

PUBLIC SERVICE REFORM IN NAMIBIA: A CASE STUDY OF CADRE APPOINTMENTS IN THE CENTRAL GOVERNMENT

By

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DEDICATION

To My beloved Mother, the Surviving Inspiration in my Life

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I would like to express my sincere thanks to my promoter in this study, Professor Jerry O Kuye, for technical guidance and supervision of the thesis with an unprecedented dedication to the academic perfection. One ought to appreciate his academic leadership and mentorship qualities that sustained the entire study period I have spent at the University of Pretoria. Professor Dr. Chris Thornhill, co-promoter, too deserves special thanks for the unreserved support and encouragement in my academic endeavors.

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Finally, my deepest gratitude goes to my wife, Elisia. Her profound encouragement rekindled the confidence I needed to pursue my study.

ABSTRACT

The study examined the effects of *Public Service Reform* in the appointments of management cadres in the Public Service of Namibia from 1990 to 2005. Specific focus was given to the Office of the Prime Minister, the core institution in the management of the Central Government operations. The study found that the need for a new post-colonial dispensation compatible with the requirements of statehood prompted the structuring of Government institutions. The Research Question explicitly sought to explain the extent to which the Post-independent Public Service Reform initiatives have transformed the structures and reoriented the government institutions to adopt the New Public Management principles, which can ensure efficiency and effective delivery of services. The legislative frameworks, particularly the Constitution of Namibia and the Public Service Act, 1995 (Act 13 of 1995), have provided the bases for analyzing the Recruitment Policy in the Public Service of Namibia.

A systematic semi-structured interview with respondents has significantly unveiled a highly structured institution, with complex mechanisms of planning and executing programmes within managerial frameworks. The empirical research conducted for the study explored the political, economic, social and historical significance of Public Service Reform and indeed produced sufficient evidence confirming the adoption of new ways of improving performance and of enhancing accountability of the civil servants. Qualitative research methods were employed to evaluate the participants' daily life experience for the purpose of describing the Public Service Reform from the insider's perspective.

The findings show that the traditional culture of administration is evidently being phased out and the New Public Management is gradually taking root. The Merit System has

given way to new practices without loss of values that are generic to the selection of the “right type of people” for the meritocratic Public Service.

Nevertheless, the current managerial reform initiatives appear to be superficial, taking a pragmatic approach with no serious provisions for structural change. Options for Namibia should include adopting structural changes that responds to its social, economic and political conditions in the face of globalisation. The study has ultimately recommended Competency-Management as the best approach to achieve a meritocratic and professional civil service.

TABLE OF CONTENTS

CONTENTS	PAGES
DEDICATION	ii
ACKNOWLEDGEMENT	iii
ABSTRACT	iv
TABLE OF CONTENTS	vi
LIST OF TABLES	xiv
ACRONYMS	xv
DEFINITION OF TERMS	xviii
MAPS	xxiv
CHAPTER ONE	
1. INTRODUCTION AND BACKGROUND TO THE STUDY	1
1.1 INTRODUCTION	1
1.2 BACKGROUND TO THE STUDY	2
1.2.1 Public Service Appointments	4
1.3 NAMIBIA: HISTORICAL PERSPECTIVES	6
1.3.1 Geographical Location of Namibia	6
1.3.2 Population	7
1.3.3 Population Density	8
1.3.4 Geopolitical Standing	9
1.3.5 Government Structures	10
1.3.6 Colonialism and South African Occupation	11
1.3.7 Migrant Labour	15
1.3.8 Legislation History	16
1.3.9 Liberation Struggle	18

1.3.10	Political Process	19
1.3.11	SWAPO Constitution	20
1.3.12	SWAPO Political Programme	21
1.3.12.1	Cadre Principle	22
1.3.12.2	Liberation Movement	23
1.3.12.3	Political Mobilisation	23
1.3.12.4	Military Resistance	24
1.3.12.5	Diplomacy	24
1.3.13	The United Nations responsibility	25
1.4	STATEMENT OF RESEARCH PROBLEM	27
1.5	PURPOSE OF THE STUDY	28
1.6	OBJECTIVE OF THE RESEARCH	29
1.7	RESEARCH QUESTION	31
1.8	IMPORTANCY OF THE STUDY	32
1.9	LIMITATIONS OF THE RESEARCH	33
1.9.1	Delimitation of the Study	34
1.10	ORGANIZATION OF THE RESEARCH	36
1.11	SUMMARY	39
1.12	CONCLUSION	39
 CHAPTER TWO		
2.	METHODOLOGY	41

2.1	INTRODUCTION	41
2.2	METHOD OF RESEARCH	42
2.2.1	Experimental Research Method	43
2.2.2	Historical Research Method	43
2.2.3	Normative Research Method	44
2.3	QUANTITATIVE AND QUALITATIVE RESEARCH TYPOLOGIES	45
2.3.1	Quantitative Research Typology	45
2.3.2	Qualitative Research Typology	45
2.3.2.1	Qualitative Research Approaches	46
2.4	THEORETICAL GROUNDING	50
2.4.1	Organization Theory	50
2.4.2	Contingency Theory	51
2.4.3	Grounded Theory	51
2.5	RESEARCH APPROACHES	52
2.5.1	Empowerment Evaluation	53
2.5.2	Fourth Generation Evaluation Principles	56
2.5.3	Nature of Empirical Evidence	57
2.6	RESEARCH DESIGN	57
2.6.1	Data Collection	58
2.6.2	Semi-structured Interviews by Questionnaire	59
2.6.3	Face-to-face Interviews	59
2.6.4	Documental and Textual Data	61
2.6.5	Delimitation	61
2.6.6	Demarcation	62
2.7	SUMMARY	64
2.8	CONCLUSION	64

CHAPTER THREE

3.	THEORETICAL PERSPECTIVES OF ADMINISTRATIVE REFORM	66
3.1	INTRODUCTION	66
3.2	PUBLIC ADMINISTRATION SYSTEMS	68
3.2.1	Autocracy	69
3.2.2	Democracy	71
3.2.2.1	Institution	73
3.2.2.2	Political Appointment	74
3.2.2.3	The Bureaucracy	75
3.2.3	Meritocracy	77
3.2.4	Spoils	79
3.3	ADMINISTRATIVE REFORM CONCEPTS	80
3.4	NEW PUBLIC MANAGEMENT	86
3.4.1	Management Development	89
3.4.2	Competency-Management	92
3.4.3	Recruitment and Selection	94
3.5	PHILOSOPHICAL CONCEPTIONS	95
3.5.1	Phenomenology	95
3.5.2	Metaphysical Realism	96
3.5.3	Scientific Realism	96
3.5.4	Structural Realism	97
3.5.5	Critical Realism	97
3.5.6	Pragmatism	98
3.6	THEORETICAL FRAMEWORK	101
3.6.1	Public Service Motivation	101
3.6.2	Self-determination	102

University of Pretoria – Nghidindwa, A N (2007)

3.6.3	Organization Theory	103
3.6.4.	Contingency Theory	104
3.6.5	Grounded Theory	105
3.7	THEORETICAL APPROACHES	107
3.7.1	Pluralist Approach	107
3.7.2	Public Choice Approach	108
3.8	ORGANISATION DEVELOPMENT	110
3.8.1	Western Europe	112
3.8.2	Irish Civil Service	113
3.8.3	Australian Civil Service System	114
3.8.4	New Zealand Civil Service	118
3.8.5	Indian National Civil Service System	119
3.8.6	South African Public Service	120
3.9	SUMMARY	122
3.10	CONCLUSION	123

CHAPTER FOUR

4.	THE CENTRAL PUBLIC SERVICE REFORM IN NAMIBIA	125
4.1	INTRODUCTION	125
4.2	LEGAL FRAMEWORK AND RATIONALIZATION	126
4.3	CENTRAL FUNCTIONAL STRUCTURE	127
4.3.1	Office of the Prime Minister (OPM)	127
4.3.2	The Public Service Commission (PSC)	131
4.3.2.1	Line-Functions of PSC	132
4.4	WAGES AND SALARY COMMISSION ON RATIONALIZATION	134

4.4.1	Strength of Commission Recommendations	136
4.4.2	Weakness of Commission Recommendations	136
4.4.3	Early Attempts at Organizational Improvement	138
4.4.4	Restructuring of the Public Service	139
4.5	PLICY FRAMEWORK AND RATIONALIZATION	141
4.5.1	The Recruitment Policy	141
4.5.2	Appointment Procedures in the Central Service	146
4.5.3	Selection Procedures	149
4.5.4	Selection Criteria	150
4.6	RATIONALIZATION IMPACT ON COMPETENCIES	151
4.6.1	Formation of Professional Elite	152
4.6.2	Emerging Professional Autonomy	153
4.6.3	Transformation and Competency Management	155
4.7	REFORM PROCESS IN THE PUBLIC SERVICE	159
4.7.1	Budgetary Role in Reform	160
4.7.2	Reform Instruments	162
4.7.2.1	The Public Service Charter	162
4.7.2.2	Reform Programs	163
4.7.3	Adoption of the Merit System for Public Service	165
4.8	POST REFORM CENTRAL PUBLIC SERVICE ON NAMIBIA	167
4.8.1	Cadre Principles as Basis for Appointments	169
4.8.2	Political Appointments of Top Civil Servants	170
4.8.3	Technical Competency Level of Appointments	171
4.8.4	Training Intervention	172
4.8.5	Organizational Improvement for Professionalism	173
4.8.6	Policy Initiatives and Interventions	176
4.9	SUMMARY	177
4.10	CONCLUSION	181

CHAPTER FIVE

PRESENTATION AND ANALYSIS OF DATA	182
5.1 INTRODUCTION	182
5.2 DATA PRESENTATION	183
5.2.1 Merit System category	183
5.2.2 Competency Management Category	184
5.2.3 Political/Cadreship Category	185
5.3 DATA ANALYSIS	188
5.3.1 Institutional Profiles	189
5.3.2 New Institutions	189
5.3.3 Selection criteria	190
5.4. EQUAL EMPLOYMENT OPPORTUNITY	191
5.5 MERIT SYSTEM APPOINTMENTS	193
5.5.1 Transparency	194
5.5.2 Competitive Salaries	194
5.5.3 Security of Job Tenure	194
5.5.4 Build-up Competencies	194
5.5.5 Individual Qualities	195
5.6 COMPETENCY MANAGEMENT	195
5.7 RESEARCH RESULTS	197
5.8 RESEARCH FINDINGS SYNTHESIZE	198

5.9	SUMMARY	201
5.10	CONCLUSION	202
 CHAPTER SIX		
CONCLUSION AND RECOMMENDATIONS		204
6.1	INTRODUCTION	204
6.2	DOCUMENTATION RESEARCH CHALLENGES	206
6.3	PROBLEMS ENCOUNTERED WHILE COLLECTING THE DATA	206
6.4	POSITIVE ACHIEVEMENTS OF THE RESEARCH	207
6.5	CONCLUSIONS	209
6.6	RECOMMENDATIONS	215
 BIBLIOGRAPHY		217
1.	HISTORICAL BACKGROUND LITERATURE	217
2.	BOOKS ON BEHAVIOR THEORIES AND ETHICS	217
3.	MANAGEMENT AND ADMINISTRATION LITERATURE	218
4.	POLICY-MAKING, IMPLEMENTATION AND ANALYSIS LITERATURE	220
5.	RESEARCH METHODOLOGY LITERATURE	221
6.	PERIODICALS AND JOURNALS	221
7.	INTERNET SEARCH – ELECTRONIC JOURNAL ARTICLES	223
8.	ORIGINAL DOCUMENTS AND POLICY PAPERS	227

9.	ACADEMIC RESEARCH PAPERS	230
10.	PRINT MEDIA – NEWS PAPERS	231

APPENDICES

Appendix 1:	<i>Typology on Qualitative Evaluation Approach</i>	232
Appendix 2:	<i>Ethnographic Research Model</i>	233
Appendix 3:	<i>Qualitative Approaches</i>	235
Appendix 4:	<i>Documental Evidence Validation Approach</i>	236
Appendix 5:	<i>Research Questionnaire</i>	240
Appendix 6:	<i>Invitation Letter for Semi-Structured Interview</i>	246
Appendix 7:	<i>Public Service of Namibia Summary of Staffing</i>	247
Appendix 8:	<i>Public Service of Namibia Appointments in Management Posts (Grade 4A L1 – 6B)</i>	247
Appendix 9:	<i>Public Service of Namibia Appointments in Posts Below Management</i>	248
Appendix 10:	<i>Promotions in Management Posts (Grade 4A L1 - 6B)</i>	248
Appendix 11:	<i>Wages Commission (WASCOM) Recommended Salary Structure – Junior Bands</i>	249
Appendix 12:	<i>WASCOM Recommended Salary Structure – Middle and Senior Bands</i>	252
Appendix 13:	<i>Affirmative Action Scheduling of Candidates for Advertised Posts in Public Service</i>	255

LIST OF TABLES

Table 1.1	Selected Population Statistics, 1991	8
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Table 4.1	Public Service of Namibia Appointments/Promotions 2004/2005	147
Table 4.2	Regional Councils Appointments/Promotions 2004 – 2005	149
Table 4.3	Areas of Competency Emphasis for the Public Service of Namibia	155
Table 5.1	Presentation of Data Collected by the Questionnaire	186
Table 5.2	Key Results of Semi-Structured Interviews by the Questionnaire	187
Table 5.3	Data Categories	188

ACRONYMS

AA	Affirmative action
ASP	Applied Strategic Planning
AU	African Union
BPR	Business Process Reengineering
CAFRAD	<i>Centre Africaine de Formation et de Recherche Administratives pour le De'veloppement – French translation for: African Training and Research Centre in Administration for Development</i>
CD-ROM	Compact Disc Read Only Memory
CELL	Cellular
CEO	Chief Executive Officer
CGA	Central Government Agency
CIT	Critical Incident Technique
CPST	Center for Public Service Training
CSC	Civil Service Commission
CSO	Central Statistics Office
CSRA	Civil Service Reform Act
DAIT	Department Administration and Information Technology
DCSPA	Department Cabinet Secretariat and Policy Analysis
DPEAC	Department President's Economic Advisory Council
DPSCS	Department Public Service Commission Secretariat
DPSITM	Department Public Service Information Technology Management
DPSM	Department Public Service Management
DR	Doctor
ECU	Efficiency and Charter Unit

EEO	Equal Employment Opportunity
EMU	Emergency Management Unit
FAX	Facsimile
FLRA	Federal Labour Relations Authority
FRG	Federal Republic of Germany
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HR	Human Resources
HRIMS	Human Resources Information Management System
HRM	Human Resources Management
IMF	International Monetary Fund
JAA	Joint Administrative Authority
KSA	Knowledge, Skills and Attitudes
LAC	Legal Assistance Center
M/F	Male/Female
MEI	Management Excellence Inventory
MISS	Mistress
MIT	Ministerial Implementation Team
MP	Member of Parliament
MPLA	<i>Movimento Popular para Libertacao de Angola – Portuguese translation for: Popular Movement for the Liberation of Angola</i>
MR	Master
MRLGH	Ministry of Regional, Local Governments and Housing
MRLGHRD	Ministry of Regional, Local Governments, Housing, and Rural Development
MRS	Mistress
MSPB	Merit System Protection Board
MTEF	Medium Term Expenditure Framework
NACHE	National Advisory Council for High Education
NAPWU	Namibia Public Workers Union
NDP	National Development Plan
NIMPA	Namibia Institute of Management and Public Administration
NPA	New Public Administration
NPM	New Public Management
NUNW	National Union of Namibian Workers

NYS	National Youth Service
O/M/A	Office/Ministry/Agency
OAU	Organisation of African Unity
OBO	Outcome Based Objectives
OD	Organization Development
OECD	Organization of Economic Co-operation and Development
OPM	Office of Personnel Management
OPM	Office of the Prime Minister
PAC	Pan-African Conference
PEMP	Performance and Effectiveness Management Programme
PhD	Doctor of Philosophy
PLAN	Peoples' Liberation Army of Namibia
PMS	Performance Management System
PRC	President's Re-organisation Committee
PRC	Presidential Review Commission
PS	Permanent Secretary
PS	Public Service
PSC	Public Service Charter
PSC	Public Service Commission
PSCA	Public Service Charter in Africa
PSM	Public Service Management
PSM	Public Service Motivation
RSA	Republic of South Africa
SADC	Southern African Development Community
SEIPE	Social and Economic Integration Programme for Ex-combatants
SES	Senior Executive Service
SGP	Strategic Generic Training Programme
SOE	State Owned Enterprises
SPMA	School of Public Management and Administration
SSC	States Services Commission
SWA	South West Africa
SWANLA	South West Africa Native Labor Association
SWAPO	South West Africa People's Organization
TEL	Telephone

UCE	University Center for External Studies
UK	United Kingdom (of Great Britain)
UN	United Nations
UNAM	University of Namibia
UNCN	United Nations Commission for Namibia
UNCN	United Nations Council for Namibia
UNDESA	United Nations Department of Economic and Social Affairs
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIN	United Nations Institute for Namibia
UNO	United Nations Organisation
UNTAG	United Nations Transitional Assistance Group
UP	University of Pretoria
USA	United States of America
WASCOM	Wages and Salary Commission

DEFINITION OF TERMS

Apartheid: The term refers to the system of separate development along racial lines (Carroll, 1967:4). It was a policy for segregating the Black population from the White population (Wikipedia Free Encyclopedia, 15 March 2006:1).

Autocracy: It means one man dominated “rule by word or command” or a system of administration dominated by an elite who may do whatever their ability to command allows them to”, and both instances are usually equated to “tyranny” (Wiley, 2003:22).

Bantustan: This was the apartheid system of Homelands, formerly native reserves during the German colonialism, designated enclaves where the Black population was restricted after the expropriation of productive land for White settlers (D’Amato, 1966:3). “Bantustans (a country or region that lacks any real legitimacy or power) refers to any of the territories designated as tribal ‘homelands’ for black South Africans and Namibians during the Apartheid era” (Wikipedia Encyclopedia, 2006:1). The researcher says, Homelands were territories within the then South West Africa and the Republic of South Africa demarcated by virtue of Group Act and inhabited by indigenous tribes identified by their culture and traditional rules based on customary laws.

Bureaucracy: The term bureaucracy is useful to this research to describe the body of the civil service officials responsible for managing the government business. The

bureaucracy is a system of complex organization structured to perform technical and hierarchical roles such as implementing policies made by the politicians (Pfiffner and Presthus, 1967:39). The bureaucracy is characterized by the principle of political neutrality and is expected to serve a succession of elected governments without bias (La Palombara, 1967:17). However, for the bureaucracy to remain competitive, usually it demands specific qualities from its members such as consistency, loyalty, adaptability and professionalism (Pfiffner and Presthus, 1967:39).

Career Autonomy: It is a career system where top civil servants acquired the status of permanency position in the public service (Halligan, 1997). It entails that Senior Civil Servants are politically appointed as a bureaucratic elite accountable only to the Political Executive. In this research study, career autonomy is used to explain the difference between the bureaucratic elite and the professional managers.

Cadre: The term cadre refers to the core membership of Vladimir Lenin's *Vanguard Party*, a "political party or grassroots organization at the forefront of a mass action, movement, or revolution." These members are supposedly "professional activists having no other duties" interfering with their revolutionary commitments (Wikipedia, 2007). The Chinese Communist classification implies that political cadres are dedicated party members recommended at the next high level of organisation or appointed to high positions according to seniority (China Today, 2002). This traditional system of cadre appointment has seen reform establishing a system of open selection of leading cadres by public notification to solicit the opinions of the masses within a limited period of time. Regarded as a modern social administration concept, the new approach is considered to be an acceptable democratic form in China (China Today, 2002).

Competency-Management: It is important that the government institutions retain the knowledge, skills and experience it has developed over a period of time to be able to promote professionalism. Kamoche (1997:272) defines Competency-Management as the "process involved in cultivating the requisite stock of knowledge" the organisation needs to improve its performance. Fidello (2004), explains that "competencies are the knowledge and skills required to achieve desired performance outcome" in the organisation. Whilst recognizing that Competency Management is a strategic part of "integrated Human Resources [HR] processes and systems", its application in this research is more toward strategic consideration and policy intervention for Public Service reform (Fidello, 2004).

Democracy: In terms of the "ancient wisdom", democracy means "rule by the people" which in contemporary terms means "government by consent of the governed"(Unknown Author).

Effectiveness: For the researcher, effectiveness measures the quality of service delivery. In terms of the Namibian *Public Service Act, (Act 13 of 1995) Section...Government*

policies and directives are effective when promptly executed by a professional and impartial civil service. Cameron and Stone (1995:xii) define effectiveness as the “measure [of] achieving objectives or goals” of the organisation. Nze and Nkamnebe (2003) on “internalizing effectiveness” in Africa’s public sector bureaucracies defined effectiveness as the “achievement of defined goals and objectives measured in terms of results”.

Efficiency: It entails that the public resources are optimally utilized so that efficiency is achieved in the delivery of services. Efficiency for the researcher refers to cost-effective delivery of service whereby public servants must ensure that the public duties are efficiently carried out in the “most economical fashion” whilst ascertaining quality for money (Cameron and Stone, 1995: xii). Cameron and Stone (1995:xii) defined efficiency as “output at the lowest cost”. The public servants are “guided by the social implications of all their actions rather than by the profit or loss guiding private managers” (Cameron and Stone, 1995: xii).

Ethics: For the researcher ethics is in essence referring to “loyalty to duty and to the government as a whole” (Baroukh and Kleiner, 2002:33). In philosophical terms, ethics is the “study of moral judgment of right and wrong conduct” (Cameron and Stone, 1995:74-75). It is, therefore, worthwhile defining ethics in terms of “moral behaviour” to determine the developed “human personality” in relation to the organisational culture.

Managerial Development: It entails the development of required administrative and managerial capabilities in civil servants (Dixon, 1996).

Managerial Reform: It is the process of administrative reform entailing the adoption (in public administrations) of business management techniques, greater service and client orientation, market mechanism, and competition (Kickert, 1995:1). In the researcher’s view, the Managerial Reform implies a complete transformation of the generic management competency required of Senior Civil Servants for “performance fit” in the Public Service (Donaldson, 2001:9-13).

Merit System: This is the principle of public personnel administration system based on the civil service rules to ensure that transparency and consistency are maintained (Klopp, 2002:1-2). It entails the public’s expectations of a system that is efficient, effective, fair, open to all, free from political interference, and staffed by honest, competent, and dedicated employees (USA Merit Protection Board, 1997). It is the condition of “appointments based on open competitive examination” of aspiring individuals that entails political neutrality of the bureaucracy (Ruhil and Camoes 2003:3).

National Reconciliation: It is a policy adopted in Namibia to ensure peace and justice in the post-independence society. Pankhurst, (<http://www.jstor.org/sici>) says that it carries dual meaning: “abandonment of violence and commitment to peaceful coexistence; [and]

implication of compromise – that such an acceptance requires sacrifice and some element of active persuasion or coercion” to maintain peace and social justice.

Neocolonialism: As defined in Wikipedia (<http://en.wikipedia.org/wiki/Neocolonialism>), “Neocolonialism is a term used by post-colonial critics of developed countries’ involvement in the developing world...[and] argue that existing or past international economic arrangements created by former colonial powers were or are used to maintain control of their former colonies and dependencies after the colonial independence movements of the post World War II period”. It implies that powerful countries capitalize on dependency relations to sanction conditions of exploitation of natural resources and people of independent former colonial territories.

Organizational Development (OD): It is both a theory entailing the “Action Research [which] is a time-honoured procedure for systematically improving [the] organizations”, and a “tool” for the empirical study of organisations essentially useful to the researcher for describing the reform impacts from the insider’s perspective (Wiley, 2003:1). It is also the method applied to identify the problem involving members of the organisation (in other words consultation) whereupon the information collected is communicated (feedback) to members for action plans to solve the problem (Wiley, 2003:4). The “steps of the Action Research” enlightens the understanding of the organization’s future opportunities and advantages crucial for strategic planning, implementation and evaluation. When the OD is adapted to for practical experimentation, it minimizes the stressful experience of dealing with suspicious unforthcoming officials and removes mistrust among members.

Pass Law System: It is an apartheid regulation (law) requiring Blacks residing or intent to visit the towns inside the Police Zone to carry special permits issued by the Office of the SWA Native Commissioner and later Commissioner for Bantu Affairs (Carroll, 1967:6).

Performance Fit: The term refers to the capacity of the organisation to remain compatible with change. Donaldson (2001:9-13) explains that the organisational size and structures need transformation to fit high performance (rather than experience a misfit, causal to performance loss). It entails the devise *strategies* in response to changes in the operational *environment* to improve performance (Donaldson, 2001:9-13).

Police-Zone: The term refers to the land area inside South West Africa (present Namibia) “retained” for the White population “after the Bantustans are excised from the territory” (D’Amato, 1966: 4-5). Black Namibians had no rights in the Police Zone demarcated on the Pre-Independence Namibia – Bantustan Map.

Professional Manager: For the researcher, being professional manager is measured by competencies, developed consciousness for articulating organisational performance and

adaptability to public service ethics. It entails the characteristics of a “new type of entrepreneurial professional manager [who has] little loyalty to institutions, highly paid, overworked, insecure and job-hopping” (Misztal in Dent and Whitehead, 2002:19). Misztal, 2002: 19; Leinberger and Tucker, 1993: 367 concurred that the new professional managers are self-interested, adventurous and seeking change.

Professionalism: This is the application of market principles and decisions making practice based on consumer interest. The “[p]rofessional activity needs to be organized by professional managers” (Boyask, Boyask and Wilkinson, 2006). Putting professionalism in the Public Service context implies that the professional managers should be accountable for the consequence of action and are ever available to rectify the errors within relevant policy frameworks.

Public Service Motivation: It is important that the Public Service Motivation phenomenon is explained to banish the mystique around the preferences of previously disadvantaged Namibians seeking public service employment. Perry (2000: 471) defines Public Service Motivation as “an individual’s predisposition to respond to motives grounded primarily or uniquely in the public institutions and organizations”. This study associates the Public Service Motivation with job security and the politically sanctioned tenure of office in Namibia.

Public Service: This is the system of work done for public good within the public sector, be it at local, state/provincial/regional or national/central levels of government (Baroukh and Kleiner, 2002:28). The Public Service is systematically transformed through the streamlining and down sizing to a manageable size so as to enhance the performance and, thus, productivity of its employees. For the researcher, this entails the public service to be conceptually analyzed in a reform perspective.

Recruitment and Selection: This is a complex process of attracting prospective job applicants for job openings, while selection is the process of choosing from the pool of job applicants the right type of person preferred for the job (Baroukh and Kleiner 2002:28). The author defines recruitment as the process of inviting and assessing the suitability of individual competences (personality traits, skills and knowledge) compatible with the organization’s strategic requirements; and, selection as a prerogative exercise to choose from among the potentials (equally qualified), a candidate with most preferred qualities appropriate for the job in a hierarchically structured organization.

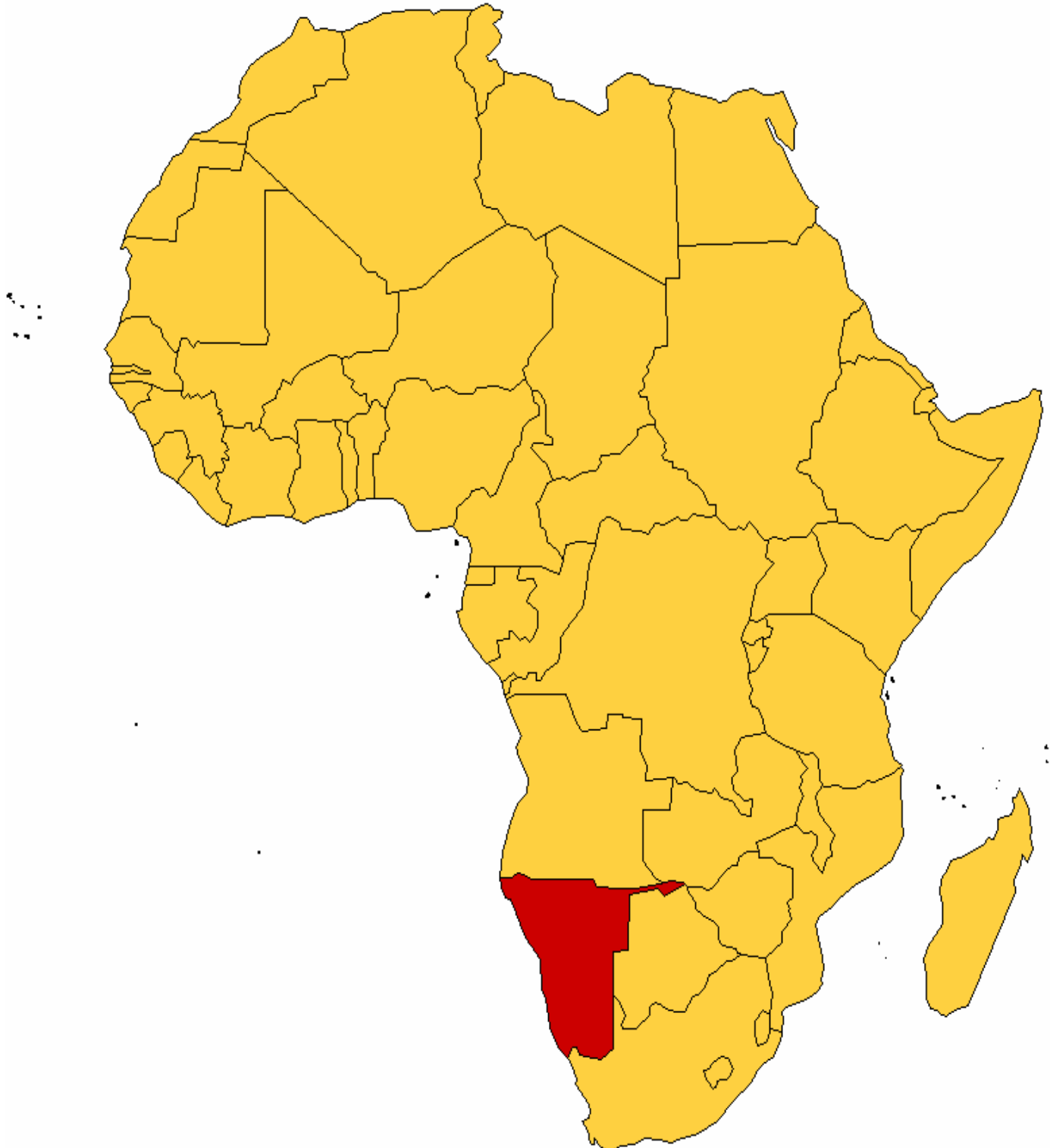
Self-Efficacy: It entails the person’s self-beliefs in his or her ability to perform specific tasks (Apperlbaum, 1996:33). As people are making intelligent choices when applying for jobs, they “attempt to look attractive” to the prospective organisations (Baroukh and Kleiner 2002:28). Self-efficacy beliefs are considered to be the outcome of a process of weighing, integrating, and evaluating information about one’s capabilities, which, in turn, regulate the choices people make and the amount of effort they apply to a given task

(Apperlbaum, 1996:35). The term was used in the research to determine the caliber and identify the type of people who are vying for top posts in the Public Service.

Spoils System: This is the system of “public Personnel System” for a democratic model of government such as the USA Federal and State Governments in the 1830’s, whereby “people in public positions were counted on to faithfully administer its policies” (Klopp, 2002:1).

MAP 1: AFRICA

Geo-Political Map of Namibia



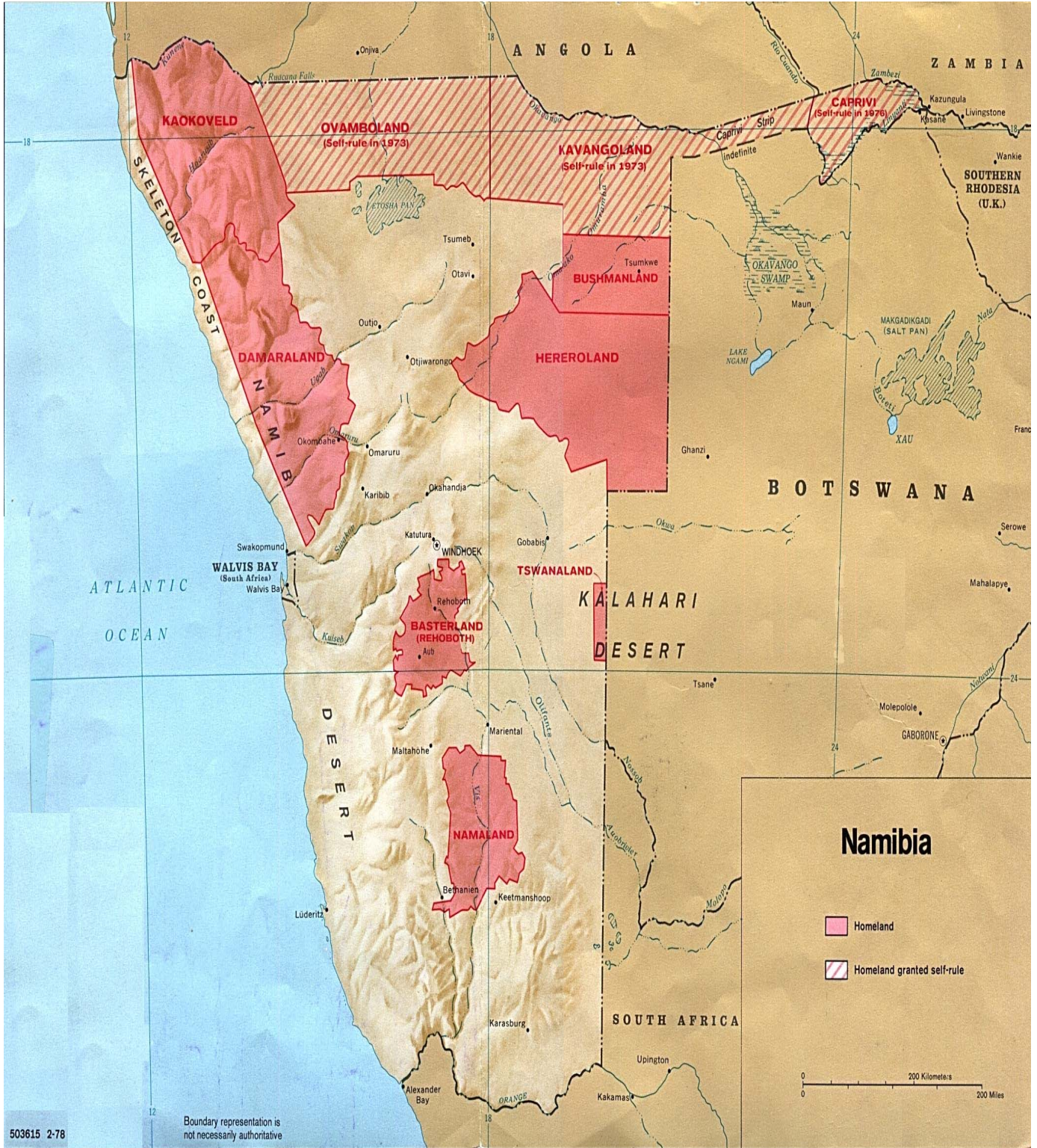
MAP 2: PRE-INDEPENDENCE NAMIBIA

Physical and Administrative Map



MAP 3: PRE-INDEPENDENCE NAMIBIA

Bantustans / Homelands and Police Zone Map



MAP 5: DEMOGRAPHICAL MAP OF NAMIBIA

Population Density of Namibia (inhabitants per km²)

