RECRUITMENT POLICIES AND PRACTICES IN THE DEPARTMENT OF

PUBLIC SERVICE AND ADMINISTRATION

by

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I declare that **RECRUITMENT POLICIES AND PRACTICES IN THE DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION** is my own work and that all sources that I have used or quoted have been indicated and acknowledged by means of complete references.

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ACKNOWLEDGEMENTS

ABSTRACT

The primary objective of this study was to evaluate recruitment policies and practices in the DPSA to determine challenges with the recruitment of competent and qualified candidates, since it is the custodian of human resources in the public service.

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

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

Key terms

Policies

Recruitment

Selection

Department of Public Service and Administration (DPSA)

Practices

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CHAPTER 1

GENERAL INTRODUCTION

1.1 INTRODUCTION

All public institutions need people to enable them to achieve institutional goals and objectives and the means to this is recruitment. Therefore recruitment can be regarded as central to the state's capacity to deliver on its mandate, which is to deliver services to the people of the Republic of South Africa. In the absence of effective recruitment policies and practices the state is likely to fail to deliver quality service, especially to the poor. It is the intention of this study to evaluate the recruitment policies and practices on the selection of most qualified and competent candidates in the Department of Public Service and Administration (DPSA).

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

1.2 BACKGROUND TO AND MOTIVATION FOR THE STUDY

According to Van der Waldt (2004:68) the public service was predominantly managed and controlled by white males after the democratic dispensation in 1994. It is only in the last eight years that the workplace is reflecting the demographics of the South African population.

The researcher was prompted to undertake this research on the grounds of recent research conducted by the Public Service Commission in which it was

revealed that there are serious problems with regard to recruitment of employees in the DPSA and other government departments.

Since its establishment in 1996 in terms of the Public Service Act 103 of 1994, the DPSA has been mandated by government to provide policy making support through the establishment of norms and standards for human resource (HR) management and development, conditions of service and labour relations among other functions. The mandate of the DPSA has evolved over the years to incorporate support to national government departments and provinces in terms of development and implementation of HR policy which includes recruitment and selection (Republic of South Africa 2007:70). As this has placed the DPSA at the centre of HR policy, it is selected for this study (Republic of South Africa 2007:63).

A study conducted by the Public Service Commission pointed out the causes of some of the problems that have manifested themselves in the form of appointees that fail to perform against the requirements of the job (Republic of South Africa 2007:73). Contrary to the view that nepotism is the root of the problem, as incompetent persons are appointed over more deserving ones, it was found that most departments lack policies and procedures on recruitment and selection. A lack of such policies result in flawed recruitment and selection processes of staff, and difficulties in recruiting women and people with disabilities (Republic of South Africa 2007:73-74).

According to studies conducted by Lawrence (2006:40), apart from procedural aspects, there are however substantive issues which merit attention, for example appointing the most qualified and competent candidate in the most appropriate position. If the above doesn't happen, it poses serious challenges because the standards that are set often prove to be inappropriate. As reports of political office bearers sometimes deviate from the recommendations of the selection panel without fully recording reasons for such deviations, is a reason for concern, as it may be viewed as undue interference. There are suggestions that the Department of Public Service and Administration needs to provide clear guidelines concerning staff retention.

Studies conducted by Shandu (2006:53) regarding recruitment and selection malpractices have also revealed the lack of detailed departmental policies and procedures to inform the objective, fair, equitable and responsible application of recruitment practices. National departments also fail to thoroughly consider what skills, competencies and traits are required of candidates for vacant posts before advertising these. As a result there is a failure to structure recruitment and selection in accordance with this criterion.

Shandu (2006:50) suggests that pitfalls experienced by departments regarding recruitment and selection will continue as long as there are no clear policies on recruitment and selection. Monitoring and evaluation of these policies and procedures is critical for tracking the process and ensuring that problems can be identified and addressed timeously. This study also reveals that despite the existence of clear legislative requirements regarding recruitment, departments fail to adhere to them or to put in place internal policies. As recruitment and selection play a central role in ensuring the best skills are present in the public service, flawed appointment processes can undermine the development goals as well as slow down the transformation process.

Stavrou (2004:63) argues that to achieve its full potential the Public Service must improve its ability to recruit and select staff more effectively. This means that both HR sections in departments and managers themselves must enhance their skills in performing this crucial function. A need exists to improve the HR capacity of managers so that they are able to maximise the human potential in their charge and thus get more positive results from their staff. Recruitment of the best qualified and competent candidates should at all times be the goal.

Another challenge that warrants attention is the need to improve the capacity of the HR sections. There has been a tendency for such sections to be generalists, yet the field of HR has become more sophisticated and complex, which requires levels of specialisation (Tlhabanelo 2003:40). It is important for capacity to be dealt with and to receive the attention it deserves. If the HR

section can provide insightful support to line managers, rather than only ensuring the adherence to prescripts, HR would be taken more seriously (Tlhabanelo 2003:40).

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

1.3. PROBLEM STATEMENT

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

1.4. RESEARCH QUESTIONS

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

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

- What is the nature of recruitment policies and practices in the DPSA?

- What is the role, function and contribution of the HR section within the DPSA and in the recruitment process?

- What mechanisms are in place to monitor the implementation of recruitment policies and practices in the DPSA and how does theory on recruitment and selection compare to practice in the DPSA?

1.5. RESERCH OBJECTIVES

The main purpose for undertaking this study is to evaluate recruitment policies and practices in order to determine challenges faced by the DPSA in recruiting the most competent and qualified candidates.

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

- To clarify theoretical foundations, concepts, characteristics, theories and approaches and classifications necessary to understand and evaluate recruitment practices and policies in the Public Service.

- To determine the nature of recruitment policies and practices in the DPSA through an empirical investigation to determine how staff members perceive recruitment policies and practices in the DPSA and also to provide a structural-functional analysis.

- To investigate the role, function and contribution of the HR section within the DPSA in the recruitment process for the Public Service.

- To provide clarity on mechanisms to monitor the implementation of recruitment policies and practices in the DPSA.

1.6 SIGNIFICANCE OF THE STUDY

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

Other completed researches within this field of the research topic are the studies conducted by Masete and Shandu during 2006 which assess the role of recruitment and selection procedures of senior officials in the provincial and local governments. Another study conducted by Stavrou during 2004 is an exploratory and descriptive study of recruitment, training and retention. The concept of recruitment and selection in HR management is also explored by Tlhabanelo in 2003. On the other hand, Gonah in 2000 assesses the effects of the South African labour legislation on the recruitment and selection procedures of institutions.

1.7 CONCEPTUAL ANALYSIS

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

1.7.1 Selection

Swanepoel, Erasmus, Van Wyk and Schenk (2003:311) define "selection" as the process of trying to determine which individuals will best match particular

jobs in the organisational context, taking into account individual differences, the requirements of the job and the organisation's internal and external environments. On the other hand to Gerber, Nel and Van Dyk (1992:325) describe selection comprises choosing from a number of candidates a person who, in the opinion of the selector, succeeds in meeting the required standards of performance.

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

These procedures are very important and need to be followed so that the person who meets most of the requirements for the job is appointed. Robert (2005:77) further defines "selection" as involving the evaluation of candidates and development of systems, procedures and methods according to which sound selection can be made in order to ensure the addition of high quality personnel to the organisation concerned.

When an organisation designs an advertisement, it actually indicates to applicants that the selection process will be based on the kind of employee envisaged for the achievement of organisational goals. From the definitions above, "selection" can be defined as the process of choosing the best person for the job from a number of candidates, considering the requirements for the job.

1.7.2 Recruitment policy

According to Van der Westhuizen (2005:100) the recruitment should policy stipulate broad guidelines for the way in which a public sector institution intends to deal with recruitment. In brief terms, the recruitment policy must indicate the institution's position concerning the general objectives of

recruitment and the principle of equal opportunities in recruitment. For the purposes of this study it is important to provide an example of a recruitment policy. The recruitment, selection and placement of personnel are done in terms of the legal framework applicable to the South African public service, namely:

- *The Constitution of the Republic of South Africa 1996.*
- *The Public Service Act, 1994 (Act 103 of 1994).*
- *The Employment Equity Act 55 of 1998.*
- *The Labour Relations Act 66 of 1995.*
- *Public Service Regulations, 2001.*

Van der Westhuizen (2005:101) further states that Management of the selection process according to the regulatory framework ensures accountability. Thus, all applicants who qualify are given an opportunity to compete for appointment, while serving officials may compete for promotion or transfer. The legal framework shall be underpinned by the following principles: fairness, equity, confidentiality, professionalism and human dignity.

Erasmus *et al* (2005:230) states that the head of the department where the post exists or is under review, accepts the primary managerial responsibility for the recruitment and selection of candidates for appointment in the post in question. Within the limits of the applicable policy, all reasonable expenses associated with the attendance of interviews by candidates are to be defrayed from the budget of the department by which candidates are invited for interviews. Security clearances may be prescribed for post level 9 and above and/or any post if the employer deemed it necessary.

According to the *Public Service Act 103 of 1994* non-South African citizens may not be appointed in a permanent capacity, but may only be considered for contract appointment not exceeding a period of five years, and that only if no suitable South African citizen is forthcoming. In accordance with section 15 (4) of the *Employment Equity Act 55 of 1998*, no absolute barrier is

established to the prospective or continued employment or advancement of applicants who are not from designated groups (as defined in the *Employment Equity Act 55 of 1998*).

According to DPSA (2008:2) the objectives of the recruitment policy are to ensure that recruitment and selection is done in a fair, efficient, effective, transparent and equitable manner. It should consider the following elements:

- to achieve equity in the workplace;
- to promote workplace diversity;
- to attract scarce skills and
- to enhance service excellence.

1.7.3 Basis for selection process

In terms of section 11 of the *Public Service Act 103, 1994*, read with section 20(3) of the *Employment Equity Act 55 of 1995*, all persons who qualify for an appointment, transfer or promotion, shall be considered.

The evaluation, including the selection of the applicant shall be based on the training, skills, competence, knowledge, formal qualifications, recognition of prior learning and relevant experience within a reasonable time to do the job, coupled with the need to redress the past imbalance (pertaining to race, gender and disability).The *Employment Equity Act 55 of 1998*, which applies to the public service as of 1 December 1999, prescribes the drawing up of employment equity plans, which must include numerical goals to achieve equitable representation of suitably qualified employees from disadvantaged groups. The selection process is designed to accommodate these imperatives, insofar as possible.

1.7.4 Recruitment

Recruitment can be described as those activities in HR management which are undertaken in order to attract sufficient job candidates who have the

necessary potential, competencies, and traits to fill job needs and to assist the public service institution in achieving its objectives (Erasmus, Swanepoel, Schenk, Van der Westhuizen & Wessels 2005:206).

According to Cloete (1997:113) recruitment is about making sure that qualified people are available to meet the employment needs of government. Ineffective recruitment precludes any chance for effective candidate selection because when recruitment falls short, selection must proceed with a pool of poorly qualified candidates.Cloete (1997:113) further states that the task of recruitment is to generate a sufficient pool of applicants to ensure that there are enough people available with the necessary skills and requirements to fill positions as they arise

1.7.5 Recruitment practices

Shafritz (2004:88) defines a practice as a customary way of operation or behaviour. "Practice" may also be used to refer to certain profession-based businesses (e.g. law practice, medical practice). Shafritz (2004:88) further argues that practice can also refer to a certain tradition in doing some jobs. For example, people who study a subject like linguistics can refer to the "British or European practice in linguistics" as opposed to the "American practice" in the field. Practice and tradition are linked to schools of thought or philosophy. In the context of this study a recruitment practice is a set of principles and standards that guide a department when undertaking recruitment. In addition it involves the way in which the recruitment process is undertaken in an institution and a tradition in doing recruitment.

1.7.6 Competence

 Sanchez and Heene (2005:62) define competence as the ability to perform an actual occupational role. It is therefore a particular kind of outcome which focuses on the ability to do something in a real context rather than mere possession of knowledge or skill. It also involves owning skills and being able to transfer the skills to many other situations. In other words it calls for

flexibility and adaptability at work and aptitude for planning work and problem solving and for using those occupational skills needed to do the job. On the other hand competence is the capacity for continuous performance within specified ranges and contexts resulting from the integration of a number of capabilities.

1.7.7 Qualified

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

1.7.8 Candidates

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

1.7.9 Department of Public Service and Administration

The Department of Public Service and Administration refers to the national Department of Public Service and Administration as established in 1996 by the Public Service Act 103 of 1994 with its head office in Pretoria.

1.8. METHOD OF DATA COLLECTION

The primary source of data in this study is a questionnaire administered to employees of the DPSA and other sources of data employed in this study

include official reports from the DPSA. Documents include recent research on recruitment conducted by the Public Service Commission, legislative documents, completed thesis and dissertations, books, journal articles and newspaper articles from the University of South Africa (Unisa) archives.

1.8.1 Questionnaires

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

The aim of the questionnaire is to determine how recruitment policies and practices are perceived by personnel members in the DPSA and what they think should be done differently and also what can be improved for effective management of the recruitment process in the Department of Public Service and Administration.

A number of structured self-administered questionnaires were prepared for four categories of employees, namely senior management, middle management and junior management in the DPSA, and used to collect data in identified divisions of the Department of Public Service and Administration.

Questionnaires administered targeted 70% of employees in the DPSA. Targeted employees include senior, middle and junior managers in each of the five divisions and also operational workers (those who do not occupy management positions). Data collected in this format was analysed together with the rest of the data. The questions that were used in the questionnaire were based on the recruitment policy in the Department of Public Service and Administration.

The data required for the study was collected by means of a structured questionnaires survey. According to Van der Westhuizen (2005:85) structured questionnaires have the following advantages:

- Information can be obtained from a large target population;
- it is an inexpensive way of collecting data and is not time consuming and
- it implies a high degree of anonymity.

1.8.2 Document analysis

Document analysis is a systematic examination and evaluation of documents used in the study. It assisted the researcher to understand and provided interpretation of the subject matter under study. Document analysis was used in this study as a method of data collection because it allows the researcher to have access to documented information.

This was of help to the researcher to obtain perspective on the most recent findings related to the research topic and also helped the researcher to improve interpretation of research results. It further assisted to determine the actuality of research on a particular topic. In this study document analysis is appropriate and important because it assisted the researcher to determine the nature of recruitment policies in the Department of Public Service and Administration.

1.8.3 Reliability and validity of questionnaires

According to Mouton (2005:275) scientific research is characterised by two elements, namely reliability and validity. Reliability implies that the same matter that is researched continuously by the same or different persons must render the same result .The questionnaire method complies with this criterion to a satisfactory degree, but is not infallible, as it is not possible to control the environment in which the questionnaire is answered. The mood of the respondent may for example influence his or her responses. Such environmental factors also have an influence on other research methods.

Mouton (2005:276) further states that the second characteristic of scientific research, namely validity, implies that the research should be able to measure that which it is supposed to measure All reasonable measures were taken to ensure internal validity of the research. Leading questions were avoided and the wording of questions was simple and unambiguous. The questionnaire was simply and accurately designed. Control questions were also added in order to determine whether respondents were contradicting themselves. The division, distribution and handling of the questionnaires were done by the researcher with the assistance of Ms Mano Reddy-Yule. In order to address different dimensions of the questionnaire, two scales, namely the Likert and the semantic differential scale were used. The Likert scale establishes the extent of agreement or disagreement with statements (e.g. strongly agree, agree, unsure, disagree and strongly disagree).

The semantic differential is the scale that rates opinion, namely no, yes and do not know. These scales were used to determine compliance with recruitment policies and how they are monitored.

1.9 SAMPLING METHOD

This study particularly focused on employees of the DPSA and these employees were classified into four main categories, namely senior management, middle management, junior management and non-management employees. The research responses were drawn from these categories, using a combination of structured and random sampling techniques.

The work force in the DPSA comprises 421 employees as at July 2010. A sample of 100(23.8%) questionnaires was randomly distributed among the employees of the Department of Public Service and Administration at different levels of the DPSA.

1.10 DATA ANALYSIS AND INTERPRETATION

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

The data collected through the literature study and survey was grouped according to themes, and then an analysis was made. The goal was to integrate themes and concepts into a theory that offers an accurate, detailed, yet subtle interpretation of the research arena. It was at this point where the interpretation of data could be shared, and it is only then that the analysis was complete. The results of the returned questionnaires were captured on Microsoft Excel and then exported to statistical packages for social science (SPSS) for analysis and interpretation. Tables and charts were drawn from this analysis that was used to interpret results of the questionnaire. In addition, official reports collected from the DPSA were analysed and interpreted to determine whether departmental procedures, practices and policies have been followed in recruiting officials and how the process is being monitored.

1.11 LIMITATIONS TO THE STUDY

This research study was successfully completed. However, the researcher was faced with a number of challenges, which will be discussed in Chapter 3, Section 3.4.

1.12 SEQUENCE OF CHAPTERS

Chapter 1 provides a general introduction to the study. It includes the introduction and background and motivation for the study (in order to provide context), the problem statement, research questions and therefore by implication the objectives of the study, as well as the significance of the study. It also covers the analysis of key concepts, method of data collection, sampling method, data analysis and interpretation, limitations to the study and sequence of the study.

Chapter 2 provides a more extensive background for the following chapters and reviews the range of core theoretical foundations, concepts, characteristics, theories, approaches and classifications necessary to understand and evaluate recruitment practices and policies in the DPSA.

Chapter 3 provides for the methodology to the study. The data collection procedure and method, population covered by the study and sampling method are reviewed.

Chapter 4 provides the organisational structure and recruitment and selection functions of the DPSA because it is the essence of this study. It deals with the empirical study, analysis and interpretation of the results of the study.

Chapter 5 provides a synthesis of the study and a factual evaluation on recruitment practices and policies regarding the selection of the most qualified and competent candidates in the DPSA. Conclusions are drawn, based on the findings of the study and proposals are made for possible future research arising from this study.

1.13 CONCLUSION

This chapter has introduced the study, identified and provided a framework within which to explore recruitment policies and practices in the DPSA. The next chapter provides a more extensive background for the following chapters and reviews the range of core theoretical foundations, concepts, characteristics, theories, approaches and classifications necessary to understand and evaluate recruitment practices and policies in the public service.

CHAPTER 2

THEORIES OF RECRUITMENT AND SELECTION

2.1 INTRODUCTION

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

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

2.2 DEFINING "RECRUITMENT"

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

According to Cherrington (1995:192) recruitment is a process of attracting potential job applicants from the available force. Recruitment can also be defined as the process of exhausting all the sources for finding prospective employees. It is the process of finding suitable employees and stimulating them to apply for jobs in the institution. Its objective is to increase the selection ratio that is the number of applications per job opening. While Ivancevich (1992:208) define "recruitment" as "that set of activities an organisation uses to attract job candidates who have the abilities and attitudes needed to help the organisation achieve its objectives". Therefore recruitment can be defined as a process of attracting the best candidates that fit the job requirements. The next section will define and discuss selection.

2.3 DEFINING "SELECTION"

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

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

Swanepoel *et al* (2003:311) argues that "selection" is based on individual differences between human beings that is on the fact that attributes differ greatly from person to person, each individual possessing unique traits and abilities. Essentially, selection is then the prediction of the future in terms of

individual differences of individuals, the requirements of the job and the internal and external environment of the institution. Selection requires information about the job or work in question and about the knowledge, skills and abilities needed to do the job successfully. Selection decisions therefore require one to know how such knowledge, skills and abilities can be assessed, which makes the proper use of predictors in selection very important. Obviously, this is not an easy task. In view of the complexity of the task, public service employers need to take it seriously beforehand to avoid possibly enormous and incalculable costs due to faulty employee selections. Therefore selection can be defined as a process undertaken to identify a match between an individual and the job.

2.4 RECRUITMENT AND SELECTION

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

2.4.1 Institutional theory

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

In this endeavour to review institutional theory, focus will be directed to the uses and limits of rationality in Public Administration as put forward by the formal theories of organisation. Particular attention will therefore be given to

the two key features of the rational systems theory, namely goal specificity and formalisation. In addition, the review will pay attention to the development of the rational systems theory as advocated by classical writers such as Taylor (scientific management theory) and Simon (decision making approach).

Attention will also be directed to the views flowing from the rational, natural and open systems approaches to institutional theory.

2.4.2 Institutions as rational systems

According to Scott *in* Masete (2006:58–62) institutions are viewed from rational perspectives as instruments designed to attain specific objectives. The extent of their efficiency and effectiveness depend on many factors that are explained by the concept of rationality structures. Rationality in this context refers to functional rationality – that is the manner in which a series of actions are organised in order to lead to predetermined objectives with maximum efficiency. From this point rationality refers to the means necessary to achieve objectives rather than how they are selected. According to advocates of the rational systems approach, there are essential elements or key features of this approach, namely goal specificity and formalisation that helps to distinguish institutions from other types of collectivises.

 According to advocates of the rational systems approach, goals are viewed as conceptions of the desired ends, with such conceptions varying in terms of the precision and specificity with which the criteria of desirability were formulated. The specificity of goals assists in providing a clear criterion for selection among alternative activities. This means that, where there is no clear preference ordering among alternatives, there is no possibility of any rational assessment and choice. These theorists note that specific goals do not only supply criteria for choosing among alternatives, but also guide decisions about how institutional structure should be designed. Through the specific goals the task to be performed, the calibre of employees to be recruited, and the ways in which resources are to be allocated among

participants are clearly specified. Consequently, it has been considered generally more difficult to design a structure in an attempt to pursue more general or diffuse goals (Scott 2005:59).

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

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

2.4.3 Rationality in public Institutions

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

2.4.4 Universalist school of management

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

Fayol *in* Pugh (2000:140) suggests that his principles should be treated only as guidelines, even though many people treat them as golden rules. The principles are: division of command, centralisation, order, equity, initiative and *esprit de corps*.

For the purpose of this study, particular attention will be paid to order and esprit de corps.

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

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

2.4.5 Weber's theory of bureaucracy

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

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

2.5 DECISION-MAKING APPROACHES

In his work on decision-making approaches, Simon *in* Masete (2006:75) argues that goals affect behaviour only when they enter into decision- making about how to behave. According to Simon *in* Masete (2006:75) goals provide the value premises that underlie decisions, which mean that these value premises are assumptions about what ends are preferred or desirable. These value premises that are assumptions about the relation between means and ends are combined in decisions with factual premise. He further argues that the extent to which value premises are precise and specific, determine the effect of resulting decisions, since the specific goals clearly distinguish the

acceptable from unacceptable alternatives. As such it is normal for participants higher in the hierarchy to make decisions with a larger value component, whilst participants lower in the hierarchy make decisions having larger factual components. This means that those closer to the top make decisions about what the organisation is going to do, whereas those in lower positions are most likely to be allowed to make choices as to how the organisation could best carry out its tasks.

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

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

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

2.5.1 Rational systems model

According to systems theorists, institutional boundaries contribute to the institutional rationality. In this particular case, reference is made of the characteristics of bureaucracy which are identified as defining rational legal systems. These characteristics, such as the stipulation that officials should be appointed by free contracts based on their competence and qualifications are intended to ensure that selection criteria are institutionally relevant, and that the selection process would be relatively free from the influence of other social affiliations, whether religious, economic political or familial. These theorists view external identities of individual participants as relatively insignificant and view it primarily as a problem to be managed by appropriate recruitment criteria and control mechanisms (Morrison 2006:379).

2.5.2 Natural systems model

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

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

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

Robbins and Decenzo (2001:184) argues that to a great extent the quality of the institutions is dependent upon the quality of people it employs, which implies recruiting competent and qualified employees that can perform tasks successfully. What this means is that recruitment and selection decisions, policies, practices and procedures are critical in ensuring that institutions recruit and select competent and qualified candidates.

2.6 RECRUITMENT PROCESS

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

According to Erasmus *et al* (2005:221) before recruitment is considered, it must be determined whether a genuine need exists for the post to be filled. The departments need to ensure that the decision to recruit is substantiated with facts obtained from valid management information. In the Public Service Regulations of 2001, it is recognised that HR planning should precede any recruitment action in the public service. Among other things, this involves forecasting the institution's HR needs, job analysis, and budgeting for relevant posts.

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

deployment is not a viable option in terms of filling the vacant post, the recruitment process can be started.

2.6.1 Approval of human resource budget and level of appointment

Swanepoel *et al* (2003:145) argue that the first step in the recruitment process is to obtain the necessary budget approval for the post you are recruiting for. They further argue that employing a person has major cost implications for the institution. Therefore, it is important to consider the budget, broader institutional plans and guidelines for recruitment. Senior management must give approval for a post to be advertised. This will ensure that recruitment is aligned with broad institutional and HR plans. This step provides the employer with the opportunity to reconsider the overall recruitment strategy and to consider alternatives to recruitment, such as overtime and outsourcing.

2.6.2 Compilation of job descriptions and job specifications

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

2.6.3 Establishing key performance areas for the job

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

2.6.4 Consulting the recruitment policy and procedure

According to Erasmus et al (2005:220) the recruitment policy and procedure document should be a crucial element that provides guidance to the selection committee and should be consulted. This document should be consulted in conjunction with relevant legislation that guides the recruitment and selection of candidates in the public service. Such legislation includes the *Public Service Act 103 of 1994* and the *Employment Equity Act 55 of 1998*.The recruiter should bear in mind broader institutional plans when consulting this document. In addition, this document should reflect the institution's views regarding the approach and procedures to be followed in the institution and could include steps in the recruitment process. The policy and procedures document will indicate, for example whether recruitment should be done internally or externally and will specify the cost limitations. This document is, however, a dynamic document and must be reviewed as and when required.

2.6.5 Methods of recruitment

Erasmus *et al* (2005:223) argue that the success of recruitment sources should guide the recruiter about the source to be selected and this should begin once the recruiter knows the type of person he or she is looking for. The recruitment policy may provide an indication of whether the person should be recruited internally or externally and once this has been ascertained, the recruiter will make a choice of one or more sources (depending on the group or person required). It is good policy to try to recruit internally first of all and

then, if a suitable candidate cannot be identified, to channel the recruitment effort externally. In certain cases, recruitment will have to be done externally – for example when a pool of new employees is required (such as internships).

2.6.6 Deciding on a method of recruitment

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

2.6.7 Application of recruitment methods

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

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

2.6.8 Allowing sufficient time for responses

Erasmus et al (2005:236) argues that it is important that the recruiter allows reasonable time for potential candidates to apply. This will allow the recruiter to attract as many potential candidates as possible. The method used will dictate the time that should be allowed for responses. Set clear deadlines, but remain flexible to ensure the maximum number of responses.

2.6.9 Screening of applications

At this stage of the process particulars of applicants are compared with the requirements as per job specifications. Candidates who do not meet the minimum requirements must be separated from those who have the potential of being appointed. Screening should take place according to the initial criteria set for the job. It is important for recruiters to guard against any form of injustice against the applicants as prescribed by the Public Service Act 103 of 1994, which stipulates that applicants cannot be discriminated against on the basis of age, sexual orientation and other forms of discrimination. During this step, the recruiter may also screen applicants on the grounds of already completed application forms or curriculum vitaes (Swanepoel *et al* 2003:150).

2.6.10 Shortlisting of candidates

Foot and Hook *in* Erasmus *et al* (2005:118) state that at this stage of the process a shortlist of possible candidates should be drawn up by the relevant committee. The shortlist of potentially suitable applicants must be forwarded and discussed with the relevant department or unit's head before proceeding to the selection interviews. In summary, here are some of the basic requirements to be taken into consideration when compiling a shortlist and this list should be guided by the recruitment policy of the institution:

- At least two people must be involved independently in compiling the shortlist. This should include an HR representative and the relevant manger under whose establishment a post is advertised.

- Each person must give a clear indication where applicants do not meet the requirements regarding knowledge, skills, and competencies.

- Each person must classify the applications into predetermined categories of "acceptable", "possibly acceptable", and "unacceptable".

- Each person must rank the acceptable applications in order of suitability.

- A specific choice must be made to determine which applicants would be invited for interviews (Erasmus *et al* 2005:118).

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

2.6.11 Thanking applicants for applying

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

2.7 SELECTION PROCESS

According to Robert (2005:99) the purpose of selection is to match people to work. It is the most important element in any institution's management of people, simply because it is not feasible to optimise the effectiveness of HRs by whatever method, if the quantity or quality of people is less than the institution's needs. In the twentieth century selection was primarily concerned with matching people to specific jobs. However, in the twenty-first century the

importance of flexibility and the rapid pace of change make it more important to look at matching work in the wider context. It has now become necessary to look beyond the skills for the specific job in hand in assessing people, and to look at the potential range of matches for the person. Such matches include culture, personality, and movement in and out of the institution and interaction with a wider range of potential colleagues.

2.7.1 Selection strategy

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

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

to do well in an academic environment. Selectors should note that using this strategy is not appropriate for filling entry level positions.

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

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

2.7.2 Preparation for interviews

Before conducting interviews thorough preparation should be undertaken. This includes appointing a selection committee and the selection of an interview panel. The composition of the selection panel is informed by the recruitment and selection policy and also by the Gender Equity Act. In terms of the Employment Equity Act (55 of 1998) the selection panel must be representative of all management and must also reflect gender and race in that particular institution. For instance if there is sixty percent of women in management positions in the department, this must be reflected in the selection panel. If not so, this might create doubts about the choice of candidates that will be selected by the panel and employees will perceive the selection panel as leaning more towards their own gender and race choices of candidates.

2.7.3 Conducting interviews

According to Robert (2005:120) interviews are the most frequently used selection technique and it is very unusual for candidates to be appointed without interviews. Interviews may either be structured or unstructured. The unstructured interview generally takes the form of a free-ranging discussion, sometimes with the interviewer using a set of favourite questions but giving the interviewee free rein to answer in a general way. In an unstructured interview, the interviewer uses his or her own judgement about the overall performance of the candidate in deciding whether or not they match the role. The unstructured interview is the most commonly used interview. It is frequently used by professional and selection agencies that are confident in their ability to assess the candidates without the constraints of a structured interview. Research suggests that the unstructured interview is only half as effective as a structured interview.

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

The interviewer compares the answers to positive and negative descriptions of the behaviours, scores each of the competencies and makes judgements based on the scores. Recent research shows that behavioural/experience interviews are a more effective form of structured interview (Robert 2005:122). Although interviewing is one of the best established selection techniques, it suffers from a number of problems. It is difficult for the interviewer to sustain attention throughout the interview, with interviewers sometimes able to

remember only the opening and closing stages of the interview. Judgement of interviews can sometimes be clouded by prejudices or influenced unduly by stereotyping the candidate with for example, others in his or her institution, or mirroring situations in which the interviewer looks more favourably on candidates matching the interviewer's own profile. Perhaps the most common failing of interviews is the lack of preparation on the part of the interviewer. Regardless of its problems the interview remains one of the most popular selection techniques. Whatever its technical value in the selection process, it is of great perceived value to selectors and a very important aspect of the interviewer.

2.7.4 Selection decision

Once the last candidate has been interviewed, the selection committee must reach consensus on the most suitable applicant for the post. The selection committee must be guided by the internal recruitment policy, namely the *Employment Equity Act 55 of 1998* and also the *Public Service Act 103 of 1994*. In addition their recommendation should also be supported by a wide range of evidence. The evidence include whether the applicant has the necessary skills, qualifications and competency necessary to meet the inherent requirements of the post. Therefore, it is advisable to use as many methods as possible.

2.7.5 Placement of candidates

According to Swanepoel *et al* (2003:148) placing the candidate is the final step in the selection process. Once the selection committee has made a final decision, an offer of employment can be made to the successful candidate. Basically, there are four steps to be followed when placing a candidate. The first one is to discuss the provisional offer with the prospective employee. Initially, a telephone call is made, providing the main details. In principle, a verbal telephone agreement can be treated as an employment contract. However, the majority of employees prefer a written contract because of safety reasons. The white paper on Human Resource Management in the

Public Sector (Republic of South Africa 1998:32) stipulates that all employees in the public service should have a written contract. The second step involves the confirmation of employment particulars in writing. It is done as soon as agreements are completed between the two parties.

Finally, the employee enters into a probation period. This is a standard practice in the public service in South Africa. According to Erasmus *et al* (2005:259) there is no better way to determine whether public service employees can do the job than to actually execute the duties allocated to the post. Probation allows the employer to monitor whether the employee's performance is consistent with the requirements of the job before a long term commitment is made (Erasmus *et al* 2005:259). If the employee cannot perform according to the performance agreement he or she can be dismissed, but such kind of dismissal should be done according to the prescripts of the Public Service Regulations of 2001, which stipulate that the following conditions must be met before dismissal:

- The employee must be familiar with performance requirements.
- The employee must receive feedback on a quarterly basis on the performance level obtained.
- The employee must receive training.
- the employee must receive written confirmation of appointment at the end of the probation period and
- The employee must be given the opportunity to defend him or herself once dismissed.

Security vetting must be finalised and the candidate cleared before employment arrangements can be finalised. If it happens that the candidate is not cleared, the offer must be withdrawn for security reasons as provided for by legislation.

2.8 CONCLUSION

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

CHAPTER 3

RESEARCH METHODOLOGY

3.1 INTRODUCTION

The previous chapter discussed and reviewed the range of core theoretical foundations, concepts, characteristics, theories, approaches and classifications necessary to understand and evaluate recruitment policies and practices in the public service.

This chapter describes the research methods applied and data collection techniques used. It also gives a brief explanation of the questionnaire and questionnaire design, explains different sections of the questionnaire and the targeted respondents. Moreover it describes the sampling method employed in this study. This chapter also discusses the reliability and validity of the study and finally limitations to the study.

3.2 METHOD OF DATA COLLECTION

The sources of data employed in this study include official reports from the DPSA. The official documents include the recruitment and selection policy documents that were used to analyse the practical application of the recruitment policy in the DPSA. Other important documents used in this study also include recent research on recruitment conducted by the Public Service Commission (PSC), legislative documents, completed theses and dissertations, books, journal articles and newspaper articles from the archives of the University of South Africa (Unisa). The use of questionnaires will be explained in the next section, mainly because it is the main source of data collection that was undertaken by this study. Thus, it is important to provide details in terms of how the questionnaires were used and its importance in this study.

3.3 QUESTIONNAIRE

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

For the purpose of this research, a questionnaire was chosen to evaluate recruitment policies and practices in the DPSA because a questionnaire is one of the most efficient ways to collect data as it can be administered to a large number of people simultaneously. The questions were formulated clearly so that all employees could understand them.

A total of 100 structured self-administered questionnaires were prepared for employees in the DPSA, and used to collect data in the following branches namely, HRs, management of compensation, government chief information office, service delivery improvement and governance of the DPSA.

47% of 100 questionnaires were received and administered. Targeted employees included senior, middle and junior managers in each of the five divisions and also non-management employees.

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

Babbie and Mouton (2001:95) concur, stating a questionnaire is an instrument that is designed for a specific purpose, containing relevant items (questions) to determine the link, cause or result between variables in order to establish the current or potential position of matters in respect of the

uniqueness of the subject that is examined. Although the use of structured questionnaires to collect data has many advantages, the general low percentage of documents being returned has to be borne in mind.

3.3.1 Questionnaire design

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

This is followed by section C which interrogates recruitment policies in the DPSA. This section wants to establish whether the DPSA, including the selection panel adhere to departmental recruitment policies and procedures. This section will also establish whether there is adequate monitoring and evaluation of recruitment and selection processes in the DPSA. Section D enquires about selection methods and criteria applied at the DPSA and, more importantly, this section establishes whether candidates are selected on the basis of their qualifications and experience as prescribed by the recruitment policies and procedures and also to establish if there are any structures that are set up to respond to complaints and irregularities that arise in the recruitment process and if those mechanisms are effective. The last section focuses on advertising methods employed by the DPSA in their recruitment drive. The purpose of this section is to identify inadequacies in advertising methods of the department (if the system is not abused) and if these methods are effective and useful tools and finally, if it is executed to reach as many possible candidates.

A pilot study was completed and the necessary adjustments have been effected. The affected questions have been reformulated based on the pilot study results.

3.3.2 Reliability and validity of questionnaires

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

McNabb (2002:273) further states that the second characteristic of scientific research, namely validity, implies that the research should be able to measure that which it is supposed to measure (Babbie & Mouton 2001:279). All reasonable measures were taken to ensure internal validity of the research. Leading questions were avoided and the wording of questions was made simple and unambiguous. Control questions were also added in order to determine whether respondents were contradicting themselves.

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

3.4 LIMITATIONS TO THE STUDY

This research study was successfully completed. However, the researcher was faced with a number of challenges among others:

- A letter seeking permission from the DPSA to undertake research was electronically sent to the DPSA on the 28 August 2008. In February 2009 the author was invited by the DPSA to make a presentation about the study.

- A presentation was made to senior officials about the study and how it would benefit the DPSA. Permission to undertake research at the DPSA was granted by the chief director of human capital management in December 2009, following a lengthy process and with the following conditions:

  - Information shared will be treated with the strictest confidence.

  - Ms Mano Reddy-Yule was the liaison between the researcher and the DPSA. The questionnaires were processed through Ms Reddy-Yule.

  - The results of the empirical research were submitted to the DPSA before the study was finalised and submitted to Unisa.

3.5 SAMPLING METHOD

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

This study particularly focuses on employees of the DPSA and these employees are classified, as previously stated into four main categories, namely senior management, middle management, junior management and non-management employees. The research responses were drawn from these categories, using a combination of structured and random sampling techniques.

The work force in the DPSA comprises 421 employees as at July 2010. A sample of 100 questionnaires was randomly distributed among the employees of the DPSA at different levels. The process of distribution was facilitated by Ms Mano Reddy as indicated above.

3.6 DOCUMENT ANALYSIS

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

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

For this study various government documents and reports were analysed, including DPSA policies. In this study, document analysis was appropriate and important because it assists the researcher to determine the nature of recruitment policies in the DPSA.

3.7 DATA ANALYSIS AND INTERPRETATION

According to Brynard and Hanekom (1997:47-48) the researcher is engaged in what is referred to as a preliminary analysis of data during the process of data collection. That is, the researcher discards that which is not relevant to the study and retains only relevant data. Once the data collection has been completed, an in-depth analysis of the data is made by means of data filtering, mind mapping (which can also be used during the process of data collection with a view to eliminate irrelevant data), and the integration of the views of different authors.

The results of the returned questionnaires were captured on Microsoft Excel and then exported to statistical packages for social science (SPSS) for analysis and interpretation. Tables and charts were drawn from this analysis that was used to interpret results of the questionnaire. In addition, official reports from DPSA were also analysed and interpreted to determine whether departmental policies had been followed in the recruitment and selection of candidates. The results of this study are discussed in chapter four.

3.8 CONCLUSION

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

CHAPTER 4

ANAYSIS AND INTERPRETATION

4.1 INTRODUCTION

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

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

4.2 ORGANISATIONAL STRUCTURE OF THE DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION

It is important to discuss the organisational structure of the DPSA because it allows the reader to understand the functioning of the different departments and units and the challenges they face and how they can complement each other. The DPSA is headed by the Minister of Public Service and Administration, who is the political head of the department; who is hierarchically supported by a Director-General (DG) who is the head of administration in the department. The organisational structure of the DPSA is reflected in figure 4.1 below.

Figure 4.1 depicts the organisational structure of the DPSA which comprises five branches, five chief directorates and one directorate, all reporting to the director-general. Furthermore, the directorate, chief directorates or branches are headed by a Deputy Director General (DDG). Accordingly each branch and directorate has its own DDG.As previously stated the workforce of the department consists of 421 employees as at 1 July 2010.
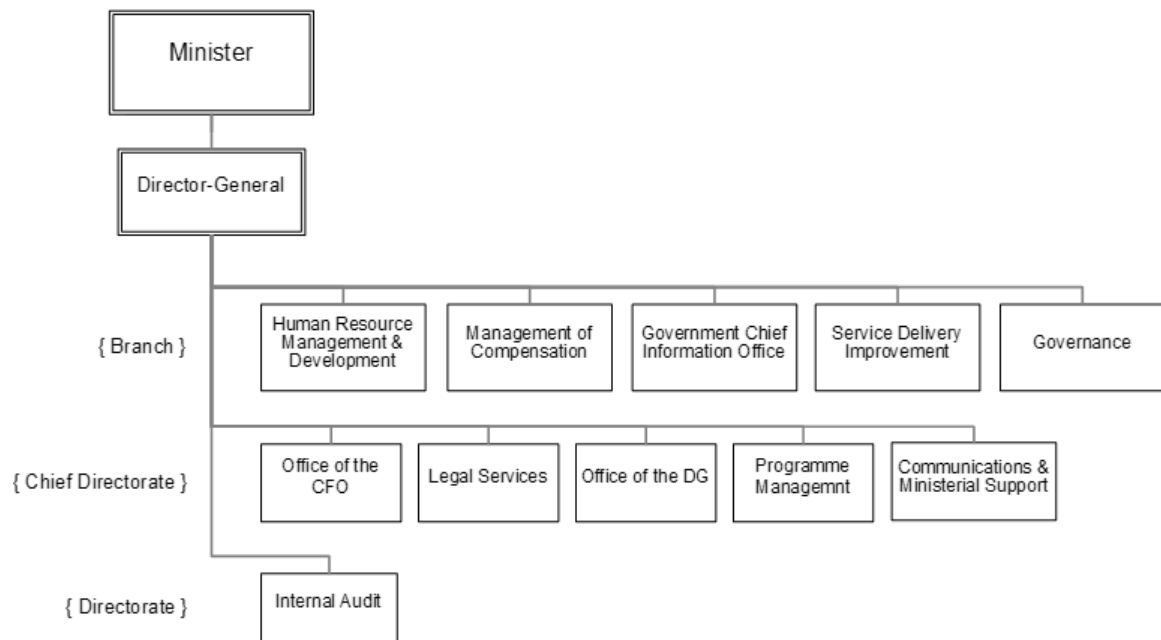
Figure 4.1 Structure of the Department of Public Service and Administration

Source: www.dpsa.gov.za: accessed on 30 October 2010

The mandate of the DPSA among others is to:

- ensure that the HR policies are supported by key stakeholders;
- consult and where necessary reach agreement on HR policy with representatives of organised labour at national level;
- ensure that the statutory framework supports the practical applications of new HR management policies;
- ensure that HR policies are aligned with transformation initiatives;
- seek to ensure that centrally-controlled systems, such as Persal are developed to support national departments and provincial administrations implementation of the new HR policies and

- assist national departments and provincial administrations to implement the new HR policies by providing guidance and in conjunction with training suppliers and help to develop capacity (DPSA,2008).

Table 4.1 represents the sample size per post level in the DPSA. As indicated in the table there were no respondents for post level 2 to 5. For post level 11 only 4,3% of respondents completed the questionnaires and for post level 13 only 2,1% of the respondents completed the questionnaires. This has a bearing on the results of the sample. However, with other post levels (6, 7, 8, 10, 12 and 14) the required sample has been obtained.

Table 4.1 Department of Public Service and Administration Sample Size Table

Questionnaire per post level	N 'Population'	%	n 'Sample'	%	Required sample from 47	%
Post level 6=10	65	20,8%	10	21,3%	10	20,8%
Post level 7= 8	31	9,9%	8	17,0%	5	9,9%
Post level 8=3	21	6,7%	4	8,5%	3	6,7%
Post level 10=7	31	9,9%	8	17,0%	5	9,9%
Post level 11=2	38	12,1%	2	4,3%	6	12,1%
Post level 12 =8	47	15,0%	8	17,0%	7	15,0%
Post level 13=1	56	17,9%	1	2,1%	8	17,9%
Post level 14=5	24	7,7%	6	12,8%	4	7,7%
	313		47		47	

Source: Compiled by the researcher, RP Motsoeneng, 2011

4.3 THE RECRUITMENT PROCESS IN THE DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION

Now that the organisational view has been discussed, it is essential to focus on the recruitment process in the DPSA. The structure allows the DPSA to ensure effective operationalisation of the public service. This section focuses on recruitment processes in this institution. It deals with the role of the HR section in the DPSA and its capacity to function effectively including HR planning, advertising, internal recruitment and the selection policy and its application thereof.

Figure 4.2 illustrates opinions of respondents on whether the HR section plays a vital role in recruitment and selection. This figure depicts that an overwhelming 72,3% of respondents agree that HR plays a vital role in recruitment and selection of candidates, while 27,7% do not. It can thus be deduced that the HR section in the DPSA plays an influential role in the recruitment and selection of candidates.

Furthermore, it means the HR section fulfils its functions to assist managers and the DPSA to get its work done. It also means that employees recognise the important function that the HR plays in the DPSA. The HR section is seen as crucial to the success of the department and that of other government institutions. Respondents recognise that functions of the HR section goes beyond assisting with internal operations of the department but overlap by assisting the DPSA to fulfil its overall mandate of developing HR in the public service.
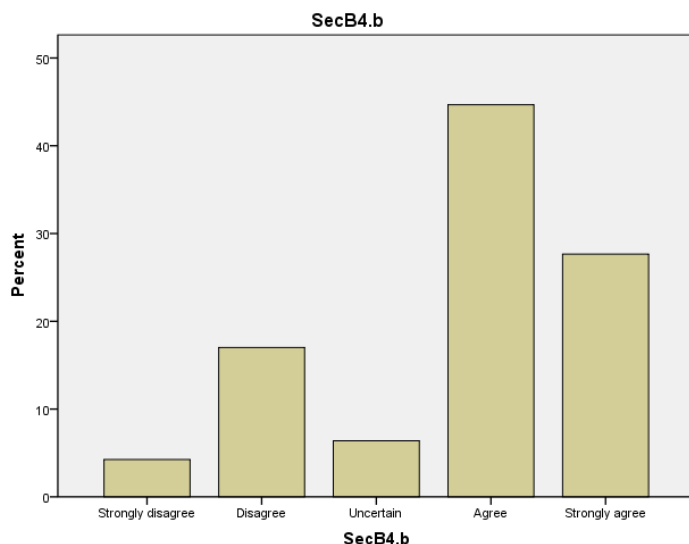
Figure 4.2: Role of human resource section in recruitment and selection

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.3 represents opinions of respondents on whether the HR section has sufficient capacity to discharge its functions effectively. This figure also indicates that 70,2% of the respondents disagree that the HR section has sufficient capacity to discharge its functions effectively.

In contrast, only 29,8% agree that the HR section has enough capacity to discharge its functions effectively. It means that 70,2% of respondents (the majority) do not have confidence that the HR section executes its functions effectively because it lacks sufficient capacity. It is obvious that HR capacity has an influence on the DPSA's effectiveness and its lack of capacity is clearly indicated by high vacancy rate of 100 vacant posts. It also means the HR section needs to be sufficiently resourced.
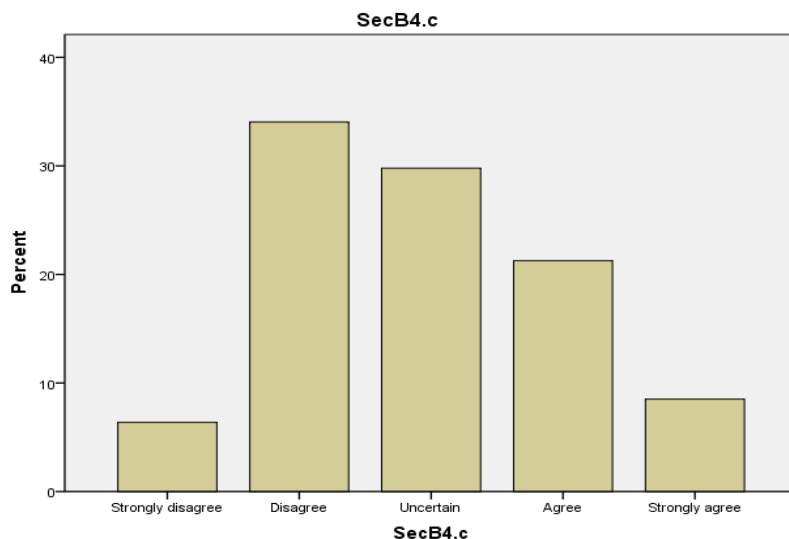
Figure 4.3: Capacity of human resource section to discharge its functions

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.4 illustrates opinions of respondents on whether the HR section has clear internal policies and procedures on recruitment and selection. More than 78,7% of respondents agree that there are clear internal procedures on recruitment and selection, while 21,3% disagree. It means that employees are aware of internal policies and procedures and how recruitment should be conducted. However, it does not mean that they agree with the adherence thereof, which is portrayed in figure 4.5.

Figure 4.4 Internal policies on recruitment and selection of the human resource section

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.5 depicts views of respondents on whether the DPSA adheres to internal recruitment policies and procedures. The previous figure 4.4 indicated that the majority of respondents are aware of internal policies and procedures, Figure 4.5 indicates adherence to those policies. It shows that 63,8% of the respondents indicate that the DPSA does not adhere to these policies and procedures, while 36,2% is of the opinion that it does. These results confirm the view by Robbins and Decenzo (2001:184) that adherence to policies, practices and procedures are critical in ensuring that institutions recruit and select competent and qualified candidates. Thus, failure to adhere to such policies as indicated by results means that the most qualified employees are not in the right positions. This fact would negatively affect the DPSA's performance. It would in turn, have an adverse effect on service delivery because incompetent people are in the critical positions of authority and yet they cannot perform.
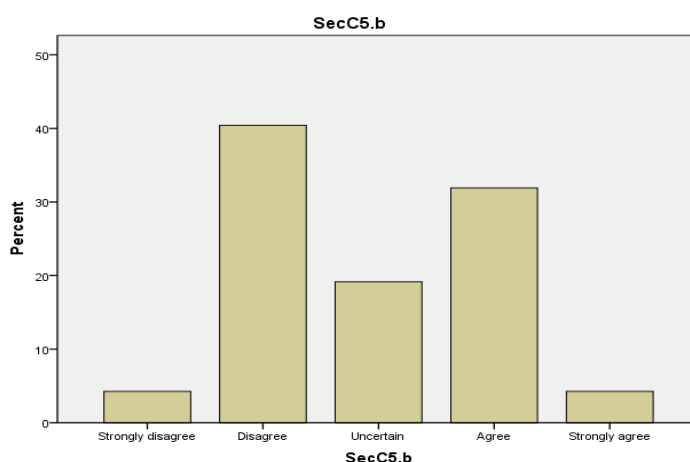
Figure 4.5: Adherence of the Department of Public Service and Administration to internal recruitment and selection policies
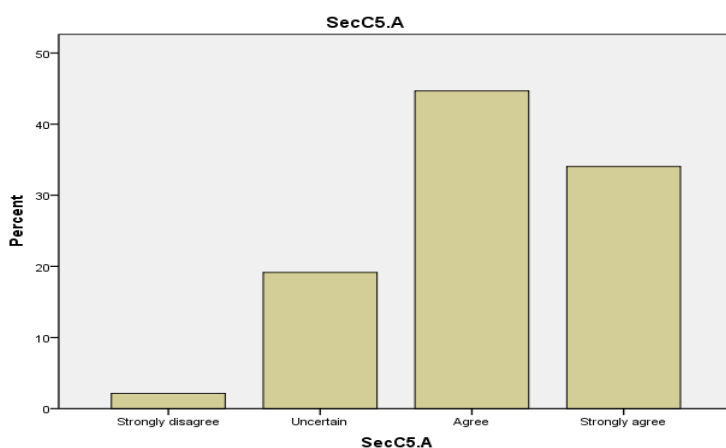
Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.6 portrays the views of respondents on whether the recruitment process is monitored to ensure fairness and transparency. A convincing 66% of respondents disagree with the statement that there is monitoring of the recruitment process. However, 34% agree that there is monitoring of the

recruitment process. The results suggest that there is a lack of adequate systems to monitor the recruitment process.

The result is supported by Morrison (2006:379) who states that officials should be appointed on the basis of their competence and qualifications. Such characteristics is intended to ensure that selection criteria is relevant to objectives and goals of the institution, and that the selection process would be relatively free from external influences such social and political affiliations, which should be viewed as insulting the integrity of the institution. Weber *in* Morrison (2006:379) views external influences as a problem to be managed by appropriate recruitment criteria and control mechanisms. He also argues that the principle of transparency and fairness should underpin the development and implementation of recruitment in the public service.
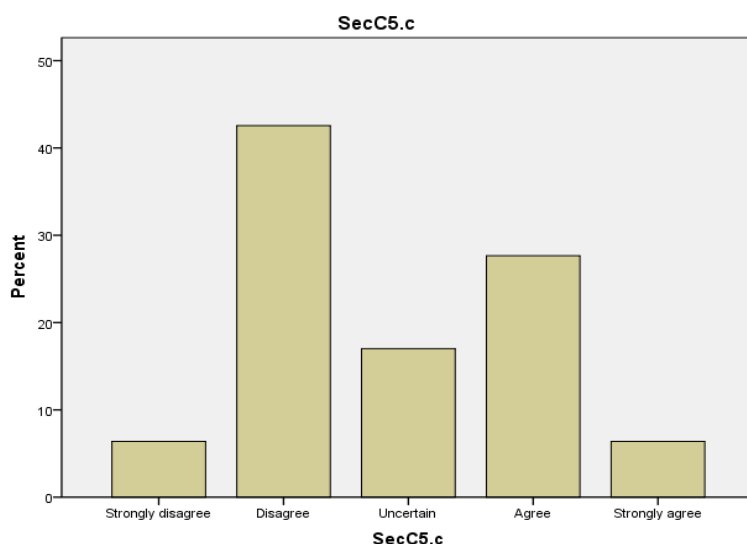
Figure 4.6: Fairness and transparency

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.7 depicts opinions of respondents on HR planning. It demonstrates that 78,8% of the respondents are not certain whether there is planning before the recruitment process gets underway, while 21,2% indicate that there is no proper planning. The result indicates that there is no proper planning because employees should have known if there was any planning taking place. According to the Public Service Regulations of 2001, HR planning should precede any recruitment action in the public service. Among other things, it

involves forecasting the institution's HR needs, job analysis, and budgeting for relevant posts (Erasmus et al 2005:221).

Scott *in* Masete (2006:63) argues that according to the rational system an institution is viewed as a structure that should be formalised by formulating rules that governs behaviour and these rules should be precise and explicit. Roles and role relations should be prescribed independently of personnel traits and attributes of the person occupying a position in a structure. The advocates of this school of thought view formalisation as a way of standardising and regulating behaviour in an attempt to make the structure of relationships among a set of roles and the principles that govern behaviour in the system more explicit and visible. Such an institutional structure is viewed as a means or instrument that could be modified whenever it is necessary in order to improve performance.

Masete (2006:63) argues that the formalisation of structures creates room for processes of succession, where there is the movement of individuals in and out of offices, which could be routinised and regularised so that one appropriately trained person could replace another with minimal disturbances to the functioning of the institution.

This view of formalisation of rules suggests that the DPSA should follow a formalised structure governed by rules and this structure should create opportunities for succession planning where employees move in and out of offices. An employee should be replaced by a competent employee, which should take place with minimal disturbances to the functioning of the institution.
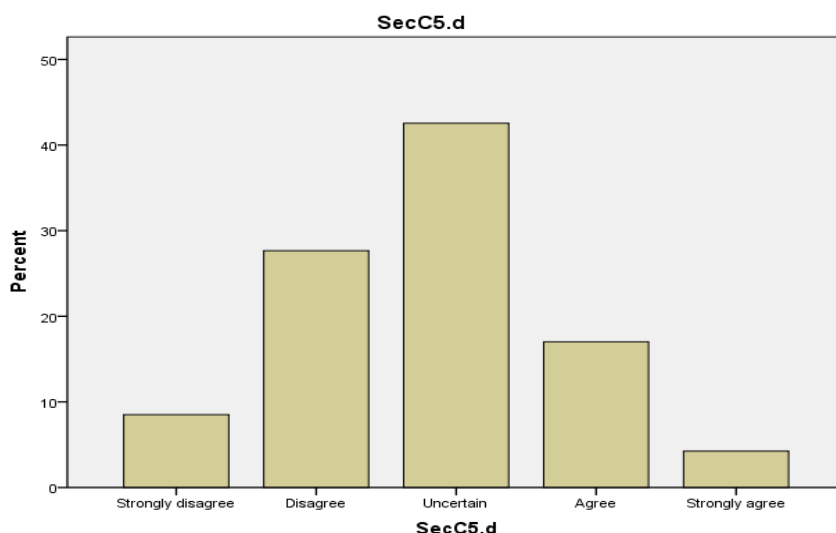
Figure 4.7: Human Resource planning

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.8 illustrates opinions of respondents on whether skills and competencies are considered before a post is advertised. 72,4% of respondents disagree that skills and competencies are considered before a post is advertised, while 27,6% agree. The results suggest that in the majority of cases skills and competencies are not considered before a post is advertised as required by Section 11(2b) of the *Public Service Act 103 of 1994* and the DPSA's internal recruitment policies which stipulate that skills and competencies need to be considered when advertising a post.

This is supported by Du Preez (2009:88) who argues that it is important that advertisements set out the requirements to be met by applicants. It will enable applicants to do self selection when they compare their candidature to what is required. It will assist in cutting down on the submission by non-qualifying applicants. The content of advertisements ultimately represents the selection criteria applicable to the filling of the post. It therefore stand to reason that the better the effort that goes into the content of an advertisement, the easier subsequent process will be and the better the quality of the outcome.
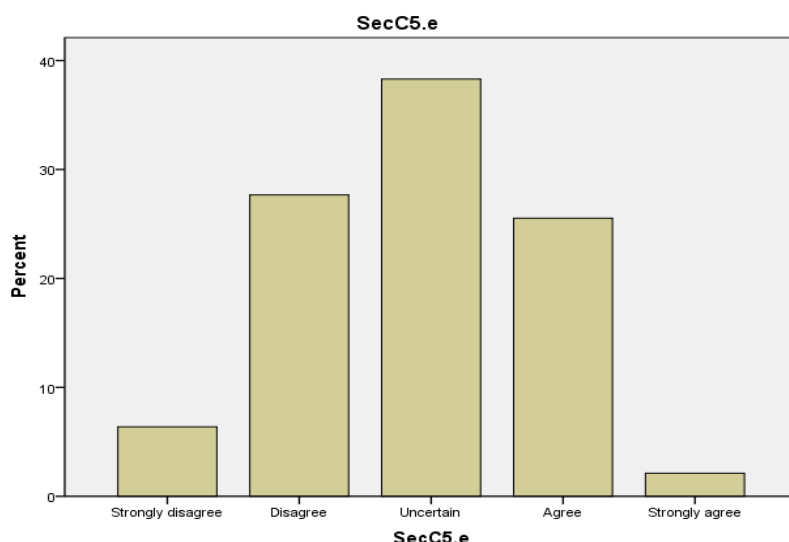
Figure 4.8: Consideration to skills and competencies before a post is advertised

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.9 represents views of respondents on advertising methods in the DPSA that is whether job advertisements should specify inherent requirements of the job, title and core functions. This is in accordance with the regulation as prescribed by the *Public Service Act 103 of 1994*. The results show that 76,1% of respondents agree that advertisements should specify inherent requirements of the post and core functions while 23,9% disagree. This is supported by Erasmus *et al* (2005:221–225) who claims that a job description and job specification should be the point of departure for all recruitment activities, and it is thus essential that the job description should provide an accurate reflection of job activities. The job description will enable the public service recruiter to determine the exact nature of the vacant job (i.e. the purpose, duties, responsibilities and position of the relevant job in the institutional structure).

The job specification helps the recruiter to profile the required job holder, according to the necessary experience, qualifications, and motivation and communication skills. Problems arise when a job description and a job specification have not been compiled and when job content has not been

updated. The writing of a job description and specification is often a cumbersome process which is often neglected in public service institutions. The recruiter should however, ensure that the correct job information is obtained. This is a positive result for the DPSA because it indicates that employees are aware of government regulations.
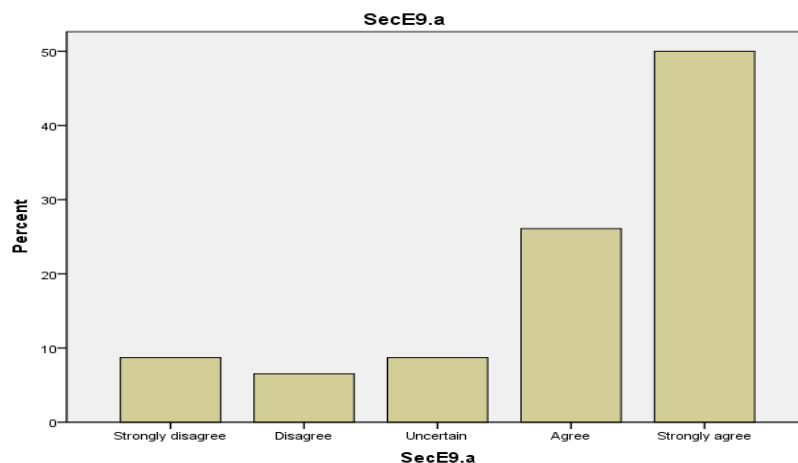
Figure 4.9: Advertising to include inherent requirements of the post
Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.10 illustrates the views of respondents on whether the recruitment process should focus externally. 67,4% of respondents indicate that the recruitment process should be focused externally, while 32,6% disagree. It shows that respondents are convinced that recruiting externally is the best method and will eventually benefit the DPSA. Among the potential advantages of an external recruiting orientation are:

- It allows the DPSA to select from the best candidates externally.
- It allows for diverse appointments, which will promote diversity management and a public service that represents the demographics of South African population.
- Bringing individuals from outside can expose the institution to new ideas or innovations.

- Bringing candidates from outside may eliminate the need to upset a well functioning organisational hierarchy.

- Recruiting candidates from outside may allow the organisation to progress more rapidly towards meeting affirmative action goals and

- Bringing in outsiders can signal to current employees that things are changing.

On the contrary, internal recruiting could mean that internal staff members have the opportunity to be considered. It could boost the morale of employees because it shows management's interest in their wellbeing and corporate advancement. They would know that they have opportunities in the institution.
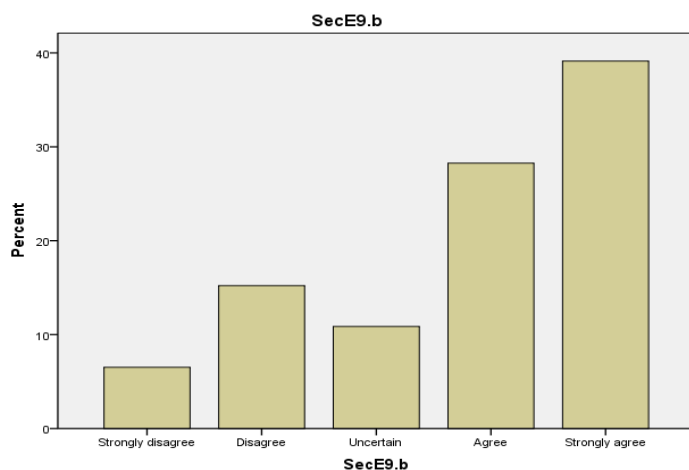
Figure 4.10: External recruitment

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.11 indicates the opinion and views of respondents on whether the recruitment process should focus internally. The results illustrate that 63% of the respondents agree that recruitment should focus internally, while 37% disagree. It indicates that the majority of respondents support the notion that recruitment should start within the institution before it is extended to candidates outside the institution. There are relative advantages and disadvantages to both recruitment orientations. Among commonly cited potential advantages of internal recruitment are:

- It is easier to evaluate the qualifications of internal candidates because considerably more information is available on internal candidates than on external candidates, therefore leading to better hiring results.
- Vacancies can be filled more quickly.
- It is less expensive to recruit internally.
- Internal candidates are more familiar with internal systems – less training, thus less time to become effective and
- Internal recruitment through promotion of deserving individuals can motivate other employees by convincing them that hard work is rewarded.

On the contrary, skills, expertise, knowledge and creative and innovative ideas that could be brought from outside are lost to the institution.
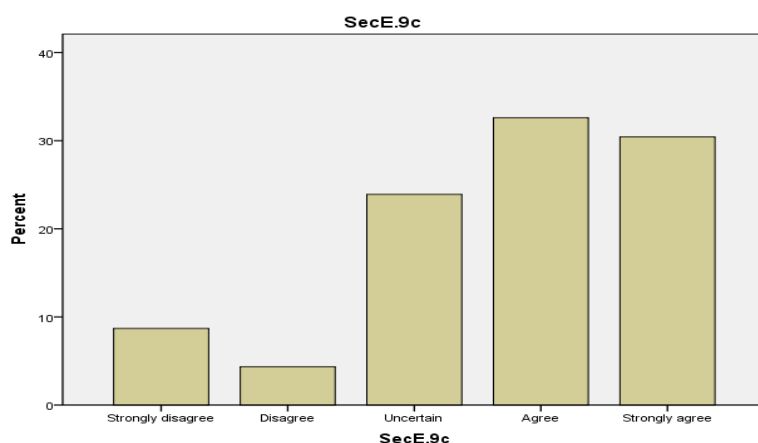
Figure 4.11: Internal recruitment

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.12 depicts views of respondents on whether advertisements should cater for employment equity. It is evident that 68,9% agree that employment equity should be considered when advertising posts, while 31,1% disagree. The results indicate that opportunities are afforded to the entire diverse workforce, which is in accordance with the *Public Service Act 103 of 1994*.
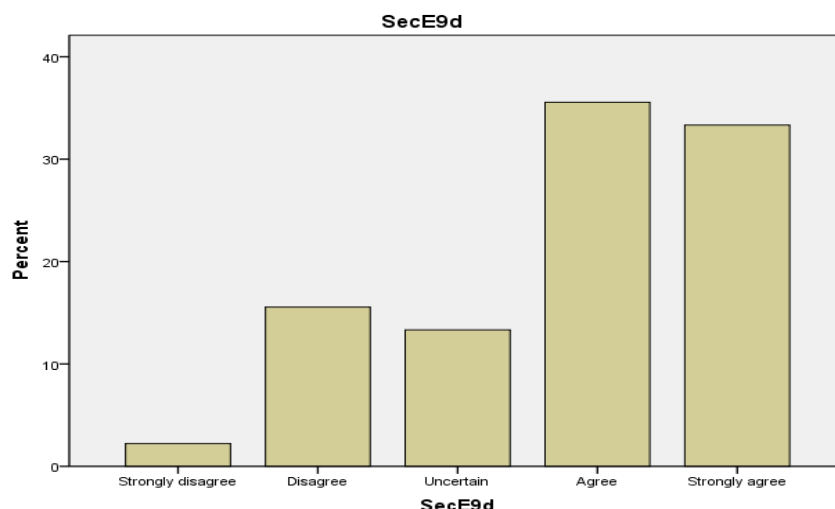
Figure 4.12: Employment equity

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.13 represents views of respondents on whether the relevant manager is assisted by the HR officer to draft the advertisements for posts to be advertised. 80,4% of respondents agree that the relevant manager is assisted by the HR officer to draft advertisements as prescribed by the internal recruitment policy, while 19,6% disagree. This is a positive result for the DPSA because it indicates that it is committed to follow the right procedure when drafting advertisements. According to the DPSA internal recruitment policy the relevant manager, with the assistance of the HR official should draft the job advertisement. Thereafter it is sent to the Deputy-Director: People Management Department to be advertised in national news publications (DPSA 2008:6).
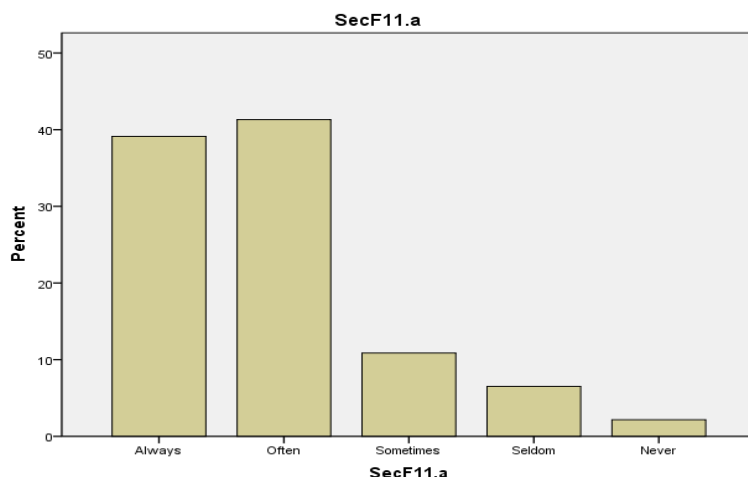
Figure 4.13: Drafting of advertisements

Source: Compiled by the researcher, RP Motsoeneng, 2011

From the above discussion the following deductions can be made. The HR section plays a crucial role in the recruitment processes, but lacks the capacity to function optimally because of the high vacancy rate and a lack of competent employees. The DPSA has a well drafted recruitment and selection policy; however its implementation lacks consistency, fairness and transparency. These have a bearing on its ability to recruit competent and qualified candidates as prescribed by Section 11(2b) of the *Public Service Act 103 of 1994.*

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

Recruitment processes in the DPSA comply with the prescripts of the *Employment Equity Act 55 of 1998* because their advertisements promote the employment of candidates that reflects the demographics of the South African population and the relevant managers are involved in the drafting of advertisements for posts as prescribed by Section 7.2 of the DPSA's internal recruitment and selection policy (DPSA 2008:6).

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

4.4 SELECTION PROCESS IN THE DPSA

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

Figure 4.14 represents the frequency with which formal academic qualifications are considered when selecting candidates. The respondents have rated the frequency with which formal qualifications are considered with a convincing 85% of respondents indicating that academic qualifications are considered and a mere 15% indicating that academic qualifications are not considered when selecting candidates.

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

Fayol *in* Pugh (2000:144) argues that perfect order could be attainable where the place was suitable for the employee and the employee for the place.

Social order presupposes the successful execution of the two most difficult managerial activities, namely good institution and good selection. The successful execution of managerial duties also involves appointing qualified candidates in the right positions. In addition, social order demands precise knowledge of the human requirements and resources of the concern and a constant balance between these requirements and resources
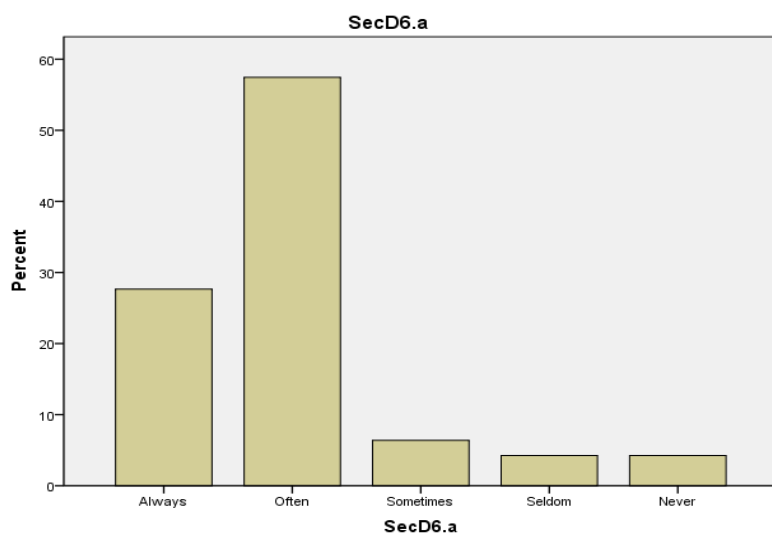
Figure 4.14: Consideration of formal qualifications when selecting candidates

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.15 represents opinions of respondents on the frequency with which work experience takes precedence over qualifications when selecting candidates. 36,1% of respondents indicate that experience takes precedence over qualifications, while 63,9% of respondents suggest that qualifications precedes experience. It means that among other factors (i.e. experience, knowledge and skills), qualifications are also considered when selecting candidates.

Figure 4.15: Precedence of experience over qualifications

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.16 represents opinions of respondents on whether curriculum vitae, references and qualifications are checked thoroughly before appointing a candidate. 57,5% of respondents indicated that reference checks are not taking place regularly, while 42,5% suggest that reference checks are done regularly. According to Boyle (2010:4) the cabinet sent out a directive in 2002 in which it was stated that reference checks should be done on each and every candidate shortlisted or appointed in the public service before they assume their duties. The Public Service Commission (PSC) (Republic of South Africa 2009:67) revealed that background checks are not properly performed when appointing candidates. The results show a serious contravention of the cabinet directive and the DPSA's internal recruitment policies and it also means the right people are not in the right positions and as a result service delivery is compromised.

Figure 4.16: Reference and qualification checks

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.17 represents the opinions of respondents on whether candidates are selected on the basis of their qualifications and competency. 70,2% of respondents indicate that the selection of candidates is not based on competency and qualifications, while a mere 29,8% of respondents agree that selection is based on competency and qualifications. It is a clear indication that internal recruitment policies and prescripts of section 11(2b) of the *Public Service Act 103 of 1994*, read with section 20 (3) of the *Employment Equity Act 55 of 1998* are not adhered to, which stipulate that all persons who apply and qualify for appointment shall be considered. The evaluation, including the selection of applicants shall be based on the training, skills, competence, formal qualifications, recognition of prior learning and relevant experience within a reasonable time to do the job, coupled with the need to redress historical imbalances (pertaining to race, gender and disability).According Kgosana (2008:2) thousands of employees could sitting with qualification that are suspect. These findings have profound implications. It means that public officials may have joined the public service and worked for two years before it could be established whether he or she has authentic qualifications or not.

The *Employment Equity Act 55 of 1998* prescribes the drawing up of employment equity plans, which must include numerical goals to achieve equitable representation of suitably qualified employees from disadvantaged groups. The selection process is designed to accommodate these imperatives.

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

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

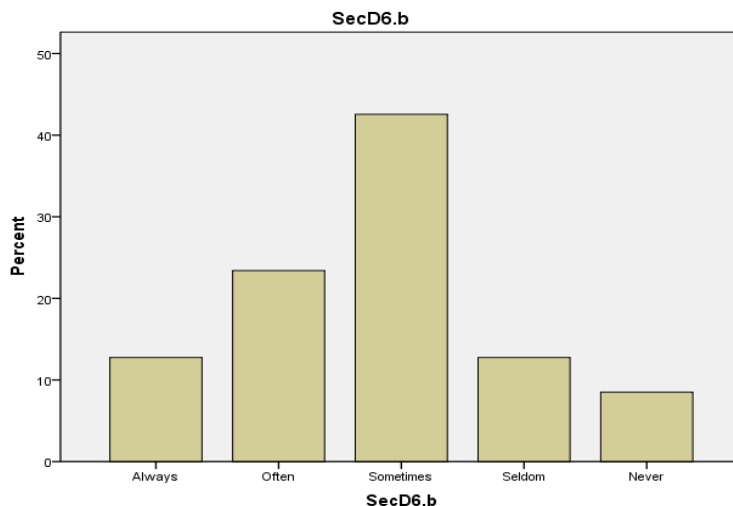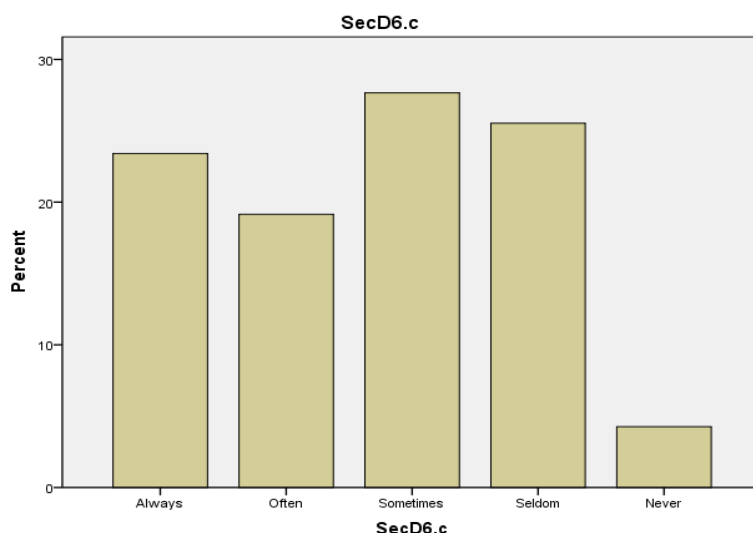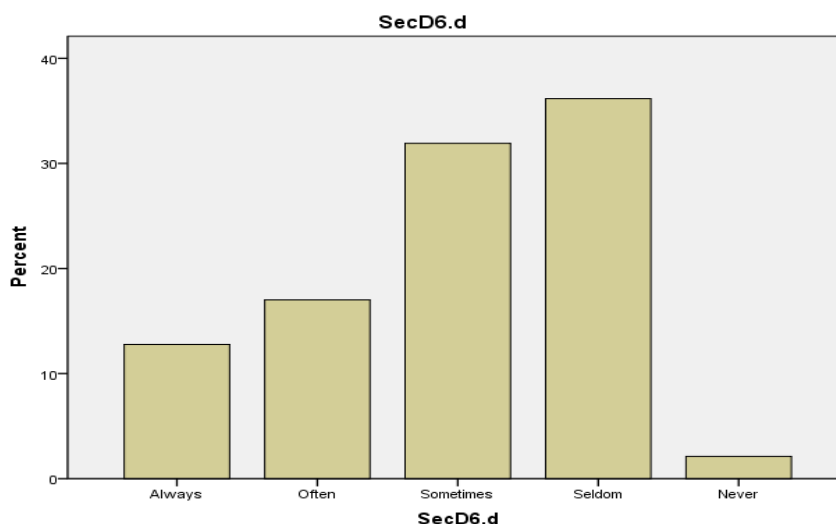**Figure 4.17: Competency and qualifications**

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.18 represents opinions of respondents on whether the selection panel would recommend the appointment of candidates who are better qualified than them. 83% of respondents indicated that it is seldom that candidates who are better qualified than members of the selection panel would be recommended for appointment, while 17% of respondents suggest that the selection panel would consider candidates less qualified than they are for appointment. This is a clear indication of a transgression of the *Public Service Act 103 of 1994*; section 112(b), which clearly stipulates that all persons who apply and qualify for the appointment concerned shall be considered. It states that the evaluation of persons shall be based on training, skills, competence and knowledge despite whether they are better qualified than members of the selection panel. The results indicate the panel's lack of knowledge of HR policies and fear of being less qualified than their prospective subordinates. It indicates the panel's preference of appointing less qualified candidates rather than better qualified. Such action clearly shows the panel's lack of concern for the DPSA's performance and productivity, which would influence the quality of service delivery. This is

supported by Pearson (1991:77) who states that managers are inclined to appoint candidates who resemble them.
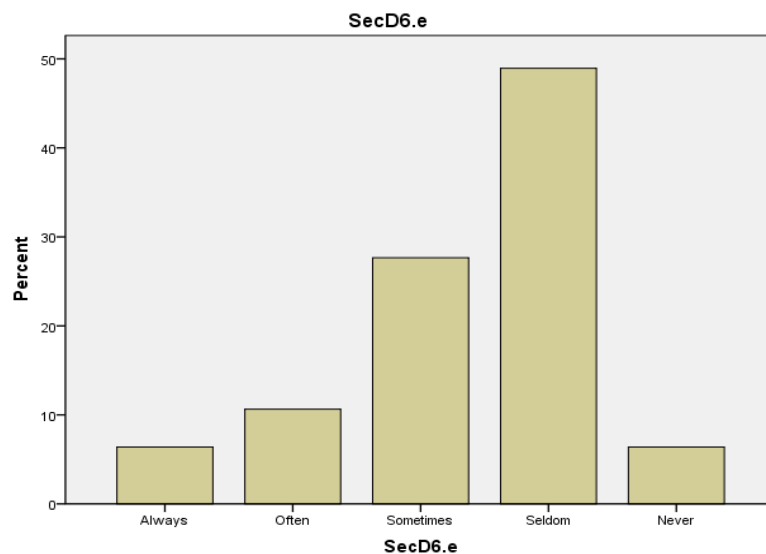
Figure 4.18: Recommendation of candidates more qualified than selection panel members

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.19 represents opinions of respondents on whether irregularities regarding the selection of candidates can be freely reported without fear of victimisation. The result indicates that 82,6% of respondents articulate the view that employees do not report irregularities for fear of victimisation while 17,4% suggest that employees always report irregularities. The results show that there is a lack of support mechanisms to assist employees who would report on irregularities (i.e. no protection is afforded to whistle blowers as stipulated by the *Protected Disclosures Act 26 of 2000*. It appears from the results that employees choose to remain silent. It affects service delivery because employees are not motivated to express their dissatisfaction and are thus prevented from performing at their best. It undermines the efforts of government to promote good governance and also the principle of fairness as enshrined in the Constitution of the Republic of South Africa, 1996, section 195(i).
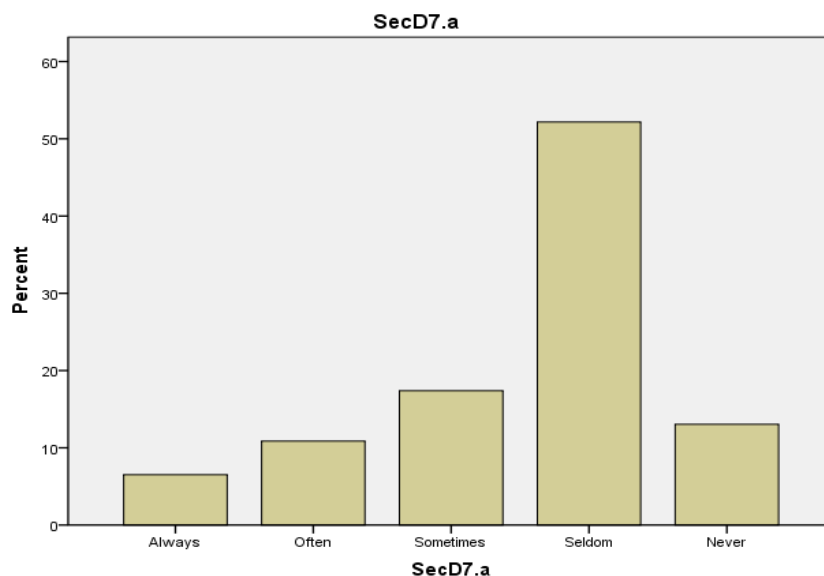
Figure 4.19: Reporting irregularities

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.20 illustrates opinions of respondents on whether cases of irregularities are reported to management. The results show that 87% of respondents indicate that cases of irregularities are not reported to management because the environment is not conducive for employees to come out freely with information that might implicate their seniors, while 13% indicate that cases are reported. This concurs with previous results in figure 4.19 which indicate that employees fear victimisation, so they do not report cases of irregularities. The results indicate a lack of commitment on the part of management to deal with corruption. *The Prevention of Corruption Act 12 of 2004* places the responsibility on incumbents holding positions of authority to report corrupt activities and any other person with knowledge of such activities to investigate and report such matters.
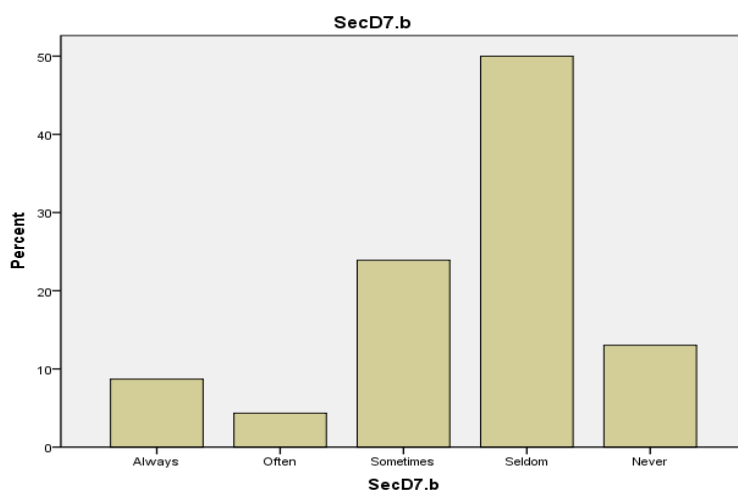
Figure 4.20: Reporting cases of irregularities to management

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.21 depicts opinions of respondents on whether management takes disciplinary action against those suspected of irregularities during the selection process. The results show that 87% of the respondents indicate that management is reluctant to take disciplinary action against those who are alleged to have committed corruption. It shows that there is a lack of commitment and willingness from management to deal with nepotism and discipline those who are guilty. A mere 13% of respondents indicate that management does take disciplinary action against transgressors. It shows that employees do not have confidence in management in dealing with corruption and nepotism. This is supported by the Public Service Commission (Republic of South Africa 2009:46), which reveals that a number of accountability mechanisms are in place. These include performance management and development systems, annual reporting processes and internal and external auditing requirements, but the effectiveness with which these mechanisms are implemented remains questionable. More worrying is that no sanctions are imposed for non-compliance. The gaps continue to exist in the accountability regime of the public service thus posing critical risks for government.
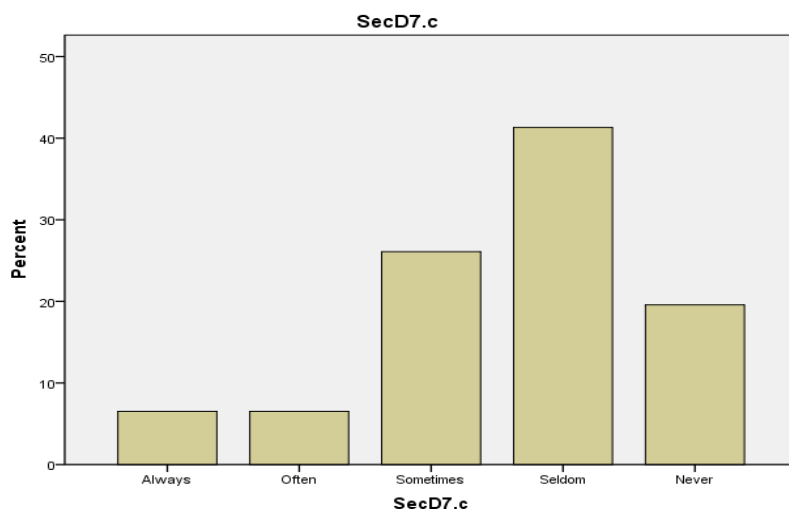
Figure 4.21: Management takes disciplinary action

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.22 illustrates opinions of respondents on their involvement in the selection process, with 78,3% of respondents indicating that they are not involved in the selection process, while 21,7% indicate that they are involved in the selection process. It indicates inconsistencies with involving employees in the selection process. The internal recruitment and selection policy requires that relevant managers be involved in the recruitment process. Lack of managers' involvement in this process is an indication that they are excluded from the selection process. Therefore, it can de deduced that managers are not regularly consulted, which highlights flaws in the selection process. This is underscored by Van der Westhuizen (2005:120) who argues that the selection panel should be representative of all management and must also reflect gender and race in that particular institution. If not, it might create doubts about the choice of candidates that will be selected by the panel. Employees will perceive the selection panel as leaning more towards their own choices of candidates. This argument is supported by the Public Service Commission (Republic of South Africa 2009:57) that reveals that selection committees are not sufficiently representative and members are not prepared or empowered for their roles.
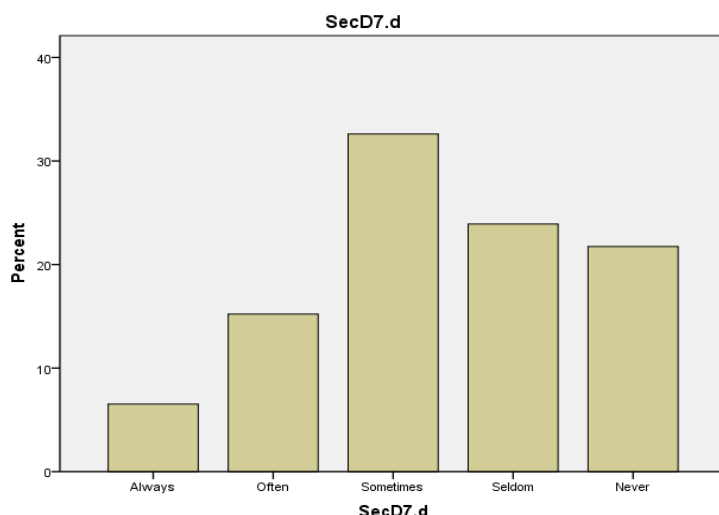
Figure 4.22: Involvement of relevant managers in the selection process
Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.23 represents the views and experiences of respondents on whether the DPSA is fulfilling its mandate to implement and develop HR policy. The results show that 65,2% of respondents indicate that the DPSA is not fulfilling its mandate of implementing HR policy. In contrast 34,8% of respondents agree that the DPSA is fulfilling its mandate to develop and implement HR policy. It means that the DPSA has to increase its capacity to allow it to discharge its function of developing and implementing HR policy. The PSC report (Republic of South Africa 2010:70) reveals deficiencies in the recruitment process in the public service and these deficiencies have a negative impact on the credibility of the recruitment process. The DPSA, PSC and the Public Administration Leadership and Management Academy (PALAMA)   have all taken steps to improve the quality of recruitment in the public service. The steps include the following:

- The PSC developed a toolkit on recruitment and selection with the aim to assist departments in managing generic activities with regard to recruitment and selection in order to avoid errors resulting from not properly implementing the recruitment process.

- The DPSA commissioned research into recruitment and selection of best practices in 2000 and one of the recommendations was that competency based recruitment and selection should be adopted.

- The DPSA also introduced senior management service (SMS) in 2001, its main purpose being to improve the quality of recruitment and selection decisions, including a modern recruitment and selection process based on a competency framework.

- The DPSA also issued a middle management competency framework, with the aim of promoting competency based recruitment and selection

Despite these initiatives many departments are unable to effectively implement processes and procedures. This raises serious challenges for the DPSA. Perhaps the DPSA needs to interrogate its role and how it can best assist departments to effectively implement recruitment and selection policies.
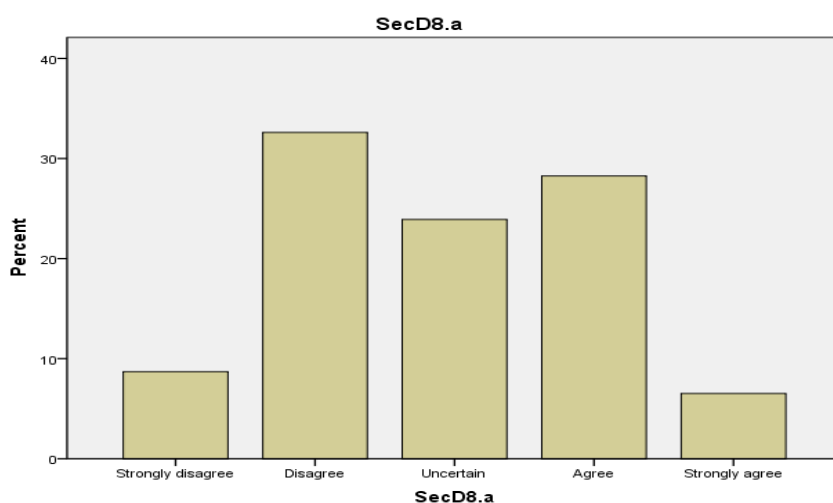
Figure 4.23: Department of Public Services and Administration fulfilling mandate to develop and implement HR policy

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.24 illustrates opinions of respondents on whether the DPSA is committed to developing and assisting other government departments in developing HR policy. The DPSA is at the centre of HR policy in government. According to the White Paper on Human Resource Management of 1998 (Republic of South Africa 1998:10) the DPSA, in conjunction with key

stakeholders such as the PALAMA should assist government departments and administrations to develop capacity-building programmes. A number of interventions were introduced which include the generic organisational structure and post establishment model for HRM components and a competency framework for improving HRM functions. As shown by figure 4.23, despite interventions introduced, the DPSA is still lagging behind in terms of achieving its objectives. This is consistent with the results of figure 4.24, which indicate that 56,5% of respondents suggest that the DPSA has not shown serious commitment in developing and assisting other government departments in designing programmes. Only 43,5% of respondents agree that the DPSA has shown some commitment with assisting other government departments in designing HR programmes. The above result is a clear indication of how far the DPSA has moved towards achieving the stated objective.
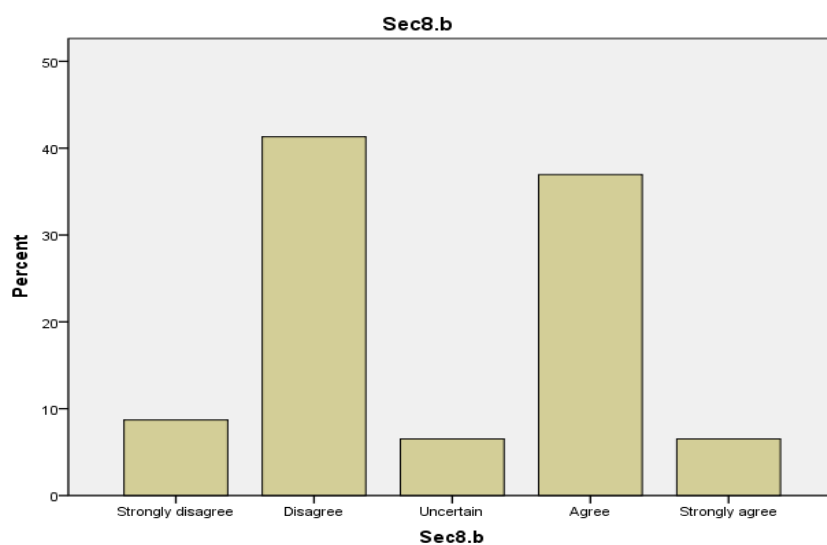
Figure 4.24: Commitment of Department of Public Service and Administration to develop and assist other government departments
Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.25 depicts views and opinions of respondents on whether the DPSA has the capacity to discharge its functions effectively. The results show that 73,9% of the respondents indicate that the DPSA does not have sufficient

capacity to discharge its functions effectively, while 26,1% agree that the DPSA has sufficient capacity. A lack of capacity as indicated by the results could be attributed to amongst others the lack of commitment from management and lack of fairness and transparency with regard to recruitment processes in the DPSA. The high vacancy rate (100 vacancies) in the HR section is evidence of this (see annexure B). It means that current employees would be overloaded with extra work and also, due to vacant positions and those that are filled by incompetent candidates who cannot perform. In addition, insufficient capacity in the DPSA could be attributed to, as previously stated management's reluctance to appoint candidates who are better qualified and more competent than them because they fear that these candidates will take over their positions. A lack of capacity could also be attributed to the fact that a majority of candidates are not appointed on the basis of their qualifications and competency (as indicated in figure 4.18).
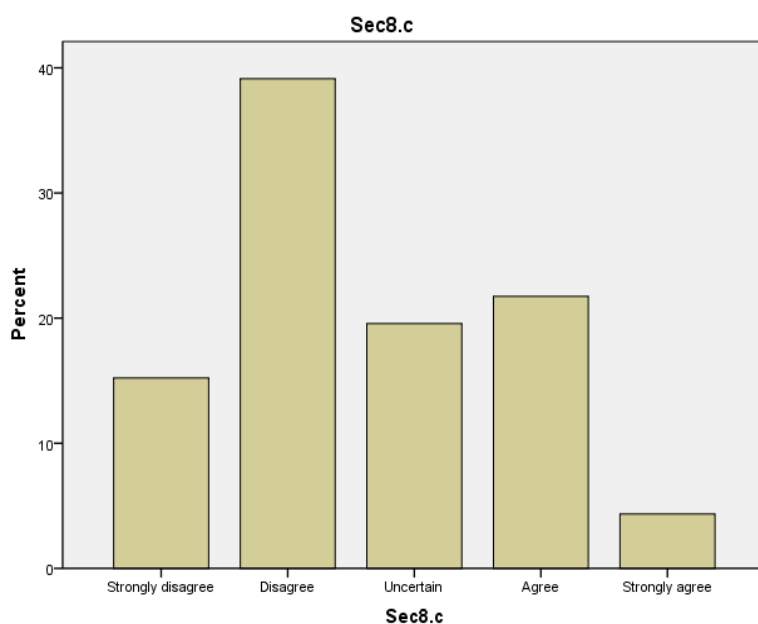
Figure 4.25: Capacity of Department of Public Service and Administration to discharge its functions effectively

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.26 indicates opinions and views of respondents on whether the relevant manager shortlists applicants for interviews. 84,8% of respondents indicate that the relevant manager under which a post is advertised is

involved in the shortlisting of applicants for a post, while 15,2% do not agree. It is crucial to have the relevant manager under whose establishment a post is advertised involved because he or she knows exactly what skills and knowledge he or she is looking for. The relevant manager should be involved because he or she knows what personality he or she is looking for that will harmonise with the DPSA's culture. However, it is critical to have other stakeholders involved to ensure impartiality of the process; these will include union representatives and an HR official. The relevant manager also needs assistance from the HR section, particularly regarding requirements of the government regulations, including the *Labour Relations Act 66 of 1995*, the *Employment Equity Act 55 of 1998* and the *Public Service Act 103 of 1994*, regarding the inherent requirements of the job.
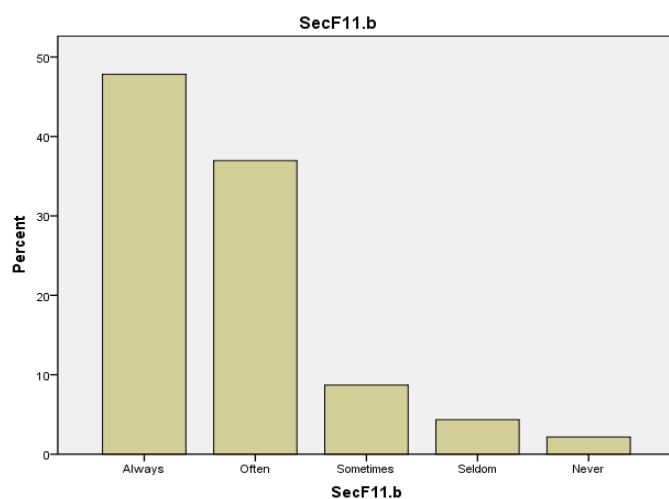
Figure 4.26: Shortlisting of applicants for interviews

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.27 represents the views of respondents on whether recommendations of the selection panel are considered by the senior management. 89,1% of the respondents indicate that recommendations of the selection committee are considered by senior management when appointing candidates, while 10,9% indicate that they are not considered. The practice that senior management considers the recommendation of the selection panel underscores the harmony that exists between internal recruitment practices

and overall HR strategy for the public service. It puts the DPSA in a good position to fulfil their mandate of developing and implementing HR policy in government.
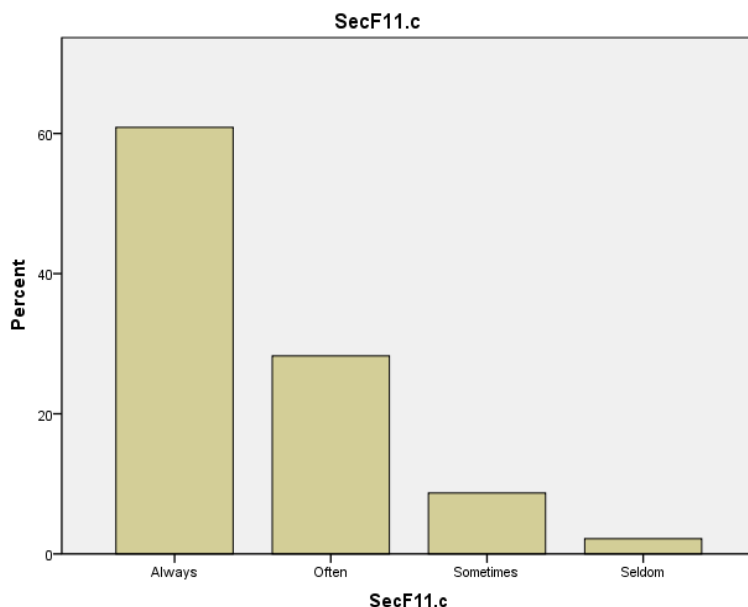
Figure 4.27: Recommendations of selection panel

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.28 represents the views and experience of the respondents on whether shortlisted candidates are requested to produce original certificates during the interview process. An overwhelming 91,1% of respondents agree that candidates should produce original certificates during the interview process, while a mere 8,9% suggest that candidates should not produce original certificates during the interview process. It indicates the commitment of the DPSA in promoting fair and transparent recruitment processes. It allows the DPSA to better monitor recruitment processes in other departments and to assist them in implementing good HR management practices as prescribed by the *Public Service Act 103 of 1994* and the *Employment Equity Act 55 of 1998*. This is in line with the DPSA internal recruitment policy which stipulates in section 12.6.2 that shortlisted candidates must be requested to submit original qualification certificates when invited to interviews and this also applies to internal candidates (DPSA 2008:18).
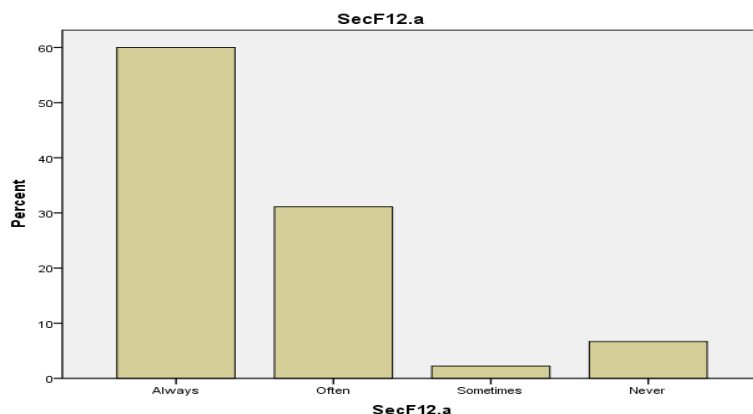
Figure 4.28: Producing original certificates during interviews

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.29 represents the views of respondents on whether qualifications are verified by the HR section. 91,3% of the respondents indicate that qualifications have to be verified by the HR section, while 8,7% of the respondents are of the opinion that it should not be verified. It is a clear indication of the commitment of the HR section to rid the DPSA of unscrupulous candidates with fake qualifications. However, it was revealed recently that 53 bogus teachers had defrauded the KwaZulu-Natal Education Department of millions of rands precisely because the Education Department did not verify the qualifications of the teachers when they were appointed. The implications go beyond financial loss to include the fact that the learning of thousands of learners who were taught by these impostors has been compromised (Ndlovu 2010:2).
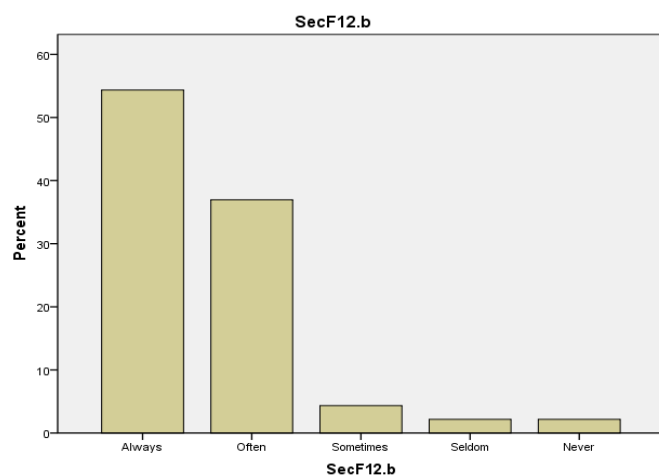
Figure 4.29: Verification of qualifications

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.30 represents views of respondents on whether reference checks of curriculum vitae are done on all candidates involved in the interview process. 73,9% of respondents support the idea that reference checks should be done on all candidates, while a mere 26,1% indicate that it should not. According to the PSC (Republic of South Africa 2009:226) only 26% of government departments start verification process on time. A situation has arisen where departments are still hiring without first ascertaining the veracity of the applicants' qualifications. These findings have profound implications for the public service. It means that an official may have joined a department and worked for at least two years before it could be established whether he or she has fraudulent qualifications or not. Of greater concern to the PSC was that 64% of government departments only verify the qualifications of new employees once the appointment has been made and the person has started working. It means that the verification process does not form part of recruitment process. It is only 18% of departments polled that verify qualifications prior to appointment, while 14% request shortlisted candidates to bring original certificates during interviews.

SecF12.c
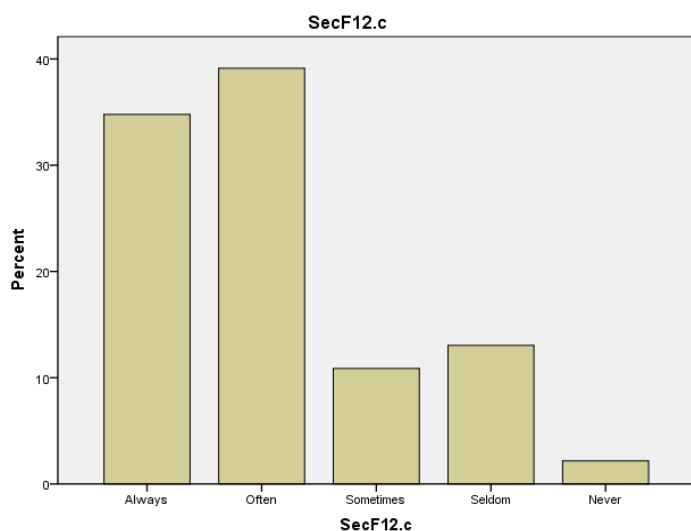
Figure 4.30: Reference checks during interviews

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.31 depicts views of the respondents on whether the selection process is done in a fair and acceptable manner. It is particularly shocking to note that 63% of the respondents suggest that the selection process is not done in a fair and acceptable manner, while 37% indicate that the selection process is done in a fair and acceptable manner. It is clear from the result that the *Public Service Act 103 of 1994* is being transgressed and that employees do not have confidence in the recruitment process at the DPSA. As stated in figure 4.22 and corroborated by Van der Westhuizen (2005:120) who argues that the selection panel has to be representative of all stakeholders, otherwise it will be perceived as leaning towards its own choice of candidate and therefore cast doubts as to the fairness of the selection process.

The recent PSC report (Republic of South Africa 2010:88) has come out in support of Van der Westhuizen's argument and views of respondents because it has revealed that selection interviews are inconsistent with the representation requirements with regard to the selection panel. On the basis of what is put forward in support of the nomination of the suitable candidate and the elimination of remaining candidates, the PSC could, more often than not, not establish how departments arrive at their decisions. The PSC report

reveals that selection committees are not sufficiently representative and members are not prepared or empowered for their roles. The selection criteria are poorly defined and do not facilitate the assessment of potential and recognition of prior learning (RPL) and to apply the merit principle. The efficiency of recruitment practices and decisions is not properly monitored.
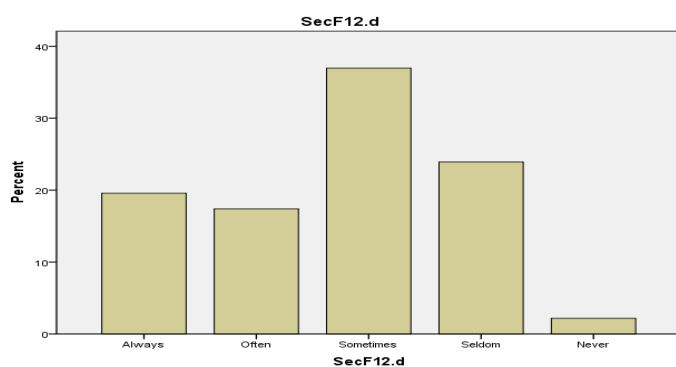
Figure 4.31: Selection process fair and acceptable

Source: Compiled by the researcher, RP Motsoeneng, 2011

Figure 4.32 represents views and opinions of respondents on whether employment equity is considered when shortlisting candidates. 82,6% of respondents indicate that employment equity should be considered when shortlisting candidates, while 17,4% indicate that employment equity should not be considered when shortlisting candidates. This result shows contravention of the *Employment Equity Act 55 of 1998*, because according to the Act the selection panel must be representative of all management and must reflect gender and race in that particular institution. For instance, if there are 60% women in management positions in the department, this must be reflected in selection panel. If not, it creates doubts about the choice of candidates that will be selected by the panel. Employees will perceive the selection panel as learning more towards its own gender and race choices of candidates.
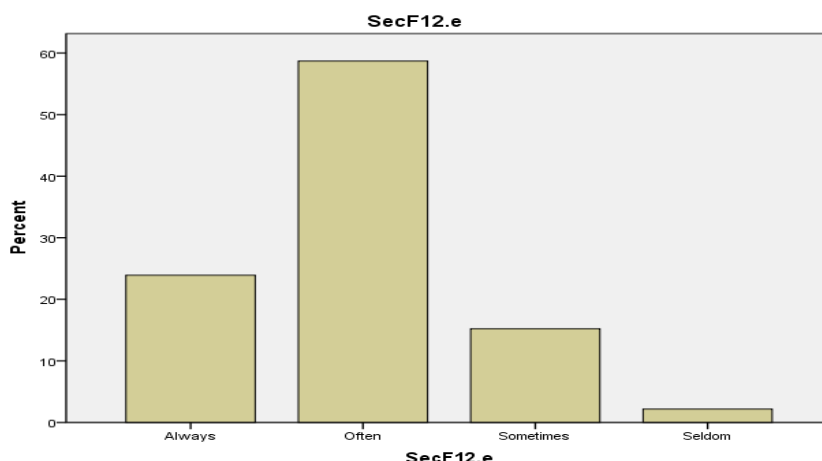
Figure 4.32: Employment equity in shortlisting

Source: Compiled by the researcher, RP Motsoeneng, 2011

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

Reference checks and verification of qualifications are not regularly performed during the shortlisting process and it compromises the quality of candidates appointed by the DPSA. According to Boyle (2010:4) reference checks should be done on each and every candidate shortlisted before they assume their duties in the public service. According to the PSC (Republic of South Africa 2009:67) background checks are not properly performed when appointing candidates. This could also mean that candidates with fake certificates can be employed without detection. This is supported by the PSC (Republic of South

Africa 2008:67) who reveals that 64% of government departments verify qualifications of newly appointed employees only after they assume their duties.

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

The prescripts of section 11 (2b) of the *Public Service Act 103 of 1994*, are not adhered to because candidates are not appointed on the basis of merit (i.e. competence and qualification). It clearly shows that the best qualified employees are not in the appropriate positions. It means less qualified and less competent candidates are selected and appointed, which adversely affects the institution`s effectiveness and productivity, which in turn affects service delivery. This is supported by Cook *in* Kahn (2005:87) who argues that competent and qualified candidates are twice as productive than less qualified candidates and that appointing less qualified candidates is costly to the institution because they are less productive (see figure 4.17). An existing lack of willingness and fear of victimisation to come to the fore with information indicates the DPSA's lack of support systems to protect whistle blowers as provided for by the *Protected Disclosures Act 26 of 2000.* There are no monitoring mechanisms to ensure fairness in the selection process at the DPSA.

4.5 CONCLUSION

The DPSA has a well functioning structure that is well organised and coordinated but the high vacancy rate in the HR section has a crippling effect on its effectiveness. In addition the DPSA has well crafted policies; however the implementation thereof is sometimes questionable. It is clear that the HR section plays a pivotal and critical role in recruitment and selection processes in the DPSA. In order to function optimally it needs to be well capacitated in terms of skills and resources. HR planning is a very important stage in the HR value chain. Errors at planning levels render the recruitment process flawed and DPSA has challenges in this regard, because skills and competencies are sometimes not taken into account when posts are advertised.

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

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

CHAPTER 5

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

Chapter 4 revealed that the DPSA has well crafted recruitment and selection policies that guide the functioning of the department. This chapter concludes the research. The findings, conclusion and recommendations are discussed under the following categories namely, HR planning, recruitment process, advertising, selection process and shortlisting.

5.2 SYNTHESIS

Chapter 1 provided a general introduction to the study. It included an introduction and background and motivation for the study (in order to provide context), the problem statement, research questions and therefore by implication the objectives of the study, as well as the significance of the study. It also covered an analysis of key concepts, the method of data collection, the sampling method, data analysis and interpretation, limitations to the study which was explained in chapter 3 and sequence of the study.

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

Chapter 3 described the research methods applied and the data collection techniques used. It further provided a brief explanation of questionnaire

design, explained different sections of the questionnaire and the targeted respondents. Moreover it described the sampling method employed in this study and limitations of the study.

Chapter 4 provided the organisational structure and discussed recruitment and selection functions of the DPSA and also provided analysis and interpretation of the results of the study. This chapter revealed that implementation of recruitment policies is not consistent with the recruitment policies of the DPSA and *Public Service Act 103 of 1994.*

Chapter 5 provided a synthesis of the study and a factual evaluation on recruitment practices and policies on the selection of most qualified and competent candidates in the DPSA. Conclusions were also drawn, based on the findings of the study.

5.3 FINDINGS

The findings of the study reveal that sufficient attention has not been given to the inclusion of critical skills before advertising for a post. It shows a lack of proper HR planning because failure to include critical skills will jeopardise the entire recruitment process. The findings further revealed that the DPSA has well drafted policies. However, the implementation thereof is not consistent with policies of the DPSA. This is in line with Scott *in* Masete (2006:66) who states that fairness and transparency should underpin the implementation of policies in the public service. The results of the study show that the DPSA complies with prescripts of the *Public Service Act 103 of 1994* and internal recruitment policy because it advertises internally and externally to attract a wider pool of candidates to select from and relevant stakeholders are involved in advertising.

The study revealed that the DPSA's selection panel is representative of both race and gender as prescribed by the *Employment Equity Act 55 of 1998.*The composition of the selection panel is composed of an HR representative, a union representative and relevant representative from the section concerned.

The results show that the selection panel seems to appoint candidates that are less qualified than the members of the panel.

The findings also revealed that the DPSA is not willing to protect whistleblowers as required by the *Protected Disclosures Act 26 of 2000* and this has a crippling effect on DPSA's ability to fight corruption and other activities of injustice.

5.4 CONCLUSIONS

The DPSA does not give proper attention to HR planning. This is evident by not determining what critical skills are necessary for the post before a post is advertised. Such errors affect the ability of the DPSA to recruit from a pool of qualified and competent candidates. Although the DPSA has a well crafted recruitment policy, the implementation remains a challenge. The DPSA complies with prescripts of the *Public Service Act 103 of 1994* and the *Employment Equity Act 55 of 1998* in terms of advertising methods, as they are advertising internally and externally and involving all relevant stakeholders in the advertising of posts. The selection panel comprises of qualified and competent members and is representative of race and gender. However, the selection panel seems to appoint candidates that are less qualified than the panel members. It means, that the shortlisting process is compromised, since the members of shortlisting panel also serves on the selection panel. The DPSA does not provide protection to whistleblowers and this explains the reluctance of employees to provide information on acts of irregularities.

5.5 RECOMMENDATIONS

HR planning should lay a solid foundation for recruitment and selection processes to take place. It is therefore imperative for the DPSA to make expertise available to undertake this process. It would assist the DPSA to ensure that all critical aspects (skills, knowledge and competencies) are taken into consideration before a post is advertised, to ensure fairness and transparency in the recruitment process. It is important for the DPSA to establish a team of experts that will monitor the recruitment and selection process. In addition the DPSA need to strengthen the monitoring and evaluation capacity of the institution.

The shortlisting panel should be composed of qualified and competent members. The members of this panel should not serve on the selection panel. The shortlisting panel should identify and shortlist the most competent and qualified candidates. It would provide the selection panel with a pool of qualified and competent candidates to select from. This process would prevent the selection panel from appointing less qualified candidates. Management should create a favourable environment, free of intimidation and victimisation and be accessible to all employees and also introduce a whistle blower protection programme, which will create a platform for employees to come forward with information. This should be located within the anti-corruption unit in the DPSA. The selection panel and management should make available reports on recruitment in the department on a regular basis.

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ANNEXURE A: QUESTIONNAIRE

<table>
<tr>
<td>
Enquiries: R.P Motsoeneng

Tel. 012 429 6312
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Department of Public Administration and Management
Preller Street
Muckleneuk
0003
</td>
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Survey Questionnaire

Post level …………..

Purpose of the research

The primary objective of this study is to evaluate recruitment policies and practices to determine challenges with the recruitment of competent and qualified candidates in the Public Service. The Department of Public Service and Administration has been selected as case study because of their mandate to develop and assist other government department to develop human resource policy.

Research findings derived from this study would assist the Department of Public Service and Administration in developing more comprehensive recruitment policies and mechanisms to monitor implementation of such policies and also to assist academics in the field to peruse an updated summary of these developments. It is also intended to serve as a guide to personnel practitioners to identify their possible shortcomings in the recruitment policies and practices and undertake corrective action.

Instruction for completion (15 Minutes)

1. Please read through all the questions before attempting to complete the questionnaire.

2. Please remember that there are no right or wrong answers; simply answer the questions based on your current knowledge and/or experience.

3. Please complete the questionnaire without discussing it with other members of your organisation.

4. All information will be treated as strictly confidential.

a) Information will be used only in aggregated form.

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

SECTION A

Biographical details

1. Please indicate the following   **2. Length of service**

Position ……………………….....   0 to 5 years ☐

Level of Position ………………….…   6 to 10 years ☐

Directorate …………………………….   11 to 14 years ☐

Branch   …………………………….   15 to 20 years ☐

Gender Male ☐   Female ☐   21 to 25 years ☐

                                          Longer than 25 years ☐

3. Academic Qualification

Lower than Matric   ☐

Matric   ☐

Certificate   ☐

Diploma/Degree   ☐

Post Graduate Qualification   ☐

Section B: Role of the human resource department

4. Please indicate the extent to which you agree or disagree with the following statements. Do you (1) strongly disagree; (2) disagree; (3) are uncertain; (4) agree; or (5) strongly agree?

a) The human resource department has a significant influence on the recruitment process in your department.

1	2	3	4	5

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

1	2	3	4	5

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

1	2	3	4	5

Section C: Recruitment policies

5. Please indicate the extent to which you agree or disagree with the following statements. Do you (1) strongly disagree; (2) disagree; (3) are uncertain; (4) agree; or (5) strongly agree?

a) The human resource department has clear internal policies and procedures on recruitment and selection.

1	2	3	4	5

b) The department adheres to these policies and procedures.

1	2	3	4	5

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

1	2	3	4	5

d) There is proper planning for the
recruitment process.

1	2	3	4	5

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

1	2	3	4	5

Section D: Selection

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

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

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

1	2	3	4	5

b) Experience takes precedence over
qualifications when selecting candidates.

1	2	3	4	5

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

1	2	3	4	5

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

1	2	3	4	5

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

1	2	3	4	5

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

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

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

1	2	3	4	5

b) Cases of suspected irregularities
are reported to management.

1	2	3	4	5

c) Management takes disciplinary action.

1	2	3	4	5

d) You are involved in a selection process.

1	2	3	4	5

8. Please indicate the extent to which you agree or disagree with the following
statements. Do you (1) strongly disagree; (2) disagree; (3) are uncertain; (4)
agree; or (5) strongly agree?

1	2	3	4	5

a) The DPSA (Department of Public
Service and Administration) is fulfilling its
mandate to develop and implement
 human resource policy.

b) The DPSA is committed to developing
and assisting other government departments.

1	2	3	4	5

1	2	3	4	5

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

Section E: Advertising

9. Please indicate the extent to which you agree or disagree with the following statements. Do you (1) strongly disagree; (2) disagree; (3) are uncertain; (4) agree; or (5) strongly agree?

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

1	2	3	4	5

b) All posts should be advertised nationally.

1	2	3	4	5

c) Some posts should be advertised internally.

1	2	3	4	5

d) Advertisements for vacancies should cater for employment equity.

1	2	3	4	5

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

a) Placement agencies

b) Direct advertising

Section F: Shortlisting

11.Please rate the following on a scale of 1 to 5 where:

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

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

1	2	3	4	5

b) The relevant manager shortlists
applicants for interview.

1	2	3	4	5

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

1	2	3	4	5

12. Please rate the following on a scale of 1 to 5 where:

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

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

1	2	3	4	5

b) Qualifications are verified by the human resource
department.

1	2	3	4	5

c) Reference checks are done on all candidates.

1	2	3	4	5

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

1	2	3	4	5

e) Employment equity is considered when shortlisting candidates.

1	2	3	4	5

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

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

A	DA	UN

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

A	DA	UN

THANK YOU FOR PARTICIPATING IN THIS STUDY.

ANNEXURE B

DPSA employees profile table as at July 2010

POST LEVEL	TOTAL POSTS	AFRICAN		COLOURED		INDIAN		WHITE		TOTAL		Seconded out of dept	FILLED	VACANT	TOTAL	ADDITIONAL
		M	F	M	F	M	F	M	F	M	F					
16	1	0	0	0	0	0	0	0	0	0	0		0	1	1	0
15	10	2	2	1	2	1	0	0	0	4	4		8	2	10	4
14	32	9	6	0	1	2	1	3	2	14	10		24	8	32	1
13	74	28	12	3	2	1	1	5	4	37	19	1	56	18	74	5
12	47	16	13	1	1	0	3	9	4	26	21		47	0	47	1
11	70	12	19	0	0	1	1	3	2	16	22		38	32	70	6
10	31	11	16	0	0	0	0	3	1	14	17		31	0	31	2
9	45	9	19	2	0	0	0	0	2	11	21		32	13	45	0
8	22	5	13	0	1	0	0	1	1	6	15		21	1	22	1
7	38	7	17	1	1	0	2	0	3	8	23		31	7	38	4
6	79	13	47	1	1	0	1	1	1	15	50		65	14	79	11
5	40	21	18	0	0	0	0	0	0	21	18		39	1	40	9
4	13	12	0	0	0	0	0	0	0	12	0		12	1	13	1
3	2	0	2	0	0	0	0	0	0	0	2		2	0	2	0
2	16	3	12	0	0	0	0	0	0	3	12		15	1	16	0
1	0	0	0	0	0	0	0	0	0	0	0		0	0	0	0
TOTAL	520	148	196	9	9	5	9	25	20	187	234	1	421	99	520	45

	344		18		14		45		421			1	
	81.71%		4.28%		3.33%		10.69%					100	

	376
	89.31%

Black:	88%	89.31%
Female:	55%	55.58%

National target:	85%	√
National target:	54%	√
National target:	2%	
DPSA target	2.5%	x

Number of DISABLED employees: 6, 1.43%

POST LEVEL	TOTAL POSTS	AFRICAN		COLOURED		INDIAN		WHITE		TOTAL			FILLED	VACANT	TOTAL	ADDITIONAL
		M	F	M	F	M	F	M	F	M	F					
16	1	0	0	0	0	0	0	0	0	0	0		0	1	1	0
15	10	2	2	1	2	1	0	0	0	4	4		8	2	10	3
14	31	8	6	0	1	2	1	3	2	13	10		23	8	31	1
13	74	27	13	3	2	1	1	5	4	36	20	1	56	18	74	5
	116	28	12	4	5	4	2	8	6	53	25	1	87	29	116	9

	55		deviation

| Black: | 80% | 63.2
1839
08 | | | | | | | | | 0% | target | 80% | √ |
| Female: | 35% | 28.7
3563
22 | | | | | | | | | -15% | target | 50% | X |

POST LEVEL	TOTAL POSTS	AFRICAN		COLOURED		INDIAN		WHITE		TOTAL			FILLED	VACANT	TOTAL	ADDITIONAL
		M	F	M	F	M	F	M	F	M	F					
12	48	18	12	1	1	0	3	9	4	28	20		48	0	48	1
11	70	12	19	0	0	1	1	3	2	16	22		38	32	70	6
10	31	11	16	0	0	0	0	3	1	14	17		31	0	31	2
9	45	9	19	2	0	0	0	0	2	11	21		32	13	45	1
	194	50	66	3	1	1	4	15	9	69	80	0	149	45	194	10

125

deviation

| Black: | 83% | 83.89
2617
4 | | | | | 5% | target | 78% | √ |
| Female: | 54% | 53.69
1275
2 | | | | | 4% | target | 50% | √ |

Annexure C: Letter of permission to undertake research at DPSA

the **dpsa**   **Human Capital Management**

Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA

Mr RP Motsoeneng
motsorp@unisa.ac.za

Your undated letter requesting permission to use the Department to conduct research has reference in this matter.

The Department has considered your application and grants approval to your request with the following provision:

1. That you shall treat all information obtained from the department in the strictest confidence.
2. If questionnaires are to be used in the process of research, that you liaise only with Ms M Reddy-Yule who is the designated Departmental official responsible for all communication between yourself and the Department.
3. That you submit the final research paper to DPSA before it is submitted to the University.

The Department takes this opportunity to wish you well in your studies. Please contact Ms M Reddy-Yule at mreddy@dpsa.gov.za or 0123361096 for your research.

Kind regards

T G MANZINI (Ms)
CHIEF DIRECTOR: HUMAN CAPITAL MANAGEMENT
DATE: 18. 12. 2009