. It means that public officials may have joined the public service and worked for two years before it could be established whether he or she has authentic qualifications or not.

The *Affirmative Action Act 29 of 1998 (Act 29 of 1998)* prescribes the drawing up of employment equity plans, which must include numerical goals to achieve equitable representation of suitably qualified employees from previously disadvantaged groups. The selection process is designed to accommodate these imperatives.

The above results are supported by Glover and Rushbrooke *in* Masete (2006:58) who identify characteristics of bureaucracy, which include a clear hierarchy of officials, clearly defined responsibilities and spheres of authority and officials appointed on the basis of merit, (i.e. their competency) and qualified to carry out their functions. The importance of selecting competent employees is also supported by Cook *in* Kahn (2005:87) who argues that the rational estimate technique is an important tool that assists supervisors to make ideal matches between subordinates' competencies and skills and job requirements.

According to Cook *in* Kahn (2005:87) a competent employee would be at the 2nd percentile, and one who is poor would be at the 4th percentile. Since these values correspond roughly to one standard deviation on either side of the mean, an employee at the 4th percentile is two deviations above the mean. It means that the best employees are twice as good as poor employees. The standard deviation is crucial in the equation for estimating the return on a selection programme, since the smaller the standard deviation, the less the difference in value between good and poor employees and similarly, the bigger the standard deviation, the greater the difference between best and poor employees. Management can save money by selecting competent and qualified employees. The better fit, the higher the employee's performance and the greater his or her contribution towards improving productivity.

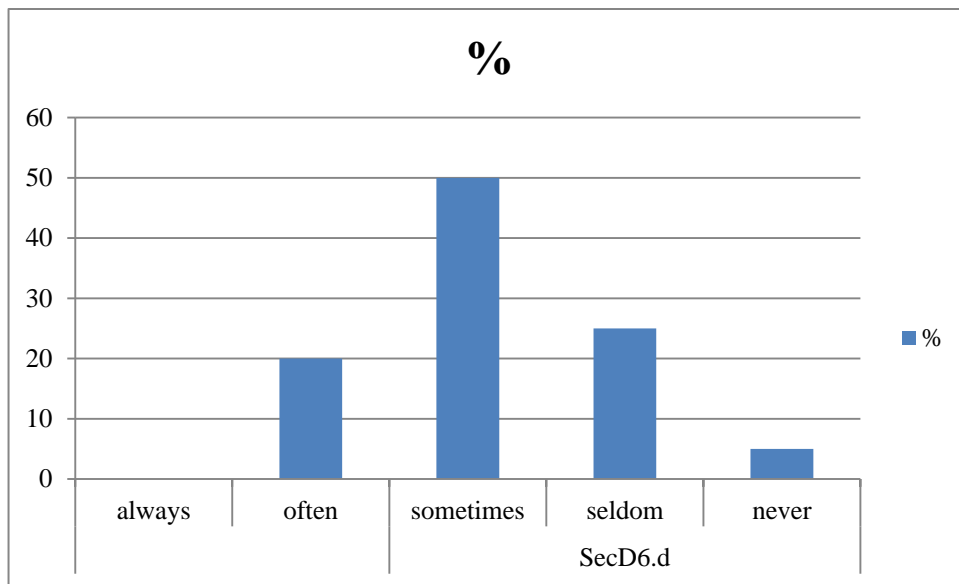


Figure 4.17: Competency and qualifications

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.18 represents opinions of respondents on whether the selection panel would recommend the appointment of candidates who are better qualified than them. 50% of respondents indicated that it is seldom those candidates who are better qualified than members of the selection panel would be recommended for appointment, while 30% of respondents suggest that the selection panel would consider candidates less qualified than they are for appointment. This is a clear indication of a transgression of the *Public Service Act 13 of 1995*, which clearly stipulates that all persons who apply and qualify for the appointment concerned shall be considered. It states that the evaluation of persons shall be based on training, skills, competence and knowledge despite whether they are better qualified than members of the selection panel.

The results indicate the panel's lack of knowledge of HR policies and fear of being less qualified than their prospective subordinates. It indicates the panel's preference of appointing less qualified candidates rather than better qualified. Such action clearly shows the panel's lack of concern for the Ministry's performance and productivity, which would influence the quality of

service delivery. This is supported by Pearson (1991:77) who states that managers are inclined to appoint candidates who resemble them.

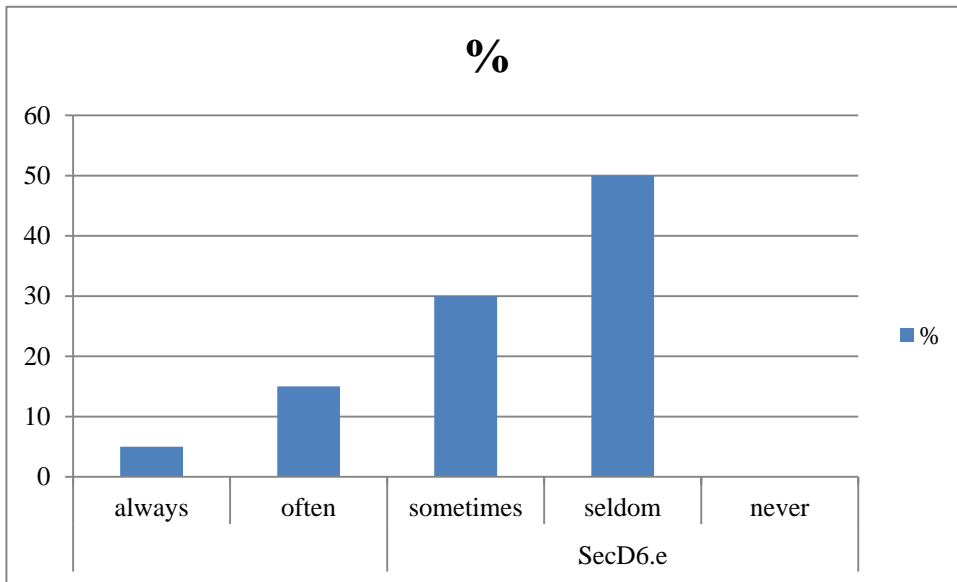


Figure 4.18: Recommendation of candidates more qualified than selection panel members
 Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.19 represents opinions of respondents on whether irregularities regarding the selection of candidates can be freely reported without fear of victimisation. The result indicates that 50% of respondents articulate the view that employees do not report irregularities for fear of victimisation while 15% suggest that employees always report irregularities. The results show that there is a lack of support mechanisms to assist employees who would report on irregularities (i.e. no protection is afforded to whistle blowers as stipulated by the *Anti-Corruption Act 8 of 2003*). It appears from the results that employees choose to remain silent. It affects service delivery because employees are not motivated to express their dissatisfaction and are thus prevented from performing at their best. It undermines the efforts of government to promote good governance and also the principle of fairness as enshrined in the Constitution of the Republic of Namibia, 1990, Article 12.

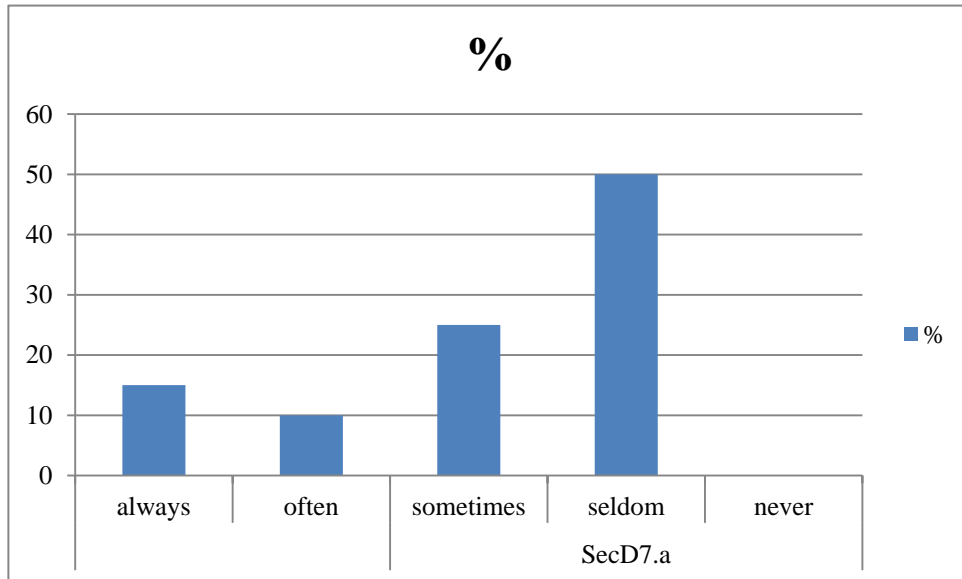


Figure 4.19: Reporting Irregularities

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.20 illustrates opinions of respondents on whether cases of irregularities are reported to management. The results show that 50% of respondents indicate that cases of irregularities are not reported to management because the environment is not conducive for employees to come out freely with information that might implicate their seniors, while 20% indicate that cases are reported. This concurs with previous results in figure 4.19 which indicate that employees fear victimisation, so they do not report cases of irregularities. The results indicate a lack of commitment on the part of management to deal with corruption. The *Anti-Corruption Act 8 of 2003* places the responsibility on incumbents holding positions of authority to report corrupt activities and any other person with knowledge of such activities to investigate and report such matters.

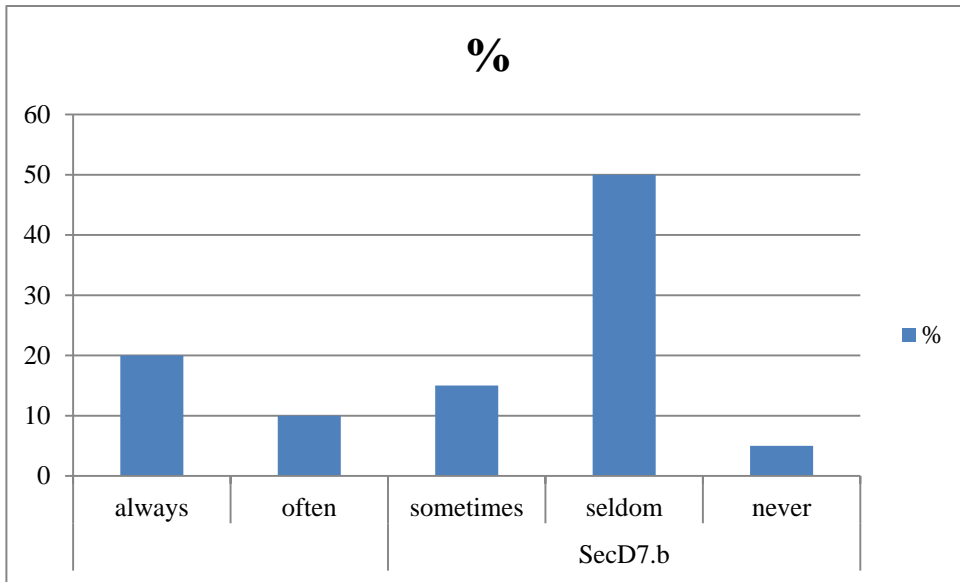


Figure 4.20: Reporting cases of irregularities to management

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.21 depicts opinions of respondents on whether management takes disciplinary action against those suspected of irregularities during the selection process. The results show that 50% of the respondents indicate that management is reluctant to take disciplinary action against those who are alleged to have committed corruption. It shows that there is a lack of commitment and willingness from management to deal with nepotism and discipline those who are guilty. A mere 15% of respondents indicate that management does take disciplinary action against transgressors.

It shows that employees do not have confidence in management in dealing with corruption and nepotism. This is supported by the Public Service Commission (Republic of Namibia 2011), which reveals that a number of accountability mechanisms are in place. These include performance management and development systems, annual reporting processes and internal and external auditing requirements, but the effectiveness with which these mechanisms are implemented remains questionable. More worrying is that no sanctions are imposed for non-

compliance. The gaps continue to exist in the accountability regime of the public service thus posing critical risks for government.

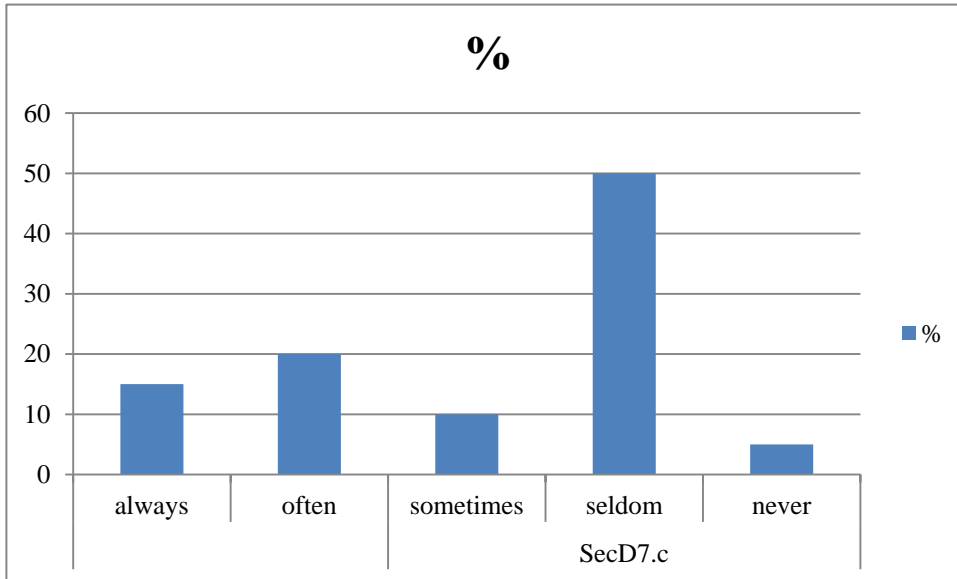


Figure 4.21: Management takes disciplinary action

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.22 illustrates opinions of respondents on their involvement in the selection process, with 15% of respondents indicating that they are not involved in the selection process, while only 50% indicate that they are involved in the selection process. It indicates inconsistencies with involving employees in the selection process. The internal recruitment and selection policy requires that relevant managers be involved in the recruitment process. Lack of managers' involvement in this process is an indication that they are excluded from the selection process.

Therefore, it can be deduced that managers are not regularly consulted, which highlights flaws in the selection process. This is underscored by Van der Westhuizen (2005:120) who argues that the selection panel should be representative of all management and must also reflect gender and race in that particular institution. If not, it might create doubts about the choice of candidates that was selected by the panel. Employees perceive the selection panel as leaning more towards

their own choices of candidates. This argument is supported by the Public Service Commission (Republic of Namibia 2009) that reveals that selection committees are not sufficiently representative and members are not prepared or empowered for their roles.

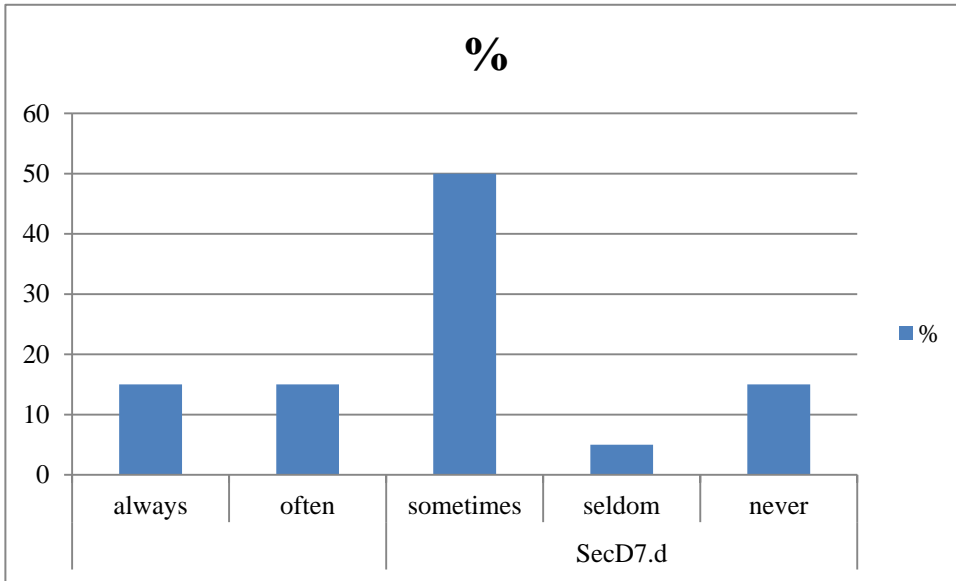


Figure 4.22: Involvement of relevant managers in the selection process
 Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.23 represents the views and experiences of respondents on whether the Ministry is fulfilling its mandate to implement and develop internal HR policy. The results show that 50% of respondents indicate that the PSC is not fulfilling its mandate of implementing HR policy. In contrast 30% of respondents agree that the PSC is fulfilling its mandate to develop and implement HR policy. It means that the PSC has to increase its capacity to allow it to discharge its function of developing and implementing HR policy. The Annual Report (Republic of Namibia 2011) reveals deficiencies in the recruitment process in the public service and these deficiencies have a negative impact on the credibility of the recruitment process. The MET and PSC have all taken steps to improve the quality of recruitment in the public service. The steps include the following:

The PSC developed a toolkit on recruitment and selection with the aim to assist ministries in managing generic activities with regard to recruitment and selection in order to avoid errors resulting from not properly implementing the recruitment process. The PSC through the Office of the Prime Minister has been offering workshops on recruitment and selection to the management and senior staff since in 2008, its main purpose being to improve the quality of recruitment and selection decisions, including a modern recruitment and selection process based on a competency framework.

Despite these initiatives many ministries are unable to effectively implement processes and procedures. This raises serious challenges for the PSC. Perhaps the PSC needs to interrogate its role and how it can best assist institutions to effectively implement recruitment and selection policies.

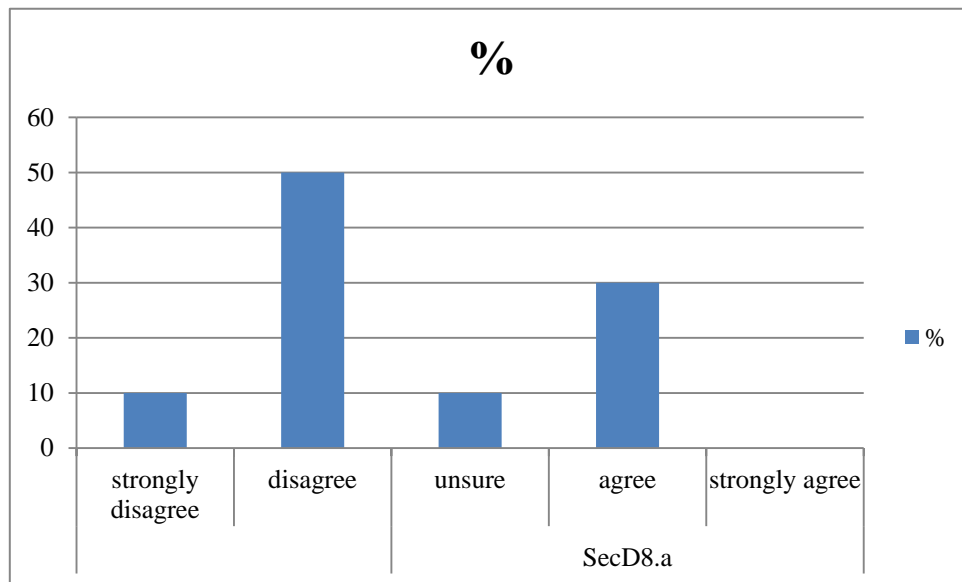


Figure 4.23: Public Service Commission fulfilling mandate to develop and implement HR policy

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.24 illustrates opinions of respondents on whether the PSC is committed to developing and assisting other government ministries in developing HR policy. The PSC is at the centre of HR policy in government.

A number of interventions were introduced which include the generic organisational structure and post establishment model for HRM components and a competency framework for improving HRM functions. As shown by figure 4.23, despite interventions introduced, the PSC is still lagging behind in terms of achieving its objectives. This is consistent with the results of figure 4.24, which indicate that 50% of respondents suggest that the PSC has not shown serious commitment in developing and assisting other government ministries in designing programmes. Only 30% of respondents agree that the PSC has shown some commitment with assisting other ministries in designing HR programmes. The above result is a clear indication of how far the PSC has moved towards achieving the stated objective.

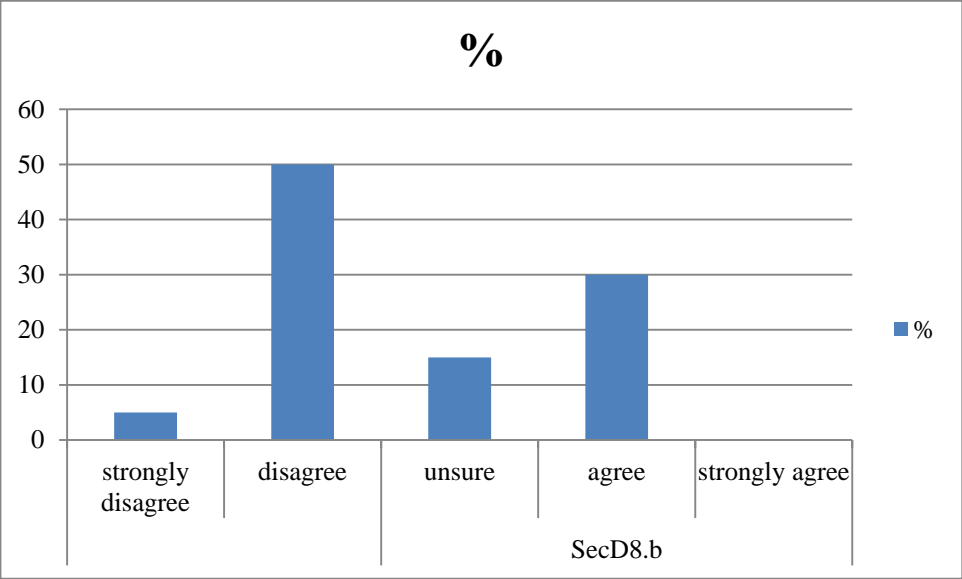


Figure 4.24: PSC commitment to develop and assist other ministries
 Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.25 depicts views and opinions of respondents on whether the PSC has the capacity to discharge its functions effectively. The results show that 55% of the respondents indicate that the PSC does not have sufficient capacity to discharge its functions effectively, while 40% agree that the PSC has sufficient capacity.

A lack of capacity as indicated by the results could be attributed to amongst others the lack of commitment from management and lack of fairness and transparency with regard to recruitment processes in the PSC. It means that current employees would be overloaded with extra work and also, due to vacant positions and those that are filled by incompetent candidates who cannot perform. In addition, insufficient capacity in the PSC could be attributed to, as previously stated management’s reluctance to appoint candidates who are better qualified and more competent than them because they fear that these candidates was take over their positions. A lack of capacity could also be attributed to the fact that a majority of candidates are not appointed on the basis of their qualifications and competency (as indicated in figure 4.18).

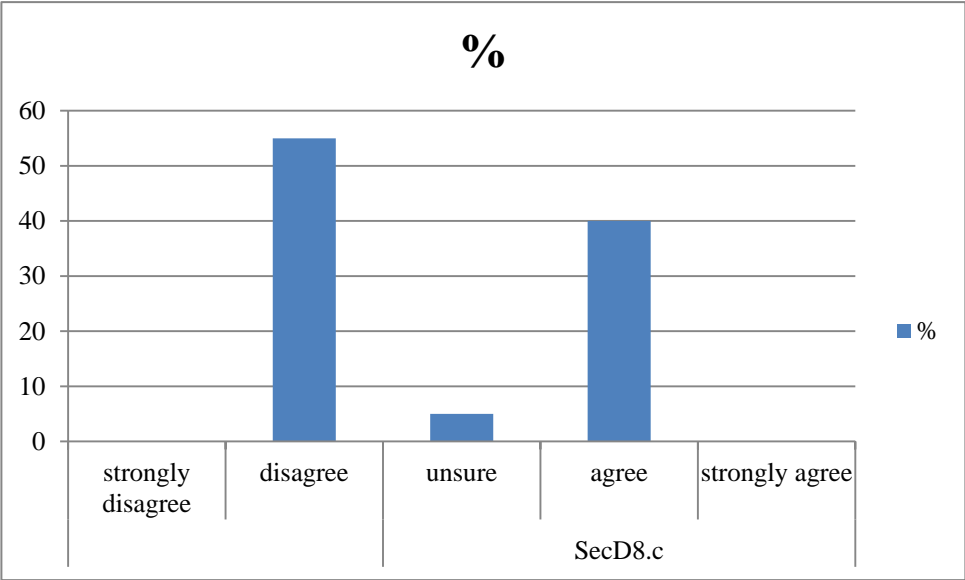


Figure 4.25: Capacity of PSC to discharge its functions effectively

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.26 indicates opinions and views of respondents on whether the relevant manager shortlists applicants for interviews. 55% of respondents indicate that the relevant manager under which a post is advertised is involved in the short listing of applicants for a post, while 5% do not agree. It is crucial to have the relevant manager under whose establishment a post is advertised involved because he or she knows exactly what skills and knowledge he or she is looking for. The relevant manager should be involved because he or she knows what personality he or she is looking for that was harmonise with the MET's culture. However, it is critical to have other stakeholders involved to ensure impartiality of the process; these include other managers and an HR official. The relevant manager also needs assistance from the division human resource management, particularly regarding requirements of the government regulations, including the *Labour Act no.11 of 2007*, the *Affirmative Action Act no. 29 of 1998* and the *Public Service Act no. 13 of 199*, regarding the inherent requirements of the job.

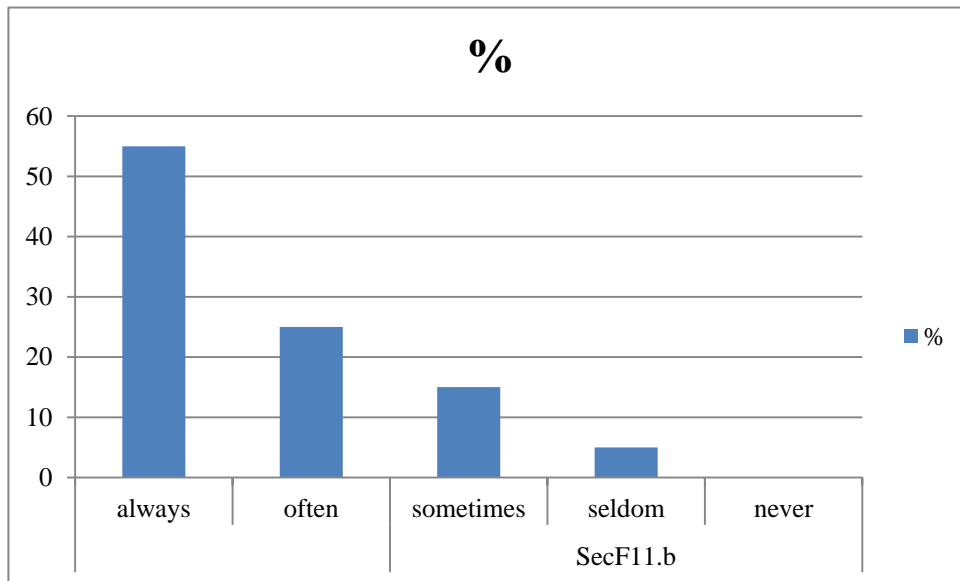


Figure 4.26: Short listing of Applicants for Interviews

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.27 represents the views of respondents on whether recommendations of the selection panel are considered by the senior management. 55% of the respondents indicate that

recommendations of the selection committee are considered by senior management when appointing candidates, while only 5% indicate that they are seldom considered. The practice that senior management considers the recommendation of the selection panel underscores the harmony that exists between internal recruitment practices and overall HR strategy for the public service. It puts the MET in a good position to fulfil their mandate of developing and implementing HR policy in government.

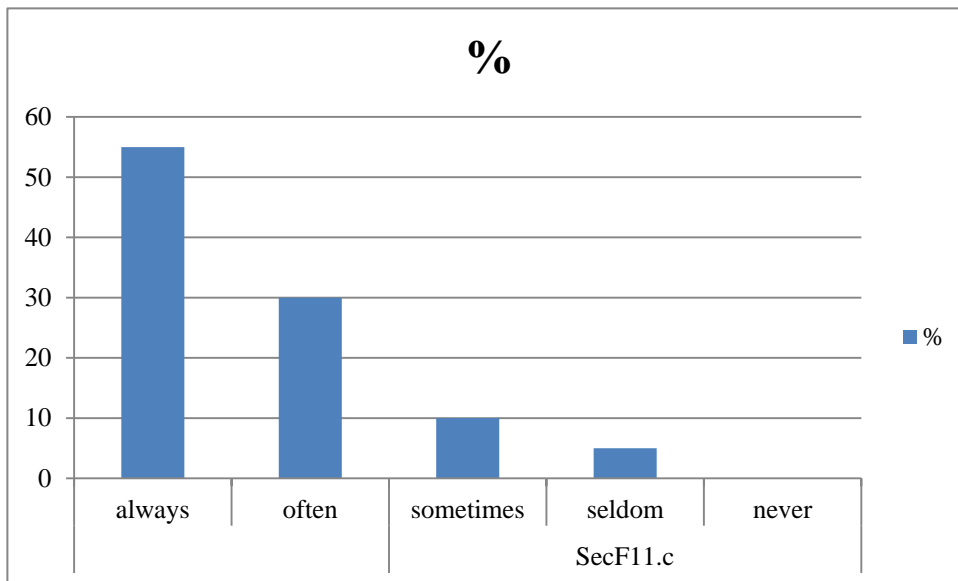


Figure 4.27: Recommendations of Selection Panel

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.28 represents the views and experience of the respondents on whether shortlisted candidates are requested to produce original certificates during the interview process. An overwhelming 60% of respondents do not agree that candidates are requested to produce original certificates during the interview process; while a mere 5% agree that candidates are often requested to produce original certificates during the interview process. It indicates the lack of commitment of the MET in promoting fair and transparent recruitment processes. It does not allow the MET to better monitor recruitment processes and to assist them in implementing good HR management practices in terms of document authentication.

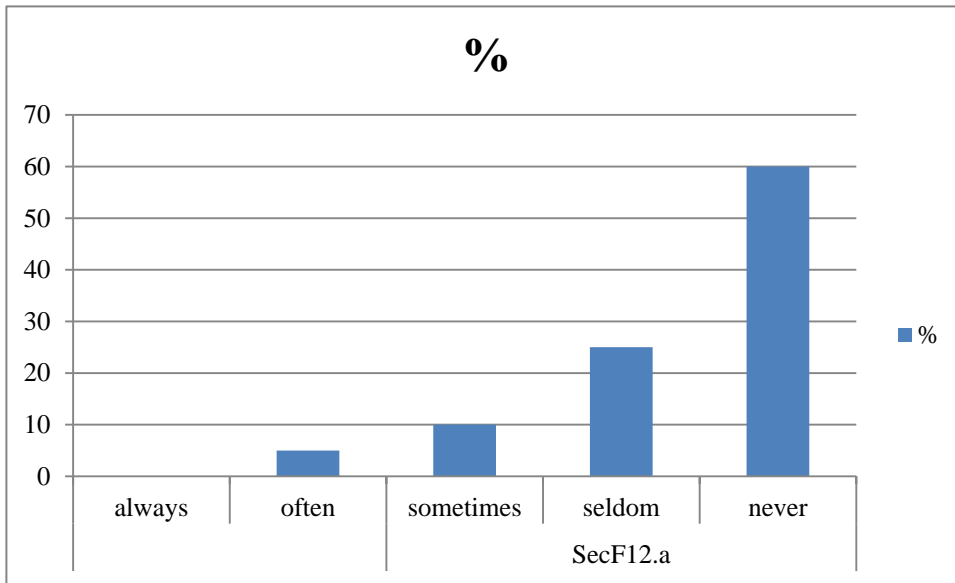


Figure 4.28: Producing original certificates during interviews

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.29 represents the views of respondents on whether qualifications are verified by the division human resource management. 91, 3% of the respondents indicate that qualifications have to be verified by the division human resource management, while 8, 7% of the respondents are of the opinion that it is not be verified. It is a clear indication of the commitment of the division human resource management to rid the MET of unscrupulous candidates with fake qualifications.

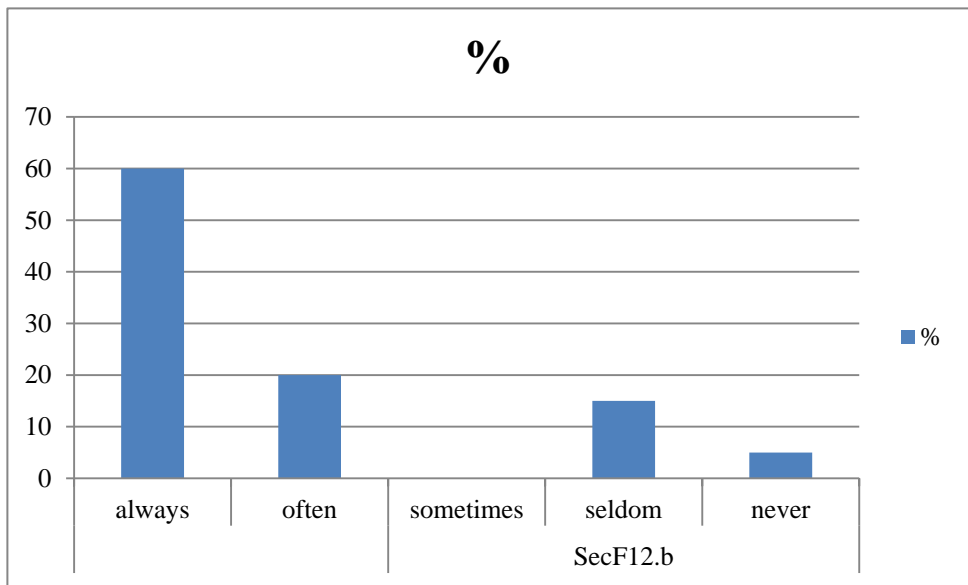


Figure 4.29: Verification of qualifications by HR
 Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.30 represents views of respondents on whether reference checks of curriculum vitae are done on all candidates involved in the interview process. 55% of respondents support the idea that reference checks is be done on all candidates, while a mere 5% indicate that it is not done. A situation arises where ministries can hire without first ascertaining the veracity of the applicants' qualifications. These incidents have profound implications for the public service. It means that an official may have joined ministries and worked for at least a year before it could be established whether he or she has fraudulent qualifications or not.

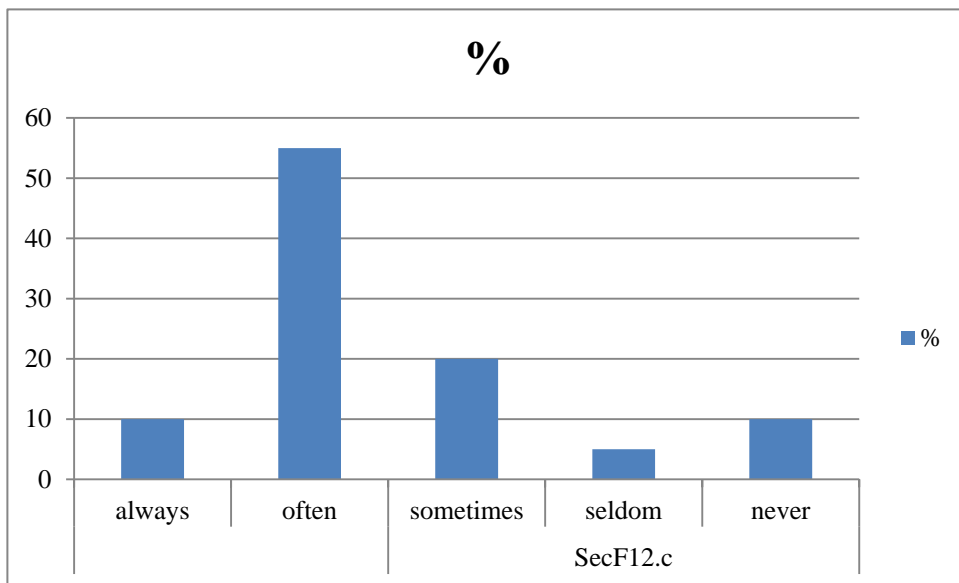


Figure 4.30: Reference checks during interviews

Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.31 depicts views of the respondents on whether the selection process is done in a fair and acceptable manner. Interestingly, 50% of the respondents felt that the selection process was only sometimes fair. Whereas 30% indicate that the selection process is done in a fair and acceptable manner. It is clear from the result that the *Public Service Act 13 of 1995* is being transgressed and that employees do not have confidence in the recruitment process at the Public Service.

As stated in figure 4.22 and corroborated by Van der Westhuizen (2005:120) who argues that the selection panel has to be representative of all stakeholders, otherwise it was be perceived as leaning towards its own choice of candidate and therefore cast doubts as to the fairness of the selection process. The recent PSC Annual Report (Republic of Namibia 2011) has come out in support of Van der Westhuizen's argument and views of respondents because it has revealed that selection interviews are inconsistent with the representation requirements with regard to the selection panel. On the basis of what is put forward in support of the nomination of the suitable

candidate and the elimination of remaining candidates, the PSC could, more often than not, not establish how ministries arrive at their decisions. The PSC report reveals that selection committees are not sufficiently representative and members are not prepared or empowered for their roles. The selection criteria are poorly defined and do not facilitate the assessment of potential and recognition of prior learning (RPL) and to apply the merit principle. The efficiency of recruitment practices and decisions is not properly monitored.

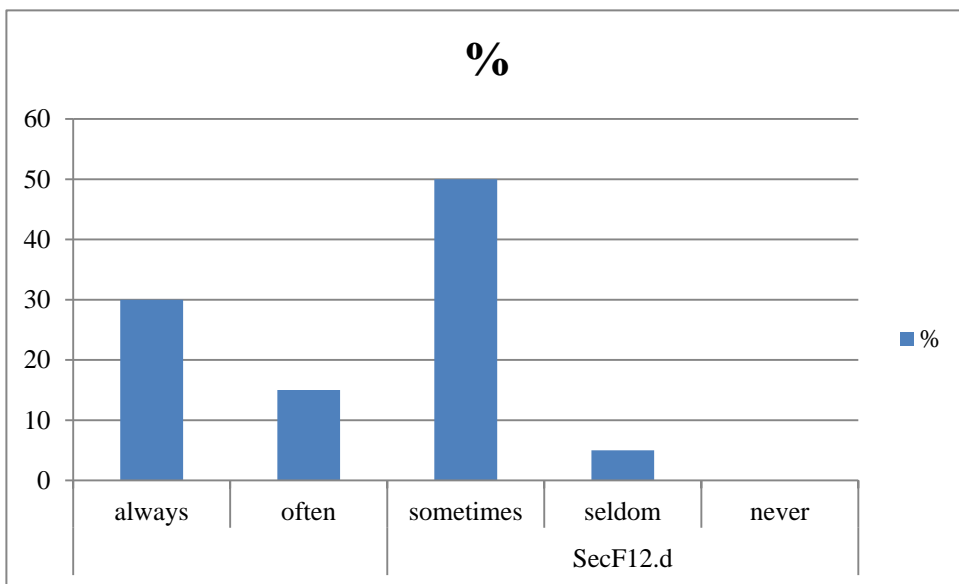


Figure 4.31: Selection process fair and acceptable
 Source: Compiled by the researcher, SD Kapinga, 2013

Figure 4.32 represents views and opinions of respondents on whether employment equity is considered when short listing candidates. 57, 9% of respondents indicate that employment equity is considered when short listing candidates, while 5, 2% indicate that employment equity is not considered when short listing candidates. This result shows contravention of the *Affirmative Action Act 29 of 1998 Section 17 (1)*, because according to the Act the selection panel must be representative of all management and must reflect gender and race in that particular institution. For instance, if there are 60% women in management positions in the ministry, this must be reflected in selection panel. If not, it creates doubts about the choice of candidates that was be

selected by the panel. Employees perceive that the selection panel as learning more towards its own gender and race choices of candidates.

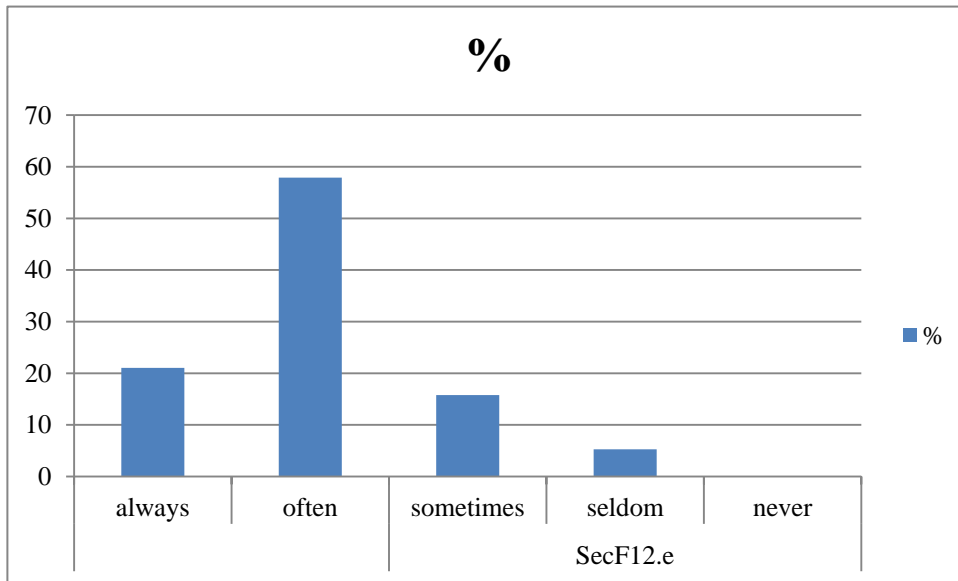


Figure 4.32: Employment equity in short listing

Source: Compiled by the researcher, SD Kapinga, 2013

The following deductions can be made with regard to the selection process in the MET. Academic qualifications are considered when selecting and appointing candidates and qualifications are regarded as more important than experience. However, it should be noted that on the selection or scoring grid used by the Public Service of Namibia, academic qualifications are not listed as a requirement when appointing candidates. It opens the selection process to possibilities of mismatch between job requirements and candidates' competencies. This is supported by Campbell and Campbell *in* Kahn (2005:86) who argue that the appointment of employees represents a rand-and-cents investment by the institution. The effects of errors in selection and poor job placement not only reflect adversely on the institution, but also deplete the scarce resource. Thus, the institution cannot afford a mismatch between job requirements and candidates competencies and skills.

Reference checks and verification of qualifications are not regularly performed during the short listing process and it compromises the quality of candidates appointed by the MET. According to Boyle (2010:4) reference checks should be done on each and every candidate shortlisted before they assume their duties in the public service. By implication, if background checks are not properly performed when appointing candidates. This could also mean that candidates with fake certificates can be employed without detection.

The selection process in the MET is flawed because relevant managers who should be part of the selection panel are sometimes excluded. Selection panels do not appoint candidates better qualified than them. It indicates the panel's preference of appointing less qualified candidates rather than better qualified. Such action shows a lack of concern for institutional performance and productivity.

The prescripts of section 18 (3) of the *Public Service Act 13 of 1995*, are not adhered to because candidates are not appointed on the basis of merit (i.e. competence and qualification). It clearly shows that the best qualified employees are not in the appropriate positions. It means less qualified and less competent candidates are selected and appointed, which adversely affects the institution's effectiveness and productivity, which in turn affects service delivery. This is supported by Cook *in* Kahn (2005:87) who argues that competent and qualified candidates are twice as productive than less qualified candidates and that appointing less qualified candidates is costly to the institution because they are less productive (see figure 4.17).

An existing lack of willingness and fear of victimization to come to the fore with information indicates the Public Service of Namibia's lack of support systems to protect whistle blowers as provided for by the *Anti-Corruption Act 8 of 2003*. There are no monitoring mechanisms to ensure fairness in the selection process at the Ministry.

4.5 CONCLUSION

The Ministry of Environment and Tourism has a well-functioning structure that is well organized and coordinated but the lack of capacity in the Ministry has a crippling effect on its effectiveness. In addition the Public Service of Namibia has well-crafted policies; however the implementation thereof is sometimes questionable. It is clear that the division human resource management plays a pivotal and critical role in recruitment and selection processes in the MET. In order to function optimally it needs to be well capacitated in terms of skills and resources. HR planning is a very important stage in the HR value chain. Errors at planning levels render the recruitment process flawed and MET has challenges in this regard, because skills and competencies are sometimes not taken into account when posts are advertised.

Qualifications are regarded as important requirements when appointing candidates in the MET. The selection panel is representative but it does not appoint candidates who are better qualified than they are and this fact compromises the quality of candidates appointed by the MET. In turn this affects performance and ultimately service delivery in the public service. The merit principle is not applied in the MET and it means that less qualified candidates are appointed and this has a bearing on their ability to perform. Reference checking is conducted in the division human resource management. The challenge is that it should be done regularly to avoid slip ups with fake certificates.

The effectiveness of recruitment and selection processes in the MET depends on its willingness and ability to improve on conducting regular reference and background checks, appoint competent and qualified candidates and appoint selection committees that are willing to appoint candidates who are better qualified than they are. Creating an enabling environment that encourages reporting alleged cases of corruption and a willingness of management to take steps to discipline those who are guilty is of paramount importance. The next chapter deals with the conclusions, findings and recommendations of the study.

CHAPTER 5: FINDINGS AND CONCLUSIONS

5.1 INTRODUCTION

Chapter 4 revealed that the Public Service of Namibia has well-crafted recruitment and selection policies that guide the functioning of the MET. This chapter provides an overview of the research findings. The findings are discussed under the following categories namely: planning, the role of the division human resource, recruitment policies, advertising selection process and short listing.

5.2 SUMMARY OF FINDINGS

Figure 4.4 illustrates that the PS has clear policies on recruitment and selection. At least more than 50% of the respondents are in agreement. It means that employees are aware of internal policies and procedures which guide the recruitment business at MET. The results of the study also shows that the MET complies with prescripts of the *Public Service Act 13 of 1995* and internal recruitment policy by advertising vacancies both internally and externally to attract a wider pool of candidates to select from and relevant stakeholders are involved in advertising.

The study revealed that the Ministry's selection panel is representative of both race and gender as prescribed by the *Affirmative Action Act 29 of 1998*. The composition of the selection panel is composed of among other, an HR representative and mainly relevant representatives from the section concerned.

In terms of planning the study reveals in Fig 4.7 only 30% a reasonable planning of recruitment process taking place at Ministry. The result indicates that there is no proper planning. According to the Public Service Staff Rules and Regulations B.II of 2012, HR planning should precede any recruitment action in the public service.

There is also an indication that sufficient attention has not been given to the inclusion of critical skills before advertising for a post. It shows a lack of proper HR planning because failure to include critical skills was jeopardize the entire recruitment process. It can be interpreted that the implementation the PS policies is not consistent.

Fig. 4.19: 50% of respondents articulates the view that employees do not report irregularities. The results show that there is a lack of support mechanisms to assist employees who would report on irregularities (i.e. no protection is afforded to whistle blowers as stipulated by the *Anti-Corruption Act 8 of 2003*). It appears from the results that many employees rather choose to remain silent.

There is a clear illustration in figure 4.2 by an overwhelming number of respondents who agree that HR plays a vital role in recruitment and selection of candidates. It can thus be deduced that the Division HRM in the Ministry plays an influential role in the recruitment and selection of candidates. It also implies the Division HRM fulfils its functions to assist managers and the Ministry to get its work done. Most importantly, employees recognise the important function that the Division plays in the Ministry. It is demonstrated that the functions of the Division HRM go beyond assisting with internal operations of the Ministry by assisting the PSC to fulfil its overall mandate of developing human resources in the Public Service of Namibia.

The study demonstrates (Figure 4.5) insufficient, only 50% adherence to the recruitment and selection policies at MET. Adherence to policies, practices and procedures are critical in ensuring that institutions recruit and select competent and qualified candidates. Thus, failure to adhere to such policies as indicated by results means that the most qualified employees are not necessarily in the right positions. This fact would negatively affect the Ministry's performance. It would in turn, have an adverse effect on service delivery because incompetent people are in the critical positions of authority and yet they cannot perform.

In Figure 4.6 convincing 50% of respondents disagreed with the statement that the recruitment process is monitored to ensure fairness and transparency. However, 40% agree that there is monitoring of the recruitment process. The results suggest that there is a lack of adequate systems to monitor the recruitment process.

5.3 SYNTHESIS

Chapter 1 provided an introduction and background, motivating the study (in order to provide context), the problem statement, research questions and therefore by implication the objectives of

the study, as well as the significance of the study. It also covered research ethics and an analysis of key concepts in the study.

In chapter 2, consideration was given to the literature review or theoretical foundations, concepts, characteristics, theories, approaches and classifications necessary to understand and evaluate recruitment practices and policies in the public service as well as to provide a definition thereof. Different authors have defined recruitment differently, but consensus has been reached that selection is the prediction of the future in terms of individual differences, the requirements of the job and the internal and external environment of the institution.

Chapter 3 described the research methods applied and the data collection techniques used. It further provided a brief explanation of questionnaire design, explained different sections of the questionnaire and the targeted respondents. Moreover it described the sampling method employed in this study and limitations of the study.

Chapter 4 provided the organizational structure and discussed recruitment and selection functions of the MET and also provided analysis and interpretation of the results of the study. This chapter revealed that implementation of recruitment policies is not consistent with the recruitment policies of the Public Service and *Public Service Act 13 of 1995*.

Chapter 5 provided the findings of the study. Conclusions and recommendations in this Chapter 6 were drawn, based on the findings of the study.

5.4 CONCLUSIONS

In concurrence with PSC Annual Report (2006:8) the investigations of the study reveals that there are challenges with regard to recruitment of employees system in the Ministry of Environment. The MET does not give proper attention to HR planning. This is evident by not determining what critical skills are necessary for the post before a post is advertised. Such errors affect the ability of the Ministry to recruit from a pool of qualified and competent candidates. Although the MET has a well-crafted recruitment policy, the implementation remains a challenge. The MET complies with prescripts of the *Public Service Act 13 of 1995* and the *Affirmative Action Act 29 of 1998* in terms of advertising methods, as they are advertising internally and externally and involving all relevant stakeholders in the advertising of posts. The selection panel comprises of qualified and competent members and is representative of race and gender. However, the selection panel seems to appoint candidates that are less qualified than the

panel members. It means, that the short listing process is compromised, since the members of short listing panel also serves on the selection panel. The MET does not provide protection to whistleblowers and this explains the reluctance of employees to provide information on acts of irregularities.

5.5 RECOMMENDATIONS

HR planning should lay a solid foundation for recruitment and selection processes to take place. The subdivision human resources should be more active and confidently convince role players to ensure that no inconsistencies are totally eliminated the entire during recruitment process. It is therefore imperative for the MET to make expertise available to undertake this process. It would assist the Ministry to ensure that all critical aspects (skills, knowledge and competencies) are taken into consideration before a post is advertised, to ensure fairness and transparency in the recruitment process. It is important for the MET to establish a team of experts that was monitor the recruitment and selection process. In addition the MET needs to strengthen the monitoring and evaluation capacity of the institution. It is highly recommended that the Ministry should pay more attention in monitoring and evaluation of the system to implement corrective measures.

All elements of the recruitment process must be properly planned for and carried out with the greatest speed consistent with the level of rigor, which is not the case at the MET. Poor planning can delay the process of recruitment and it can be costly for all parties, this practice should be avoided as far as possible. They are potentially distressing for applicants and stressful for employees required to compensate for the vacant position. The timely filling of vacant post is a real concern in the PS. The Recruitment Policy Framework issued in terms of the Public Service Act, 1995 (Act 13 of 1995) prescribes in the flow diagram, the time it should take for the normal process. All efforts must be done to ensure that the limits are not exceeded for recruitment process. The supervisor is the one that should drive the process meaning that s/he should ensure that the post is advertised in the shortest period of time.

The short listing panel should be composed of qualified and competent members. The members of this panel should not serve on the selection panel. The short listing panel should identify and shortlist the most competent and qualified candidates. It would provide the selection panel with a

pool of qualified and competent candidates to select from. This process would prevent the selection panel from recommending less qualified candidates for appointing.

The role of a selection or interview panel (also known as a selection committee) is to assess the relative merit of the applicants for a vacant position and to advise the PSC of the applicant judged to have the greatest merit. According to the study, however this function is challenging especially where candidates' qualifications are required for application purposes and have to be considered despite the fact that the interview score sheets do not make provision for evaluation of qualifications. In this regards, it is recommended that a thorough review of the application forms and, or interview score sheets should be considered to align the two and avoid possible mismatch between job requirements and candidates.

In addition, the members of a selection committee must be knowledgeable, experienced and well trained in employee selection. They must at all times be independent, thorough, conscientious, fair and professional in exercising their responsibilities. MET should support selection committees with adequate resources for their task.

Ethics in recruitment and selection comprise impartiality, accountability, competition, openness and integrity. The Ministry must ensure that appropriate accountabilities are in place for resolving ethical issues arising from selection panels. Panel members are to be advised that the merit selection principles and standards include ethical behaviour. Any breach could lead to disciplinary action and may constitute corrupt conduct under the Anti-Corruption Act, 2003 (Act 8 of 2003).

Management should create a favourable environment, free of intimidation and victimization and be accessible to all employees and also introduce a whistle blower protection programme, which was create a platform for employees to come forward with information. The selection panel and management should make available reports on recruitment in the MET on a regular basis.

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ANNEXURE A: QUESTIONNAIRE

Enquiries: Tel. 061-2842 813 Cell. 0811279921

Survey Questionnaire

Purpose of the research:

The primary objective of this study is to evaluate recruitment policies and practices to determine challenges with the recruitment of competent and qualified candidates in the Public Service. The Ministry of Environment and Tourism has been selected as case study because of their essential role human resource management and implementation recruitment of policy.

Research findings derived from this study would assist MET in developing comprehensive internal recruitment policies and mechanisms to monitor implementation of such policies and also to assist academics in the field to peruse an updated summary of these developments. It is also intended to serve as a guide to human resource practitioners to identify their possible shortcomings in the recruitment policies and practices and apply corrective measures.

Instruction for completion (15 Minutes)

1. Please read through all the questions before attempting to complete the questionnaire.
2. Please remember that there are no right or wrong answers; simply answer the questions based on your current knowledge and/or experience.
3. Please complete the questionnaire without discussing it with other members of your organisation.
4. All information was treated as strictly confidential.
 - a) Information was be used only in aggregated form.

Your assistance in completing the survey questionnaire allows the researcher to gather necessary data for the research study.

Section A: Biographical details

1. Please indicate the following

2. Length of service

| | | |
|-------------------------------|----------------------|--------------------------|
| Position | 0 to 5 years | <input type="checkbox"/> |
| Level of Position/Grade | 6 to 10 years | <input type="checkbox"/> |
| Directorate | 11 to 14 years | <input type="checkbox"/> |
| Division | 15 to 20 years | <input type="checkbox"/> |
| Gender: Male Female | 21 to 25 years | <input type="checkbox"/> |
| | Longer than 25 years | <input type="checkbox"/> |

3. Academic Qualification

| | |
|-----------------------------|--------------------------|
| Lower than Matric | <input type="checkbox"/> |
| Matric | <input type="checkbox"/> |
| Certificate | <input type="checkbox"/> |
| Diploma/Degree | <input type="checkbox"/> |
| Post Graduate Qualification | <input type="checkbox"/> |

Section B: Role of the Subdivision Human Resource Management

4. Please indicate the extent to which you agree or disagree with the following statements:

(1) Strongly disagree; (2) disagree; (3) unsure; (4) agree; or (5) strongly agree?

a) The subdivision human resource management has a significant influence on the recruitment process in your division.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

b) The subdivision human resource management plays a vital role in recruitment and selection.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

c) The subdivision human resource management has enough capacity to discharge its functions effectively.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

Section C: Recruitment Policies

5. Please indicate the extent to which you agree or disagree with the following statements:

(1) Strongly disagree; (2) disagree; (3) unsure; (4) agree; or (5) strongly agree?

a) The subdivision human resource management has clear policies and procedures on recruitment and selection.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

b) The subdivision human resource management adheres to these policies and procedures.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

c) The recruitment process is monitored to ensure fairness and transparency.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

d) There is proper planning for the recruitment process.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

e) Proper consideration is given to skills, competencies and traits before a post is advertised.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

Section D: Selection

6. On a scale of 1 to 5, please rate the following statements where:

1 = always; 2 = often; 3 = sometimes; 4 = seldom; 5 = never.

a) A formal academic qualification is considered when selecting candidates.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

b) Experience takes precedence over qualifications when selecting candidates.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

c) The curriculum vitae, references and qualifications are checked thoroughly before appointing a candidate.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

d) Candidates are selected on the basis of their competency and qualification.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

e) The selection panel would recommend the appointment of candidates who have better skills and qualifications than the rest.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

7. On a scale of 1 to 5, please rate the following statements where:

1 = always; 2 = often; 3 = sometimes; 4 = seldom; 5 = never.

a) Irregularities regarding the selection of candidates can be freely reported without fear of victimisation.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

b) Cases of suspected irregularities are reported to management.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

c) Management takes disciplinary action.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

d) You are involved in a selection process.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

8. Please indicate the extent to which you agree or disagree with the following statements:

(1) Strongly disagree; (2) disagree; (3) unsure; (4) agree; or (5) strongly agree?

a) The PSC is fulfilling its mandate to develop and implement human resource policy.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

b) The PSC is committed to developing and assisting other government ministries.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

c) The PSC has the capacity to discharge its functions effectively.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

Section E: Advertising

9. Please indicate the extent to which you agree or disagree with the following statements:

(1) Strongly disagree; (2) disagree; (3) unsure; (4) agree; or (5) strongly agree?

a) Advertisements for posts/jobs should specify the inherent requirements of the job, the job title and the core functions.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

b) All posts are advertised externally.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

c) Some posts are advertised internally.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

d) Advertisements for vacancies cater for employment equity.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

10. Please indicate which recruitment method attracts the best candidates by placing a tick in the appropriate box.

a) External source /media

b) Internal advertising/circular

Section F: Short listing

11. Please rate the following on a scale of 1 to 5 where: 1 = always; 2 = often; 3 = sometimes; 4 = seldom; 5 = never.

a) The relevant manager with the assistance of the human resource officers drafts the advertisement.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

b) The relevant manager shortlists applicants for interview.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

c) Recommendations by the selection panel are considered by the next higher level in the institution.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

12. Please rate the following on a scale of 1 to 5 where: 1 = always; 2 = often; 3 = sometimes; 4 = seldom; 5 = never.

a) Shortlisted candidates are requested to produce original certificates during interviews.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

b) Qualifications are verified by the human resource office.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

c) Reference checks are done on all candidates.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

d) The selection process is done in a fair and acceptable manner.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

e) Employment equity is considered when short listing candidates.

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

13. How do you feel about the following statements on recruitment in your department? Please indicate whether you approve (A), disapprove (DA) or are unsure (UN).

a) The current recruitment process in the Public Service should focus more internally.

| | | |
|---|----|----|
| A | DA | UN |
|---|----|----|

b) The current recruitment process in the Public Service should focus more externally.

| | | |
|---|----|----|
| A | DA | UN |
|---|----|----|

Thank you for participating in this study.