

**AN ANALYSIS OF THE LIMITATION
OF OPEN COMPETITION
IN RECRUITMENT POLICY AND ITS
IMPLICATIONS FOR THE TEACHING
PROFESSION IN THE OSHANA
REGION OF NAMIBIA**

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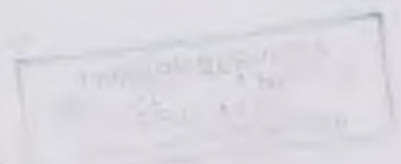
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ABSTRACT

This study analyzes the limitation of open competition clause and its implications for the teaching profession as contained in the revised recruitment policy of the Public Service of Namibia. The clause refers to staff within the public service that can only compete for advertised positions one grade higher than their current position.

The study contains a brief examination of the pre- and post-independence teacher recruitment policies of Namibia.

Conceptual perspectives are given and key concepts are defined to provide better conceptualization. The recruitment policies of Botswana and South Africa provide good experiences as both countries have specific legislation regulating the recruitment of teachers, which is not the case with Namibia.

The study confirmed the unilateral implementation of the limitation of open competition clause in the public service, exemplifying a typical top down, non-participatory approach. The other major finding of this study is the broadening of the existing gap between urban and rural schools in the recruitment of teachers especially to School Principal positions in rural schools.

Arguments for the exemption of the teaching profession from the provisions of this clause emerged prominently in the study.

The study concludes that the limitation of open competition in recruitment clause does not work effectively in the teaching profession.

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DEDICATION

I dedicate this paper to the following people:

My mum, the late Windeline "Suppi" Om-!Goro !Naruses, for her dedicated service to my upbringing.

My two daughters, Charlotte and !Notani.

The teachers of Namibia.

DECLARATIONS

This research paper is a true reflection of the candidate's own research, and has not been submitted for a degree in any other institution of higher learning.

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LIST OF ABBREVIATIONS/ACRONYMS

DE	Director of Education
DP	Deputy Principal
DPSM	Department of Public Service Management
EMIS	Education Management Information System
GRN	Government of the Republic of Namibia
GSC	Government Service Commission
HOD	Head of Department
HRM	Human Resource Management
IE	Inspector of Education
MBESC	Ministry of Basic Education, Sport and Culture
NANTU	Namibia National Teachers' Union
O/M/As	Offices/Ministries/Agencies
OPM	Office of the Prime Minister
PAM	Personnel Administration Measures
PSC	Public Service Commission
PSCN	Public Service Charter of Namibia
PSMC	Public Service Management Circular
PSN	Public service of Namibia
SADC	Southern African Development Community
SP	School Principal
TP	Teaching Profession
TSC	Teaching Service Committee

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CHAPTER 1

INTRODUCTION

1.1 General Background

In Namibia, the Public Service Act (Act no. 13 of 1995), the Affirmative Action (Employment) Act (Act no. 29 of 1998) and the Namibian Constitution are the three main pieces of legislation guiding the recruitment of any category of staff in the Public Service of Namibia (PSN), including teachers.

In November 2002, the Department of Public Service Management (DPSM), in the Office of the Prime Minister (OPM), introduced, by way of a Public Service Management Circular (PSMC No. 23 of 2002), a revised recruitment policy for the PSN.

The new policy was widely distributed in the public service for immediate implementation by all government offices, ministries and agencies (O/M/As). The purpose of the revised recruitment policy was to decentralize the advertising function, which was originally centralized in the OPM, to O/M/As, to enhance efficiency, to improve the attractiveness of the public service as an employer by promoting professionalism in the various O/M/As in the PSN, and cost-effectiveness within the entire public service.

Included in this revised recruitment policy was the controversial clause on the "limitation of open competition", which implies, that a staff member in the employ of the public service can only compete for a position one grade higher than his/her current position. For example, an ordinary teacher, who is qualified and who meets the minimum appointment requirements, cannot compete for a School Principal (SP) position, without having been a Head of Department (HOD) or Deputy Principal (DP). Another example is that of a Deputy Director who first has to compete for a

Director's position, and only after becoming a Director, would he/she eventually be considered for the next higher position of Under Secretary.

The limitation of open competition in recruitment clause shows some resemblance to the career system that was practiced prior to Namibia's independence. Lameck (2000) in her master's research paper wrote more than the author intends to do on this aspect.

According to Lameck (2000:36) 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". Lameck further argued that "...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".

The partial suspension of the career system in the PSN needs explanation. It relates to the pre-independence application of the career ladder within the public service, whereby staff members within the system, on promotion, were not allowed to jump ranks or positions but only advance to the next level as prescribed. This provides the explanation of the relation between the limitation of open competition in recruitment clause and the career system that was applicable prior to Namibia's independence.

The author, therefore, interprets the 'limitation of open competition in recruitment clause' in the PSN as revival of the career system, of the pre-independence period. The above arguments by Lameck raise the question whether balance structuring of the public service has reached the level of saturation in order to justify reverting back to the career system the PSC has suspended a few years back?

1.2 Research Problem

The revised recruitment policy of the PSN, through its limitation of the open competition clause, has brought about serious implications for the teaching profession (TP). Some implications are indicated below:

- i) In some rural areas the recruitment of staff to school management positions is a serious problem, because in most cases only ordinary teacher applications are received for advertised SP positions. Generally, most teachers are reluctant to relocate to rural schools, therefore, in such cases the Ministry of Basic Education, Sport and Culture would consider appointing ordinary teachers who meet the minimum appointment requirements in terms of professional qualifications and teaching experience, but not having served as HOD or DP.
- ii) The recruitment policy and its clause on the limitation of open competition is deficient in that it does not apply the same conditions to applicants from outside the public service. This means, that someone from outside the public service, who has not served as HOD or DP can apply for a position of SP, without being required to have served as a HOD or DP, while the applicants from within the public service are required to have served in this positions. This obviously defeats the principle of fairness, for being unfair to those who are in the public service.
- iii) The pool of candidates to select from is limited, due to the imposed limitation.
- iv) No proper consultation took place before the implementation of this policy.
- v) The clause contradicts the affirmative action policy objectives of advancing the course of the previously disadvantaged teachers in the country.

When one considers quality and efficiency as two (2) broad goals of the MBESC, the revised recruitment policy and its clause seem to be counter productive, because it discriminates against professionally qualified teachers by requiring them to have served in a HOD or DP post before being considered for SP posts. It also put them in a catch-22 situation. They need to be appointed without those experiences, in order for them to gain that experience. On quality, how do you ensure quality if skill, experience and qualifications are regarded secondary to current status? Is it possible in a developing country like Namibia, with its skewed workforce, to ensure quality if this policy does not take potential or talent in consideration?

In "The Namibian" newspaper of both Friday, December 13, 2002 and February 14, 2003, the PSC of Namibia was criticized by readers for presiding over an incompetent and corrupt public service, the fast tracking of some individuals and not others in the public service and verdicts purported to be covered in secrecy. The Chairman of the PSC responded by refuting the allegations in the newspaper reports. Another daily, the "Republikein" newspaper of Friday, October 10, 2003 carried an article in the letter's column alleging unilateral implementation of the policy and accusing the Namibia National Teachers Union (NANTU) for not reacting to the alleged unilateral action the Ministry of Basic Education, Sport and Culture (MBESC) took.

In addition to the above, many other writers, including teachers unions, argued that teaching is a unique profession. They argued that, where there are learners, teaching cannot be postponed, teaching must take place in a conducive teaching and learning environment.

In the absence of a plausible explanation, on the part of the Namibian Public Service, one can categorize the revised recruitment policy and its limitation of open competition clause as a measure introduced to control the fast tracking of individuals to senior positions in the public service. Creating a new culture in the public service might be a good thing to do, but why should one exclude the fast tracking of talented individuals in the PSN, simply because they have not attained a certain level of

experience. Why is the policy protecting the exposure of those who have served in the required levels from competition? The other important question to consider is, what are the new challenges emerging as a result of this policy and how could they be better managed?

1.3 Research Objectives and Questions

The four primary objectives of this study are:

- i) To analyze the implications of the limitation of open competition clause in the revised Recruitment Policy of the PSN on the teaching profession in the Oshana Region,
- ii) To assess whether the implications of the limitation of open competition clause are different between urban and rural schools in the Oshana Region,
- iii) To assess whether the teaching profession should be exempted from this provision of the revised recruitment policy, and finally
- iv) To make recommendations to the relevant authorities on possible solutions to concerns identified.

In addition to the objectives, the three main research questions are:

- i) What are the implications of the Limitation of Open Competition in Recruitment Policy for the TP in the Oshana Region of Namibia?
- ii) Are the implications of the limitation of open competition clause as provided in the revised Recruitment Policy different for urban and rural schools in the Oshana Region of Namibia?
- iii) Should the teaching profession be exempted from this provision of the revised recruitment policy of the PSN?

Subsequently, the focus of this research is to find answers to the concerns and questions raised above with specific reference to the implications of the limitation of open competition in recruitment on the TP.

1.4 Justification of the Study

The study is significant in many respects; some of the justification for the study is:

- i) The available statistics from the Education Management Information System (EMIS) in the MBESC (2002) indicates that Namibia has a teaching force of eighteen thousand seven hundred and eighty-two (18 782) teachers. The recent Annual Report of the Public Service Commission of Namibia (2004), reveals the total number of staff members in the public service, stands at 47 452. Teachers, therefore, comprise almost forty percent (40%) of staff members in the public service, hence the justification of the study.
- ii) Historically, the northern education regions, of which Oshana is part, have inherited a backlog in terms of attracting qualified teachers and school managers, especially to rural schools, because of the war situation that prevailed before Namibia's independence.
- iii) Several factors of interest calls for investigation, such as, the limited pool of candidates to select from due to the limitation of open competition clause in the revised recruitment policy of the PSN.
- iv) The prevailing challenge of attracting suitably qualified teachers to the rural areas of the country,
- v) Various newspaper articles on the subject matter, condemning the said clause, as well as the fact that no proper consultation took place before the implementation of the policy.

Except for being part of the previously disadvantaged northern regions, the choice for the Oshana Region needs explanation. The Oshana Region is well suited to provide the necessary urban/rural dichotomy needed for the research because it

consists of big urban centres, like, Ondangwa, Ongwediva and Oshakati and has also small rural centres, such as, Uukwiyuushona, Eheke and Iindangungu. It also offers a shorter traveling radius between schools, for the purposes of administering questionnaires and conducting interviews than other regions in the same category. According to the EMIS, 59% of the Oshana Region's total number of teachers (1714) is professionally qualified (1011) of whom (137) are included in this study.

Other regions, more or less in the same category as Oshana, are Kavango and Oshikoto but they posed more logistical problems in terms of the long distances to travel between schools to do the interviews. Hence the choice of Oshana. The Oshana Region also has a low number of unqualified teachers compared to other regions more or less in the same category.

1.5 Limitation of the Study

The study did not pose major limitations in terms of carrying it out, but the following are worth mentioning:

- i) The study only accommodated a selected sample of professionally qualified teachers and not under or un-qualified teachers for the simple reason that the prime target of the policy is the recruitment of professionally qualified teaching personnel.
- ii) The time allowed to complete the study was relatively short, making a proper investigation almost impossible.
- iii) The big number of teachers makes it difficult to aim for a representative sample of the total population in terms of conducting interviews and administering questionnaires. However, every effort was made aiming at the representative sample of the professionally qualified teachers both in terms of administered questionnaires and interviews conducted in the Oshana Region to ensure the manageability of the data.
- iv) The study only covers a two-year period, namely, 1 November 2002 to 30 November 2004, being the period of the policy implementation thus far.

- v) The cost-factor involved in covering the vastness of the country made it no easier to reach all areas that really mattered in this study.

Demographic considerations, such as, sex, age and educational status has been included in the study, however, language grouping in relation to the subject matter needs mention. Namibia is a heterogeneous country with more than ten language groups. The Oshana Region is predominantly an Oshiwambo speaking area, which might be regarded as a limitation for this study.

While the study could not cover all thirteen (13) regions of the country, mainly because of the lack of resources, the author makes deductions and conclusions from the information obtained from the sample for application to the rest of the teaching profession.

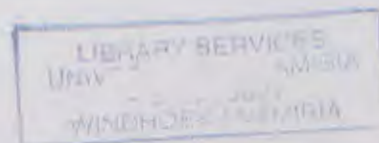
1.6 Brief history of teacher recruitment in Namibia

This section reviews the situation with regard to the recruitment of teachers in Namibia during the three phases, namely, the situation prior to Namibia's independence, the first revision of the recruitment policy at independence and finally the second revision after independence.

1.6.1 Pre-Independence

During the period prior to Namibia's independence, commonly referred to as the colonial period, the recruitment policy was characterized as selective and based on apartheid principles, as it was designed to favour a minority at the expense of the majority, and it also was based on ethnic differentiation.

The Government Service Act (Act no. 2 of 1980) at the time provided for the organization and administration of the government service and regulated the conditions of employment. During this period, the recruitment of teachers was regulated by this Act, which also provided for different ethnic administrations, such



as, the “Administration for Damaras, Kavangos, Namas... etc., which decided on who to recruit for teaching positions in the so-called former “homelands”.

The ultimate authority, at the time, in terms of the Government Service Act (Act no. 2 of 1980) was vested in the Government Service Commission (GSC), which delegated the powers to create and abolish teaching positions to the then Secretary of National Education and to the Ethnic Administrations. At the time, career wise, a teacher could move from teacher, senior teacher, HOD, DP to SP. Vacancies in teaching were only known to and through the authorities as they were not advertised externally to invite applications.

The writer agrees with Lameck (2000) that “recruitment to the civil service prior to independence was only done from within the civil service itself, and information regarding possible vacancies was circulated within the establishment”. Lameck (2000) is also right in stating that the Government Service Act (Act no. 2 of 1980) provided for a career system, which never allowed for advertisement of positions outside the government sphere. Only when there were no suitable candidates within the system, that consideration was made for advertising externally. The GSC in terms of the above-mentioned Act, strictly followed the career ladder when considering promotions to senior positions.

Lameck (2000), further argued, that this was done to secure a better future for those who were already in service and to assure staff that nobody would come from outside to occupy senior positions above them without having gone through a complicated system of vetting which prevailed at that time.

The career system during the colonial period promoted separate development, nepotism and inbreeding, and also a culture of “them and us” based on ethnicity within the various establishments, and in general within the country. Therefore, before independence, you could hardly get a teacher from a different ethnic group in a “so called” White, Coloured, Herero or Ovambo authority school. Nepotism cropped in as the so-called representative authorities were empowered to decide on

how to recruit for positions at schools without advertising. It reached levels where some schools became family affairs, husband/wife running a school or only family and friends being considered for vacant positions at such schools.

The above pattern of separate development in teacher recruitment was inherited at independence, posing a serious challenge for the new government to overcome.

1.6.2 Independence (First Revision)

After independence, the recruitment policy of the Public Service of Namibia (PSN) was revised twice. The first revision signaled a more open, transparent recruitment policy aimed at balance structuring of the public service, in terms of ethnic diversity and gender balance, and at attracting the maximum number of eligible candidates from all sectors of the Namibian society for any job in the public service.

The GSC was transformed into the PSC at independence on 21 March 1990, and with regard to the recruitment of teachers, major challenges of redressing the past imbalance, equity in human resource distribution and integration immediately came to the fore. The Public Service Amendment Act (Act no. 24 of 1990) was promulgated immediately after independence to facilitate the transition from government service to public service and to provide for the appointment or promotion of persons in the Public Service of Namibia in accordance with the affirmative action policy as contemplated in Article 23 of the Namibian Constitution.

The writer concurs with Lameck (2000) that the application of the pre-independence career system became irrelevant, hence its suspension by the PSC. The career system became irrelevant in the sense that the public service could not continue applying it with all the inequities and imbalances inherited in the public service from past policies. Instead, a more open system was introduced where all promotion posts including teaching positions were advertised to allow equal competition in the labour market, resulting at times in the promotion of less experienced teachers to promotion posts to ensure affirmative action and integration.

Notwithstanding the latter, the new way of doing things in the recruitment arena gained momentum as the years past by after independence. As a result, acceptance and confidence in the PSC of Namibia grew significantly especially amongst the majority of the workforce who were previously excluded.

However, the first revision after independence was generally characterized by poor working relations, conflict at work, lack of discipline and the decay in work attitudes amongst members of the teaching fraternity, mostly because of the lack of proper management at most schools in the country.

As the years past by, the first revision of the recruitment policy was heavily criticized by employing Ministries/Offices/Agencies and staff members for exactly the same reasons it was created for, namely, the large number of candidates attracted for a job and the suspension of the career system, which led to the second revision of the policy.

1.6.3 Independence (Second Revision)

The implementation of the revised Recruitment Policy for the PSN, which includes “the limitation of open competition clause”, was as earlier mentioned introduced in November 2002.

As indicated before, the revised recruitment policy resembles the pre-independence recruitment policy which was career system oriented in the sense that it prescribes to staff members to climb the career ladder and not jump grades and positions by requiring staff within the public service to only apply for positions one grade higher than their current position. Although the policy does not explicitly mention the re-introduction of the career system as it was applied in the past, it is implicit in the clause on the limitation of open competition in recruitment, which is clearly articulated in the Public Service Management Circular (PSMC) No. 23 of 2002.

Notwithstanding the good intentions of the policy maker with the revised recruitment policy, the 'limitation of open competition clause', raised eyebrows from a broad spectrum of stakeholders. More so, the unilateral implementation thereof in a democracy like Namibia, which seemed to be a surprising element for many not only in the teaching profession. Registered teachers unions including the recognized trade union for teachers in the country, NANTU, expressed dismay with the manner in which this clause was implemented in the public service. They criticized the government in general, and the Ministry of Basic Education, Sport and Culture in particular for the anomaly.

Offices/Ministries/Agencies (O/M/As) in the PSN came to know about the clause in the recruitment policy through the PSMC (No. 23 of 2002) without any prior consultation.

The general principles of openness, honesty, transparency and accountability as enshrined in the Public Service Charter of Namibia (PSCN) has been severely compromised with the unilateral implementation of the revised recruitment policy and its limitation of open competition clause in the public service. The PSCN is a commendable initiative by the Government of the Republic of Namibia (GRN) and when the spirit of its general principles are not maintained it raises serious doubt as to the commitment of the GRN towards this initiative.

This study, therefore, in the chapters to follow puts this whole question in broader perspective aiming at achieving the study objectives as mentioned earlier under research objectives and questions.

CHAPTER 2

LITERATURE STUDY

In the literature, the researcher found that the recruitment of teachers in general is well covered and relevant conceptual and comparative perspectives, on the topic, are useful as reflected in the headings below.

2.1 Conceptual Perspectives

The definition of key concepts in relation to the subject matter is essential not only to avoid semantic confusion but also to ensure proper conceptualization. The following concepts are defined: recruitment of staff to urban/rural schools, the limitation of open competition clause as internal measure, the limitation of open competition clause vis-à-vis quality, career systems and career ladders as well as the teaching profession (TP).

2.1.1 Recruitment of staff to urban/rural schools

Prior to the implementation of the limitation of open competition in recruitment clause in the PSN, attracting the services of qualified teachers to rural schools was more problematic than to urban schools. The reasons for that are mostly twofold; firstly, the general scarcity of subject specialists in subjects, such as, Mathematics, Science and English on the one hand and secondly, the lack of availability of well equipped physical facilities, such as, shopping centres, laboratories and teacher housing on the other. This resulted in more teachers preferring serving in urban than rural schools. This remains a fact even though in both cases the same set of recruitment rules are applied.

The Public Service Management Circular (PSMC) (no. 21 of 2000) defines the recruitment process as an activity carried out to identify and attract a pool of

candidates for changes in employment status, from which some will later be selected to receive an employment offer.

According to Ivanvich (1992:210) recruitment is defined as a "... set of activities an organization uses to attract job candidates who have the abilities and attitudes needed to help the organization achieve its objectives", while Muchinsky et al (1999:115) simply define recruitment as a "... process of attracting people to apply for a job".

Although the three definitions are not exactly the same, the underlying principle in all is attracting the best for the job. The definition by Ivanvich (1992) is the most acceptable; however, the writer argues that with the limitation of open competition in recruitment clause it is not always possible to attract teachers with the required abilities and attitudes to school management positions.

In support of the above argument, the American scholar, Ronald W. Rebore (Sr.) gives detail of other factors affecting recruitment at schools.

Rebore argues that, "Recruitment as a process also entails discovering potential applicants for anticipated vacancies." "... because certain vacancies will require special skills that current employees lack." (Rebore 1998: 79)

The arguments above explains the existing need of not only attracting qualified teachers but also qualified school principals to rural schools in Namibia and therefore regarded useful for this study.

2.1.2 The limitation of open competition clause as internal measure

The concept, limitation of open competition in recruitment, as earlier indicated emanated from the revised recruitment policy of the Public Service of Namibia. By definition, the limitation of open competition refers to staff members within the public service who can only compete for advertised positions one grade higher than their current position.

The clause only applies to those candidates in the employ of the public service and not to candidates from outside the public service. This brings out the point on the advantages and disadvantages of internal and external recruitment.

Cloete (1985) provides the South African case with regard to the recruitment of outsiders within the public service. He explains why it is important to have a protection measure for serving personnel and says only when serving personnel are not available for recruitment may outsiders be appointed in a vacant position.

Lunenburg et al. (2000) argue that at school level, it is important to look at internal and external recruitment strategies used for staff on all levels to the school. Their arguments on internal and external recruitment at school, explain why there should not be any discrimination in recruiting insiders and outsiders at school level in the teaching profession. Again, Cloete (1985) argues that any recruitment policy should emphasize that all citizens possessing the prescribed qualifications will be considered on merit for appointment or promotion.

The advantages and disadvantages of internal and external recruitment are indicated below (see Table 1):

Table 1: Internal and External Recruitment

Advantages	Disadvantages
	Internal
High Morale of Promotee Better Assessment of Abilities Lower Costs for Some Jobs Motivator for Good Performance Causes a Succession of Promotions Have to Hire Only at Entry Level	Inbreeding Possible Morale Problems of Those Not Promoted "Political" Infighting for Promotions Need Strong Management Development Program
	External
"New Blood," New Perspectives Cheaper than Training a Professional No Group of Political Supporters in Organization May Bring New Insights	May Not Select Someone Who Will "Fit" May Cause Morale Problems For Those Internal Candidates Longer "Adjustment" or Orientation Time

Source: Lunenburg and Ornstein 2000: 530.

The advantages and disadvantages of internal and external recruitment indicated above will be meaningless if the recruitment of staff to schools from inside and outside are not leveled as implied in the limitation of open competition clause.

2.1.3 The limitation of open competition clause vis-à-vis quality

As already mentioned in the introduction, the limitation of open competition clause in recruitment reduces the chances of attracting the best out of the many prospective candidates for advertised positions. In the literature review, several theories came to the fore, which assisted in taking the research forward.

Recently, from the new HRM school of thought, Johnson (2000) talks of winning the peoples wars, a battle for the best in the business talent, requiring one to fight the good fight. It is about attracting high performers to institutions and of course to keep them for the benefit of the company. Johnson (2000) argues that in the new world of work there are winners and losers. The winners according to Johnson (2000) are those companies that recognize that the way we seek out, employ, develop and hold people is a very different game than ever before. He says, the surprising numbers of losers are the firms that have not moved on to the new ways of work.

Johnson (2000) further argues there are two universal issues that are staring everyone in the face and which cannot be ignored. First, he says, there is a shortage of skilled people to fuel the growth ambitions and the complex worlds of the modern corporation. Second, loyalty is at an all time low, and people can be persuaded more easily than before to jump from organization to organization. He says it is important to understand that this war is not confined to specific professions it applies to all.

In summary, the above arguments by Johnson points to the fact that no employer in today's world can afford to loose sight of the scarcity of human resources in all fields including teaching. He implies that all possible talent should be included in any recruitment drive to ensure the selection of the best which is in line with the writer's views on recruitment. That is the best way to ensure quality.

Cooper et al (2003) argue that it is becoming increasingly difficult to attract acceptable numbers of good quality applicants for key positions in many industries and professional sectors. They further argue that as the number of candidates, for a position, reduces, the selection ratio increases.

“The closer the selection ratio gets to one (i.e. one candidate for each position) the smaller the gain in utility from any selection process. Therefore, it is obviously of benefit to the organization to attract as large a field of suitably qualified and experienced applicants as possible. However, the emphasis has to be on quality as well as quantity.” (Cooper et al. 2003: 81,82)

The above-mentioned theories from the literature review, points to the wealth of knowledge available in general, which serve as basis, of the writer’s views and opinions in this study and will be elaborated on in chapters to follow.

2.1.4 Career systems and career ladders

Defining career systems generally is not an easy task as it encompasses various perspectives, for example, career as advancement, career as a profession, career as a life-long sequence of work experiences, etc. Career systems and ladders vis-à-vis the limitation of open competition in recruitment clause are examined to explain the importance of this relationship for the teaching profession.

The contribution below by the National Council on Teacher Quality gives strong arguments in support of this aspect. “Lack of opportunities for career advancement within teaching may discourage many talented people from entering or remaining in the profession. Career ladders-which come in many shapes and varieties-can give teachers the chance to take on greater responsibility, garner more status, and earn more money as they grow in effectiveness.

Proposals to create a career ladder are an excellent way to retain good teachers. However, to have an impact on quality, a teacher’s progress up the ladder must be based on performance and not on inputs such as credentials or years of service.”

(National Council on Teacher Quality, <http://www.nctq.org/issues/paths.h>, 26 March 2004)

Schreuder and Theron (1997) argue that the most popular definition is career as advancement. They argue that such a career is evaluated by the number of upward moves (promotions) during an individual's life including the route (steps) that an individual has to follow in an organization or profession to make progress. It is therefore also referred to as career ladder or career path.

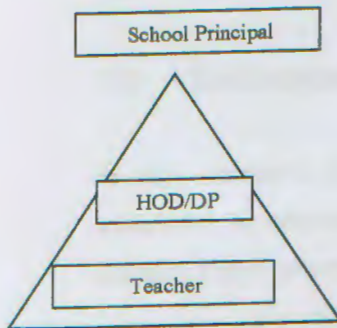
The writer supports the arguments by Schreuder and Theron but also the view that the approach to career systems differ from organization to organization and profession to profession. Career ladders are found within the career system and are more of a permanent nature than the career system approaches.

The reason for bringing up career systems and career ladders is simply to illustrate their importance for growth in the teaching profession as indicated above by scholars who have done more studies in this regard. It is however not the focus area for this study but it also provides valuable insight because elsewhere in this study mention is made of the fact that the PSC did consider the career system at independence as one of the impediments in the way to ensure balance structuring in the public service.

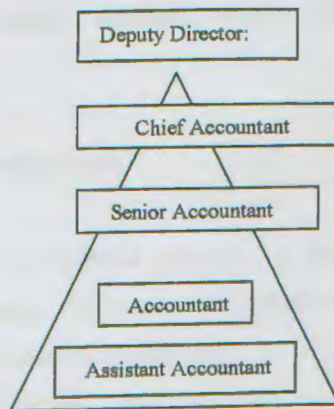
Therefore, to illustrate the difference and importance of career ladders, the teaching career ladder at school is compared to the career ladder of an accountant and a nurse in a hospital (see Chart 1, a – c below).

Chart 1 Professional Career Ladders

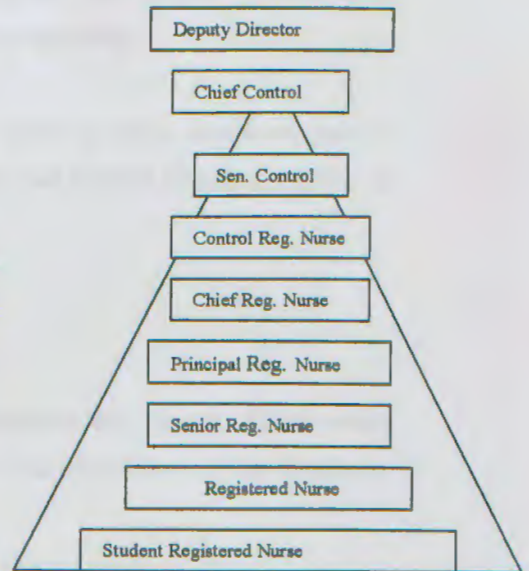
(a) School



(b) Office



(c) Hospital



Source: Adapted from the Namibian Public Service Management Amendment Notice no. 10 of 1996 dated 19 December 1996.

From the simple illustration above, it is clear that there is little upward mobility for teachers, which is a concern for the teaching profession. Therefore, the writer argues that the situation at schools can never be equated to office or hospital situations. The writer further argues that, you hardly get a situation like in an office or hospital, where members of the public service management cadre (Deputy Director, Director upwards) are directly involved in the day to day running of schools. The point is, this unique situation at schools can hardly be match with any other profession in the public service.

2.1.5 Teaching Profession

The Education Act (Act no. 16 of 2001) in Namibia defines a teacher, in relation to state schools, as a staff member who is professionally qualified to teach others in formal education and whose occupation is teaching and this definition includes a professionally unqualified person whose occupation is teaching.

In this context, the teaching profession in the PSN refers to those who form part of the above definition, namely, teachers, HODs, DPs and School Principals (SPs) at state schools.

2.2 Comparative Perspectives

In this category, the recruitment policies of Botswana and South Africa were examined as approximate neighbours of Namibia and members of the Southern African Development Community (SADC).

The two countries share important similarities with Namibia. Botswana, for example, although not having the same ethnic demographics, shares the same population size with Namibia. On the other hand, South Africa shares the same historic background of racial segregation with Namibia. The examination and comparison in this case is kept on policy level rather than engaging unnecessary detail of recruitment in the teaching profession.

A brief comparative summary of recruitment policies in the two above-mentioned countries is, therefore, given below:

2.2.1 Republic of Botswana

In the case of the Republic of Botswana, the Teaching Service Act (Act 1 of 1996) regulates the recruitment of teachers, which is separate from the recruitment of other categories of staff in the public service. It provides criteria for the recruitment and

selection of teachers to any position in the Teaching Service (TS). The significant criteria in selection, is, for teachers having the preferred qualifications and experience required for any position, proven merit, and suitability for the specific post is given greater weight than current position.

The above is in sharp contrast to the limitation of open competition clause applied in the Namibian case. The writer favours the Botswana model for reasons of fairness as the exclusion of potential candidates is minimized in that way.

During 1994, the Republic of Botswana, revised its National Policy on Education commonly known as the Revised National Policy on Education (RNPE). Several important recommendations were made of which the following two are of significance for this study.

The first change was teacher selection procedures and processes, which were re-examined to ensure that the most suitable and appropriate candidates are selected to serve the teaching profession, and to strengthen the way in which teachers are selected at school level (recommendation 98); and the other recommendation dealt with the career structure for teachers, procedures for selection of teachers for posts of responsibility at Deputy and Head of School level, which should also include a personal interview to ensure competency (recommendation 107 a).

Therefore, the important lesson for the GRN to learn from the Botswana experience is threefold:

- a) Firstly, the recruitment policy for teachers in the Republic of Botswana derives from the Teaching Service Act (Act 1 of 1996) unlike in Namibia where the Public Service Act (Act 13 of 1995) rule supreme in the recruitment of most categories of personnel in the public service including teachers;
- b) Secondly, in the recruitment of teachers having the same preferred qualifications and experience, proven merit and suitability for the specific post is given greater weight than seniority; and

- c) Finally, no exclusion similar to the Namibian 'limitation of open competition in recruitment clause' is part of the Botswana model.

2.2.2 Republic of South Africa

In the Republic of South Africa, the recruitment of teachers is regulated by the Employment of Educators Act (Act no. 76 of 1998), whereas administrative or non-teaching staff is recruited in terms of the Public Service Act of 1994.

The South African Employment of Educators Act (Act no. 76 of 1998) and the Personnel Administration Measures (PAM) provides certain criteria for the recruitment of persons to the teaching service. The criteria are, with due regard to equality, equity and the other democratic values and principles, the ability, skills of the candidate; and the need to redress the imbalances of the past in order to achieve broad representation, contemplated in the Constitution of the Republic of South Africa.

The South African model emphasizes the element of ability and skills of teachers to be considered for recruitment to any position in the teaching profession.

The South African model also offers some good experiences for the GRN; these experiences are:

- a) On top of meeting the tertiary qualifications and experience required for appointment or promotion to any position in the teaching profession, the ability, skill and attitude of the candidate takes preference in the case of the Republic of South Africa.
- b) Teachers in the Republic of South Africa for professional reasons are required to register with the South African Council for Educators otherwise they would not be eligible for appointment or promotion in the teaching profession.

- c) Similar to the Republic of Botswana, the recruitment of teachers in the Republic of South Africa is regulated by a different Act.
- d) The writer could also not find any limitation of open competition in recruitment similar to the GRN for teachers in the South African case.

On comparing these three SADC countries and with the similarities already indicated under comparative perspectives, the Government of the Republic of Namibia (GRN) only stands to benefit from the experiences of both the Republics of Botswana and South Africa. The benefits for the GRN are outlined in the final chapters of this study dealing with findings, conclusions and recommendations.

CHAPTER 3

DATA COLLECTION AND PROCESSING TECHNIQUES

The paragraphs below might sound a repetition; the writer deemed it necessary as background information, before explaining the data collection and processing techniques.

As already mentioned in the earlier chapters, the justification for research in this part of Namibia is linked to the history of the war of liberation before Namibia's independence. The liberation war detrimentally affected the northern parts of Namibia of which the Oshana Region is part today. Most services including education were grossly neglected. This resulted in a huge backlog not only in attracting services of qualified teachers in specialist subjects like, Mathematics, Sciences and English but also in attracting the services of good School Principals to rural schools. Therefore, attracting services of good quality school managers for most schools in this area is still a challenge today. Rural schools are worst off in this regard, hence the choice to see whether the limitation of open competition in recruitment clause in the PSN eased or complicated the recruitment of qualified staff to rural schools in the Oshana Region.

The Oshana Region is situated approximately 800 km from Windhoek, the capital city of Namibia. Although Namibia is a heterogeneous country, the Oshana Region is predominantly a Oshiwambo speaking area. Towns like Oshakati, Ongwediva and Ondangwa in the Oshana Region are proclaimed towns, with reasonably developed physical facilities and infrastructure like tarred roads, laboratories and adequate accommodation and housing.

This chapter explains the methods and techniques applied during this study of which most data collection took place in the Oshana Region over five days during August 2004.

3.1 Data collection techniques

Data collection was based on close examination of available documentation on the subject, government policies on recruitment in general, theories and approaches from books, the internet as well as newspaper articles on the subject were examined. Personnel offices in five Ministries were approached during the study to check whether they were consulted prior to the implementation of the limitation of open competition in recruitment clause in the PSN.

The collection of data was done in order to achieve the aim of this study as outlined earlier under the research objectives and questions in chapter one.

The writer made use of two techniques, namely, interviews and questionnaires, which were applied to various categories of participants. These are, teachers, Heads of Departments (HODs), Deputy Principals (DPs), School Principals (SPs), Union Representative (NANTU), Inspectors of Education, School Board Members, Directors of Education and the Public Service Commissioner responsible for Education who is also the Chairperson of the Teaching Service Committee.

For both the interview and the questionnaire, same set of questions were used to ensure consistency throughout the research. However, the advantage of the interview is that any questions arising were explained and clarified on the spot, whereas the questionnaires were distributed and they had to do it on their own for submission later. The time it took the writer to complete the interview with the interviewees varied from forty-five minutes to an hour.

All the interviews were conducted at eight schools in the Oshana Region. Five out of the eight are rural schools whereas the rest are urban schools. Ongwediva and Ondangwa provided the urban schools chosen for the interview, whereas all the other schools were from rural settings.

The interviews were very constructive, as people were open and willing to participate in the study. In some cases schools were not aware of the writer's visit but still the willingness to participate in the study was overwhelming even at those schools. Where some interviewees, especially school board members, were not able or unsure to speak English, a teacher was always available to interpret.

In both the urban and rural schools equal number of qualified teaching personnel were interviewed, namely, eighteen (18) in each case with the addition of one more rural School Principal (SP). All interviews, except the one with the public service commissioner, were done over a period of five days during the month of August 2004.

The rural schools selected were Onaushe Primary School, Omusheshe Combined School, Onekandu Primary School, Iidangungu Combined School and the Kapembe Junior Secondary School. Charles Anderson Primary School, Mweshipandeka Senior Secondary School and the Oluno Senior Secondary School comprised the urban schools visited for the interviews. The rural Uukwiyuushona Combined School was added where only the SP and one HOD were interviewed to ensure the necessary balance in terms of teacher: school management ratio as some schools visited earlier only had acting SPs and no HODs or DPs.

The research sample had as its total population all professionally qualified teachers in the Oshana Region, totaling one thousand and eleven (1011), of which close to ten percent (10%) completed the questionnaire, that is, one hundred (100) teachers responded to the questionnaire. The research interview covered four percent (4%) of the total population, meaning, thirty-seven (37) teachers took part in the interview. Out of a total of thirty-seven (37) teaching staff, twenty-two (22) ordinary teachers, ten (10) HODs and five (5) SPs were interviewed. In addition, three (3) school board members, three (3) out of the four (4) Inspectors of Education (IE) in the Oshana Region and the NANTU regional representative in Oshakati were interviewed. Directors of Education (DE) for the Ohangwena and Oshikoto Regions submitted written comments on the limitation of open competition in recruitment clause for this

study. The appointments for the face-to-face interview with the DEs for Omusati, Oshana, Oshana, Oshana and Oshikoto coincided with the visit of the Head of State to Ondangwa making the interviews with the DEs impossible. However, the written comments from the mentioned two DEs were secured and are useful for this study.

Except for the interview, questionnaires were also distributed to other rural and urban schools in the Oshana Region which were not part of the original interview to further gauge the views of more teaching personnel on the policy, namely, the limitation of open competition in recruitment. In this category, hundred (100) questionnaires were distributed to different schools and completed.

The study on the limitation of open competition in recruitment could not be complete without ensuring a balance view on the subject matter. Consequently, on 18 October 2004 an interview was secured with the Public Service Commissioner responsible for Education who is also the Chairperson of the Teaching Service Committee (TSC). The Public Service Commission (PSC) being the statutory body responsible, amongst other functions, for the establishment of sound recruitment practices in the entire public service, played an important role in the formulation of the revised recruitment policy. Therefore, the views of the PSC, as policy formulator, are also included in this research.

3.2 Data processing techniques

The approach taken was qualitative, based on content analysis. Both the interview and questionnaire responses were thoroughly checked by the writer to ensure the correctness of the material before it is further processed.

A summary interview response sheet was then developed on Microsoft Excel. In the same manner the questionnaire response sheet was also developed. In both cases, the tables on the developed response sheets have columns and rows of male urban response (MUR), female urban response (FUR), male rural response (MRR) and female rural response (FRR).

Also, combined response data charts from both the interview and the questionnaire was developed for the study. Three levels of data processing were followed: responses by teachers, Heads of Departments (HODs)/Deputy Principals (DPs) and School Principals (SPs) with the relevant totals at the end.

This method was found to be very convenient for detail on response patterns, such as, the urban/rural dichotomy, male/female distinction or on a specific category of teacher response. The writer's own knowledge of facts and ministry structures made the task at hand much easier. However, the most difficult aspects to deal with were the various perspectives and attitudes of interviewees especially teachers on the subject matter.

Most teachers were excited to know the immediate benefit after expressing themselves on the subject matter as they view the limitation of open competition clause, contained in the revised recruitment policy of the public service, as damaging to the teaching profession. This, however, was a tricky experience as the writer at times found himself in the middle position, that of, being the researcher and Ministry official at the same time. In this case the writer maintained the former position, that of researcher, by always explaining his stance.

The next chapter deals with the research data presentation by outlining the results of the study.

CHAPTER 4

RESEARCH DATA PRESENTATION

The data presentation of results of the research is given in three categories, namely, responses from the interview, responses from the questionnaire and the combined response data from both the interview and the questionnaire. As earlier mentioned in the previous chapter the writer conducted the interview himself whereas the questionnaire was completed by the participants in the absence of the writer and submitted afterwards.

The interview and the questionnaire responses on the three levels, namely, teacher, HOD/DP and SP are given in words and tabular form. It is followed by the narrated version of interview responses by other participants in the research. They are School Board Members, the Union Representative (NANTU), Inspectors of Education, Directors of Education and finally the Public Service Commissioner responsible for Education and Chairperson of the Teaching Service Committee (TSC).

This does not necessarily reflect data analysis, as that will be done in the next chapter.

The columns and rows in Table 2 below from the MBESC provide essential statistics used for the research during both the preparatory stages as well as during the collection of data for this study. The Oshana Region compared to the other regions in table 2, shows low statistics in areas, like, no. of schools, teachers, including the lowest number of unqualified teachers. These justify the manageability of the data for this study as the study only concentrated on professionally qualified teachers. The regions in table 2 are neighbouring Oshana and are part of those regions which inherited the educational backlog mentioned in the beginning of chapter 3.

Table 2: Relevant Statistics, MBESC (EMIS, 2004)

Region	No. of Teachers	No. of Schools	Prof. Qualified	Under-Qualified	Unqualified
Ohangwena	2556	214	1455	604	278
Omusati	2928	265	1746	1080	95
Oshana	1714	127	1011	619	16
Oshikoto	1814	158	1133	585	90
TOTAL	9012	764	5345	2888	479

Source: Adapted from EMIS, Education Statistics 2004 (Trimester Returns, April 2004).

Table 3 below represents sample data collected during the study, like, no. of schools visited, teachers and other categories of participants interviewed. The Oshana Region as can be seen from Table 3 comprises four (4) circuit offices, of which, the Oshakati and Oluno circuits are the biggest in terms of both the number of schools and teachers. The statistics from the table, therefore, also explains why more schools from the bigger circuits were visited. The figures given for teachers in Table 3 include HOD/DP and SP.

Table 3: Research Statistics of the Oshana Region

Circuit	Schools	Schools visited	Teachers	Teachers who completed questionnaires	Teachers interviewed	School Board members interviewed	Inspectors of Education interviewed
Eheke	30	1	271	47	6	0	1
Oluno	29	3	355	28	10	1	1
Onamutai	27	2	437	3	7	1	0
Oshakati	43	3	651	22	14	1	1
TOTAL	129	9	1 714	100	37	3	3

4.1 Interview Responses

The data summary depicted in Table 4 below gives a detailed break down of how the teaching personnel, who constitute the teaching profession (TP), responded to the various research questions during the interview. This, however, has been briefly narrated in the paragraphs after the table on interview responses and gives a clear indication of the situation in the Oshana Region.

Twenty-two teachers, ten Heads of Departments/Deputy Principals and five School Principals accounts for the presentation in this table. The first column in Table 4 is better understood if read in conjunction with appendix 1 (Interview Questionnaires) on page 55.

Table 4 INTERVIEW RESPONSE SHEET

INTERVIEW RESPONSE	MUR			FUR			MRR			FRR			TOTAL UR			TOTAL RR			GRAND TOTAL		
	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP
8.1 (Yes)	3	3	2	5	2		6	1	3	6	4		8	5	2	12	5	3	22	10	5
8.1 (No)	1									1			1	0	0	1	0	0	%		
8.2 (Effective)	2	1		1			2			3	3		3	1	0	5	3	0	36.36	40	0
8.2 (Not Effective)	2	2	2	4	2		4	1	3	4	1		6	4	2	8	2	3	63.64	60	100
9.1 (Yes)	2	1	1	1			4	1	2	4			6	4	1	8	1	2	63.64	50	60
9.1 (No)	2	2	1	4	2		4		1	5	3		8	4	1	8	3	1	72.73	70	40
9.3 (Yes)	4	2	1	4	2		3	1	2	1	1		1	1	1	4	2	2	22.73	30	60
9.3 (No)		1	1	1			4		2	4	2		7	4	1	8	2	2	68.18	60	60
9.4 (Yes)	3	2	1	4	2		2	1	1	3	2		2	1	1	5	3	1	31.82	40	40
9.4 (No)	1	1	1	1			5		3	5	1		8	3	1	10	1	3	81.82	40	80
9.6 (Yes)	3	2	1	5	1		1	1		2	3		1	1	1	3	4	0	18.18	50	20
9.6 (No)	1	1	1				2	1	2	4	3		3	2	1	6	4	2	40.91	60	60
9.8 (Yes)	2	2	1	1			4		1	2	1		3	2	1	6	1	1	40.91	30	40
9.8 (No)	1	1	1	2	1				1	2	2		2	1	1	2	2	1	18.18	30	40
11 (Yes)	1	1	1	1					1	2	2		7	4	1	11	3	2	81.82	70	60
11 (No)	3	2	1	4	2		6	1	2	5	2		7	1	0	4	1	1	50.00	20	20
12 (Yes)	3	1		4			3		1	1	1		2	4	2	9	4	2	50.00	80	80
12 (No)	1	2	2	1	2		3	1	2	6	3		2	4	2	9	4	2			
TOTAL	35	27	18	43	16	0	54	9	27	61	36	0	78	43	18	115	45	27			

RR - Rural Response
 T - Teacher
 HOD - Head of Department
 DP - Deputy Principal
 SP - School Principal

MUR - Male Urban Response
 FUR - Female Urban Response
 MRR - Male Rural Response
 FRR - Female Rural Response
 UR - Urban Response

4.1.1 Teachers

Out of the total number of twenty-two (22) teachers interviewed at both urban and rural schools, all except for two were familiar with the clause on the limitation of

open competition in recruitment. Sixty four percent (64%) views the policy ineffective/not ideal for the TP compared to thirty six percent (36%) who argue that the policy is effective.

The majority of teachers (72.73%) interviewed at both urban (3) and rural (5) schools, believe that they are able to attract and retain the services of good SPs to their schools despite the clause on the limitation of open competition in recruitment. As to whether the TP should be exempted from this provision of the recruitment policy, sixty eight percent (68%) responded in the affirmative, compared to twenty two percent (22%) who had a different view, which is, that the teaching profession should not be exempted from the rule.

Eighty two percent (82%) of all teachers interviewed believe that the policy leads to the promotion of less competent candidates, whereas eighteen percent (18%) argues that it is not the case. On the question of whether the policy has effectively addressed the fast tracking of individuals in the TP, the outcome was forty percent (40%) each for yes and no, with the remaining twenty percent (20%) not sure at all.

Eighty two percent (82%) of teachers view skills, qualifications and experience as more important than current position when it comes to promotion compared to eighteen percent (18%) who answered yes. When they were asked whether their career were personally affected by this policy, the response was leveled at fifty-fifty percent (50/50%).

4.1.2 Heads of Departments and Deputy Principals

In this category all interviewees (10) were fully aware of the policy and sixty percent (60%) are of the view that the policy is ineffective with forty percent (40%) arguing that it is effective. There is a tie on whether the policy is suitable/ideal for the TP in Namibia (50/50%). Seventy percent (70%) of HOD/DPs believe that their schools are able to attract and retain good quality SP's and sixty percent (60%) argue that the TP should be exempted from this provision of the recruitment policy.

On the question whether the policy leads to the promotion of less competent candidates than are available in the labour market, forty percent (40%) answered yes and fifty percent (50%) said no while the rest (10%) was not sure at all. Sixty percent (60%) in this category argues that the policy has effectively addressed fast tracking in the TP while thirty percent (30%) believes it has not, and the remaining (10%) are not sure.

The majority (70%) in this category believes skills, qualifications and experience are more important when applying for a promotion than current position or status held by the applicant. Only twenty percent (20%) were personally affected by the policy compared to eighty percent (80%) who were not affected at all.

4.1.3 School Principals

All five (5) SPs interviewed were fully aware of the policy and they all argue that the policy is not effective at all. Sixty percent (60%) says the policy is not suitable/ideal for the Namibian Teaching Profession while forty percent (40%) says it is ideal and suitable. As to attracting and retaining good SPs, sixty percent (60%) believe they are not able to do so while forty percent (40%) argue they are able. Sixty percent (60%) want the TP to be exempted from the 'limitation of open competition' provision of the recruitment policy compared to forty percent (40%) that are against.

Eighty percent (80%) of the school principals argue the policy leads to the promotion of less competent candidates than are available in the labour market and the rest (20%) says it does not. However, sixty percent (60%) believes the policy has effectively addressed fast tracking in the TP while the rest (40%) believes it did not. The majority (60%) in this category also argues skills, qualifications and experience is more important than current position or status held by the applicant when considering people for promotion.

Only twenty percent (20%) in this category were personally affected by the policy compared to eighty percent (80%) not affected.

4.1.4 Inspectors of Education

Three (3) Inspectors of Education (IEs), all from the Oshana region, were available and interviewed and generally their views on the policy were mixed. The IEs shared their experiences with regard to the implications of the limitation of open competition clause in the recruitment of teachers in their specific areas of responsibility. All three confirmed the difficulty experienced with the implementation of the policy in attracting good SPs, especially to rural areas, but they were also mindful of the good intentions of the policy when it comes to ensuring career maturity, stable career development. However, they also acknowledge that the policy promotes and protects deadwood in the system, aging staff are being protected at the expense of the talented, innovative youth.

Two out of the three IE argued that the teaching profession should be exempted from the 'limitation of open competition' provision in the recruitment policy.

4.1.5 School Board Members

Two out of the three (3) school board members interviewed are of the opinion that the revised recruitment policy and its clause on the limitation of open competition is discriminatory in nature as it has worsened the already difficult situation they found themselves in when recommending teachers for school management positions. The revised recruitment policy is anti-development as candidates who may have good knowledge, skills, innovation and understanding of managing a school are prevented from competing for senior positions at school.

One school board member compared the policy to cutting the tree before it grows, and recommended that it be abolished and open competition be encouraged for filling of all positions in the teaching profession. They were keen to share examples

of ordinary teachers who succeeded as School Principals even better than those who were already on board.

The other school board member was not familiar with the revised recruitment policy of the public service and therefore did not have much to share.

4.1.6 NANTU Regional Representative

The teachers union is of the view that the policy is not effective, it is demoralizing and many of the teachers are leaving the profession because they are forced in positions of no comfort. The union argues that there should be no exclusion, as current position does not guarantee success.

They further argue that as a teacher you are professionally certified to operate in any capacity in the teaching profession. The union indicated that no prior consultation or proper research took place before the implementation of the revised recruitment policy, which is a serious concern to the union as the recognized bargaining unit and stakeholder.

4.1.7 Regional Directors of Education

The Directors of Education for the Ohangwena and Oshikoto regions have made written comments as part of their contribution to the research. Both Directors are mindful of the good intentions of the policy but freely shared the good and bad about the revised recruitment policy in relation to the teaching profession.

The only advantage cited is that the revised recruitment policy ensures that people with some degree of experience and who are next in line are considered making training less necessary because they are already familiar with the administration of schools. It also ensures administrative efficiency because those responsible for screening of applicants do not have to go through many applications thereby saving time.

The disadvantages shared were many, for example, when having a limited pool to select from you are mostly forced to re-advertise or prepare a motivation to the PSC, its time-consuming, inefficient and costly process. The revised recruitment policy disadvantage fast learners who ought to be taken up the ladder as fast as possible, as the TP stands to lose such people and their skills.

The other disadvantages coming out of this category are HOD/DP posts which are few and in future it will be difficult to fill SP posts, if ordinary teachers are to be excluded. It also deprives schools from the services of committed, qualified and skilled leaders.

The Directors argued that teaching is a unique profession where not only experience in management count, but commitment, skill, the love for the profession and continuous knowledge update are required. The Directors feel that the TP should be exempted from the 'limitation of open competition' provision of the recruitment policy, accompanied by efforts to continuously appraise teacher's performance, which can serve to promote good teachers and motivate them.

4.1.8 Public Service Commission

The interview with the Public Service Commissioner responsible for Education, clarified why the Public Service Commission (PSC) came up with the clause on the limitation of open competition in recruitment for the Public Service of Namibia (PSN). At independence, the previously closed system was opened and many of the formerly disadvantaged persons were promoted to various senior positions in the public service. However, after twelve years of the open system, the PSC observed that the system became difficult to defend as a lot of fast tracking to senior positions took place to the detriment of quality in the public service.

Staff members not well grounded in their previous positions, insufficiently experienced in terms of maturity were promoted to senior positions resulting in

leadership with no substance, indiscipline and insubordination at work places. According to the PSC, this state of affairs was mainly caused by the inherent shortcomings of the recruitment interviews applied in the public service. In other cases, newly promoted supervisors were unable to provide the necessary guidance or exemplary leadership required, hence the introduction of the clause on the limitation of open competition in recruitment in the public service.

The PSC is, however, mindful of the fact that in some job categories, such as, teaching and nursing, problems is experienced in implementing the clause, especially in rural areas, but is of the opinion that there is room within the broader recruitment policy for making exceptions.

On whether prior consultation took place before the implementation of the revised recruitment policy and its limitation of open competition clause, the PSC could only inform the writer that it relies on the services of operational staff within the Public Service Commission Secretariat, who consults with line Ministries on such matters before decisions are taken.

4.2 Questionnaire Responses

Table 5 below represents the responses of the teaching personnel on the questionnaire in the Oshana Region, which was submitted afterwards.

As previously indicated, fifty-five (55) teachers, twenty-two (22) Heads of Departments/Deputy Principals and twenty-three (23) School Principals completed the questionnaire which is presented below:

Table 5 Questionnaire Response Sheet

QUESTIONNAIRE RESPONSE	MUR			FUR			MRR			FRR			TOTAL UR			TOTAL RR			GRAND TOTAL		
	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP	T	HOD/DP	SP
8.1 (Yes)	4	3	3	3	4	1	19	7	8	18	5	9	7	7	4	37	12	17	55	22	23
8.1 (No)	1	1				1	4	1	1	6	2		1		1	10	3	1	%		
8.2 (Effective)	1	2		1	3		6	2	3	9	4	3	2	5	0	15	6	6	30.91	50	26
8.2 (Not Effective)	4	1	3	2	1	2	15	4	6	15	3	6	6	2	5	30	7	12	65.45	40.9	74
9.1 (Yes)				1	3		4	2	4	6	3	3	1	3	0	10	5	7	20.00	36.4	30
9.1 (No)	5	3	3	2	1	2	17	4	5	18	4	6	7	4	5	35	8	11	76.36	54.5	70
9.3 (Yes)	2	1	1	2	3	1	11	3	6	13	5	4	4	4	2	24	8	10	50.91	54.5	52
9.3 (No)	3	2	2	1	1	1	11	4	2	9	2	5	4	3	3	20	6	7	43.64	40.9	43
9.4 (Yes)	4	3	2	1	3	1	18	5	5	12	6	5	5	6	3	30	11	10	63.64	77.3	57
9.4 (No)	1		1	2	2	1	3	1	4	3	2	4	3	2	2	6	3	8	16.36	22.7	43
9.6 (Yes)	6	3	2	3	3	1	19	5	7	19	3	7	9	6	3	38	8	14	85.45	63.6	74
9.6 (No)			1		1	1	2	2	2	5	4	2	0	1	2	7	6	4	12.73	31.8	26
9.8 (Yes)	1				2		6	3	1	9	3	4	1	2	0	15	6	5	29.09	36.4	22
9.8 (No)	4	2	3	3	2	2	13	3	6	13	3	3	7	4	5	26	6	9	60.00	45.5	61
11 (Yes)	1	1	1		1		3	1	2	4	1	2	1	2	1	7	2	4	14.55	18.2	22
11 (No)	4	2	2	3	3	2	18	6	7	19	5	6	7	5	4	37	11	13	80.00	72.7	74
12 (Yes)	5	1	3	3	1	1	12	4	1	15	3	3	8	2	4	27	7	4	63.64	40.9	35
12 (No)		2			3	1	8	2	7	8	4	5	0	5	1	16	6	12	29.09	50	57
TOTAL	46	27	27	27	37	18	189	59	77	201	62	77	73	63	45	390	121	154			

MUR - Male Urban Response
 FUR - Female Urban Response
 MRR - Male Rural Response
 FRR - Female Rural Response
 UR - Urban Response

RR - Rural Response
 T - Teacher
 HOD - Head of Department
 DP - Deputy Principal
 SP - School Principal

The questionnaire, as already explained before, was distributed to relevant teaching personnel in the Oshana Region for completion as part of data collection for the research. On close analysis, the questionnaire responses in most respects confirm the results of the interview responses, except for a few variations.

In the questionnaire responses, only the aspects of divergence will be highlighted to avoid repeating unnecessary detail that has already been dealt with under the interview response.

Interestingly, the HOD/DP response, on the effectiveness/ineffectiveness of the revised recruitment policy, has taken the opposite of the interview response, which was sixty percent (60%), as fifty percent (50%) of this group says the policy is effective. This response, however, does not correlate with the responses given by the same group on whether the TP should be exempted from this provision of the revised recruitment policy and whether it is suitable or ideal for the TP in Namibia. It can, therefore, be assumed from this category that there was more support for the policy among HOD/DP (50%) than among SP's (26%) and teachers (31%).

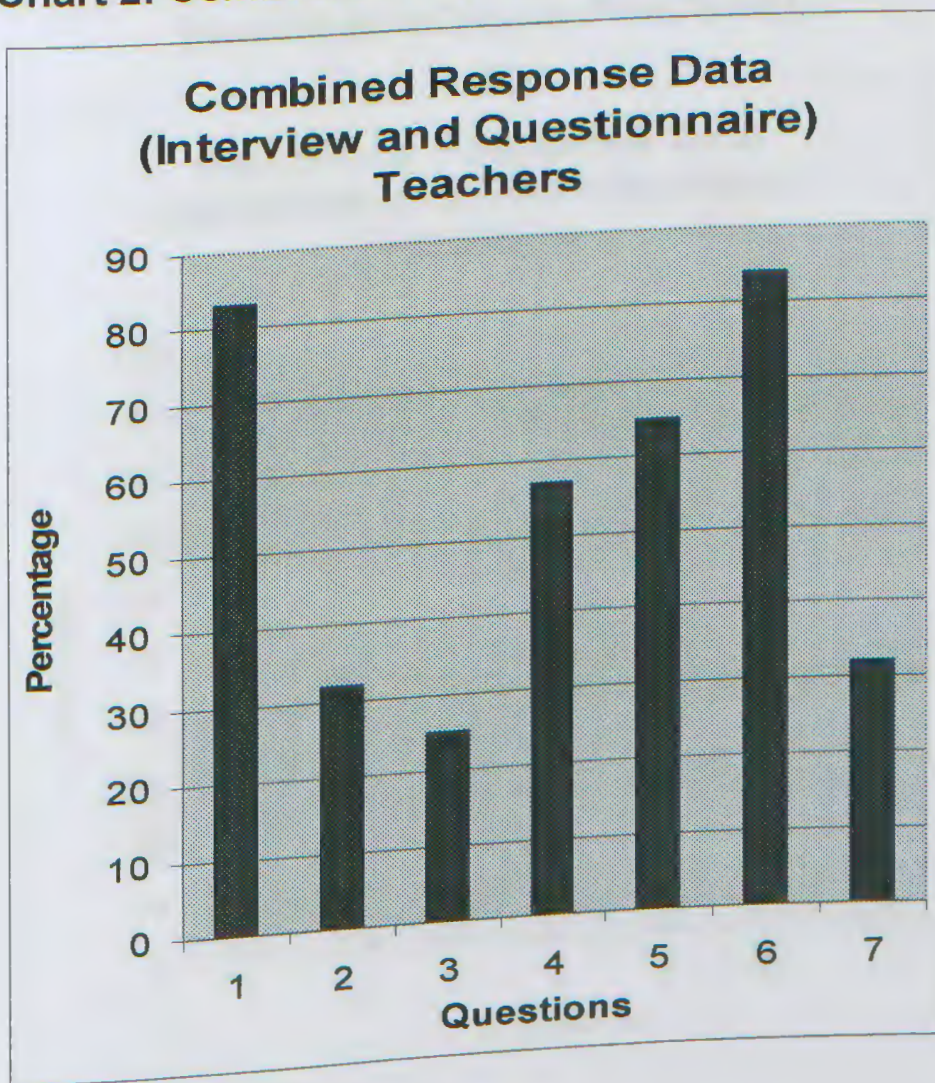
On the question of whether they are able to attract and retain good quality SPs, the SP responses are the exact opposite of the interview response as the majority (52%) confirmed that they are able to attract and retain good quality SP's. The response pattern on fast tracking differs from the interview response, as teachers; HOD/DPs and SPs confirmed that the revised recruitment policy has not been effective.

4.3 Combined Response Data (Interview and Questionnaire)

The combined response data for teachers, Heads of Departments/Deputy Principals and School Principals given in charts 2 to 4 below provides a statistically reduced summary of the study and is self-explanatory. However, as explained with the charts this category only reflects selected questions, which make out the core of the research questions.

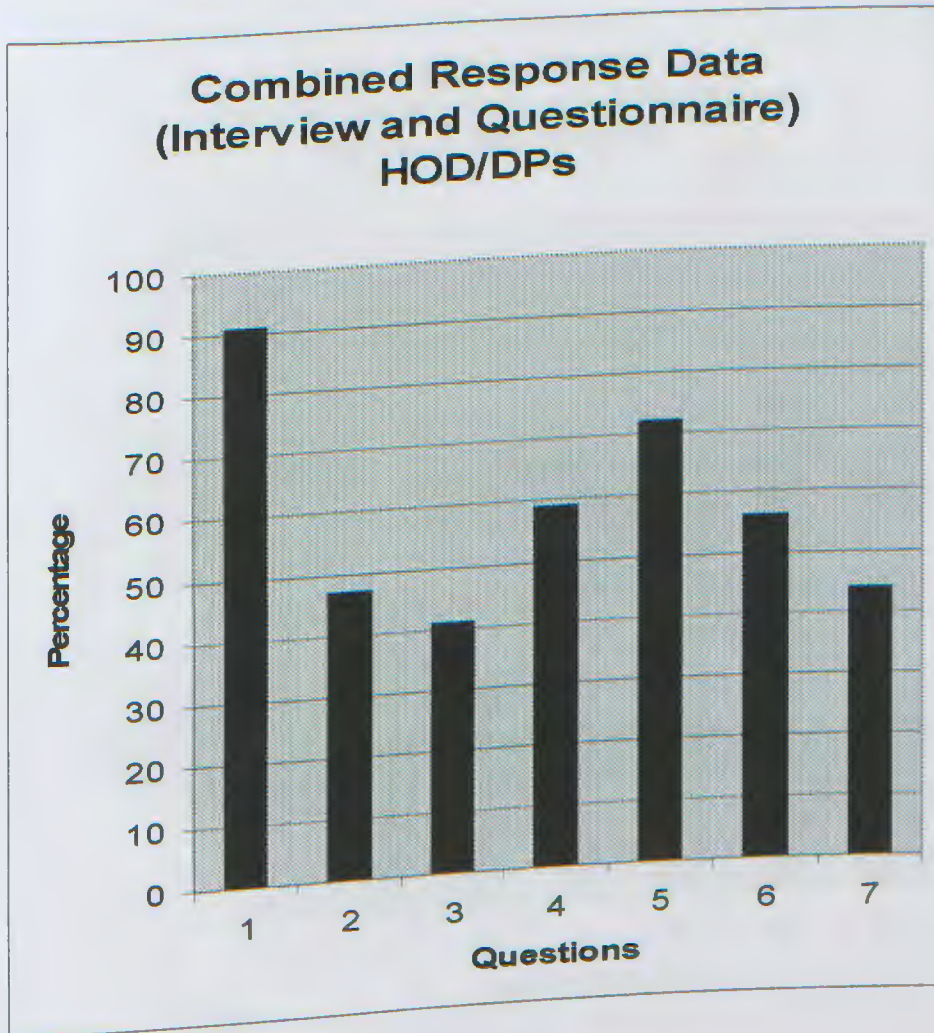
In common, the three charts below on all levels indicates that the awareness of the policy, the exemption of the teaching profession from the rule and the promotion of less competent candidates than available are rated significantly high by the teaching profession in the Oshana Region. The ability of schools to attract and retain the services of good quality School Principals enjoyed average rating with the interview and questionnaire. The effectiveness and suitability of the policy to the teaching profession as well as its effectiveness in addressing fast tracking in the teaching profession is rated below average.

Chart 2: Combined Response Data (Teachers)



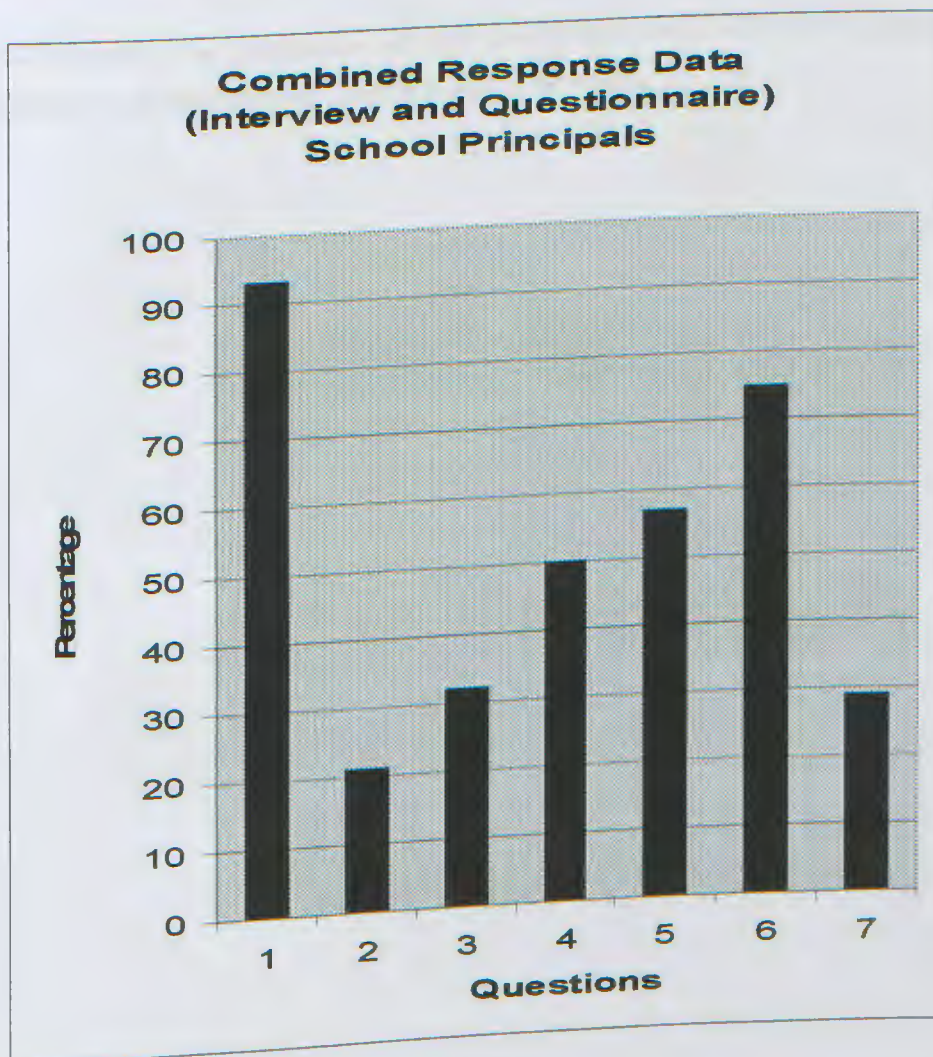
Questions	Percentage	
1	83	Awareness of policy.
2	32	Effectiveness of policy.
3	25	Suitability of policy for the Teaching Profession.
4	57	Attraction and retention of good quality School Principals.
5	65	Exemption of the Teaching Profession from the rule.
6	84	Promotion of less competent candidates than available.
7	32	Effectiveness of policy in addressing fast-tracking in the Teaching Profession.

Chart 3: Combined Response Data (Head of Departments/Deputy Principals)



Questions	Percentage	
1	91	Awareness of policy.
2	47	Effectiveness of policy.
3	41	Suitability of policy for the Teaching Profession.
4	59	Attraction and retention of good quality School Principals.
5	72	Exemption of the Teaching Profession from the rule.
6	56	Promotion of less competent candidates than available.
7	44	Effectiveness of policy in addressing fast-tracking in the Teaching Profession.

Chart 4: Combined Response Data (School Principals)



Questions	Percentage	
1	93	Awareness of policy.
2	21	Effectiveness of policy.
3	32	Suitability of policy for the Teaching Profession.
4	50	Attraction and retention of good quality School Principals.
5	57	Exemption of the Teaching Profession from the rule.
6	75	Promotion of less competent candidates than available.
7	29	Effectiveness of policy in addressing fast-tracking in the Teaching Profession.

The writer in order to ensure a fair balance and credibility of the research deemed it necessary to engage different participants besides those in the teaching profession.

Subsequently, the presentation of data on the interviews with various groups of officials in government and outside is part of the results.

CHAPTER 5

RESEARCH FINDINGS

The discussion in this chapter is structured along the main themes elaborated in the first chapter under the research problem, objectives and questions. The findings are not in any particular order but are given in the context of the study objective, which is, the analysis of the implications of the limitation of open competition clause as contained in the revised recruitment policy of the Public Service of Namibia (PSN) for the teaching profession in the Oshana Region.

After thorough analysis of research data, the major findings of this study are given and discussed below:

5.1 Broadening Urban/Rural Dichotomy

The recruitment of teachers to urban schools in the Oshana Region is less problematic than to rural schools. The study, found that during the 2003 recruitment drive, the region could fill all its vacant SP positions in urban schools but could not attract applications from the required candidates for SP positions in most rural schools. Consequently, they had to re-advertise most SP positions for their rural schools. Education officials confirmed that this was not always the case before the implementation of this clause, pointing to the broadening of the already existing gap between urban and rural schools in terms of attracting the services of qualified teachers.

The re-advertisement of posts is not only costly but in the case of Oshana, the trend whereby only ordinary teachers applied for SP positions continued the next year. In this case, they had to develop motivation for deviation from the rule to the PSC in order to promote ordinary teachers who are otherwise side lined by the policy.

During the same period (2003), the Kavango Region, to give another example, submitted more than fifteen (15) deviation requests to the PSC for the promotion of ordinary teachers to SP positions at most of their rural schools after re-advertisements failed to draw the target group to those rural schools.

5.2 Limited pools of candidates for selection

Muchinsky et al. (1999) argue that:

“Recruiters can only select from those people who apply. If few people apply for a job, the odds of finding a strong candidate are less than if you have many applicants to choose from.” (Muchinsky et al 1999: 115). They advance the argument that there is more to recruiting than we might think. A poor job of recruiting will greatly limit the caliber of people available for hire.

The above arguments by Muchinsky et al confirm the findings of this study. The writer was presented with evidence of cases where positions at schools were advertised but no applications from the targeted candidates received. The example being, for School Principal positions advertised no Head of Department or Deputy Principal applications were received. In other examples, only one-candidate applications were received or in other cases only ordinary teacher applications especially for School Principal positions at rural schools.

The study found that in many cases authorities had little choice but to select from one-candidate applications, especially for School Principal positions due to the limitation of open competition clause in recruitment. Invariably, this leads to the promotion of less competent staff to schools, which mostly results in poor service delivery.

5.3 Top down approach implementation of the clause

None of the participants in this study could confirm that they were consulted before the implementation of the clause on the limitation of open competition in recruitment in the PSN. All indicated there was no prior consultation before implementation. The representative of the recognized teachers union, NANTU, confirmed that the clause was unilaterally implemented to the detriment of the TP.

The writer's conviction is the clause on the limitation of open competition in recruitment borders on the bread and butter debate, which warrants careful consideration and consultation. This was however not the case with the implementation of this specific clause.

The study found that the lack of proper consultation prior to implementation contributed to the negative attitude of teachers towards the policy. It also exemplifies a typical top down, non-participatory approach.

5.4 Exemption of the teaching profession (TP)

The research found that in total, (72%) of the teaching personnel who took part in this study are of the view that the TP should be exempted from the provision of the 'limitation of open competition' clause as contained in the revised recruitment policy for the PSN.

Some of the arguments supporting this view are listed below:

- The exemption from this clause will ensure the motivation of teachers who want to reach the pinnacle of their careers;
- Teachers are trained as managers and administrators of their own classrooms and subjects which can be equated to managing a school;

- Opening up the scope for selection will enable people who are capable and qualified to apply and therefore the best candidate can be chosen;
- The new generation of leaders in the TP might be forgotten with the limitation of open competition in recruitment while they possess today's educational needs in terms of training;
- The TP needs more staff and if a limitation is put, there will be more schools without adequate teaching personnel as some will leave the profession;
- The exemption from the rule will allow teachers to exercise their choice;
- The limitation of open competition in recruitment discourages teachers to perform better;
- The exemption from the rule will allow for good competition from where the best will emerge;
- In the TP knowledge, skills, commitment and attitude ensures provision of quality educational service and not current position or status of the applicant.
- The limitation of open competition in recruitment might discourage people to enter the TP and some teachers might leave the TP;
- Most schools only have a SP and ordinary teachers and when the SP is away teachers do run the school without any difficulty;
- Many SP posts were recently re-advertised many times because of the limitation of open competition in recruitment, which is a costly exercise.
- The TP has inequalities in qualifications and the working environment, therefore exemption will prevent rural schools to be victim of the policy and avoid re-advertising of posts which is currently the case;
- The limitation of open competition in recruitment contradicts the government affirmative action policy by eliminating opportunities for possible affirmative action candidates;
- Namibia has a history of poor education and requires good and qualified teaching personnel in rural areas, and more so, teachers in promotion post mostly have a history of incompetence.

On the other hand, the study also took cognizance of the valuable arguments below by the rest of the teaching personnel who are in support of the clause:

- Allowing the policy to continue will avoid discrimination, nepotism and promotion of people without any background knowledge and experience at management level;
- The policy encourages competition amongst equals;
- The policy prescribes a structured and controlled way of promoting people, otherwise long serving teaching personnel members will be bypassed by new recruits who may not necessarily have the necessary knowledge and experience at management level;
- The policy sets a standard in the TP and encourages teachers to work hard to get to the top, as they will struggle to settle in if they jump;
- To enhance quality in the TP, tested and capable people should be the only ones to move up;
- Teachers should first compete for the first level of management posts before any further promotion to SP posts;
- Jumping to a high position without adequate grounding and experience at management level will detrimentally affect effectiveness and quality deliverance in the TP.

Although the teaching personnel in support of the limitation of open competition in recruitment clause are only twenty-eight percent of the total number of participants in the study, the writer is of the view that the arguments advanced in this case are constructive and sound. However, there are serious issues the group lost sight of, these are, the flat career ladder in the Namibian teaching profession, the detrimental effect this have on potential entrants to the teaching profession, the ratio of teacher: HOD/DP positions in the profession in Namibia as well as the number of teachers leaving the profession because they see no future in terms of career growth.

These are really agenda items that cannot be ignored but be seriously debated unless we forget the important role teachers' play in the education of all.

5.5 Lack of legislation to regulate the recruitment of teachers

The study found that the apparent lack of appropriate legislation to regulate the recruitment of teachers in the country contributes to the many challenges and inequalities experienced in the teaching profession. Prior and after independence teacher recruitment in Namibia, together with all other job categories in the public service, is regulated by one single Act, namely, the Public Service Act.

This was also the case in South Africa, but after realizing the uniqueness of the teaching profession they moved away from a single Act and promulgated the Employment of Educators Act (Act 76 of 1998) to regulate amongst others the recruitment of teachers. Similarly, Botswana has the Teaching Service Act (Act 1 of 1996) regulating the recruitment of teachers. With teachers in Namibia being almost forty percent (40%) of the staff in the public service (PSC Annual Report, 2004), the writer is of the opinion that a separate legislation be considered for the recruitment of teachers.

5.6 Other findings

The study revealed that most teachers occupying management positions were trained in the old educational dispensation, whereas the new training of teachers is focused on learner centred approaches, making the previous training relatively redundant when it comes to managing the new situation. Except for the above, most teachers occupying management positions are finding it difficult to adapt to the new situation mainly because of their prior educational background and low levels of teacher training.

The next chapter gives a brief outline of conclusions and recommendations from the study on the analysis of the limitation of open competition in recruitment policy and its implications for the teaching profession in the Oshana Region of Namibia. The chapter also contains conclusions and recommendations for the teaching profession in general.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

The 'Limitation of Open Competition' clause in Recruitment Policy is two years old, and, therefore, determining its impact on the TP was never an easy task. Nevertheless, some conclusions and recommendations were drawn from the research, which are discussed in the following headings.

The conclusions and recommendations are not based only on quantitative considerations but also on qualitative reasoning in the interest of the entire teaching profession.

6.1 Conclusions

The brief conclusions drawn from this study are:

- i) The study is expected to contribute to an improved understanding of the subject matter, and changing the situation in the Oshana Region. Surprisingly, the teaching personnel in their responses did not clearly distinguish between the ease and difficulty in attracting good quality SPs to urban/rural schools. Therefore, they contradicted their arguments for the exemption of the TP from the clause. However, from the responses by Inspectors of Education and Directors of Education it could be concluded that there are difficulties in attracting good quality SPs to rural schools.
- ii) The 'Limitation of Open Competition' clause in the Recruitment Policy worsened the already difficult situation of attracting qualified teaching personnel to rural schools, broadening the existing gap between urban and rural schools with regard to the recruitment of teachers.
- iii) The application of the limitation of open competition clause to staff in the employ of the public service and not to those outside the public service

was also confirmed as having a demoralizing effect on those within the system.

In addition, a teacher who left the profession for greener pastures shared saliently the uniqueness of the TP and why many teachers are leaving the profession. He is of the view, and the writer agree, that teachers roles and responsibilities have expanded tremendously over the years, with the new education system, but the learner/parent approach to education has not assisted the teacher at all to perform better resulting in the psychological drain of teachers.

The above argument was confirmed during interviews with teachers at various schools, where examples of teachers leaving the TP for other careers were given. These the writer believes have a negative impact on the TP, especially in attracting prospective candidates for the TP. Figures from the MBESC has it that more than four hundred (400) teaching personnel left service during the past year (2003), some for greener pastures, some as a result of death, ill-health and others on early retirements citing reasons of not coping with the new dispensation therefore giving younger generations the opportunity to take over.

In conclusion, notwithstanding the good intentions of the policymakers with the revised recruitment policy for the Public Service of Namibia and its limitation of open competition clause, the study concluded that it does not work effectively in the teaching profession in the Oshana Region and therefore in Namibia.

6.2 Recommendations

In an attempt to counter the setbacks for the teaching profession (TP) experienced with the implementation of the limitation of open competition clause, the writer recommends:

6.2.1 The writer recommends the consideration of the exemption of the teaching profession (TP) from this provision of the revised recruitment policy. The reasons for this recommendation are:

- ii) There are vast inequalities in the TP in terms of working environment (urban/rural), teacher training, attitudes and commitment of teachers towards the TP as well as inequity in resource allocation for schools and all these factors influence the provision of quality education. It therefore calls for proper recruitment strategies, which are not possible with the limitation of open competition in recruitment clause being in place.
- iii) The negative attitude of teachers towards the policy, the worsening urban/rural dichotomy, the difficulty of old teaching personnel coping with the new demands and the demoralizing effect of excluding ordinary teachers from competing for SP positions, call for exemption of the TP from the rule.
- iv) The ratio of HOD/DP positions to ordinary teacher positions is significantly low, meaning it will take most of the ordinary teachers many years before they can advance in career which in itself can lead to losing such teachers to other professions.

The table below provides useful statistical figures not only in terms of the teacher: HOD/DP ratio in Namibia but also reflecting the regional perspective as well as the number of schools. The writer believes the information in the table provides a broader perspective on the teaching career system in the country. It also explains the uniqueness of the teaching profession. Therefore, in this regard see Table 6 below.

Table 6: Namibian School Establishment

Region	Teachers	Head of Departments & Deputy Principals	School Principals	Total	No. of Schools
Caprivi	831	47	46	924	95
Erongo	538	83	47	668	57
Hardap	574	64	50	688	58
Karas	417	29	41	487	48
Kavango	1 749	99	126	1 974	330
Khomas	1 425	181	58	1 664	74
Kunene	463	34	46	543	52
Ohangwena	2 320	180	222	2 722	214
Omaheke	389	44	39	472	41
Omusati	2 351	165	240	2 756	265
Oshana	1 398	150	106	1 654	127
Oshikoto	1 876	53	168	2 097	158
Otjozondjupa	615	61	38	714	57
HQ (EPI)	144	16	8	168	8
Total	15 090	1206	1235	17 531	1584

Source: Adapted from Statistics on the Performance and Effectiveness Management Programme (PEMP), 01 April 2003 to 31 March 2004

- v) The writer argues that the current teacher career ladder is relatively flat compared to other professions in the Public Service and needs special attention (see page 19).
- vi) Evidence points to the fact that teachers are likely to remain in teaching when their working conditions are conducive to their own professional development and if there are clear opportunities for career growth.

6.2.2 The strengthening of the selection process at school level to ensure that even good ordinary teachers are promoted to vacant advertised SP positions. This is important because it is my conviction that there is no substitute for open competition in recruitment. Botswana has succeeded in ensuring the merit principle in the recruitment of teachers for any position in the teaching profession (see page 20).

- 6.2.3 As alternative to the limitation of open competition in recruitment clause, an appropriate performance management system for the public service of Namibia is introduced. If performance targets are measured on a regular basis the recruitment of best performing teachers to SP positions will be possible.
- 6.2.4 To improve on the failure to attract quality teaching personnel to rural schools incentive packages should be considered to compensate for the harsh realities of rural life in rural schools. Invariably, housing in rural areas is often not available, substandard and/or distant from the school. Therefore, housing subsidized or provided by the school should be made available to attract and retain the services of qualified competent teaching personnel in rural schools.
- 6.2.5 Rural schools can consider as long-term strategy sponsoring scholarships requiring that recipients teach in rural schools or writing-off student loans for teachers who teach in rural schools.
- 6.2.6 Finally, that specific legislation is considered to regulate the recruitment of teachers similar to both the Republics of Botswana and South Africa (see pages 20 and 22 respectively) separate from the current provisions of the Public Service Act (Act no. 13 of 1995).

The latter recommendation is made on the basis of the unique situation found in the teaching profession. The uniqueness of the teaching profession is not only in the sense that these professionals are trained to impart knowledge to learners but there is also a trust relationship between local communities/parents and teachers. When teachers break this trust relationship, they are severely punished to the extent that they even lose their jobs with little chance of re-entering the profession. The case in point is where teachers who engage in improper sexual relations with schoolgirls are punished distinctly than their colleagues in other professions.

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Appendix 1: Interview Questionnaires**INTERVIEW QUESTIONNAIRE FOR THE OSHANA REGION**

(Completion by only professionally qualified teaching personnel)

**LIMITATION OF OPEN COMPETITION IN RECRUITMENT POLICY:
IMPLICATIONS FOR THE TEACHING PROFESSION IN THE OSHANA
REGION OF NAMIBIA (PSM CIRCULAR NO. 23 OF 2002)**

1. Name of School / Institution / Office:
2. Urban / Rural School:
3. Position at school / institution / office:
4. No. of years as teacher: Years in current position:
5. Age:
6. Highest academic qualification:
7. Gender:

8. General views on the limitation of open competition in recruitment

8.1 Are you aware of the above policy?

8.2 How do you view the policy?

8.3 Explain your answer above in one paragraph.

8.4 Any advantages of the policy?

8.5 Any disadvantages of the policy?

9. Specific views on the limitation of open competition in recruitment in the teaching profession

9.1 Is the policy suitable / ideal for the Namibian teaching profession?

9.2 Explain your answer above in a paragraph.

9.3 Is your school able to attract and retain good quality principals with the limitation of open competition?

Give reasons for your answer.

9.4 In your view, should the teaching profession be exempted from this provision of the recruitment policy?

9.5 Explain your answer above in a paragraph.

- 9.6 Does the policy on limitation of open competition lead to the promotion of less competent candidates than are available? Yes No
- 9.7 Give reasons for your answer above.
- 9.8 Has the rule on the limitation of open competition effectively addressed fast tracking of individuals in the teaching profession? Yes No
- 9.9 Give reasons for your answer above.
10. What impact, so far, does the limitation of open competition have on the teaching profession since its implementation on 1 November 2002?
11. Do you regard **current position** (status) more important than **skills, qualifications and experience** when applying for a promotion? Yes No
- Give reasons.
12. Career wise were you personally affected by this policy? Yes No
- If yes, how?
13. Any additional comments/recommendations.

Appendix 2

Questions to the Public Service Commissioner
(For research purpose only)

Research Topic: An analysis of the Limitation of Open Competition in Recruitment Policy and its implications for the teaching profession in the Oshana Region of Namibia.

1. What are the aims and objectives of the limitation of open competition in recruitment as contained in the new Recruitment Policy introduced in November 2002?
.....
2. Why was the limitation of open competition in recruitment introduced in November 2002?
.....
3. Is the PSC of the view that the limitation of open competition in recruitment can work effectively in all job categories in the Public Service? (This question with particular reference to the teaching profession).
.....
4. Did proper consultation take place before the implementation of the limitation of open competition in recruitment? (Please give reasons for your answer).
.....
5. Has the policy been effective so far since implementation in 2002? (Examples)
.....

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