



RECRUITMENT AND CAPACITY BUILDING IN THE PUBLIC SERVICE OF NAMIBIA

A research paper submitted in partial fulfilment of the requirements for obtaining of Degree of Master of Public Policy and Administration of the Institute of Social Studies, Hague and the University of Namibia.

Date: 2005(?)

By

Teckla N Lameck

Supervisors:

Dr. Pascal Mihyo (ISS)

Dr. Roy Mukwena (UNAM)

dRN b 10982802
Loc SC TH 352.65096881 LAM
Branch wis Vote _____
O/N _____ Price _____



DEDICATION

To my late brother,
Martin Shikola

ACKNOWLEDGEMENTS

There are many individuals and institutions that have played an important role in the realization of this thesis. First and foremost, I would like to express a special word of thanks to my academic advisors, Dr. Pascal Mihyo and Dr. Roy Mukwena, who were instrumental in keeping me focused on my research design.

I would also like to acknowledge the contribution made by all my colleagues from the Office of the Public Service Commission, especially their moral support, understanding and sacrifice of their precious time in answering numerous questions I posed to them. My sincere appreciation goes to my secretary, Ms. Johanna Potgieter for all her effort and energy put in typing this script. To Ms. Linda Olivier, the Administrative Assistant in the UNAM/ ISS MPPA program office, I would like to say "thank you" for the wonderful manner in which you were able to communicate course information timeously.

Last but not least, I would like to give a special word of thanks to my lovely husband, Festus Lameck, for being my worst critic, but also my source of inspiration when I was feeling down due to all the work pressure. His proof-reading skills were just invaluable to the end result of this dissertation.

DECLARATION

I hereby declare that this work, entitled "*Recruitment and Capacity Building in the Public Service of Namibia*," is my own independent work except where stated otherwise in the acknowledgements or the text, and that it has not been previously submitted in whole or in part for an award at any institution.

Signed By:

Teckla N Lameck

Date:

Day Month and Year

ABBREVIATIONS

| | | |
|--------|---|---|
| ANC | - | <i>African National Congress</i> |
| CEDAW | - | <i>Convention on the Elimination of all Forms of Discrimination Against Women</i> |
| DWA | - | <i>Department of Women Affairs</i> |
| FWCW | - | <i>Fourth World Conference on Women</i> |
| NAMCOL | - | <i>Namibia College of Open Learning</i> |
| NANSO | - | <i>Namibia National Students Organization.</i> |
| NANAWO | - | <i>Namibia National Women Organization</i> |
| NAPWU | - | <i>Namibia Public Workers Union</i> |
| NANTU | - | <i>Namibia National Teachers Union</i> |
| NBC | - | <i>Namibian Broadcasting Corporation</i> |
| NDP1 | - | <i>National Development Plan 1</i> |
| NPC | - | <i>National Planning Commission</i> |

| | | |
|-------|---|--|
| PSA | - | <i>Public Service Act</i> |
| PSC | - | <i>Public Service Commission</i> |
| PSUN | - | <i>Public Service Union of Namibia</i> |
| OPM | - | <i>Office of the Prime Minister</i> |
| RSA | - | <i>Republic of South Africa</i> |
| SCS | - | <i>Singaporean Civil Service</i> |
| SWAPO | - | <i>South West Africa People's Organisation</i> |
| TUN | - | <i>Teachers Union of Namibia</i> |
| UK | - | <i>United Kingdom</i> |
| UNAM | - | <i>University of Namibia</i> |
| UNDP | - | <i>United Nations Development Program</i> |
| USA | - | <i>United States of America</i> |

TABLE OF CONTENT

| NUMBER | SUBJECT | PAGE |
|------------------|----------------------------------|-------|
| | Dedication | (i) |
| | Acknowledgments | (ii) |
| | Declaration | (iii) |
| | Abbreviations | (iv) |
| | Table of contents | (vi) |
| | | |
| CHAPTER 1 | | |
| 1. | Introduction and Background | 1 |
| 1.1 | Research Problems and Objectives | 3 |
| 1.2 | Hypothesis | 5 |
| 1.3 | Research questions | 6 |
| 1.4 | Research methodology | 8 |
| 1.5 | Research justification | 11 |
| | | |

| CHAPTER 2 | | |
|------------------|--|----|
| 2. | Analytical Framework and Literature Review | 12 |
| 2.1 | Western Models of Education, Recruitment and Meritocracy | 12 |
| 2.2 | The Asian Model – Singaporean Experience | 14 |
| 2.3 | Literature on the African Model of Education and Labour Market Integration | 16 |
| 2.4 | The South African Experience | 17 |
| 2.5 | The Zimbabwean Experience | 19 |
| | | |
| CHAPTER 3 | | |
| 3. | Confronting Labour Market Segregation in Namibia | 23 |
| 3.1 | The Recruitment Process | 24 |
| 3.2 | Recruitment Policy after Independence | 26 |
| 3.3 | Suspension of the Career System | 28 |
| 3.4 | Advertising of Promotion Posts | 29 |
| 3.5 | Appointment of Foreigners | 31 |
| 3.6 | Education Policy | 32 |
| 3.7 | Education Policy after Independence | 34 |
| | | |
| CHAPTER 4 | | |
| 4. | The Role of Stakeholders | 40 |

| | | |
|------------------|---|-----------|
| 4.1 | The Role of Stakeholders in Policy Formulation | 41 |
| 4.2 | The Role of Stakeholders in Policy Implementation | 44 |
| 4.3 | The Role of Stakeholders in Designing and Implementing Capacity Building | 47 |
| 4.4 | Addressing Gender Imbalances in the Public Service | 49 |
| | | |
| CHAPTER 5 | | |
| 5. | Conclusions and Recommendations | 55 |
| 5.1 | Conclusions | 55 |
| 5.2 | Recommendations | 59 |
| | | |
| | BIBLIOGRAPHY | 62 |

ix

CHAPTER 1

1. INTRODUCTION AND BACKGROUND

The policy of apartheid had been characterised by the systematic denial of education to the black people. This was a deliberate effort to deny black people the opportunity to occupy managerial positions in the labour market. This is no longer the situation in Namibia after independence because the recruitment process has been reformed according to the Public Service Act, (Act 13 of 1995). Today the working environment is no more based on apartheid recruitment requirements and procedures that were designed to deny blacks and women equal opportunities with white men in the civil service. However, although the recruitment process has changed in terms of entrance into the civil service, the strategy for capacity building and training still leaves much to be desired.

Before independence white people dominated the management positions in government while blacks were relegated mostly to the junior positions. After independence, the new government could not simply replace the existing “ *old* ” civil servants with new ones because Article 141 of the

Constitution guaranteed all civil servants their jobs. However, the government wanted to level the playing field and give equal opportunities to all Namibians, and make the civil service more representative of the country's population. The Public Service Commission (PSC) was given the task to achieve the above-mentioned aim. The PSC decided to abolish the career system as a way of recruitment that was in operation by then, and introduced an open way of recruitment by amending the Public Service Act, Act 2, of 1980. A decision was taken by the PSC that blacks and women should be given preference whenever appointments, promotions and transfers take place in the civil service. Due to their disadvantaged backgrounds, black Namibian civil servants could not gain managerial experience in the colonial civil service. As a result, the new government relaxed experience requirements. However, it is only people with necessary qualifications who were considered for appointments and promotions.

The amended act seems to overlook the critical factors of how to link recruitment to human capacity building and education to skills that would help shape black people in such a way that they qualify to embark on a career path into positions of management. It does not address the issue of

appropriate skills development as a vehicle to empower blacks and seems rather to put emphasis on the conventional training and course development approach as the important tool for capacity building. In other words, people are not taught skills that they would need to survive in the real world of work. Rather, they are taught a lot of theoretical assumptions and postulations that are in many instances difficult to apply in practice.

This research therefore will focus on ways and strategies for moving away from the more traditional and limited interpretation of capacity building as training and re-tooling, to capacity building based on relevant skills and expertise. Such an orientation can help the public service to articulate its mission, role and functions. The research outcome will hopefully provide an opportunity to suggest ways through which black people can compete equitably and play their due role in the public service. Such recommendations will include capacity building mechanism, which were found lacking in Namibia by the latest UNDP Report (1993).

1.1 Research problems and objectives

The main research problem in this study is to find out why many recruitment programs aimed at accelerating the advancement of black people in general, and women and the disabled in particular, have failed to meet expectations. Despite the political will prevailing in the country, that of seeing black women and the disabled persons, being represented in decision-making positions, the number of women and disabled are very much insignificant, and the pace of bringing about change in this regard has been very slow. According to the PSC's Annual Report of 1 April 1999 to 31 March 2000, there were only 22% female occupying posts from Deputy Directors upwards compared to 78% male. While 48% female occupied positions below Deputy Directors compared to 52% male. No statistics on disabled were given, although The Association for the Handicapped in Namibia estimated that there are 30,000 to 40,000 disabled persons in Namibia, including around 5,000 war victims.

Many disabled people have the required skills to find employment, but are not given the opportunity. Education and training programmes should be provided to improve the employment opportunities of disabled persons.

Under the Labour Act discrimination against disabled persons is prohibited and employers are compelled to take special measures to meet the particular needs of disabled persons. All employers should be expected to make reasonable accommodation in order to increase the representation of disabled persons in their workforce

In some cases people from the disadvantaged groups ended up performing below expectations, due to lack of motivation and necessary support mechanism. This has led to frustrations, lack of confidence, and resignations, especially of many black employees in the public service. It also resulted in some employees becoming reluctant to take up senior positions preferring to remain in their current positions. In the end productivity was compromised. This implies that the genuine advancement of the disadvantaged cannot be addressed by a mere haphazard recruitment policy, but rather through a comprehensive recruitment strategy coupled with capacity building in terms of not only knowledge, but also skills and competencies required to perform tasks at hand.

An important objective of this study is to find out what the major characteristics or components of human capacity building in the recruitment policy of colonial and postcolonial Namibia.

The study will further examine the mechanisms used by the colonial power to exclude black people from holding key and critical positions in the public service. It will then look for ways to embark on strategic capacity building mechanisms and techniques that can help to bridge the gap and make black people a dynamic and competitive force on the labour market. Such strategies will involve strengthening the link between education and skills, and linking those two with the actual tasks, challenges and needs of the public service. If Namibia has to move from a segregated to an inclusive labour market on the one hand, and from a conventional personnel management approach to new public management techniques with the majority of the Namibians at the helm of the public service, relevant skill formation has to be at the centre of education process and skills have to relate to real characteristics and needs of the Namibian economy.

1.2 Hypothesis

The research set out to test the following hypotheses:

- Linking recruitment to capacity building will create productivity in the Public Service.
- The recruitment strategy of the civil service did not adequately address capacity building issues necessary to improve productivity and efficiency of service delivery.
- Labour market exclusion was intended to preserve white domination and hegemony, and did not promote relevant capacity building issues necessary for nation building.
- Educational reforms can only assume meaning if the necessary constitutional and legislative reforms are put in place, as these can lead to harmony and understanding of the processes by the beneficiaries of such.

- The demand and supply side factors can be combined to reduce exclusion and empower the hitherto disadvantaged groups as they form the majority of the civil servants that need to be affirmed through accelerated and institutionalised capacity building.

1.3 Research questions

The following questions will be addressed during this study.

1. Does the public service have a recruitment policy?

Who designed the recruitment policy, and what does it entail?

What were the factors in training and recruitment that excluded black people? Have these factors changed?

- (i) What are the main requirements in the skill structure of the public service and how are they supported by education curriculum?
- (ii) Are there in-service training programs that can inculcate the missing skills?

- (iii) What institutional obstacles exist to the acquisition of relevant skills by blacks/women?

2. *What were the objectives of the new recruitment policy?*

- (i) What did they focus upon? What has been ignored?
- (ii) Has the education system changed to equip disadvantaged groups to become more competitive?

3. *Was capacity building ever part of the policy, if not why not?*

If it has to be increased what should be done in schools, in service and through earn as you learn programs (evening courses)

- (i) What is available, is it enough?
- (ii) Is it affordable?
- (iii) Can all go for evening classes (women, youth)?
- (iv) How can the Namibian government help?
- (v) What did the government do to improve the capacity of civil servants?

- (vi) What were the resources available?
- (vii) Who else should be involved, -private consultants?

4. What role did legislation play in entrenching labour market Segregation?

- (i) Were labour market segregation laws readily acceptable by all groups?
- (ii) Did they strengthen the resolve of the disadvantaged groups to rise above the adversities and improve themselves?
- (iii) What contribute to the demise of the system in the end?
- (iv) Are the civil servants better off in terms of capacity building in the present dispensation?
- (v) What strategies were used to subjugate the aspirations of the majority of black Namibians by the white minority in terms of recruitment to the public service?
- (vi) Were these strategies successful in protecting the interest of the governing class in the long run?
- (vii) Are the previously advantaged groups alienated in terms of capacity building in the present dispensation?

1.4 Research Methodology

The information used in this paper was obtained from primary and authoritative sources such as government records, publications and legislation. Interviews were held with two Labour Inspectors, Labour Commissioner, Employment Equity Commissioner, the Permanent Secretary of the Ministry of Basic Education and Culture, four members of the Public Service Commission (PSC), the Director in the Ministry of Women Affairs and Child Welfare, and the leader of the disabled. My own observations and experience as a member of the PSC have helped me in the analysis. The interview method has been employed as my preferred medium of investigation and data collection because of the benefits one derives from personal contact and face-to-face interaction.

The interviews were primarily unstructured and interviewees were given the opportunity to express themselves freely according to their perceived subjective or objective experiences elicited by the particular questions based on the research questions. Convenient sampling method has

largely been used in the identification of the target population. In some instances, random sampling has been employed, especially when interviewing 5 senior and 7 junior personnel officers from the Prime Minister's Office, Ministry of Basic Education and Culture, Ministry of Higher Education and Job Creation as well Ministry of Labour. No particular interview questionnaire was prepared or distributed to the target population, as that would have inhibited the ability of responding extemporaneously, according to first principles and beliefs.

Some members of the PSC were interviewed to give their personal experience and impressions on the role the PSC had played in streamlining the recruitment regime of the public service, and whether the programme on capacity building in the civil service was on track. The Deputy Director of The Charter and Efficiency Unit in the Office of the Prime Minister was interviewed because her division is tasked with the responsibility of developing productivity and efficiency measures for the civil service, as well as liaising with the Training Division to look at capacity building issues of the civil service.

Most importantly, interviews were held with the Director in the Ministry of Women Affairs and Child Welfare, as well as the Secretary general of the Namibian National Women Organisation (NANAWO), to solicit their views on the obstacles faced by women, and disabled in particular, in empowering them through enhanced and accelerated career development paths in the public service. The Director for Human Resources Development in the OPM was interviewed to clarify human resources development policies and their impact on recruitment and capacity building in the civil service.

Various physically challenged people at the Ehafo Centre for the Physically Handicapped were randomly interviewed to relate how they feel about affirmative action, and in particular, whether the promulgation of the said act has now opened up opportunities for them to be employed in the public service. Discussions were also held with key officials from NAPWU, TUN, NANTU, PSUN and NANSO (the most important collective bargaining agents in the civil service) to articulate the positions, of their organisations is - avis issues of capacity building in the civil service and most importantly, the question of school drop outs who cannot be accommodated in mainstream employment in the public sector.

Primary data was also collected by way of focus group discussions held with permanent shopstewards in various offices of the Ministry of Higher Education, Culture and Employment Creation, to share their practical experiences regarding recruitment and capacity building in the public sector. Data were also collected through documentary research. Relevant Government documents include the Namibian Constitution, Namibia National Development Plan 1, PSC ' s Annual Reports, as well as academic papers, research reports, and class notes.

1.5 Research justification

As mentioned in the section on the definition of the problem, the policy of affirmative action has just been launched on 24th September 1998 in Namibia. The Public Service Act, Act 2 of 1980 (PSA) has been amended and implementation has begun, but the problem of labour market segregation has only been located in the demand sectors of the labour market, that is, in the employment sector. While part of the problem lies in

the demand sectors, a crucial part of the problem lies in the supply sectors, that is, the schools and training institutions. To understand the inequalities of recruitment both in the past and the present situation, inequities in access by black people to relevant and critical skills is vital. This research seeks to provide the missing link between exclusion of the black people from key and dynamic roles and positions in the public service, and their exclusion or lack of access to critical new and relevant skills. It is hypothesised that only if the link is established will black people become competitive, adaptable, and responsive to the existing and new problems and challenges in the public service.

CHAPTER 2

2. ANALYTICAL FRAMEWORK AND LITERATURE REVIEW

2.1 Western Models of Education, Recruitment and Meritocracy

The Western models of education, recruitment and capacity building in the public sector predominantly support the system of meritocracy, as it is equated with bringing efficiency to public administration. The merit system could be defined as a system in which comparative merit or achievement governs each individual's selection and progress in the public service. According to Sellstrom (1998:231) recruitment, remuneration and promotions merit based is widely acknowledged as the hallmark of well-performing public administration system due to the following:

1. Recruitment and promotion based on merit will result in an efficient administration.

2. Pay is competitive, and therefore the best and brightest staffs are being retained.
3. Mandatory training and re-training which will result in efficient administration and higher productivity.
4. Decent working environment denotes fairness, efficient administration and incorruptibility.
5. Propertylessness and political neutrality that ensure, there is continuity and predictability of government business, fairness and impartiality to citizens, loyalty to incumbent political leadership and smooth leadership succession.
6. Finally there is security of tenure or renewable contract and accountable performance that brings fairness and impartiality to all citizens.

To illustrate, in many western democracies, the merit system dates way back from the closing chapter of the 17 th century.

According to Olowu and Adamolekun (1999:86), in the United Kingdom (UK), the merit system dates back as far as 1854. In France, recruitment of civil servants was done through competitive examinations followed by formal training at specialised higher education institutions. In the United States of America (USA) the merit system was replaced by the spoils system in the civil service reform of 1883. Prior to this date, recruitment of persons to public posts was largely through the spoils system. It was further strengthened by a Merit System Protection Board, which was established in 1978 by the Civil Service Reform Act.

However, Western Europe was also characterised by structural and non-structural unemployment that could be attributable to a lack of adaptability of work force. For example, the believe that computers would lead to unemployment, caused many depressions among industries which might have prospered by computerization when facing international competition. The lack of personal adaptability also caused serious structural unemployment, because it is not always easy to find a job, which matches individual personality, as the West encourages the notion of fitting jobs to people and not the other way round.

2.2 The Asian model - Singaporean Experience

It is critical to draw a distinction between Western and Eastern models of education, recruitment and advancement. The Singaporean experience is an example that could be used in a broader context of Korea, China, Malaysia and Japan, which introduced education systems that were aimed at ensuring every one was employed and merit, competitiveness and advancement were built into the culture of organisation and society.

Capacity building in the Asian countries is reinforced by the fact that education is compulsory because it is a requirement that every child pass primary graduation examinations and other unified examinations. Thus there seems to be a general concept of educating and training individuals to adapt themselves to whatever is required by the community. Compulsory achievement is supplemented by the motto "diligence compensate for stupidity", a dictum that is seldomly challenged in the East. It may be viable to hypothesise that the absence of severe unemployment in the Eastern Asia could be attributed to the concepts of education there.

In Singapore, the Public Service Commission (PSC) is the most important central personnel agency. It is responsible for controlling the quality of personnel entering the Singaporean Civil Service (SCS) especially the Administrative Service, by attracting the best and brightest candidates to apply for civil service positions. For one to qualify for employment in the SCS one should meet the following criteria: citizenship, age, education, experience, medical fitness and character i.e. one should not have any criminal record.

To compete for the best candidates in the labour market, the PSC offers attractive undergraduate scholarships to students with excellent results in the Cambridge General Certificate Advanced Level examination to study at the local universities or prestigious universities abroad. After the studies, these students are bonded to serve in the SCS for a fixed number of years, depending on the duration of their scholarship.

The PSC of Singapore also competes for qualified candidate in the open market by conducting career talks at local universities for graduating students, several months before their final examinations. Therefore the

second prerequisite for ensuring quality service in the SCS is its policy of selective recruitment of the best and brightest candidates by the PSC.

2.3 Literature on the African model of education and Labour market integration

Immediately after independence, many African countries allocated a lot of resources to the education sector. The World Bank's (WB) funding of education reform policies in some African countries involves the provision of so called "specialised technical expertise" to help in formulating education policies and eventually monitoring and implementing them. The earlier commitment to the provision of education as a fundamental responsibility to their societies changed and they adopted the Western model of mass society, continuously mobilised for productive efficiency, consumerism, the rapid obsolescence of perfectly adequate technology and future large-scale unemployment. Because Africa cannot cope with the West's fast advancing technology and resources exhausting, the education reform under the WB resulted in the frustration of the future generations of Africa.

The issue of relevance of the school curricula in African countries has been much discussed in the past twenty years and it has been suggested that largely unsuitable models of Western education have been adopted ad-hoc in many African countries with little regard to unique social, economic and political situation of the country in question. It was suggested that more effort should be put into developing curricula from within (Simmons, 1980).

Since this paper cannot address practices of the whole continent, it will only focus on the corrective measures adopted in countries that were subjected to institutionalised labour market exclusion based on racial policies. Although Angola and Mozambique fell in this category, the focus will be on Zimbabwe and South Africa.

2.4 The South African Experience

Since gaining their independence, many African nations, and particularly the Southern African nations have been trying to combat the harsh realities of the colonial legacy. I fully agree with Adamolekun and Olowu (1998:86) that there is no consistent definition of civil service over time and space in Africa, which makes comparative study among countries difficult.

Definitions are, in most instances either derived from the British or French models. Many countries in Sub-Saharan Africa have adopted the British system, which advocate that civil servants are appointed with tenure in mind and are subordinated to the Ministers and Parliament. This definition excludes the military and judicial personnel. The French definition is similar but excludes personnel of commercial and industrial public corporations.

South Africa is currently undergoing a transformation, with changes in many spheres. In many ways, Namibia has undergone similar changes, and therefore the two countries can learn a lot from each other. According to Dr Joubert, a Human Resources Consultant at ESKOM the national electricity utility of South Africa, *"Policies, structures and processes in respect of industrial relations, recruitment, human resources development and affirmative action need to be impacted by a major change"* if South Africa is to prosper and develop skills necessary for survival in the 21 st Century.

The impact of legislation on recruitment and selection is slowly but surely starting to eradicate the inequities that permeated employment in the civil

service in. The Bill of Rights was written soon after the 1994 elections and it serves to uphold the right of each and every South African, no matter what their race, colour, sex or creed is. The Green paper for the Employment and Occupational Equity Bill is presently under review. The main purpose of this policy will be to ensure that the disadvantages emanating from the imbalances of past social policies are redressed. The Labour Relations Act, Act 108 of 1996, contains clauses that protect employees as well as job applicants from unfair labour practices. For example, Section 8 (4) states that if someone can provide reasonable evidence of unfair discrimination, the case will be assumed to be proved unless the person or organisation accused can produce evidence to the contrary. The burden of proof has thus shifted from the complainant to the defendant. This seems to be quite reasonable with regards to job applicants and employees because they would not have free access to documentation and evidence that would be necessary to prove their case in the usual way. Recruiting organisations, inclusive of civil service, are thus compelled to disclose hiring information if challenged.

The South African Public Service Commission is a strong proponent of the merit system of recruitment as it is regarded as a hallmark of a well-

functioning and well-performing public administration system. Adamolekun and Olowu (1999:91) the African experience of applying merit in the public service has also underscored the importance of balancing merit with other considerations aimed at ensuring some degree of representativeness on the basis of race, ethnicity and gender. Hence the need for affirmative action in the recruitment process in South Africa as is the case in Namibia. However, the system of meritocracy is in some instances also being eroded by the spoils and patronage systems where ascendancy to public office is dictated by the right political connections as was prevalent in the US before the Merit Systems Protection Board was established in 1978.

Many officers in the ANC government, especially those that belong to other political parties are complaining that they are bypassed when it comes to appointments to higher positions in the government due to their not being "*politically correct*". Thus, to a certain extend, the elected government still reserve the right to appoint senior civil servants on the basis of criteria, other than merit, as party loyalty.

2.5 The Zimbabwean Experience

Soon after independence, the Zimbabwean government banned employment advertisements that discriminated on the grounds of sex or race, and issued a Presidential Directive on black advancement in the public sector. It hoped that the private sector would voluntarily follow the example set by the state. Thirteen years later, the public service is 95 % staffed by blacks, with women generally only to be found on the lower ranks. Whites were encouraged to retire early with the help of generous retirement packages. Together with the rapid growth in the size of the civil service, this has fuelled the budget deficit and become a serious drain on the economy. Civil service cutbacks have now become the order of the day, with knock-on consequences for a government's increasingly fragile grip on power.

According to Loxton (1993: 29) progress in the private sector has been much less dramatic. Blacks now hold most junior and middle – management posts, but filled few senior and top - management positions. Initially there was a great deal of “*window dressing*” at middle to top-management levels, but several large foreign-owned companies then

started solid training programmes for black staff who are now slowly moving up the ladder.

Openings for blacks were few until the actual size of the civil service was increased to deal with the new demands facing the state. In Zimbabwe, the state has become the single largest employer, with the private sector doing little to take on the many young black graduates or artisans returning from exile. This has caused budgetary pressures and contributed to growing discontent especially among young black professionals.

In 1990, the Zimbabwean government came up with a philosophy of linking education with production, in order to make school experiences meaningful and worthwhile in terms of real life activities outside the school campus. The Chegutu Production Centre was created in order to cater for school leavers because the country's economy could not create enough employment for them. Although the idea was good, there were problems because most of the teachers did not understand the philosophy of linking education with production. Instead, they saw it as activities associated with vocationalism that was long rejected by blacks during the colonial era.

The centre failed to attract staff with the appropriate qualifications for meaningful practical skills teaching.

Nevertheless, the Chegutu Production Centre created an enabling environment for school leavers to be trained in various technical skills, including business training. It provided the necessary incubation chamber where natural business growth took place by creating replicable models of school leavers enterprises and ventures in a ^{bid} bit to help overcome unemployment realities.

Thus, it could be said that although the Zimbabwean government has created an enabling environment for capacity building by enacting legislative and constitutional reforms, these were not enough to bring about economic prosperity for the majority of the citizens. It should also be noted that the government could not totally succeed to force constructive changes in the civil service without the much-needed support from the private sector.

To conclude this chapter, it could generally be said that there seem to be a better performance in countries that are using the merit system than those

that are not. It could also be said that in countries where meritocracy is paramount, entrance to public office is determined solely by ones qualifications, experience and talents, and not on dubious criteria based on party loyalty or affiliation, nepotism and cronyism.

CHAPTER 3

3. CONFRONTING LABOUR MARKET SEGREGATION IN

NAMIBIA

The apartheid system created a highly distorted labour market, which was discriminatory against blacks. There were two basic ways in which the exercise of extra- economic power by the white minority led to labour market discrimination against blacks.

One was the exclusion of blacks from the full benefits of state expenditure on education and training, because they were only provided with limited access to qualitative inferior basic education, which blocked any possibilities for upward mobility, and access to proper educational and training credentials. The second one was a deliberate policy of lowering the supply price of labour through the withholding of investments to raise productivity in the traditional sector and improve access to self-employment. As a result, blacks were locked into low wage jobs, and the few who managed to escape through the acquisition of properly certified

skills often faced the further barrier of wage discrimination, and were paid significantly less than whites who performed similar jobs.

Before independence, whites, foreigners, and specifically white males dominated the public service of Namibia at the exclusion of blacks, women, and the disabled members of society. This was facilitated by the policy of apartheid as was clearly stated in the PSA of 1980 and the Public Service Staff Rules when it came to the recruitment process in the civil service. One of the major challenges, which faced the Namibian Public Service Commission immediately after independence, was to achieve balance structuring through affirmative action and similar measures. To demonstrate the seriousness of the equity principle, the Namibian Constitution, Article 23, sub-article (1) states: *"The practice of racial discrimination and the practice and the ideology of apartheid from which the majority of the people of Namibia have suffered for so long shall be prohibited, and by Act of Parliament such practices, and the propagation of such practices, may be rendered criminally punishable."* As a result of this explicit expression in the Constitution, the Public Service Commission therefore regards the balance structuring of the Civil Service as a constitutional and legal obligation.

3.1 The recruitment Process

One of the defining characteristics of Weber's Model of bureaucracy was that the bureaucrats should be selected on the basis of merit rather than the descriptive criteria of caste, race, class or language. Heclo refers to this as selection by "*neutral competence*" (Peters, 1984:73).

In order to put the recruitment process in the proper perspective, some definitions of the concepts have been derived from some contemporary writers on organisational behaviour and management practitioners. Cronje Hugo and Neuland Van Renem describe recruitment as a process of searching as widely and thoroughly as possible for people who might be suitable for vacancies in the enterprise and encourage them to apply for these vacancies (Van Renen, et al 1996:337).

The assumption underlying the recruitment of personnel in the public service is that public agencies must be able to acquire the best people

possible with the aim of filling the available vacancies or positions with most qualified personnel.

The establishment of a personnel system that is not only more effective but also more representative is at the core of the recruitment policy in the Namibian Public Service. According to Simataa (1998:8) recruitment should be based on the principles of open competition and merit. A merit system by definition, is the selection of the most qualified candidate from a broad-based pool of applicants drawn from society without regard to race, sex, gender, ethnicity or creed.

However, the recruitment process prior to independence was governed by the Public Service Act, Act 2, of 1980, which contained many prohibitive clauses to advancement in the civil service. This Act was in operation also shortly after independence until the Public Service Act, Act 13 of 1995, replaced it.

Recruitment to the civil service prior to independence was only done from within the civil service itself, and information regarding possible vacancies was also only circulated within the establishment. The Public Service Act,

Act 2 of 1980 thus provided for a career system, which never allowed for advertisement of posts outside the government sphere. Only when there were no suitable candidates within the system was consideration made for advertising externally. This was done to secure for a better future for those who were already in the civil service. Accordingly, the motive of the system was, to assure staff that nobody would come from outside to occupy senior positions above them without having gone through a complicated system of vetting that prevailed then.

3.2 Recruitment policy after independence.

When independence finally came in 1990, the newly-established PSC, even though without an Act of Parliament on Affirmative Action, relied, as a matter of policy, heavily on the "*letter and spirit*" of Article 23 of the Namibian Constitution in appointing and promoting people in the new public service.

The PSC used the "*letter and spirit*" of that article purposefully in the absence of law of Parliament. Some of the white Commissioners and white staff members of the Commission's secretariat however did not take

it in good faith. The argument was that in the absence of an act of Parliament, in terms of which it could be implemented, such a broad interpretation of the Constitution was an exaggeration. It was argued by some of the Commissioners that those who felt aggrieved or disadvantaged should seek legal opinion, perhaps from the Supreme Court, in order to settle the score. No one had the courage to take legal action against the practice, and as a result the practice was accepted as a necessity under the prevailing circumstances. In order to sustain the practice, appointment requirements, especially the “*experience*” aspect of it, was relaxed to enable a lot of the “*hitherto disadvantaged people*” to come on board. The erstwhile prescribed colonial or apartheid requirements like “*grade 10 plus 20-25 years of experience*,” especially the latter was reduced to “*12 years*”. Words like “*appropriate*” “*relevant*” experience were part and parcel of the recruitment drive vocabulary of PSC. Another aspect of the recruitment policy was to distinguish between “*hitherto*” disadvantaged women and those other women who were not, disadvantaged i.e. white women, - in order to determine who should or should not get appointed or promoted.

The objective of the “*current recruitment policy*” was, and stills are: -

*To recruit the best-qualified or the most suitable person for the job;
that all promotion posts/ranks be advertised so that everybody can
get a chance to compete.*

Affirmative Action consideration is taken into account in order to redress the imbalances of the past. Only Namibian citizens are considered for appointment, except when there were none. This serve as a clear demonstration that Namibians should be responsible for their own destiny and be the architects of their own efforts aimed at capacity building and the recruitment of suitable cadres to the public service.

3.3 Suspension of the Career System

The application after independence of the career system was no longer viable because it would have made balanced structuring virtually impossible, thereby thwarting provision to that effect embodied, inter alia, in the Constitution of Namibia. The career system was therefore, under the circumstances regarded by the PSC as a problem in the way of achieving balanced structuring of the Public Service, hence the Commission's

decision, shortly after independence to suspend the career system partially. It could, however, not be suspended totally because certain principles thereof still had to apply when serving officials were competing against each other.

With independence the PSC needed to follow an open approach of recruitment in order to allow those who, because of the historical situation, were denied the opportunity to enter the civil service, especially to the upper echelons of the government. There were also those who had no access at all because they had fled from the apartheid system and were living in exile, often with good qualifications but without the possibility of employment that would give them extensive experience as was required at that time.

Consequently, the PSC introduced a recruitment system that allowed all Namibians to equally compete for posts in the civil service.

3.4 Advertising of Promotion Posts

The PSC, by way of Circular no. 29. Of 1990, decided that with effect from 9 October 1990, all vacant promotion posts, including posts in the management cadre, be advertised internally within the public service as well as externally in the public media. The main objective with advertisements in the media was to reach as many qualified persons as possible that could be considered to strengthen the capacity of the public service as well as to achieve the aims of balanced structuring.

During the first few months the advertising campaign in the written media was supported by a comprehensive radio advertisement campaign on all regional services of the Namibian Broadcasting Corporation (NBC). The supportive radio advertisements were, however, discontinued early in 1991 partly because initial goals had been reached but also due to budgetary constraints. Apart from the afore-said measures to reach as many prospective candidates as possible, advertisements were subsequently upgraded as to format and content. On the initiative of the PSC, Regional Commissioners, the representatives of central government in the regions, were involved in advertising campaigns, especially in remote areas of the

country in order to fill the gap left by the discontinuation of radio advertisements. In this regard, it must be mentioned that these Regional Commissioners without exception gave their full support and rendered an invaluable service not only to the PSC and its Secretariat, but also to the community at large. It was furthermore the PSC's policy that before advertising externally, the jobs should be advertised within the Namibian labour market. Recruitment advertisements were therefore directed exclusively at the local market, with a view to ascertain whether or not a suitable Namibian candidate was available to fill a particular post.

As is normally the case with any new development, the introduction of recruitment advertisements also had its teething problems. The PSC was for instance criticised for sometimes setting too high, but other times also too low advertisement requirements for different posts, especially as far as experience requirements were concerned. Although there were certain basic principles, governing appointments, from which the PSC could not deviate without dire negative consequences for the Public Service, it remained appreciative of practical circumstances in the country, which might have influenced decisions regarding recruitment advertisements. This was a sensitive issue amongst a large percentage of the population.

With this in mind, the PSC scrutinised advertisement requirements on a continuous basis in order to adapt them to prevailing circumstances also bearing in mind that disadvantaged persons had only been allowed to enter the Public Service from 1980 onwards, the maximum experience required for appointment in top management was approximately 12 years, middle management approximately 8 years, and below that only appropriate without limiting it to particular number of years. The PSC hence adopted a more accommodating stance with regard to experience, while taking into consideration a person's educational qualifications and overall suitability for a particular post. Against the above background the PSC objectively and impartially looked at qualifications, experience, relative merit and overall suitability of applicants with due regard to balanced structuring of the Public Service.

3.5 Appointment of Foreigners

The shortage of qualified persons in some occupational classes became apparent relatively soon after independence. Lack of trained Namibians was most noticeable in professional and technical fields. The government

identified particular goals to be achieved for the development of infrastructure, as well as the population of the country. Essential services such as health care had to be rendered immediately. Consequently foreigners were appointed on contract in vacant posts where suitably qualified Namibians were not available.

The government as well as the PSC was concerned that Namibian citizens may be overlooked when foreign citizens were appointed. Cabinet therefore approved certain procedures to safeguard against such possibilities, which involved the PSC as well as the Office of the Prime Minister. The procedures, which entailed the following, were strictly adhered to:

- Ministries and public offices had to ascertain that suitably qualified Namibians were not available.
- Clearance, in principle, had to be sought from the Prime Minister for the appointment of each foreigner.
- The PSC had to be approached to recommend such appointments.
- Cabinet, or its delegate, had to approve such appointments.

However, the PSC is still experiencing some bottlenecks with regard to uniform implementation of the above procedures as some ministries try to ride roughshod over these, regarding them as unnecessary bureaucratic red – tape.

3.6 Education Policy

Education is the process through which an individual becomes an integrated member of his or her community, and it is the main agent of transfer of a culture through the generations. Through education, the members of society acquire factual knowledge, normative systems and analytical frameworks, which they need in order to live in that particular society.

In order for one to understand the recruitment policy in Namibia, one has first to understand the education system under the apartheid regime, and the education policy after independence.

The formal education system in Namibia was brought in by the missionary societies especially those of Finland when they came into Namibia in the

1800s. They established missionary schools in many parts of the country. In 1890 the German Settlers established schools for their children. After the victory of the Boers over the Germans, the South African Colonial administration catered for the education of the white and coloured populations, while the missionaries continued to support the blacks. The education system imposed on Namibia by the apartheid South Africa regime was based on ethnic segregation and the so-called Bantu education system propagated the inferiority and perpetual subjugation of the black majority by the white minority in all spheres of life.

The school qualification or school preparation weighed more heavily in favour of whites, because they were better prepared by their better-equipped schools and better-qualified teachers. In short, the lack of better schools and a lot of unqualified or under qualified black teachers did not produce good students or school-leavers to match up to their white counterparts when it came to job competition.

Irrelevant and job-unrelated school subjects like History, Bible Studies, Domestic Science, Otjiherero/Ndonga/Kwanyama, Nama-Damara, etc did

not do well for the blacks to be selected for civil service training and recruitment.

Not many blacks could afford to go to better schools, universities and technicians in South Africa, and our own "*Academy for Tertiary Education*" could not cope with the civil service demands, as it did not offer much in terms of what was needed most in the civil service. A lot of emphasis was put on the production of black nurses and teachers at the exclusion of areas like forestry, mining, geology, fisheries, law, engineering, veterinary science and technology. A lot of the blacks, even those who had money or bursaries to study in the Republic of South Africa (RSA) or elsewhere, could not do so, because they would not have science subjects such as mathematics, chemistry, etc. which were the dominant entrance requirement to most technical colleges and other institutions of higher learning. The whole scenario of training and recruitment can thus be traced back, or linked to the whole philosophy of apartheid educational dispensation, with its rather lopsided nature of development. This resulted in unequally prepared blacks, to such an extent that they would only qualify for the second best or for nothing at all, when it came to employment and career opportunities.

3.7 Education policy after independence

The post-independence formal education system consists of seven years of primary education, and three years of junior secondary education; these constitute what is referred to as Basic Education. The formal education system is complemented by programmes for adult literacy and skills and by the Namibia College of Open Learning (NAMCOL), which basically caters for those children that cannot be absorbed by the system and who have to attend informal classes.

At independence there were 1,489 schools, of which 1009 were primary schools and 120 secondary schools. It goes without saying that there is a great shortage of educational physical facilities especially in the northern parts of the country. This is due to the negligence of education by colonial administration, which resulted in huge gaps in quality between educational regions and also within regions, as far as qualified teachers are concerned. The other factors that contributed to the existing inequalities among regions and within regions are the students; - teacher ratios. In general the teacher student ratio tend to be very higher in the northern regions e.g. the regional

averages for this ratio in 1998 varied from 21.4 learners per teacher in Katima Mulilo region to 37.0 learners in Ondangwa East. Ondangwa West region also has higher learner teacher ratios, while Keetmanshoop, Khorixas, Windhoek regions have lower average ratios ranging between 20.3 to 26.0.

About 42% of schools in Ondangwa-East have 40 or more learners to each teacher, and about 1% have more than 60 learners per teacher. In Ondangwa-West about 14% of schools have more than 40 learners per teacher. Ten schools in Windhoek region have more than 30 learners per teacher, and not one school in Keetmanshoop and Khorixas regions have more than 40 learners per teacher.

It can be argued that the greatest part of Northern regions are not urbanised, therefore most schools in these regions are based in rural areas. The other significant factor is the fact that the Northern part of Namibia is densely populated compared to the Southern part of Namibia.

One could conclude that the teacher student ratio in most schools in the northern part of the country which is rural based, is higher than the Southern part.

The rural areas are less well provided for as far as sheer numbers of schools go, as the education policy of central government is implemented from the capital city, and usually with a heavy urban bias. Rural sector schools have less prestige and less access to teaching equipment, and aids therefore attracting poorer quality teachers than their urban counterparts. The higher degree of wastage experienced at many of these schools can also be attributed to the social and economic background from which the pupils are drawn. Many rural sectors students' experience learning difficulties as a result of poor health and nutrition, and the lack of educational stimuli in the home which results from the fact that the parents of the students in the rural sectors are usually lacking in formal education themselves.

The National Education Act, Act 30 of 1980 has not yet been repealed, but the Constitution has taken precedence. An education Bill has reached an advanced stage, but it is not yet presented to Cabinet and Parliament due

to lack of legal drafters. The Ministry of Education and Culture presented its policy document called, "*Toward Education for All: A Development Brief for Education, Culture and Training*" in 1993.

This policy document contained five broad long-term goals namely:

1. The expansion of access to education.
2. The improvement of the quality of the education delivery Service.
3. The equitable distribution of resources both between the Regions and within each region.
4. The promotion of culture and the arts.
5. Increased efficiency in the management and use of resources at the disposal of the Ministry. The above-mentioned goals are still valid and the Ministry is vigorously trying its best to implement them in order to uplift the educational base and thus capacity building in the country.

In 1995 the Ministry of Education and Culture was split into two ministries: the Ministry of Basic Education and Culture and the Ministry of Higher Education, Vocational Training, Science and Technology; the latter has recently been transformed into the Ministry of Higher Education Science

and Job Creation. The aim of the Ministry of Higher Education is to enhance human resource capacity building, and harnessing science and technology in relation to rural and community development. In 1999 the President appointed a Commission on Education, Culture and Training in order to review the education development since independence and the way forward to the new century.

The following were the Terms of Reference for the commission, namely:

- To review the performance of all aspects of education, culture and training in Namibia since 1990.
- To look into the requirements of the labour market and of various sectors of the economy, whether requirements for skilled human resources are sufficiently being met, and what can be done to bring about a better relationship between demand and supply.
- To look into the inequalities (including those of gender and the under representation of certain communities in higher levels of education) that

exist in the sector, particularly between regions, and the root causes of these inequalities.

- To advice on the mechanism to bring about better co-ordination, collaboration, and linkages meshing of programmes and synergistic solutions.
- To look into the financing of all aspects of education, culture and training in Namibia since 1990 (by government and other agencies) project sustainable levels of financing to the year 2010, the allocation of resources between different sub-sectors, including the institution of a sector wide system of budgeting; and examining issues of efficiency and *“value for money”*.
- In the context of culture of learning and lifelong learning, to look into measures to develop a learner- centred approach to education and a culture of learning in Namibia; and finally,
- In relation to arts, culture, language and creativity, to look into the development of Namibia’s cultural life, and of creativity in general;

language policy in the sector; and increasing interchange and common cultural activity between Namibians of different cultural backgrounds, so as to bring about closer mutual understanding and a better sense of national identity and common purpose (these terms of reference are contained in the Government Gazette, 11 March 1999.No.39 on Education, Culture and Training).

Although a third of the national budget is spent on education, various Commissions of Enquiry and investigation teams established to look into the issues of capacity building training and development, educational and policy transformation, the question remains:

Will all these contribute to a broad-based and equitable skill base in the public sector in particular and the country as a whole?

This is the most important challenge for the Namibian policy makers when dealing with especially public sector reform, aimed at capacity building for the prosperity of the nation.

CHAPTER 4

4. THE ROLE OF STAKEHOLDERS

Stakeholders play a very important role in policy-making throughout the world, depending upon whether the country is democratic or dictatorial.

The role of stakeholders in developed countries differ from those in the developing countries depending on how groups are constituted and how legitimate they are.

The reasons for providing people with the opportunity to participate is that those whose lives will be affected by proposed public policies will have an opportunity to express their views and to influence the policy makers as to necessity or desirability of the suggested venture. Public participation may also be encouraged with a view to consider the different interests or views in order to make balanced decisions. Public participation put people in a better position to understand how government and administration function and become more appreciative of the difficulties involved. Participation in public matters is a way of determine the public will, this means that

opportunities should exist or methods should be devised to allow the public to express their opinions, attitudes or views on public matters that they feel affect them directly and on which they require new public policies or adaptation to existing policies.

4.1 The role of stakeholders in policy formulation

Public policy refers to values, visions, goals and objectives of the society, as expressed through various legislation and implied in the Constitution of the Government of the Republic of Namibia (GRN).

Public policies can be regarded as the authoritative allocation of values to groups or individuals in the society through the political process. Public policy consists of courses of action and they are about what government is doing or fails to do in realising the general welfare of society. They can be examined on four levels, namely; the political, government, executive and administrative. These levels represent types of policies that are different but inter-related. In reality one can only separate them for analytical purposes. Demands for policy actions are generated in particular

environment and transmitted to the political system which environment can provide limits and constrains in what can and cannot be done by policy makers. Policy making process is both socio-political and analytical problem solving.

Policy formulation involves the development of pertinent and acceptable proposed courses of action for dealing with public problems, although it does not always result in a proposed law, executive order, or administrative rule.

Public policy can be regarded as the authoritative allocation of values to groups or individuals in the society through the political process. They consist of causes of action and they are about what government is doing or fails to do in realising the general welfare of society. Public policy can be examined on four levels, namely: the political, government executive and administrative level. These levels represent types of policies that are different but inter-related. In reality one can only separate them for analytical purposes.

Initiative for public policy making generally comes from legislative institutions, public officials and interest groups. Policymaking cannot be adequately considered apart from the environment in which it takes place. Demands for policy actions are generated in particular environment and transmitted to the political system which environment can provide limits and constrains in what can and cannot be done by the policy maker.

It should be remembered that public policies have to be constantly reviewed, reformulated, or replaced, to adapt to changing circumstances.

The Namibian government inherited an apartheid based recruitment policy from the previous dispensation. There seems to have been subtle discrimination in terms of recruitment and capacity building in the civil service prior to independence. The then PSC prescribed some vague guidelines as to who and under what conditions, should be employed by the Central Government, whose role was to oversee the administrative activities of the eleven second tier governments or ethnic authorities as they were called. These were the Administrations for Kavangos, Whites, Owambos, Coloureds, Namas, Damaras, Caprivi, Hereroes and Twanas.

The affairs of the Bushman ethnic group were administered through the Department of Governmental Affairs.

Entrance to positions were screened to the extent that even police records were examined to find as to whether one had committed "*political*" crimes against the unelected transitional government headed by the Administrator General appointed by the South African government to rule Namibia. Potential employees were also not allowed to choose the career that they would have liked to pursue in the government service, because they were required first to undergo psychometric testing. The outcomes of these tests were sent to the PSC who would then call the candidate for further interviews before finally deciding whether they would employ the candidate in the identified field or not. The PSC could even prescribe alternative employment, or dismiss the application altogether, based on dubious criteria such as a lady being unsuitable to do mechanical work, or a male not being suitable to do public relations work. Another screening device was to let potential employees undergo tests for what was called a test for administrative advisors. These tests basically concentrated on the candidate's ability to remember events related to colonial history. Indoctrination tactics were employed, such as one's knowledge on how

"terrorists" used subversive activities to stabilise the peaceful administration in the country. Those that *"passed"* such tests were basically deployed into government departments to give advice to administrative officials, especially to those that were newly recruited and easy to influence.

The Central Personnel Institution, which after independence transformed into the Office of the Prime Minister, was instrumental in perpetuating the unequal opportunities for entrance to the civil service. Blacks were particularly encouraged to apply for positions in their ethnic based administrations. Even educated blacks had difficulty entering the central government structures, which were mostly occupied by whites seconded by the administration for whites. Dubious criteria such as a twenty years of experience for a position of Deputy Director served to successfully ban educated and professional blacks from competing effectively for position of influence. This distortion in employment practices in pre-independent Namibia could even be observed immediately after independence by the factor that many, if not all personnel in finance and auditing positions were occupied only by either coloureds or whites, the reason given was that

Coloureds enjoyed preferential status to the whites and were seen as more trustworthy and reliable, as opposed to the “*black*” employees.

4.2 The role of stakeholders in policy implementation

Although policy-making and policy-implementation are two distinct and distinguishable functions, they are so closely interrelated that separating them is difficult and only attempted for analytical purposes. Policy implementation is a complicated process, and legal prescriptions, administrative possibilities, and the preferences of interest groups, must all be taken into account. The actual implementation of a public policy involves the translation of the policy of the government into implementation policy, administrative policy, and the monitoring and the evaluating of the implementation. Policies are not self- implementing and if public officials did not implement policies, not much of the day to day work of government would be done.

Policy implementation has been described as the final stage of policy making where the intentions, the objectives and the course of action selected by the policy-makers are put into effect. It is however not the end

of policy-making but rather a continuation of policy-making by other means. Policies are not merely made to keep policy-makers busy or to pay lip-service to society's demand that something be done to alleviate problems. Policy receives meaning only when it is implemented; this is when the intentions of the policy-makers are put to test. It should be pointed out that the mere existence of a policy is no guarantee that it will be translated into action with the result intended it can fail due to human imperfection.

Successful public policy implementation in developing countries has been hampered by the following major problems (Garcia-Zamor, 1991:435);

1. The constraints on policy implementation that is part and parcel of foreign aid;
2. The overly centralised structure of their administrations; and,
3. A blind adherence to Max Weber's bureaucratic model.

According to Portney (1986:216) the ultimate goals of public policy are to improve the quality of future governmental decisions and to work toward improving the quality of some aspect of human life. Public policy

implementation is an important element in the developing countries' efforts to move forward.

The above mentioned features have great influence on the proceeding of policy implementation. Namibia like any other developing countries has good policies, but the implementation of these policies is questionable. Immediately after independence the Namibian government, through the PSC and its Secretariat, implemented a new recruitment policy. The policy it replaced was based on the philosophy of apartheid and was not in tune with the government's stated objectives of nation building and equity in employment practices. The Commission abolished the career system and opened up the public service. All promotion posts had to be advertised in order for people from the former disadvantaged groups to be able to compete for promotion in the public service. In short the PSC opted for an open recruitment policy system based on competition without relaxing on education qualifications. Only experience could be relaxed because disadvantaged Namibians would not have necessary years of experience in order to compete with their advantaged counterparts.

4.3 The role of stakeholders in designing and implementing Capacity building

Capacity has been defined as the combination of human resources, institutions, and practices that enable a country to achieve its development goals. It refers to the ability of an instrument or machines to produce the intended results.

Capacity building requires a suitable enabling environment in terms of political stability and freedom, a sound legal system, economic resources and opportunities, and social norms which are conducive to sustained development and are well understood by most of the population. Capacity building is both the vehicle for and object of national development and is a continuing process.

Human development of human resources is essential to the transformation of the civil service, and training is one of the most powerful instruments in this regard. Human resources are our greatest assets, and they need and deserve high quality development programmes. In my own opinion human resources development quality programmes are those that will overcome

the legacy of apartheid to produce creative, multi-skilled and flexible members of the community. Education and training is the cornerstone of economic and social development. It improves the productive capacity of societies and their political, economic and scientific institutions. It also helps reduce poverty by mitigating its effects on population growth, health and nutrition and by increasing the value and efficiency of labour offered by the poor. As economies world-wide are transformed by technological advances and new methods of production that depend on a well trained and intellectually flexible labour force, education and training of personnel becomes even more significant.

The existing education and training system is not designed to address the socio-economic problems of Namibia, and failing to restructure this system will have a negative impact on economy. Education should be seen as making a significant contribution to alleviating social problems and contribute to economic development and must not be conceptualised in a narrow economist manner. Economic growth should not only be measured in numeric terms but also the extent to which a country invest in its human potential. Experiences in many countries have shown that economic development does not occur outside an enabling social and political

environment. It is therefore important that education and training must also stress intellectual and cultural development, promote democratic values, tolerance and the eradication of prejudice, particularly with regards to race and gender. Education has a fundamental role to play in human resource development, which will require close links between education and training and should be available to all.

The University of Namibia (UNAM) and the Polytechnic in particular have a critical role to play in capacity building and training people for future employment in the public sector. This could contribute to broad – gauged and well-trained civil servants that will be able to usher in a new breath of professionalism and efficiency in service delivery. At present there is insufficient collaboration between UNAM/ Polytechnic and the Office of the Prime Minister which is the principal agent for civil service training, in terms of curriculum development, setting of required standards direct support by government to University faculties, and placement of students with government ministries during their period of training.

With regard to vocational training, very few students entering vocational training institutions complete their training, and some of those who

graduate do not get employment. Also, highly competent training staff is not attracted to vocational training institutions because of what they perceive as unattractive, civil service based pay structures. Industrial training could only be done well if some financial incentives could be given to teachers who will then be able to also act as mentors for students who are potential employees of the public service.

Namibia should also establish centres of excellence where present and future civil servants could receive training. Only then will the country be able to develop its human resources to its full potential and render a professional and efficient service to the public.

4.4 Addressing gender imbalances in the public service

Although the dominant inequality in the labour market was that between whites and blacks, the issues of gender inequality need to be addressed. The removal of the legacy of apartheid in the labour market was meant to benefit both men and women, but still gender inequality is the biggest problem in our public service. A major aspect of gender inequality is that

of unequal access to employment outside the traditional sector. The policy and measure to reduce labour market inequalities between blacks and whites which has been outlined earlier should show a simultaneous concern for reducing gender inequality.

Shortly after independence, the government of Namibia, recognising the consequences of its colonial history and the impact of such history on its population, took steps to start attending to observable inequality in the country. One of such inequality was discrimination against women socially, economically, and culturally. The Department of women Affairs (DWA) was specifically set up to address gender inequalities in Namibia and to facilitate communication between women and the Government, and help in identifying priority areas for action on issues related to the status of women.

Thus DWA is mandated to promote, facilitate, co-ordinate, monitor and evaluate the empowerment and development of women to achieve gender equality in all spheres of life. The vision of DWA is to strive for full political and social commitment and equal participation by men and women in decision-making at all levels in the public service and for full recognition of

the valuable contribution of women. Ever since its inception DWA has played its role most efficiently. To that effect DWA has been involved in familiarising itself with Namibian society, gender awareness campaigns, gender-sensitisation, training in Basic and Advanced Business Management Skills, capacity building, and leadership training to ensure participation by women in matters concerning their own development. Extensive educational campaigns and surveys were also launched in the regions to sensitise women on gender issues and other related matters. It is in its leadership capacity that DWA played a proactive role as Secretariat to the National Preparatory Committee for the Namibian mission to the Fourth World Conference on Women (FWCW) that took place in Beijing in 1995. The history of colonialism was one of dispossession, national oppression and poverty. Not only did the women experience the negative effects of racial discrimination, administrative neglect and economic underdevelopment, but as women they also suffered from cultural subordination on the basis of their sex. As a result, women were almost completely absent from political and decision-making bodies. Therefore, no reader will fail to appreciate that the situation in Namibia could be worse than in many other African countries, because the experiences by the indigenous women population under apartheid rule and in the protected

war of liberation were very severe, and inhibitive to their progress and development.

The Constitution denounces discrimination by sex. It also recognizes the cultural and socio-economic disadvantages that women have been subjected to and advances the principle of affirmative action to uplift the status of women and other disadvantaged groups such as persons with disabilities.

Women predominate in the country's population and this demographic fact should be drawn to the attention of planners for the need to adequately develop and effectively utilize the resources of women in this country. Women make up over 50% of Namibia's population. But in spite of women's numerical strength compared with men, their contribution to the overall social and economic development process is not yet being fully recognized and is hampered by some legal and customary discriminatory practices. It could thus be said that the benefits or the positions women hold in the Namibian society as well as access to development and resources is not proportionate with their input, that is, their responsibilities. They are the backbone of rural economy, health and education, the pillars

upon which the country stands. Their vital role in society has been ignored, and their input has not been appropriately "*valued*" in terms of money. The independent Namibia should recognize the need for women to fully participate in the development process of the country, as well as being represented in the echelons of power in the public service.

While the involvement of women in decision-making positions in government has improved over pre-independence levels, women are seriously under-represented in senior positions. For example in 1995 women occupied only 3 of the 21 positions of Minister and, out of 17 Deputy Ministerial positions women occupied only 3 positions, while out of 23 Permanent Secretaries, only three were women. According to Article 7 of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Namibia country report, the under representation of women stems in part from the legacy of colonial and traditional attitudes, which have combined to deny women the education and career opportunities available to men, as well as shaping society's perceptions about the role of women. The relatively low participation of women in influential government positions is also tied to their relatively low profile in political party structures.

While the PSC of Namibia is conscious of the urgent need to address the racial and gender balance of the public service, it does not have a formal policy on affirmative action for women, and there are no official quotas or targets for the employment of women. However, the Affirmative Action Act, Act no. 29 of 1999 as recently promulgated compels the government as an employer to provide a periodic workforce analysis and to set specific goals for the recruitment and promotion of blacks, women and disabled persons. Such steps will help Namibia to assess its progress in advancing women in the public service.

It could be said that the few women who sit in high places currently have used their positions to highlight women's issues, but the lack of a greater number of influential women decision-makers has made it more difficult to keep gender-related matters in the spotlight. However the DWA has committed itself to create awareness among male and female policy makers at different levels of the importance of gender. It has also committed itself to complement this effort with a series of leadership training and capacity building workshop for women parliamentarians and women in senior positions in government. The ultimate goal of this

initiative will be to increase the confidence and ability of women who are already in positions of leadership; thereby enabling them to advance gender concerns more efficiently.

CHAPTER 5

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

One of the principal aims of this study was to link recruitment to capacity building and how this could be used as a vehicle for promoting productivity and efficiency in the public sector. It also focused on the role labour market exclusion played in promoting sectional interest as opposed to national interest and how constitutional and legislative reforms contributed to accelerated training and development opportunities for civil servants and blacks, in particular through the process of empowerment of marginalised groups.

Generally speaking, African countries are challenged with both institutional, financial and human resources capacity building issues and Namibia is not an exception to this.

African governments are hard pressed to develop these in order to promote efficiency in service delivery. Human resources management has become important consideration for all organisations, whether public or private, in this age of global competition for scarce resources. It is also true that the human resources management in Africa need a new orientation or focus to emphasise its strategic role in organisational transformation including the role of personnel in managing change. It calls attention to the need to be proactive and develop policies that will synergise the personnel function with overall strategic function and overall strategic management, as well as developing and maintaining professional skills to manage the organisations' most valuable assets- namely its people.

By comparison with other countries in Sub-Saharan Africa (SSA), Namibia has some unique strengths and some peculiar circumstances in relation to capacity building. Many SSA countries have no shortage of educated and skilled people but still fail to create the political, social, and economic conditions necessary to utilise their human resources in achieving their development objectives. On the other hand while Namibia, has a large measure of good governance, and enjoying more favourable economic

conditions, it is yet to achieve the objective of equipping and empowering all her citizens to play their rightful role in the modern economic sector.

Namibia's capacity building challenge is, however far from daunting, because the political and economic foundation for development is relatively strong because the present political context is favourable for Namibian-led development initiatives, given the high degree of national pride and patriotism, rooted in the struggle against colonialism and racism which was led by the leadership of SWAPO. Namibia's unique colonial legacy has created capacity gaps in terms of the general level of education of the majority population and a relative shortage of indigenous professional and technical personnel. Given adequate political will, sufficient resources, and appropriate policies implementation, these educational deficits can be addressed. Education and training is only one aspect of capacity building, however. A holistic approach requires identification of the significant capacity constraints and capacity building priorities.

Investing in human resource development was one of Namibia's First National Development Plan, 1995/6 to 1999/2000's objectives. It aims at providing an effective institutional framework for manpower planning,

geared towards balancing the demand and supply of skilled labour in the longer term. The National Planning Commission (NPC) should design a comprehensive programme of action to implement human resource development plan. There is a great need to create an integrated career structure in the public sector that will enable the government to recruit and retain the services of qualified and experienced professional in the relevant disciplines.

During the apartheid colonial era there was a purpose and intends to keep people in separate group on the basis of what was perceived by the system as unequal brain capacity of blacks and whites. Capacity building was engineered to benefit some and disadvantage others in order to prop up the myth of white racial and or male gender superiority. At the end of the day blacks and women were excluded from recruitment to meaningful positions in the civil service, because of lack of relevant qualifications, skills or experience. Today due to legislative and constitutional changes training opportunities and capacity building is available to all civil servants, irrespective of colour, race or gender. However financial constraints and unwritten and covert inequities still make it impossible especially for women

and disabled Namibians to take full advantage of the available opportunities.

Although there is a general awareness as to the needs and importance of capacity building for Namibia to advance herself to a status of a developed country in the year 2020, there seems to be a pronounced deficit of commitment and passion on the part of those who are in the position to make things happen. This is a critical matter because whatever the case may be, if the women element is not in place to address that issue with full commitment nothing will be achieved.

The objective of the new recruitment policy is to achieve a balance structuring of the civil service in the shortest possible time. The Head of State, President Sam Nujoma, time and again called upon the learning public to take up the challenge of attaining good qualifications in engineering, science, medicine and technological fields. The concern is however, that the President's commitment and enthusiasm do not echo fully in the corridors of ministries, offices and agencies. Had there been a convincing commitment to the vision one would have expected to have seen planning and co-ordination at the basic education level, involving the

identification of required talent, systematic career guidance institutional corroboration.

5.2 Recommendations

- Presently the general mentality in capacity building or education is to prepare for a job, any job for that matter. The study recommends that education system should focus on producing creative thinkers who will be equip to discover and exploit their unique talents. With this approach recruitment for employment in the public sector will be easier because people will sell their specific qualifications, capacities and experiences. Also in this way people will be put in a position to create job for themselves, and the potential for broadening the general employment base will be enhanced.
- The University of Namibia, Polytechnic and various vocational training institutions must co-ordinate curricula with government to ensure that education prepares potential job seekers with the necessary skills needed in the job market.

- In-service training program must be instituted in government ministries to make civil servants more efficient and pro active in the service they render.
- Centres of excellence should be created to cater for specialised training of civil servants in scarce fields. There should also be increased co-operation and co-ordination with all training stakeholders to create a network of resources in capacities.
- There should be an increase in assessment of training impact to guarantee highest possible standards and an adaptation to changing needs throughout the public service. In this regard consultancy services could be utilised to help in the development of human resources in government departments.
- Within the public service and integrated career structure should be created to enable the government to recruit and retain the services of qualified and experienced professionals in relevant disciplines. The guiding principle in appointment and promotion of staff should be

performance based on objectively verifiable indicators, which should facilitate transparent progression of staff through the ranks. Such a career development system should allow for professional progression based on the attainment of given levels of competence, independently of supervisory or management responsibility, thus enabling government to recruit and retain the services of high calibre, experienced public sector management professionals.

- Science and technology should be given special attention at all levels of education and training system. In the case of the non-availability of qualified Namibian teachers in the Science Subjects, qualified non-Namibian teachers should be recruited on contract basis while Namibians undergo the necessary training in Science Subjects.
- Special attention should be given to affirmative action measures aimed at promoting women and disabled people to positions of influence and decision making in the public sector.

BIBLIOGRAPHY

Adamolekun, L. Public Administration in Africa, Westview Press, Boulder, 1986.

Anderson, J. E. Public Policy Making, Third Edition, CBS College Publishing, Canada, 1984.

Anthony, G. Capitalism and Modern Social Theory: An Analysis of the writings of Marx Durkheim and Max Weber, Cambridge University Press, London, 1971.

Boeren, J. J. M. and Epskamp, K. P. Education, Culture and Productive Life, CESO Book, Volume 12, The Haque, 1998.

Cloete, J.J.N., Introduction to Public Administration, J.L.Van Schaik, Johannesburg, 1989.

Department of Women Affairs "Annual Report, 01 January – 31 December", Windhoek, 1998.

EMIS, 1995 "Education Statistics", Ministry of Basic Education and Culture, 1995 Windhoek

Flippo E B. Personnel Management, Sixth Edition, Hill Book Co, Singapore, 1984.

Hanekom, S X. Public Policy: Framework and Instrument for Action, Macmillan, Johannesburg, 1987.

Harry L. "Personnel Policy in a Public Agency, The TVA" Experience Case, 1952.

lipinge, E. M. "Beyond Inequalities": Women in Namibia; Southern Africa Research and Documentation Centre; Windhoek, 1997.

J, Joubert, Speech delivered at a Union and Management Forum, "Affirmative Action in the Work place" Midrand, SA on 23 January 1995.

Lewin D, Feuille P, and Kochan, T. A." Public Sector Labour Relations: Analysis and Readings", 1977.

Ministry of Basic Education and Culture: 'Annual Report for the year ending December 1998", Windhoek.

Morgan, G. Images of Organisation, Sage Publication, 1997.

Office of the President, Department of Women Affairs: "Namibia National Progress Report on the Implementation of the Beijing Platform for Action", July 1999, Namprint.

Olowu, B. "Critical Capacities for Sustainable Development in Africa", 1998 – Course Paper.

Psacharopoulos, G." Why Education Policies can fail":An overview of selected African experiences, 1990 – Course Paper.

Public Service Commission "Annual Report 1April 1999- 31 March 2000", Solitaire Press, Windhoek.

Republic of Namibia: "First Country Report on Conversion on the Elimination of all Forms of Discrimination against Women", (CEDAW) Department of Women Affairs, December 1995, Windhoek.

Republic of Namibia " The Namibian Constitution" 1990
Windhoek.

Republic of Namibia: "First National Development Plan", (NDP1)
1995/1996-1999/2000 Volume 1, Windhoek.

Republic of Namibia: "National Gender Policy"; Department of
Women Affairs, November 1997, Windhoek.

Seidman J. "Education with Production", 1995/96 Vol.11, No.1,
Serowe Printers Cooperative, Botswana, 1995.

Sellstrom, T. Institution Building and Leadership in Africa,
Wohlgwmuth and H, Stockholm, 1998.

Shafrez, J. M and Hyde, A. C. Classics of Public Administration,
Third Edition, Brooks/ Cole Publishing Company, California, 1992.

Simataa, G. A "Recruitment and Selection Procedures in the Civil
Service of the Republic of Namibia", 20 November 2000, MPA
Dissertation, University of Namibia, Windhoek.

1998)

NDP. "Namibia Human Development Report", Windhoek, 1996.

Visser, C. J. T. Corporate Accountability on Human Resources: A Review of Human Resources Accounting Practices as reflected in Corporate Annual Reports, CTP Book Printers, Parow, 1995.

Zamor, J. C. G. "The Handbook of Comparative and Development Public Administration", New York, 1991- Course Paper.