MONITORING AND EVALUATION OF THE RECRUITMENT AND SELECTION PRACTICES IN THE LESOTHO PUBLIC SERVICE

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DECLARATION

I sincerely and solely declare that this dissertation submitted in fulfilment of the requirements for the degree

Magister Administrationis (Public Administration)

is my original, entirely independent work and has never been submitted to any other university or faculty for degree purposes.

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‘Mathabo Annacletta Makiti

Bloemfontein

TO MY FAMILY

This study is dedicated to my mother,Masechaba, N. Makiti and my brothers; Sechaba, J. Makiti and Kamohelo, J. Makiti.

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ABBREVIATIONS

MPS:	Ministry of Public Service
PSC:	Public Service Commission
HRMDPM:	Human Resource Management and Development Policy Manual
UNDP:	United Nations Development Programme
OECD:	Organization for Economic Cooperation and Development
MDGs:	Millennium Development Goals
SDGs:	Sustainable Development Goals
UN:	United Nations
HR:	Human Resource

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ABSTRACT

The study examined the implementation of monitoring and evaluation of the Human Resources policies by the Lesotho Ministry of Public Service, specifically the Recruitment and Selection Policy. The Ministry of Public Service has a mandate of ensuring appropriate implementation of the recruitment and selection practices across the public service. However, the final selection is authorised by the Public Service Commission. The commission is "an independent agency in the conduct of its business and is committed through legal frameworks to safeguard the merit principle". The study investigated how the Commission and the Ministry of Public Service can collaborate on monitoring and evaluation of the recruitment and selection processes.

Lesotho Wage Bill has been classified as the one of the highest in the world. For this reason, the Government of Lesotho has put forward administrative reforms to resize and restructure the Public Service. Evidence provided in the World Bank Reports is that the Public Service is bottom heavy with low-skilled staff exceeding skilled and professional employees. The reports also state that the Government is failing to put its skilled workforce to good use, as some public servants are employed above their level of expertise.

The study therefore extensively discusses the concepts of monitoring and evaluation as management principles that could be implemented internally by management in the Ministry of Public Service to ensure that appropriate recruitment and selection practices are executed within the Ministry and across the line ministries. Throughout the study, Monitoring and Evaluation were explained as separate, but complementary concepts.

It is therefore established, based on the document analysis and interviews conducted with the Public Service officials in the Ministry of Public Service (Human Resource Department) and the Public Service Commission, that lack of effective monitoring and evaluation procedures, as well as political interference in the recruitment and selection processes of the public service are attributed to the recruitment and selection irregularities. The study provides recommendations with regard to the interviews conducted, the document analysis and the literature reviewed.

Key Concepts; Public Administration, Monitoring, Evaluation, Ministry of Public Service, Public sector, Human Resource Management, Recruitment, Selection, Efficient, Effective

CHAPTER ONE: INTRODUCTION

1.1 INTRODUCTION

The Public Service of Lesotho has evolved over time, and there have been several restructuring efforts to address transpiring challenges. According to Sekatle (2007:1), Lesotho gained independence in 1966 and the newly elected government inherited a small civil service. However, with time, the public service staff increased, resulting in a challenge for the newly established Cabinet Personnel Office to deal with the many new sections and departments that were established in the public service. Some of the symptoms of the public service staff component were a lack of appropriate human resource management structures and a lack of proper recruitment procedures and policies (Maema 2010:3).

In 1993, a task force was established to transform the human resource practices in the public service and training systems were introduced and the Ministry of Public Service provided clear job descriptions with career progression and technical training (Maema 2010:3). The mission of the Ministry of Public Service is to provide quality human resource services to line ministries and agencies through legal frameworks and human resource policies for the attainment, development, utilisation and retention of human resources across the public service (Ministry of Public Service 2007:1).The Ministry of Public Service transformed the traditional personnel administration into human resource management by introducing among other human resource policies, a Recruitment and Selection Policy. The aforementioned policy documents are contained in the Lesotho Human Resource Management and Development Policy Manual 2007.

However, challenges are still reported in the Lesotho Government's personnel cadre, such as lack of technical skills, a delay in the filling of vacancies and inadequate advertisement of available vacancies. In some instances, civil servants have been employed above their level of expertise. The above challenges have raised questions regarding factors such as the lack of proper monitoring and evaluation of policies that contribute to the state of affairs. The purpose of the study is therefore to assess the extent to which the Ministry of Public Service is employing monitoring and evaluation processes in the recruitment and selection practices in ministries since 2007 when the Lesotho Human Resource Policy was approved by the Lesotho Cabinet. The methodology to be applied in the study is that of qualitative research. Literature and official documents will be studied whereas interviews will be used to collect empirical data.

1.2 BACKGROUND AND REASON FOR STUDY

The Ministry of Public Service was formerly known as the Cabinet Personnel in the Office of the Prime Minister, and was responsible for the management of personnel in the civil service. In the 1985/86 financial year, the Ministry was granted Ministerial status responsible for the administration of the personnel functions in the public service (Ministry of Public Service Lesotho 2007:1). The Ministry of Public Service is responsible for the provision of quality and effective human resources management services to the other government ministries and agencies. Furthermore, the Ministry of Public Service is charged with overseeing the performance of the line ministries and their compliance with the laws and regulations governing the public service.

With the aim of improving human resource practices, which will in turn enhance service delivery, the Lesotho Human Resource Management and Development Policy Manual (HRMDPM) (2007:2) submitted that the Ministry of Public Service took an initiative to transform the traditional model of personnel administration into human resource development and management. The transformation comprised various phases, which involved the development of a new human-resource cadre structure, development and introduction of an assessment centre approach for development, assessment and recruitment of staff into the new structure and training of staff. Recruitment and selection are some of the most significant human resource practices, as it is directly linked to the quality of service delivery. As part of the transformation of personnel administration into Human Resource Management the Ministry of Public Service implemented various policies such as the Recruitment and Selection Policy, Training and Development Policy, Employee Relations and the HIV and AIDS Workplace Policy (HRMDPM2007:2).

The formulation of the Recruitment and Selection Policy was guided by *The Public Service Act no. 13 of 1995,* as amended by *The Public Service Act, no. 1 of 2005* and The Public Service Regulations 2008. Objectives of the Recruitment and Selection Policy are to provide guidelines to be followed in the recruitment and selection of suitable candidates for the public service and in the mobility of staff, for example, redeployment, promotion and transfer of public officers. The policy also provides different guidelines on selection methods such as the assessment centre approach as a fair and scientific selection instrument. Lastly, the policy seeks to promote fairness and transparency in the selection process (HRMDPM 2007:6).

According to the Public Service Regulations Legal Notice no. 78 of 2008, which were drafted pursuant of section 29 of *The Public Service Act no. 1 of 2005*, recruitment must be done according to an established position and in accordance with the job description and requirements of the specified job. The Human Resource Department in every ministry or agency shall cause all vacant positions within the relevant ministry or agency to be advertised as efficiently and effectively, and widely as possible through circulars and available media to reach the entire pool of potential applicants, except positions of political appointees and statutory positions. According to the Public Service Regulations Legal Notice no. 2008 (section 10(a)(b) & 5) the Human Resource Departments must also screen all applications in line with the relevant job requirements and conduct preliminary interviews for candidates who meet the job requirements for all positions on Grade F and G (Bachelor's degree holders) and below.

Despite the fact that the human resource policies are in place and available to all human resource departments in the Lesotho public service, the Bertelsmann Stiftung Foundation, BTI (2014:28) reported that,

> Lesotho is still failing to put its civil service to good use as more and more people are employed in areas beyond their level of expertise. There are therefore instances where civil servants spend weeks or months without doing any work, which can be contributed to a lack of monitoring and evaluation of recruitment and selection practices. This research therefore seeks to assess the monitoring and evaluation processes executed by the Ministry of Public Service in order to ensure the efficiency and effectiveness of human resource practices in the public service.

According to Ile, Eresia-Eke and Allen-Ile (2012:21), monitoring is an aspect of the control function of management that seeks to ensure that actual performance is in line with expected or planned performance. Evaluation is explained by Crawford and Bryce (2002:366) as a periodic process of assessment for learning. Furthermore, monitoring has an internally focused management driven emphasis on the efficiency of a policy or project while evaluation has an externally focused stakeholder driven emphasis on the effectiveness of a project or policy. From the aforementioned, it can be concluded that the recruitment and selection practices for personnel have to be monitored and evaluated to ensure that the practices are in line with the Recruitment and Selection Policy.

1.3 FORMULATION OF THE RESEARCH PROBLEM

Even though the Ministry of Public Service has formulated and prescribed a Recruitment and Selection Policy that guide recruitment and selection practices, the public service of Lesotho still faces recruitment and selection challenges as the Bertelsmann Stiftung Foundation, BTI (2014:28) reported that Lesotho still fails to put its civil service to good use. Advertising of vacancies is inappropriate and civil servants are employed above their level of expertise.

The World Bank (2012:16) reported in this respect that there was a long turnaround time for the filling of vacancies. An example given in the World Bank report (2012:16) was that the average time to fill a position across the Lesotho Public Service ranged between three months and six years. The above can be attributed to a lack in the monitoring and evaluation of the recruitment and selection processes by the Ministry of Public Service in Lesotho.

The research question for this study is to examine whether the Ministry of Public Service Lesotho applies monitoring and evaluation on the recruitment and selection of personnel in the public service.

1.4 FORMULATION OF THE HYPOTHESIS

It is hypothesised that a lack of monitoring and evaluation affects the recruitment and selection of personnel in the Lesotho Public Service negatively.

1.5 AIM AND OBJECTIVES FOR THE RESEARCH

The following are the aim and objectives of the research.

1.5.1 Aim of the research

The aim of the research was to examine whether the Ministry of Public Service in Lesotho applies the monitoring and evaluation processes on recruitment and selection practices.

1.5.2 Objectives of the research

a) To provide a theoretical explanation of the significance of appropriate application of a monitoring and evaluation system in the recruitment and selection practices of the Public Service of Lesotho;

b) To explore the possible challenges that deter the efforts of applying the monitoring and evaluation processes towards enhancing the recruitment and selection practices; and

c) To suggest recommendations with regard to improvements on application of monitoring and evaluation processes in the Ministry of Public Service Lesotho.

1.6 RESEARCH METHODOLOGY

The study made use of qualitative research methods. According to Babbie and Mouton (2007:10), “qualitative” refers to a collection of methods and techniques that share a certain set of principles or logic. In addition, Punch (2005:141) explains that qualitative research is conducted through an intense or prolonged contact with a field or life situation. A qualitative approach to research is concerned with, subjective assessment of attitudes, opinions and behaviour (Kothari 2004:5).

Empirical information were collected by means of interviews to get an insight of challenges encountered by the Ministry of Public Service while executing monitoring and evaluation processes in ensuring cooperation and coordination in the implementation of the recruitment and selection policy across the government ministries. Secondary data collection was done using documents and literature to explain the significance of monitoring and evaluation in assessing recruitment and selection practices.

1.6.1 Interviews

Punch (2005:168) asserts that interviews are one of the main data collection tools in qualitative research. Interviews are therefore a good way of accessing peoples' perceptions, meanings, and definitions of situations and constructions of reality. The researcher will interact with informants actively involved in the study's area of focus. Semi-structured face-to-face interviews were used as an instrument of data collection. According to Bernard (2013:182), semi-structured interviews are based on the use of an interview guide, which is a list of written questions and topics that will be covered in a particular order. The interviews for this study were recorded to ensure accurate transcription of their detailed accounts.

The interviews that were conducted in the study involved:

a) The personnel from the Ministry of Public Service (the Director of Human Resource)
b) Personnel in the Department of Human Resource Management in the Ministry of Public Service.
c) The Executive Secretary (Public Service Commission).

1.6.1.1 Focus groups

Focus groups comprise a form of group interviews that capitalises on communication between research participants in order to generate data (Kritzinger 1995:299). The method is particularly useful for exploring people's knowledge and experiences and can be used to examine not only what people think, but how they think and why they think that way (Kritzinger 1995:299). Focus groups are more efficient when considering time constraints compared to individual interviews. Morgan (1997:14) elaborates that, given the amount of time that it would take not only to conduct 10 interviews, but also to analyse them, working with two focus groups would clearly be more efficient. Therefore, the researcher also used the focus-group method of data collection.

1.6.2 Documentary sources

Relevant documents will be used to collect data related to the study. According to Bailey (1994:18), the use of documentary methods refers to the analysis of documents that contain information about the phenomenon a researcher wishes to study. Mogalakwe (2006:5) explains that a document is a written text, written by individuals and groups in the course of their everyday practices, documents are written with a purpose and are based on particular assumptions and presented in a certain way or style. A list of public document sources include government publications such as Acts of Parliament, policy statements, census reports, statistical bulletins, reports of commissions of inquiry, Ministerial or departmental annual reports on recruitment and selection and consultancy reports on the monitoring and evaluation system in the Ministry of Public Service.

1.6.3Sampling

The method of sampling that will be used is purposive sampling to ensure credibility. The researcher's focus will be on the Director of Human Resource in the Ministry of Public Service. The personnel in the Human Resource Department of the Ministry of Public Service who are responsible for the implementation of the monitoring and evaluation process that assists the Ministry of Public Service to achieve its mission of overseeing performance of line managers and providing quality human resource management services in the government ministries will be interviewed. Babbie and Mouton (2007:15) attest that it is sometimes appropriate for a researcher to select a sample based on their own knowledge of the population, its elements and the nature of the research aims. Therefore, a sample may be based on the researcher's judgement and the purpose of the study.

1.7 KEY WORDS AND CONCEPTS

This section provides brief definitions of keywords and concepts used in the study.

Public Administration

According to Nambalirwa (2010:19) Public Administration is divided into Public Administration as a discipline and public administration as an activity. Peters and Pierre (2012:2) explain that, Public Administration is a field of study that stands as an intersection of a number of academic disciplines such as political science, philosophy, economics and sociology. Political science emphasises the role of public administration as an activity in governance. Peter and Pierre (2012:2) further explain that, public administration, as an activity is a component of the process of governing and law enforcement which emphasises the importance of enforcing accountability of the bureaucracy. While the discipline of philosophy in Public Administration emphasises the need for an ethical framework for public administrators, economics has pointed the role of administration in taxing and spending decisions and providing a theoretical framework to understand bureaucracy, lastly, sociology has brought a long tradition of organisational theory as well as a concern for the linkage of state and society (Peter and Pierre 2012:2).

Monitoring

According toSmith (2001:97) and Vernooy, Qiu and Jianchu (2006:401), monitoring is a systematic and regular gathering of information about the progress of a programme or project, the implementation of organisational procedures, or changes to a policy environment. Its aim is to highlight any changes that need to be made to a policy or practice over a period.

Evaluation

Evaluation is a systematic and objective assessment of the results achieved by a programme, project or policy (Khander, Koolwa & Samad 2010:8).

Monitoring and Evaluation System

A monitoring and evaluation system can be defined as a specialised unit or network of units dealing with the main questions and objectives that are to be addressed or attained through monitoring and evaluation efforts, as well as the key aspects to be monitored and evaluated. This includes the measurement indicators, processes for data collection and verification, delegation of responsibilities and prescriptions and deadlines for reporting the results (Cloete & De Coning, 2011:262).

Public Sector

The Public sector has been defined as, the part of the national economy controlled by government or quasi-government institutions in production or service delivery (Chemengich, 2013:5).

Ministry of Public Service

The Ministry of Public Service is responsible for the provision of quality and effective human resource management services to the government ministries and agencies in Lesotho (Ministry of Public Service Lesotho 2007:1).

Human Resource Management

Stone (1995:4) explains that Human Resource Management has as its central focus, “managing people within the employer-employee relationship” and involves marshalling the productive capacity of an organisation’s members.

Recruitment

Recruitment is explained as the activities in human resource management that are undertaken in order to attract sufficient job candidates who have the necessary potential, competencies, and traits to fill job needs (Van der Westhuizen & Wessels 2011:205).

Selection

Selection can be defined as the process of trying to determine which individuals may best match particular jobs in the public sector institutional context, taking into account individual differences, the requirements of the job, and the institution’s internal and external environment (Van der Westhuizen & Wessels 2011:233).

Efficient

Efficient is defined as achieving maximum productivity with minimum wasted effort or expense (*Oxford Dictionary* 2014:online).

Effective

Effective is defined as a success in producing a desired or intended result (*Oxford Dictionary* 2014:online).

1.8 CHAPTER OUTLINE

Chapter 1 is the introductory section of the study. It outlines the background and the reason for this particular research, the problem statement and the objectives of the research.

Chapter 2 will provide a theoretical explanation of monitoring and evaluation. Monitoring and evaluation systems and processes will be discussed in relation to the recruitment and selection practices in the Lesotho public service.

Chapter 3 will be a discussion of the selection and recruitment processes in the Ministry of Public Service.

Chapter 4 will be a discussion of the research design, methodology and the analysis of the procedure in conducting interviews.

Chapter 5 will provide data analysis and explore implementation challenges hindering the Ministry of Public Service to employ efficient and effective monitoring and evaluation processes towards enhancing appropriate recruitment and selection practices in the Public Service of Lesotho.

Chapter 6 will deal with providing possible recommendations that may enhance the effective implementation of monitoring and evaluation systems and processes in the Ministry of Public Service Lesotho, with the focal point of enhancing recruitment and selection practices in the public service of Lesotho.

1.9 CONCLUSION

In conclusion, monitoring and evaluation are public management tools that facilitate tracking of progress and assessment of the effectiveness of policy, programmes and projects. Monitoring provides the capability to determine early signs of progress or failure of a policy initiative while evaluation is an assessment of the impact of policies that will be evidence for whether a policy has achieved its intended objectives. Therefore, monitoring and evaluation enable management that ensures efficiency through regular data collection by indicators and efficiency by appraisal of the outcomes and impact.

The following chapter provides a theoretical explanation of monitoring and evaluation.

CHAPTER TWO: A THEORETICAL EXPLANATION OF MONITORING AND EVALUATION

2.1 INTRODUCTION

Research indicates that Monitoring and Evaluation have become a higher priority in governments and have proven to be indispensable in enhancing service delivery as well as in the day-to-day running of government departments and agencies. Monitoring and Evaluation have been instilled by the demand for results, information and evaluation feedback in Africa that derive primarily from donors (Millennium Development Goals, Paris Declaration, Accra Agenda for action), but also from African countries (Poverty Reduction Strategies and Africa Peer Review Mechanism) (Tourino-Soto *et al.* 2009:1).

Applying the concepts of Monitoring and Evaluation in the implementation of the recruitment and selection practices in the Ministry of Public Service Lesotho is of much significance. Basheka (2014:655) states that skills and values required in the public service are defined by a country's developmental priorities and challenges as well as the specific institutional conditions that exist or may need to be created. The daily functioning and implementation of programmes require that public officials, especially at senior management levels, need not only guard against the wastage of diminishing public resources, but maintain efficient effective public service (Phago 2015:712).

Every policy, programme or project necessitates Monitoring and Evaluation to ensure that scarce resources such as qualified personnel in the public service are utilised efficiently and effectively. It is the developing countries in Africa in particular, that have great need to be very economical with scarce resources (Dessah&Uken2005:735). Monitoring and Evaluation are essential in the policy implementation phase of the policy cycle. Data should be gathered to record progress of a policy, programme or project. The Logical Framework, which advocates the sequential model that is, the inputs, processes, outputs, outcomes and subsequently the impact summarises the Monitoring and Evaluation procedure.

Ultimately, understanding the difference between Monitoring and Evaluation facilitates their appropriate execution to enhance decision-making and accountability. The two terms are distinct but complementary. There are different types of evaluations depending on the intended purpose. This chapter discusses the imperative approaches, types, designs and theories of Monitoring and Evaluation within the context of the study.

2.1.2 Public Administration and Management and Monitoring and Evaluation

Public Administration as a field of study has gone through paradigms such as; the politics-administrative dichotomy (1887-1926), through the principles of administration (1927-1937), the era of challenge (1938-1947), the identity crisis (1948-1970), from public administration to public management (1970 to early 1990), from public management to governance (1990-2008) and to the new public governance debate (2010 to date)(Basheka 2012:25). The change of paradigms of Public Administration occurs when there are new problems to be solved (Van Jaarveldt 2010:28). These problems could arise due to political changes and demands from the society. Dassah and Uken (2005:733) assert that Monitoring and Evaluation are contemporary public management principles. Contemporary public administration refers to a series of novel approaches to public administration that emerged in various Organization for Economic Co-operation and Development (OECD) countries in the 1980s often as part of public sector reforms and its principles have been very selectively applied in developing countries (Robinson2015:7).

Vyas-Doorgaspersad and Simmonds (2009:8) are of the opinion that collecting and publishing official information, formulating monitoring and evaluating policies, developing partnerships with non-organisations and the public in order to enhance accountability are the new tasks of contemporary public administration.The contemporary public administration advocates a management culture that emphasises the significance of the citizen as well as the accountability for results, and that controls should be shifted from inputs to outputs, to stress results rather than procedure, expression of standards and performance measures should be established to achieve accountability and efficiency (Economic Review Central bank Lesotho 2007:2). With the pursuit to execute these principles, public sector reforms introduced in Lesotho sought to improve public financial management and accountability programmes, improve service delivery through decentralisation and lastly improve public service management through developing civil service capacity building as well as coordinating and operationalising Human Resource policies and manuals (Economic Review Central bank Lesotho 2007:2).

2.1.3 Sustainable Development Goals (SDGs) and the Millennium Development Goals (MDGs)

The Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs) further instilled Monitoring and Evaluation as global requisites for promoting good governance. The MDGs were first agreed to at a summit of virtually all world leaders at the United Nations (UN), in the year 2000, 189 countries, including Lesotho committed themselves to implementing the MDGs (Easterly 2007:2).The MDGs were time bound (2000 to 2015) and had quantified targets. The MDGs were to eradicate extreme poverty and hunger, achieve universal primary education, promote gender equality and empower women, reduce child mortality, improve maternal health, combat HIV/AIDS, malaria and other diseases, ensure environmental sustainability and lastly to develop a global partnership for development (UNDP 2010:2).

According to the UNDP (2015:2), on 25 September 2015, Lesotho adopted the 2030 Agenda for the Sustainable Development, which includes a set of 17 SDGs, otherwise known as the global goals build on the MDGs. The MDGs dealt more with developing countries and only to a limited degree captured all three dimensions of sustainability (social, economic and environmental), while the SDGs deal with all countries and all dimensions although the relevance of each goal will differ from country to country. The Sustainable Development Goals are:

1. to end poverty everywhere in all its forms,
2. end hunger, achieve food security and improved nutrition and promote sustainable agriculture,
3. ensure healthy lives and promote well-being for all at all ages,
4. ensure inclusive and equitable quality education and promote life-long learning opportunities for all,
5. achieve gender equality and empower all women and girls,
6. ensure availability and sustainable management of water and sanitation for all,
7. ensure access to affordable, reliable and sustainable and modern energy for all,
8. promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all,
9. build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation,
10. reduce inequality within and among countries,
11. make cities and Human settlements inclusive, safe resilient and sustainable,
12. ensure sustainable consumption and production patterns,
13. take urgent action to combat climate change and its impacts,
14. conserve and sustainably use the oceans, seas and marine resources for sustainable development,

15. protect restore and promote sustainable use of terrestrial ecosystems, sustainability manage forests, combat desertification and halt and reverse land degradation and halt biodiversity loss,
16. promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels, and
17. strengthen the means of implementation and revitalise the global partnership for sustainable development

The MDGs Status Report (2013:5) stated that the Kingdom of Lesotho is a small (30 355 km^2), mountainous country landlocked within South Africa. It is classified among the least developed countries with per capita income of $1879 (PPP) and it ranks 158 out of 186 countries on the UN Human Development ranking, falling into the category of low human development. The report states that the national poverty figures indicate that 57.3% of the population live below the national poverty line, due to the HIV/AIDS pandemic. The poverty line is constructed based on the value of a minimal level of consumption, which was M246.6/person/per month in 2011.Poverty has increased from 56.6% in 2002-2003 to 57.1 % in 2010-11. Moreover, the average life expectancy stands at 48.2 years. However, literacy rates are high at 80.9% for men and 96.9% for women.

The targets and indicators were used to monitor progress towards the achievement of the MDGs. An example is that, for the goal of eradicating extreme poverty and hunger, the target is half the proportion of people whose income is less than a dollar a day. Indicators towards that goal are the proportion of people below the poverty line and the unemployment rate (Lesotho MDGs Status Report 2013:xv). Motsoeli (2014:20) states that Lesotho was reported as being off track and did not meet the targets in four goals, which were to eradicate extreme poverty and hunger, reduce child mortality, improve maternal health and in combating HIV/AIDS and tuberculosis. Clarke (2010:xiv) argued that in most countries, governance deficits have been linked to poor service delivery due to lack of coordination and design flaws, a lack of flexibility in the implementation and design of programmes, weak monitoring and insufficient outcome evaluations andif done correctly could contribute to more effective delivery. Therefore, the MDGs framework could be used as a template to apply Monitoring and Evaluation in government departments and agencies to monitor progress and facilitate effective evaluations for decision-making.

The challenges of Lesotho ought to be addressed by implementing Monitoring and Evaluation principles in public management that will enable the government to place more emphasis on tracking improvement. The MDGs Report 2013 was developed through the leadership of the Department of Monitoring and Evaluation in the Ministry of Development Planning and the financial and technical support of the United Nations Development Programme and the United Nations system in Lesotho (The MDGs Report 2013:vii).

In addition to the detailed framework of monitoring the MDGs, the United Nations International Children's Emergency fund(UNICEF) annual report (2014:7) state that UNICEF's situational analysis (2011) identified weak national capacities as one of the bottlenecks for achieving the MDGs; hence, training to address technical gaps in the Ministry of Health and in social protection systems, the training imparted knowledge on social protection systems, programming and planning methods as well as recommendations for sustaining and improving current programmes. In line with the UNICEF Lesotho Country Programme, which is aligned with the National Strategic Development Plan (2012/13-2013/17) and the Lesotho United Nations Development Assistance Framework (UNDAF), in 2014, Lesotho developed and implemented its integrated Monitoring and Evaluation Plan, which was regularly updated on a quarterly basis to include new studies and assessments and review progress.

This study is narrowly focused on the monitoring and evaluation of practices as guided by the Recruitment and Selection policy formulated by the Ministry of Public Service. It is imperative to state that Lesotho is yet to introduce an effective and efficient Government-wide Monitoring and Evaluation System (GWM&ES) in order to establish a holistic approach of monitoring and evaluation across all spheres of government (the central government and local government) to ensure progress and efficiency on national goals. The local government has twotiers with district councils as the upper tier and community councils as the lower tier. The capital city Maseru has its own unique, single-tier authority (Lesotho Country Profile 2015:90).Even thougha government-wide Monitoring and Evaluation System is on the agenda, The Kingdom of Lesotho Country Strategic Paper 2013-2017 (2013:18) states that while Lesotho's national statistics system regularly produces statistical information, limited technical skills and budget constraints are key challenges affecting the quality of statistical data and the operationalisation of the National Monitoring and evaluation system.

2.2.1 Defining of monitoring

For the procedure of monitoring to be applied as a public management tool that will ensure efficient execution of practices in government ministries and departments, it is of the utmost importance to understand the concept as distinct but interrelated to the concept of evaluation. Monitoring is rather descriptive and assesses whether different levels of intervention (inputs, activities, outputs, outcomes, and impact) are realised as expected whereas evaluation necessitates more analytical depth to tackle the "why" questions (Holvoet & Rombouts 2008:584).

According toSmith (2001:97) and Vernooy*et al.* (2006:401), monitoring is a systematic and regular gathering of information about the progress of a programme or project and the implementation of organisational procedures, or changes to a policy environment, with the aim of highlighting any changes that need to be made to a policy or practice over a period of time. Nonetheless, Smith (2001:100) further explains that monitoring should not take place only on the implementation phase because changes can be introduced in a policy process and organisational development, therefore monitoring should be an ongoing process throughout the entire life of a project or policy.Slukhai (2010:221) adds to this by defining monitoring as a continuing function that uses systematic data collection on specified indicators to provide the management and the key stakeholders with ongoing information on the achievement of objectives.

2.2.2 Monitoring indicators

The pulse of the process of monitoring is the usage of indicators to collect data (Tilbury 2007:240).De Kooland Van Buuren (2010:176) explicate that the systematic nature of monitoring means that monitoring activities are not adhoc or incidental, but repeated activities that employ indicators. According to Rugg (2010:77), an indicator is a quantitative or qualitative variable that provides a valid and reliable way to measure achievement, assess performance or reflect changes connected to an activity, project or programme. In addition, Kusek and Rist (2004:64) define indicators as a reliable means to measure achievement to reflect the changes connected to an intervention. Quantitative indicators are based on measurable data of which an example could be the number or percentage of public servants who received training in their respective duties in a particular year. Qualitative indicators are based on observational data, for example, how the Ministry of Public Service enhances the capacity of public servants to perform their duties.

The process of developing indicators is guided by the acronym CREAM, which assists officials in setting good indicators through technical criteria (Schiavo-Campo 1999:95). The "C" in the acronym is the word "clear" which could also mean specific and unambiguous. Rugg (2010:15) explains that the specificity of an indicator is granted by focusing on a single issue that provides relevant information on a situation. An example of specific indicators that could be used to assess the extent to which the Ministry of Public Service of Lesotho is employing monitoring tools in the recruitment and selection practices is the records of the percentage of candidates qualified for an available vacancy within a specific time frame and competence percentages against a target that the ministry has set. The “R” in the acronym stands for relevant, which means that the indicators must be appropriate to the subject at hand (Kusek&Rist 2004:68).The “E” in the acronym is the word’ economic’. The implication is that indicators must enable the measurement of a policy intervention to be done cost-effectively or at a reasonable cost (Castro 2009:109). The “A” in the acronym is the word ‘adequate’, which means that indicators ought to be direct and measure accurately what they claim to measure (Rugg, 2010:15).Lastly, the “M” in the acronym is the word ‘monitorable’. Indicators should be reliable and valid to ensure that what is being measured at one time is what is also measured at a later stage (Kusek&Rist 2004:70).

2.2.2.1 Types of indicators

Authors such as Yartey, Marchesini and Nahlen (2007:15) and Khandke*et al.* (2010:8) identify a variety of indicators such as input indicators, output indicators, intermediate indicators and final indicators that can be used for monitoring purposes.

An input indicator is defined by Rugg (2010:29) as a resource used in a programme, including financial and human resources from a variety of sources. For example, the amount of funds invested to implement an effective and efficient recruitment and selection policy in Lesotho through workshops and training.

Output indicators on the other hand provide information on the direct results of implementation activities (Yartey*et al.*Marchesini&Nahlen 2007:15). According to Alderton (2009:67), output indicators assess progress against specified outputs. The output itself may be measurable and serve as its own indication of whether or not it has been produced. For example, an output sample could be that appropriate recruitment and selection practices were executed; hence, at least 90% of vacancies were filled within a period stated in the Recruitment and Selection Policy.

Khandker*et al.* (2010:8) argue that indicators can be divided into two main groups namely, intermediate indicators which measure inputs into a programme and outputs of a programme and final indicators which measure the outcome and the impact of a programme.In addition,Preshunni, Rubio and Subbarao (2009:108) state that, when an indicator measures the effect of an intervention on individuals, it is a final indicator and final indicators can be divided into outcome and impact indicators.According to Taylor, Mckennaand Butler (2010:25), outcome indicators provide information on the possible impact of the implementation of a strategy particularly in values and attitudes.

The significance of outcome indicators is further strengthened by Acevedo, Rivera & Hwang (2010:33) by stating as that, “What counts is no longer how many clinics have been built, but whether citizens health has improved; not how many schools have been built but how many children are literate.” Outcome indicators assist in answering questions such as, “How will we know success or achievement when we see it? Are we moving towards achieving our desired outcomes?” (Kusek & Rist, 2004:66). When an indicator measures a factor that determines an outcome or contributes to the process of achieving an outcome, it is an “input” or “output” indicator, depending on the stage of the process hence intermediate indicator (Preshunni *etal.* 2009:110). From the above it can be concluded that indicators for monitoring purposes should be able to provide information not only of the inputs into programmes and policies, but also on the outputs and ultimately the impact.

2.3 TYPES AND APPROACHES OF MONITORING

There are different types of monitoring; however, Kusek and Rist (2004:98) posit that the two key types of monitoring are implementation monitoring and results monitoring. The former tracks the means and strategies that is the inputs, activities and outputs found in policy work plans, while the latter tracks the outcomes and impact of a policy or programme. The other types of monitoring that are explained in the context of project management are financial monitoring and compliance monitoring.

According to Jibouri (2002:147), the financial monitoring technique employs ratios between earnings and expenditures of projects or activities therefore comparing project or programme expenditure with the budgets prepared at the planning stage. Hosein (2003:3) briefly explains the financial monitoring technique as the performance test. Another type of monitoring stated by Hosein (2003:3) is the compliance test, which determines the extent to which the project team has complied with the defined project management policies, procedures, standards and controls in executing activities in each phase of a project.

Monitoring has a pattern or a sequence of steps or activities that need to be followed. An approach that assists in determining the steps and activities is the Logical Framework (logframe) approach. Licciardi and Amirtahmasebi (2011:2) explain that the logical framework was created in 1969 for the United States Agency for International Development (USAID). The logical framework helps to clarify objectives of any development strategies, programmes, or projects, and during implementation of a project, policy or programme, the logical framework serves as a useful tool to review progress and take corrective action. According to the Logical Framework approach, the expected causal links of the programme or project are identified in what is named a programme logic; that is, a result chain, which are inputs, processes, outputs, outcomes and impact (Mackay 2004:8). The Logframe Handbook (2007:13) states that the logframe is used to develop the overall design of a project, to improve project implementation monitoring and to strengthen periodic evaluation.

Even though the log frame assists in pointing staff or evaluators to where data on the indicators can be found and allows efficient assessment (in terms of time, logistics, and money) of project progress, the log frame contains a natural bias towards quantification in that interpersonal relationships can be neglected with attention being focused on tangible outputs (Grove &Zwi 2008:72). In situations of instability, however, where the breakdown of relationships or the erosion of trust can lead quickly to the outbreak of violent conflict, relationships and responsiveness to stakeholder concern must be at the forefront of development interventions (Grove & Zw 2008:72). In addition to the limitations of the logframe, Mackay (2004:8) points out that, if not updated during implementation, it can be a static tool that does not reflect changing conditions.

2.4 MONITORING AND POLICY DECISION MAKING

The process of decision making in public policy ought to be carried out based on data from a monitoring system. Cloete *et al.* (2006:168) explain policy decision-making as an intellectual activity that involves making a rational choice between alternatives. Monitoring is important in decision-making, for the reason that it assists when managers need to know the state of policy implementation before deciding on the appropriate course of action during the ensuing management cycle (Lyons, Runge, Laskowski 2008:1683). Monitoring must inform decision making at all levels of programme management (Steiner 2010:2). In addition, the empirical evidence on outcomes and related interventions have no value if they do not enhance the policy discourse and drive evidence- based decision making (Latib 2014:468). Hence, one can conclude that monitoring of the implementation of the Recruitment and Selection Policy through procedures and practices towards the achievement of the policy objectives will enhance rationality in policy decision-making, by reducing the complexity of decision-making that can be influenced by human ability, political power and time constraints .Cloete *et al.* (2006:173) clarifies that confident decision-makers can make decisions in an environment that contains ambiguity. Additionally, political power can influence decision-makers who want to protect their own interests. Lastly, due to time constraints, some decisions can be made within a limited time for gathering enough information.

2.5 MONITORING AND ACCOUNTABILITY

The concept of accountability is mostly applied in donor and recipient arrangements. The recipients have to provide information about their actions and justifications for their choice of intervention as well as suffer sanctions from dissatisfied donors; the requirement of information is enabled by rigorous reporting, monitoring and evaluation and the sanctions are enforced through cuts in funding (Emmi *et al.* 2011:18). It is significant to clarify that there is a difference between accountability and transparency. In the whole picture of public accountability, transparency only offers the element of openness in disclosure of information, the accessibility of the debates to the public or the disclosure or judgment (Pollit 2005:207). On the aspect of transparency, in the year 2000, the government of Lesotho presented to Parliament the *Access to and Receipt of Information Bill*, which was meant to give citizens the right to access government- held information. However, the motion was fruitless as it has been shelved and no further debates have taken place(Reality of Aid Report 2011:71).*The Public Service Act as amended in 2005* and the *Official Secrets Act of 1967*prohibis civil servants from divulging government held information (Reality of Aid Report 2011:71). Therefore, one can conclude that access to information is still a challenge in Lesotho as it is not clear how much government information is available for public consumption.

The meaning of accountability has been extended in a number of directions well beyond its core sense of being called to account for one's actions (Mulgan 2000:555). Ashe (2014:2) suggests that accountability involves monitoring compliance, which implies ensuring answerability and a clear distinction of responsibilities. In addition, accountability becomes a priority management issue in policy implementation in order to ensure compliance with policy goals (Wise &Freitag 2002:497; Schillemans 2008:11). Furthermore, Latib (2014:468) argues that, to get better policies, accountability ought to be enhanced at multiple levels of the policy process. This should be done more than the need to enhance technocratic reports, which, by virtue of their source, tend to close off the spaces for effective politics.Acar, Guo and Yang (2008:13) further explain that accountability is instrumental for establishing and enacting policies and processes to assess the progress and performance of programmes or projects, as well as for providing a set of tools and mechanism for tracking and monitoring activities and actions of individuals. Thus establishing a monitoring system that tracks progress in policy implementation will promote accountability. According to the African Peer Review Report (2010:45), Lesotho Public Service accountability is generally acknowledged to be very weak and persistent lack of adequate accountability limits effectiveness of the efforts made to improve public service performance.

2.6 DEFINING OF EVALUATION

Perrin (2012:3) states that evaluation involves a systematic evidence based inquiry that describes and assesses any aspect of a policy, programme or project and uses a wide variety of both quantitative and qualitative methods. The interrelation of Evaluation and Monitoring is explained by Kusek and Rist (2004:13) who state that Evaluation is a complement to monitoring in that when a monitoring system sends signals that the efforts are going off track, evaluation information can help clarify the realities and trends noted by the monitoring system. An example could be that, when monitoring reveals that public officials do not comply with the terms of the Recruitment and Selection policy, an evaluation could examine "why".

The value of evaluation in the public sector is emphasised by Chouinard (2013:268), who states that evaluation takes place in a politicised landscape, in the arena where the distribution of public goods is discussed and debated; hence, decisions made about which programmes will receive continued funding and which will not. Therefore, evaluation provides important evidence for performance measurement, efficiency, effectiveness, and value for money and results (Clarke, 2006:559).

In the context of public policy, policy evaluation should be viewed as a judging process to compare explicit and implicit policy objectives with real or projected outcomes, results, or impacts (Cloete*et al.* 2008:245). In addition, a compact explanation of policy evaluation is that policy evaluation is about comparing the intended and actual effects of public policies and can refer to insights regarding policy outcomes or impacts (Knill &Tosun 2012:175). According to Taylor*et al.* (2010:24), evaluation of policy assists in improving policy content, enhancing policy implementation, and assessment of resource utilisation during the policy process. Evaluation therefore provides needed accountability to stakeholders and funders. Taplin, Dredgeand Scherrer (2014:876) briefly define evaluation as the process of determining the merit and worth (value) of a programme, serving as a basis for determining if and how a programme needs to be improved or even terminated. Therefore, an effective utilisation of evaluation assists in determining whether a policy should be terminated, maintained or changed.

2.6.1 The difference between monitoring and evaluation

It is of paramount significance to understand the dissimilarity between monitoring and evaluation to apply the two concepts effectively. According to Mebrahtu (2002:502), policy documents of two International Non-Governmental Organizations (INGOs) use the term evaluation interchangeably with ‘review’ and ‘monitoring’. At least three INGOs failed to make a clear distinction between monitoring and evaluation. Therefore, there is evidence that understanding of the concepts of monitoring and evaluation is important to enable appropriate implementation.Monitoring takes place during the implementation process of a policy through programmes while evaluation is executed after a phase has been completed or at the process to determine if the objectives of a policy have been achieved. The divergence of monitoring and evaluation is explicated as Mouton (2007:491) argues that the difference between programme evaluation and programme monitoring is that programme monitoring often becomes a routine activity, while programme evaluation, on the other hand, can be a once-off assessment or form part of a comprehensive evaluation initiative. In addition, programme monitoring is essentially descriptive in nature it records events as they happen or states of affair as they occur (Mouton 2007:491).

Monitoring provides real-time information required by management, whereas evaluation provides more in-depth assessment. Additionally evaluation draws heavily on data generated through monitoring during the programme and project cycle, including, for example, baseline data, information on the programme or project implementation process and measurement of results (UNDP 2009:9). Thus, evaluation is a systematic and objective assessment of the results achieved by a programme (Khander*et al.* 2010:8). Furthermore, evaluation helps to establish what difference is being made, why the level of performance is being achieved, while monitoring helps managers and policymakers to understand what the money invested is producing and whether plans are being followed (Porter & Goldman 2013:3)

2.7 TYPES AND DESIGNS OF EVALUATION

There are different types and designs of evaluation such as, formative evaluation, impact evaluation, which some scholars refer to as summative evaluation, economic or the cost benefit analysis, participatory evaluation and the quasi-experimental design.

2.7.1 Formative evaluation

Evaluation in the early implementation stages of a programme, project or policy will provide warnings on lack of clear objectives or inconsistencies between resources, activities and objectives. Therefore, formative evaluation, evaluability assessment or needs assessment is applied during the development of a new programme, or to modify an existing programme in a new setting or with a new population (Centers for Disease Control [CDC] 2012:3).Formative evaluation is intended to improve an ongoing project or programme(Van

Niekerk*et al*. 2001:98; Tosun,2012:175).In addition, Perrin (2012:3) states that formative evaluation can assist in identifying intermediate outcomes stipulating explicitly the point where a policy, programme or project seems likely to make an impact and therefore what could be done to enhance effectiveness.

Westat (2010:8) argues that formative evaluation has two components, namely implementation evaluation, which is also referred to as “process evaluation”, and progress evaluation. Implementation evaluation, also called process evaluation, involves studying the development of programmes (Brousselle, 2004:155). CDC (2012:3) synonymously use the terms “process evaluation” and “programme monitoring”, advocating that these two terms show how well the programme works, the extent to which the programme is implemented as designed, as well as whether the programme is accessible and acceptable to its target population.

However, Baker (2000:1) distinctively explains that a programme monitoring system enables continuous feedback on the status of programme implementation, identifying specific problems as they arise whereas process evaluation is concerned with how the programme operates and focuses on problems in service delivery. Moreover, process-based evaluations are aimed at understanding howa programme works and seeks to answer questions such as; Are there adequate resources, (money, equipment, facilities, training) and systems (financial management information) in place and are programme participants receiving quality services? (Baker 2000:1).

Therefore, process evaluation as a component of formative evaluation is employed to assess progress in meeting a project, programme or a policy’s ultimate goals (Westat 2010:9). Similarly, Rubio (2011:3) adds that process evaluation is a goal or objective based evaluation, which assesses the clarity of a program’s objectives and its progress in achieving its objectives. The questions that should be answered are

- How are programme objectives established?
- Are inputs, activities, and outputs aligned with the objectives or outcomes (internal consistency)?
- Are there sound performance indicators to assess the programme’s progress in achieving its objectives?
- Will the goals be achieved according to timelines specified in the programme implementation or operations? If not, why?
- Should any goals be added or removed? Why?

2.7.2 Impact evaluation

The evaluation of the impact of the practices of the Recruitment and Selection policy is momentous. According to Baker (2000:22), impact evaluation is intended to determine more broadly whether the programme or policy had the effects both intended and unintended on individuals, households, and institutions and whether those effects are attributable to the programme or policy intervention. Although many impacts cannot be fully assessed until an intervention has been operating for several years, many impact evaluations are combined with formative or process evaluations designed to provide preliminary findings on whether a programme is on track to achieve its intended outcomes (Bamberger 2009:10). Although in this study, it is argued that monitoring and evaluation are separate but complementary terms, Khander*et al.* (2010:4) argue that Monitoring and Evaluation is a single concept.

It therefore separates that concept from impact evaluation by pointing out that Monitoring and Evaluation (M&E) assess how an intervention evolves over time, evaluating data available in terms of initial goals, indicators and outcomes associated with a programme. Impact evaluation provides a framework sufficient to understand whether the beneficiaries are truly benefiting from the programme and no other factors. An impact evaluation assesses the changes in the well-being that can be attributed to a particular programme or policy. Information generated by an impact evaluation informs decisions on whether to expand, modify or eliminate a particular policy or programme and is used in prioritising public actions hence (Prennushi *et al.* 2009:1). Moreover, impact evaluation is a particular type of evaluation that seeks to answer cause and effect questions, such as, “What is the impact (or causal affect) of a programme on an outcome of interest?” (Gertler *et al.* 2011:7).

According to Pritchett, Samji and Hammer (2013:7), an impact evaluation requires a counterfactual, which is, to know the causal impact of a project, one has to know not just the factual (what happened), but also what would have happened without the project. Therefore, as the then Minister of the Public Service stated in the Lesotho Human Resource Policy Manual (2010:i), before the policy manual which encompasses the Recruitment and Selection policy, the management of human resource was guided by fragmented pieces of regulations, which made access to information difficult, particularly in offices where records were poorly managed.

Consequently, an impact evaluation will assist in measuring the effect and efficiency of the Recruitment and Selection Policy subsequent to its implementation. Grun (2006:2) explains that the relation of the outputs to the inputs of a project or policy is called the efficiency and the relation of outcomes to outputs defines the effectiveness of a project and provides information about how effective each outcome was in bringing about the objectives of the project.

However Lopez-Acevedo *et al.* (2012:127) posit that, compared to other evaluation types, impact evaluations require technical skills, and are costlier; therefore, they are most effective when applied selectively to answer strategic policy questions or to assess innovative pilot intervention testing a new, unproven but promising approach. For that reason, impact evaluations ought to be conducted after months and years of a policy intervention and execution.

2.7.3 Economic evaluation

The cost of implementing a policy, project or programme ought to be evaluated at the beginning or throughout the operation of a program, policy or project. Therefore, economic evaluation involves the identification, measurement, valuation and then comparison of the costs (inputs) and benefits (outcomes or impacts) of two or more alternatives. The focus is on the efficiency of policy and the best use of scarce resources (Knill & Tosun 2012:183). The components of economic evaluation are cost benefit analysis and cost effectiveness. The cost benefit analysis measures both inputs and outputs in monetary terms, for example funding, supplies and facilities, training on implementing the Recruitment and Selection policy and effectiveness of the policy in monetary terms. On the other hand, cost-effectiveness measures outcomes in non-monetary terms (Licciardi & Amirtahmasebi 2011:3).

2.7.4 Quasi-experimental design

According to Stern *et al.* (2012:15), in the social sciences a “design” refers to the overarching logic of how research is conducted, experiments and theory based evaluations or case studies would be design approaches. Different designs may share similar methods such as use of interview data, focus groups and analysis of statistical data. Therefore, the logic of the design is of more significance than the methods employed.

Different methods and designs applied in conducting impact evaluations; nonetheless, for the purpose of this study, According to Anderson (2007:265), in a quasi-experimental design, a treatment group (a group that received treatment through policy) could be compared with another group (comparison group) that is similar in many aspects. Then the before and after study is carried out after a period of implementation of the policy. For example, a group of public servants employed prior the execution of the Recruitment and Selection Policy with similar qualifications with those employed after the appliance of the policy can be compared by, assigning particular tasks and activities of which competency and performance shall be appraised.

On the other hand, Baker (2000:4) argues that, even though quasi-experimental designs can draw from existing data sources and are thus often quicker and cheaper to implement, many other factors can affect the reliability of the results. Furthermore, there could be an observable bias that could include the selection criteria from which an individual is targeted, such as geographic location, or unobservable, which may bias outcomes could include, individual ability, willingness to work and politically driven process of selecting individuals (Baker 2000:4).

2.7.5 Participatory evaluation

Participatory evaluation has been vastly defined in the context of community development projects. However, participatory evaluation could be executed in organisations. Lennie (2005:340) points out that participatory forms of evaluation aim to produce a range of empowering outcomes and impacts including a boarder stakeholder participation in decision making. Participation implies, people collectively taking control, developing plans of action and responding to feedback in relation to future action (Niba& Green 2005:103). According to Vernooy*et al.* (2006:400), “participatory” means various types and degrees of involvement in, control over, and decision making in an activity or a research process. Therefore, it can be concluded that, when evaluating the recruitment and selection practices by the Ministry of Public Service Lesotho, all the relevant stakeholders such as the Minister of the relevant ministry and the Human Resources officials of the line ministries must be incorporated. This incorporation of the relevant stakeholders is opposed to the external evaluation by external agencies.There must be local initiative, local participation and local ownership of the ensuring appropriate recruitment and selection practices.

2.8 Evaluation and value for money

Value for money is part of results –based management. According to Minnaar and Bekker (2005:127), the concepts of efficiency, effectiveness and the economy combined in an integrated perspective provide value for money. In order to achieve value for money, resources have to be obtained and utilised as inexpensively as possible, with the precondition that they comply with acceptable quantity and quality (Minnaar & Bekker 2005:127). Fleming (2013:2) explains as an example that, to assess the economy aspect of value for money,

> Programme A may cost R1.2 billion to build 50 schools and Programme B costs R900million to build 50 schools. Programme B is better value for money in terms of the economy. As quality is a part of the assessment of economy, schools are only counted if they are built to a satisfactory, certified standard. Therefore, Programme C that cost R600million but built schools that failed building inspection is not considered value for money.

Therefore, Grun (2006:2) posits that "economy" is the relation of the inputs to their costs. The cost of training human resource managers on appropriate recruitment and selection practices and the quality of the training ought to be considered. If the cost of the training is within the budget but the quality is poor and yields unsatisfactory results, then the training is not considered value for money. The challenge of examining the economy is that it seems to measure quality retrospectively, which is after the training and in the context of the example stated above; after a building inspection.

The second concept in explaining value for money is efficiency. According to OECD Development Assistance Committee (2010:22), efficiency measures the outputs, qualitative and quantitative in relation to inputs. Efficiency can be defined in various contexts. Palenberg (2011:26) states that there is optimisation efficiency, which is explained by net welfare effects, for example, the net benefits caused by an intervention. On the other hand, transformation efficiency is based on costs and benefits, which is measured by the transformation of costs and benefits by using cost-benefit ratios and cost-utility ratios. An example would be the following: if Programme A costs R100 000 to train 50 human resource officials on appropriate recruitment and selection practices and Programme B also costs R100 000 to train 50 human resource officials, and the performance analysis scores of public servants recruited by Human Resource Officials who received training by ProgrammeB are higher than those of Programme A, Programme B had better value for money in terms of efficiency.

Even though the cost-benefit analysis is a tool applied to measure transformation efficiency in monetary terms, Mackay (2004:20) states that requisite data for cost benefit calculations may not be available. Projected results may be highly dependent on assumptions made and results must be interpreted with care, particularly in projects where benefits are difficult to quantify. The cost-benefit analysis heavily relies on forecasting and assumption as it seeks to answer the question from a welfare perspective of should the government invest in a programme considering the scarce resources (Busjeet 2007:5).

Lopez-Acevedo *etal.* (2012:107) briefly state that in a results chain, efficiency is explained as tasks undertaken to transform inputs into outputs, for example, agreements signed with consultants to ensure training of human resource officials. Thus, in the context of the results chain, efficiency is the process of enabling the conversion of inputs to outputs. One can conclude that, to ensure value for money, efficiency cost-benefit analysis and cost-effectiveness are important.

The outcome evaluation assists in measuring the effectiveness of policy, programme or project. According to the United Nations Programme on HIV/AIDS (UNAIDS)(2008:57), an outcome evaluation determines if, and by how much, projects and programmes achieve their intended effects on the target population. Grun (2006:2) explains that the relation of outcomes to outputs defines effectiveness of a project or policy and provides information about how effective each outcome was in bringing about its objectives. Therefore, when determining value for money, effectiveness relates to goal achievement; that is, have the goals and objectives been achieved within the limitations of allocated resources? If so, how much value was created in the process (Minnaar & Bekker 2005:128).

Fleming (2013:2) states as an example that:

> Total costs for Programme A were R1.4 billion and Programme B cost R1.8 billion. There were 6000 graduates from Programme A schools with 1000 of these finding paid employment. Programme B resulted in 5000 graduates with 500 finding paid employment. Graduates from Programme B were in the hardest to reach regions of the country. Therefore Programme B is better value for money in terms of effectiveness even though the programme cost more and resulted in less graduates finding paid employment. This is because the programme achieved results amongst the most vulnerable population.

In the cited example, when determining value for money, the cost, which is the input of the programme and the outputs, which are the number of graduates, is considered as well as the outcome, namely graduates getting paid employment. Value for money considers the positive impact of the programme on the environment and that is the effectiveness of the programme.Impact evaluation synonymously referred to as outcome evaluation by some authors' tests whether the absence or implementation of a programme has had any effect on the target population and also tests programme implementation alternatives (Gertler 2011:9), while effectiveness in the context of value for money is how much significance was created by the programme in the target population.

2.9 THEORIES AND MONITORING AND EVALUATION

According to McAuley, Duberley& Johnson (2007:6) a theory entails describing and conceptualising the phenomenon of interest. Theories such as the programme theory, complexity theory, organisational theory, Weberian theory and institutional theory assist in highlighting the significance of monitoring and evaluation in government ministries.

2.9.1 Programme theory

The impact and utilisation plan of a programme or policy is explained by the programme theory. Stern*et al.* (2012:25) explain that a programme logic is built around a theory, which is a set of assumptions about how an intervention achieves its goals and under what conditions. A programme theory provides a logical and reasonable description of why programme activities should lead to intended results or benefits (Schuurs*et al.* (2014:331).

However, Rogers (2008:33) argues that logic models used in programme theory and guidelines to programme theory show a single linear causal path (inputs, process, outcomes, and impacts) a model which assumes a stable environment.An example of a logic model would be inputs (the cost of training human resource officials in the Ministry of Public Service on the appropriate practices of recruitment and selection), then activities or processes (setting targets of recruitment of suitably qualified personnel competence scores and of the timeframe of appropriate selection of candidates). This will lead to outputs (public servants that are qualified and able to perform their relevant job tasks, and the outcomes (improved service delivery) and consequently, the impact (economic growth). According to the programme theory, it can be concluded that, if the recruitment and selection practices are appropriately monitored and evaluated, then the performance of public servants will be enhanced.

2.9.2 Complexity theory

Based on the assumption that the government is a complex phenomenon, the complexity theory assists in portraying the significance of the monitoring and evaluation of government policies. Within the government or the public sector, public policy can also be considered as a system that involves various interdependent actors (Özer&Şeker 2013:95). Prior to discussing the attributes of the complexity theoryit is vital to note that Klijn (2008:301) states that, what has become known as complexity theory, is a collection of different theories such as chaos theory, complex adaptive systems and dissipative structures.

Complexity theories advocate that often developments are non-linear (Teisman&Klijn 2008: 288); hence, monitoring and evaluation practices ought to be used as tools to keep track of change as it occurs.Complexity also entails self-organisation, which De Kool& Van Burren(2004:181) define as interacting components cooperating to produce large-scale coordination structures and behaviour. Teisman and Klijn (2008:2008) clarifies that, due to this self-organisation of entities (actors, policies or processes) within a larger compounded whole, the larger entity will develop in an unknown direction and with unknown speed. Therefore, government administration can change or public sector reforms can be introduced hence ministry officials through effective evaluations during policy implementation have to generate new understanding of problems that could be encountered and provide solutions.

For policy to survive, it has to respond to changes that could be technological and governmental. Cairney (2012:349) explains that surroundings of a policy are unstable. For that reason, organisations must not rely on a single policy strategy. However, policy makers often seek to concentrate power at the centre rather than seek to understand their policy-making environment (Cairney 2012:349). One can conclude that the limitations of monitoring and evaluation of policy could be due to the political environment and centralisation of decision-making, even though policy involves various interdependent actors.

2.9.3 Organisation theory

The Ministry of Public Service shall be considered as an organisation. Organisations are human systems of cooperation assembled within identified boundaries to pursue shared goals or objectives (Hodge, Anthony & Gales 2003:12). Similarly, Draft (2007:10) defines an organisation as a social entity that is goal driven, designed, as deliberately structured and coordinated activity systems that are linked to the external environment. There is no single theory that explains the entire area of analysis and development of organisations (Leagaard&Blindslev 2006:13); however,organisation theory is about conceptualising, explaining and ultimately guiding action regarding the different ways in which people act in unison towards common organisational goals (McAuley*et al.* 2007:13).

In relation to the organisation theory, the system theory, in describing the link of the external environment to organisations, is similar to the external environment in public policy in that, according to the open system, organisations interact with their external environment to survive; so does the public policy. Policy is bound to be influenced by external factors, which include political, economic, social and cultural factors (Nambalirwa 2010:28). Daft (2007:14) explains that organisations have to find and obtain needed resources, interpret and act on environmental changes, dispose of outputs, control and coordinate internal activities in the face of environmental disturbances and uncertainty. According to Cloete*et al.* (2006:42), the system approach to policy making demands and acquisition of resources are inputs, subsequently there is a conversion of demands into outputs which are, policy statements and documents, next, the feedback of the impact of the policy through monitoring activities and evaluation reports back to funders of resources or other inputs. Monitoring and Evaluation will ensure that the organisation through appropriate policy implementation shall achieve its goals and objectives.

2.9.4 Institutional theory

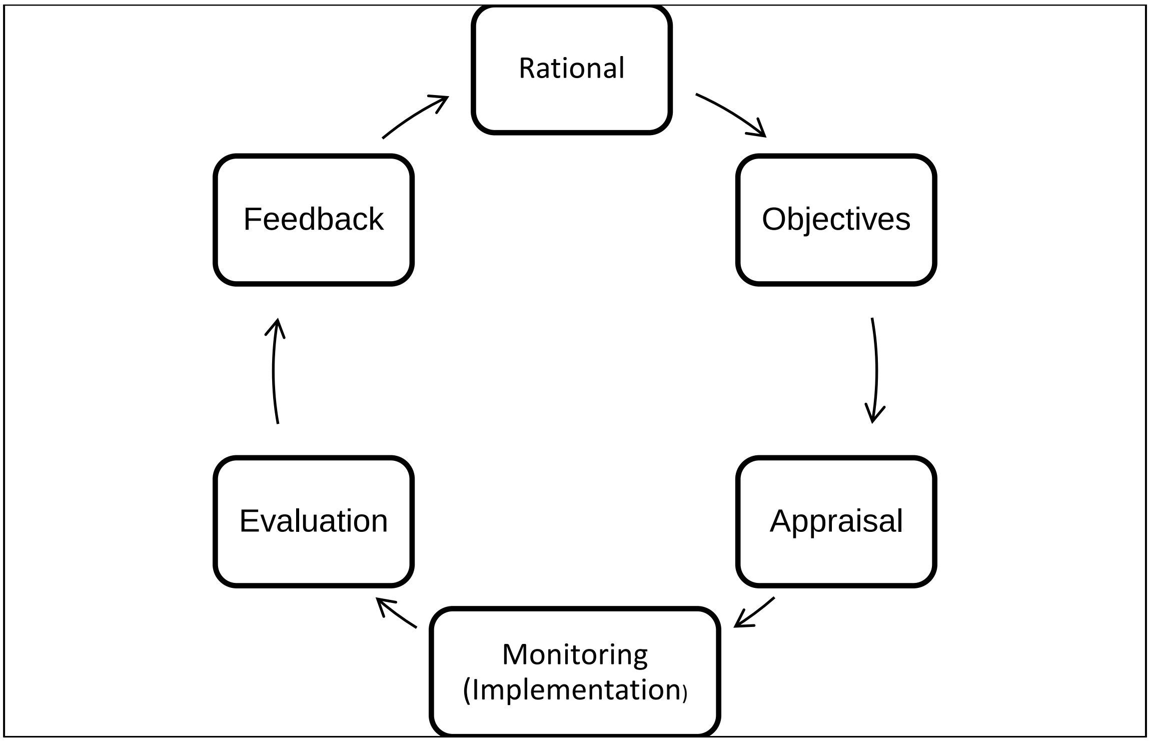
Monitoring and evaluation ought to be institutionalised to enhance policy implementation in government ministries. According to Hodge *et al*. (2003:22), the process by which actions are repeated and given meaning is defined as institutionalisation. Hatch (1997:84) states that sometimes actions are repeated, because explicit rules or laws exist to ensure their repetition through legal and political influences. In applying institutional theory to an analysis of a particular organisation, what must be considered is how an organisation adapts to its institutional context. These are the analysis of regulatory agencies, laws, expectations and types of institutional pressure such as coercive (governmental regulations and laws) normative (cultural expectations through professional training of members) exerted by the environment on the organisation (Hatch 1997:85).

According to the institutional perspective, for an organisation to be legitimate, it must adopt structures that are appropriate and proper within the environment's system of norms, values and beliefs (Draft 2007:101). In the context of the study, Monitoring and Evaluation of the recruitment and selection practices that are guided by the Recruitment and Selection policy will legitimise the Ministry of Public Service as the provider of competent and qualified government employees across ministries. The norms and values that are cemented by Monitoring and Evaluation are accountability and transparency in the implementation of the Recruitment and Selection policy.

2.10 Monitoring and evaluation in the context of public policy

Many policies that have been developed seem almost faultless on paper; however, these have not necessarily been translated into deliverables or met the policy goals; hence, the need for appropriate Monitoring and Evaluation (Ile*et al.* 2012:3). It is vital to define the term 'public policy'. Public policy is referred to as the decisions and actions of government and the intentions that determine those decisions and actions. Moreover, policy guides decisions and actions towards those decisions that are most likely to achieve a desired outcome (Guert 2014:6). Public policies are developed because there is an existing problem and a need for government in collaboration with other stakeholders to solve such a problem in an effective, effective and economic manner.

Sagone (2008:8) argues that the international community agrees that, Monitoring and Evaluation has a strategic role to play in informing policymaking processes.There are various policy models. Ideally, the need for a policy is recognised; then possible solutions are considered (policy options). Subsequently, a chosen course of action is put forward (policy formulation). After that, the policy is officially agreed to (policy adoption) and then the agreed policy is put into action (policy implementation). Lastly. the policy is reviewed and assessed (policy evaluation) (Schnell & Coetzee 2008:6). In addition, Hallsworth, Parker and Rutler (2011:25) state that the treasury published the Green Book in the United Kingdom, which illustrates the Rationale, Objectives, Appraisal Evaluation and Feedback, “ROAMEF” policy cycle.



Source: HM Treasury, the Green Book, 2003:3

Figure2. 1 The "ROAMEF" policy cycle

The explanation is that each stage follows rationally from the previous stage as a policy represents a set of planned actions that are then implemented with monitoring and subsequently evaluation to assess the extent to which the goal was fulfilled. However,Hallsworth*etal.* (2011:45) argues that the stages model presents a naïve view of policy making, if policies are successful, it is usually because of contingent factors rather than because they are guided by a realistic model of a policy process.

For a successful policy process, Monitoring and Evaluation ought to be government wide. It needs to be linked to the national development plan of the country and integrated into the operations and culture of government institutions (Lahey 2015:1). There must be a need for strong top-level supporting leaders who are willing to provide the time and resources to initiate the Monitoring and Evaluation processes (Hatry 2010:1). Monitoring and Evaluation has to be developmental. It requires an appropriate management of human resources and the transportation of learning across sectors and spheres of government departments so that successes are replicated and challenges are managed. Kusek andRist (2004:33) advocate that political will and institutional capacity are required for effective implementation of Monitoring and Evaluation; however, governments may need civil service reform or reform of legal and regulatory frameworks. The requirement of resources and political support in implementation of policies implies the need and involvement of other role players than the public officials. In addition, Mfene (2008:213) emphasises the importance of leadership (both political and administrative) in the policy process, especially the policy implementation. Leadership involves taking the lead to bridge the gap between formulating plans and reaching goals, that is, translating plans into reality (Smit*et al.*2007:247).

In the policy process, collection of data provides evidence of the progress in the policy cycle. Ile *et al.* (2012:12) put forward that Monitoring and Evaluation should be undertaken ethically and with integrity. Reporting of findings should be presented as fairly as possible with limitations declared. Additionally, Kozel& Deena (2003:297) explain that data and policy are closely intertwined; the statistical information collected by government agencies should be useful to decision-makers and those formulating policy. Guiding questions in designing evaluations include:What data will provide the best information to improve implementation that helps achieve policy goals? What validated indicators already exist to assist with evaluation? Lastly, are there existing sources of data that can inform the evaluation? Therefore, monitoring and evaluation in the policy process assists in data collection of the progress at the policy implementing stage and analysing the data to enable decision making by policy makers (Taylor 2010:24).

2.11 CONCLUSION

The Government of Lesotho as part of the United Nations and other international organisations that have pledged to promote good governance and encourage economic growth has to conform to application of Monitoring and Evaluation as public management tools. Monitoring and Evaluation will not only be effective in donor and recipient country relations or Government Wide Monitoring and Evaluation systems, but can also be applied to policy, programmes and projects in the public sector.

The public service has to deal with challenges of providing services in a complex political environment. However,the implementation of Monitoring and Evaluation in the day-to-day running of government departments and agencies with the emphasis on transparency, accountability, effectiveness and efficiency will promote the required standard of service delivery. Monitoring and Evaluation will also ensure that the Recruitment and Selection Policy in the Ministry of Public Service of Lesotho is guided towards achieving its main objective of recruiting qualified and competent public servants and decision making that considers value for money.

The selection of appropriate indicators is fundamental in the process of Monitoring. These indicators are vital for effective collection of data to track progress of a policy, programme or project. Monitoring also enhances accountability, which ensures compliance to policy goals and objectives. With the data that are collected through the monitoring system, decision-making is facilitated. The logical framework (sequential model, namely inputs, processes, outputs, outcomes and impact) in the process of monitoring is used to locate the data.

The Monitoring system feeds into the evaluation process, which is the assessment of the merit of a policy, programme or project. The types of evaluations discussed are those relevant to the study. Formative evaluation assesses incontinences between resources and policy objectives while impact evaluations assess the outcomes or results of the policy intervention and economic interventions reviews the costs of the policy intervention. Literature indicates that Monitoring is more widely practised than Evaluation, as the latter might expose weaknesses and failures. However, it is only when the two concepts are employed jointly that their vitality becomes evident.

Administrative and political leadership has been mentioned as the enablers of a sustainable execution of monitoring and evaluation in the public sector. Political leadership will assist in the provision of resources required while administrative leadership provides managerial skills. The process of policy demands supervision and guidance. Enhancing capacity of Monitoring and Evaluation and the adoption of an integrated holistic national vision and consequently coordinated Monitoring and Evaluation within ministries within an explicit period will enable effective management of the system.

The following chapter is a discussion on the recruitment and selection in the Ministry of Public Service Lesotho

CHAPTER THREE: RECRUITMENT AND SELECTION IN THE MINISTRY OF PUBLIC SERVICE LESOTHO

3.1 INTRODUCTION

The recruitment, selection and appointment of civil servants is crucial for creating stable, efficient and effective government administration. It is therefore imperative for the Ministry of Public Service to supervise and appraise the recruitment and selection practices in the public sector. Lesotho has put forward statutes to regulate the process of fair and transparent recruitment that promotes equity in the public sector. The selection process aims at filtering and identifying the best candidates suitable for the job based on the merit system.

The Ministry of Public Service of Lesotho oversees the implementation of the Recruitment and Selection Policy. However, the Public Service Commission has been tasked with the constitutional responsibility to conduct the selection process. It has the power to appoint persons to hold or act in office, the power to appoint persons into office,and the power to execute disciplinary control as well as the power to remove persons from office. The process of recruitment and selection is a process that has a negative impact on service delivery and the economy if not cautiously practised.

There are factors that have an impact on the recruitment and selection in the public sector of Lesotho. Political stability affects the government administration that conducts the recruitment and selection process; therefore, political instability is likely to have a negative impact. There are social and economic factors such as HIV/AIDS, which has decreased life expectancy, unemployment of the young and skilled labour force, and the Lesotho education system that does not provide the required skills and the state of the economy of the country, which eventually leads to brain drain.

The recruitment and selection process might be clearly outlined in theory as a sequential process; nonetheless, the implementation is influenced by various factors that ought to be controlled to achieve the expected outcomes of hiring a skilled and competent labour force that will propel the quality of service delivery to the required standard. These factors could be the scarcity of skills, the budget for carrying out all the stages of the process and the participation of the role players involved in the process.

3.1.1 Brief political history of Lesotho

The assumption is that political instability negatively affects the administrative capacity and government functions that promote quality service delivery. Lesotho has had a volatile political atmosphere. Any nation's success in recruiting talented and committed people to the public service depends not only on many facets of Human Resource Management system, but also in the political, social and economic context (Lavigna& Hays 2004:239). The Basotho National Party (BNP) led Lesotho to independence on 4 October 1966 (Gill 1993:216).According to the Lesotho Country Profile (2004:2),

> "In January 1970 the ruling BNP looked set to lose the first elections post-independence general elections when Prime Minister Chief Leabua Jonathan annulled the election. He refused to cede power to the Basotho Congress Party (BCP) and imprisoned its leadership. The BNP ruled by decree until January 1986 when a military coup forced them out of office. The Military Council that came into power granted executive powers to King Moshoeshoe II, which was until then a ceremonial monarch. In 1987, however the King was sent into exile after a falling out with the army. Subsequently, in 1994, King Letsie III staged a military-backed coup and appointed an interim government after he unsuccessfully tried to persuade the ruling party BCP to reinstate his father, King Moshoeshoe II. Thereafter, civil society groups mobilized all stakeholders in and outside Lesotho in order to put pressure on the King to revert to the constitution and reinstate a democratically elected government. A negotiated settlement resulted in the reinstatement of the BCP and Letsie III abdicated in favour of his father. King Letsie III returned to the throne soon after, following Moshoeshoe II's death in an automobile accident in 1996. Even though under military leadership from 1986 to 1993 the country restored democracy in 1993 with the election of a government led by the Basotho Congress Party (BCP). The BCP split in 1997 and the majority of MPs followed the prime minister into a new party, the Lesotho Congress for Democracy (LCD) which won all but one of the seats contested in the parliamentary election held in 1998 which perpetuated the subsequent civil unrest".

The victory of the LCD in the 1998 elections resulted in political instability in the country (Maema 2010:44).There was a squabble between political parties due to the allocation of parliamentary seats following the 2007 general elections owing to the coalition that LCD had with the National Independent Party (NIP). Nonetheless, a similar coalition was formed by the opposition, the All Basotho Convention (ABC) and the Lesotho Workers Party (LWP). The Southern African Development Community (SADC) employed high mediation, but failed (Lesotho Country Profile 2004:2).

Lesotho experienced an attempted coup in April1999 (BTI 2013:2).In 2012, no party won the outright majority; hence, a coalition government formed by three political parties came to power. They were the All Basotho Convention (ABC), the Basotho National Party (BNP) and the Lesotho Congress for Democracy (LCD). The elections resulted in Lesotho's first democratic transfer of power from one political party to the next. There was no post-election conflict, and no need for external mediation, which had been routine in almost every general election (BTI 2013:2).

However, the coalition government collapsed due to corruption and a lack of trust among the coalition partners on 30 August 2014. The military attempted to overthrow the government in a failed coup and after an intervention by SADC, Lesotho headed into early elections on 28 February 2015 after only 33 months of the previous government (BTI 2016:2). A coalition of seven parties, namely the Democratic Congress (DC), Lesotho Congress Party (LCD), Marematlou Freedom Party (MFP), National Independent Party (NIP), Lesotho People's Congress (LPC), Basotho Congress Party (BCP) and the Popular Front for Democracy (PFD) came to power to date. The volatile nature of the political atmosphere has resulted in constant changing of the government administration; therefore, affecting the leadership that guide execution of policies.

3.1.1 Brief history of Lesotho Public service

The evolution of the Human Resource Management in the Public Service of Lesotho serves to assist in understanding how the legal framework and structure of the Public Service had an influence on the recruitment and selection practices. According to Monyane (2008:4), after Lesotho had gained independence from the British Protectorate on 4October 1966, the government inherited a small civil service, which was later expanded due to economic and political pressure. However, owing to the absence of well-defined processes, procedures and political intolerance, the recruitment process was open to abuse and mismanagement.

> The Ministry of Public Service was formerly known as cabinet Personnel under the office of the Prime Minister. It was responsible for the management of personnel in the Civil Service.The Ministry was granted Ministerial status in the 1985/1986 financial year as the executive arm of the Minister responsible for the personnel functions in the Public Service. It was granted full Ministerial autonomy in 1999/2000. In 2007, it became a fully-fledged Ministry when it was assigned a Minister. (Ministry of Public Service, 2015)

The Ministry of Public Service has a Human Resource Department with the main objective of facilitating recruitment of Human Resources across the Public Service. According to the Ministry of Public Service (2015:1), the department comprises three sections with the following functions,

> Firstly, human resource utilisation which seeks to, facilitate placement of graduates across the civil service, to recruit Ministry of Public Service staff, to establish a profile on gender balance in the Public Service and to administer exit interview. Secondly, the department has to develop and implement Human Resource Policies in the civil service. Thirdly, the department manages and coordinates the functions of the secretarial and Human Resource cadre, to facilitate recruitment of Human Resource cadre and secretarial cadre staff and to restructure the secretarial cadre and lastly, to monitor implementation of Human Resource policies and to produce assessment report on HR policies impact.

Lesotho case study (2006:4) asserts that the Ministry of Public Services is responsible for developing public service policies regulations and codes of best practice and is broadly responsible for employee relations, organisational development and training, and the allocation of employment numbers across the public service. The number of staff in the public service was approximately 15 707 (World Bank 2016:3). It is imperative to indicate that recruitment and selection overseen by the Ministry of Public Service does not include teachers, soldiers and police. The public sector constitutes about 3.05% of the total population and about 10% of the employed population (World Bank 2016:3).

3.2 THE POLITICAL CONTEXT OF RECRUITMENT AND SELECTION

Any nation's success in recruiting talented and committed people to public service depends not only on many facets of the Human Resource Management but also on the political, social and economic context (Lavigna& Hays 2004:239). Nambalirwa (2010:29) asserts that government ministries operate within government legislation and regulations making it difficult to separate the political environment from the daily functioning of ministries. In an attempt to bridge the gap between its labour laws and international standards, the Government of Lesotho enacted the Public Service Act, No.13 of 1995 which was one of the important pieces of legislation in the history of Lesotho's Labour Law (Maema 2010:46). *The Constitution of Lesotho Act, No.5 1993,The Public service Act No.1 2005* and *The Public Sector Regulation* (Legal Notice No. 78 of 2008) were applied in the recruitment and selection into the public service and a Recruitment and Selection Policy was drafted in 2010.

3.2.1 The *Constitution of Lesotho Act, no.5 1993*

The Constitution of Lesotho was adopted in 1993 and amended in 1996, 1997, 1998 and 2001. It is the supreme law of Lesotho and if any other law is inconsistent with the Constitution, that other law shall, to the extent of the inconsistency, be void (*The Constitution of Lesotho* 1993:1). According to the Constitution (Chapter XIII, Section 136), the Public Service Commission is an organ of the state which consists of a chairman and not less than two nor more than four other members who shall be appointed by the King (Lesotho is a parliamentary constitutional monarchy) acting in accordance with the advice of the Judicial Service Commission. The Public Service Commission as stated in section 137(1) is vested with the power to appoint persons to hold or act in offices in the public service, including the power to confirm appointments, the power to exercise disciplinary control over persons holding or acting in such offices and the power to remove such persons from office.

According to Berman*et al.* (2010:141), the historical establishment of Civil Service Commissions or the Public Service Commission is associated with the rejection of the spoils system, patronage (appointment based on connections and political views) and any form of recruitment and appointment of public servants that is non-meritocratic, in favour of merit-based and open competition for public-service appointments. Berman *et al.*(2010:142) further explain that the spoil system was the appointment of jobs as spoils of victory to those active in the victorious campaign despite lack of qualifications while the merit system advocates open competitive examination based on technical qualification.

3.2.2 *The Public Service Act, no.13 of 1995* and *The Public Service Act, no.1 of 2005*

The Public Service Act, no.13 of 1995 replaced the Public Service Order of 1970.The shortcomings of the Public Service Order of 1970 were a lack of clarity of roles and functions in the public service. That Public Service Order 1970 took away the independence and authority of the Public Service Commission. Moreover, this action exposed the public service to arbitrariness and abuse of power in matters of appointments, promotions, discipline and removal of public servants in general (Government of Lesotho 1993:3).*The Public Service Act, no.13 of 1995* section (2) states that the main objective of the Act is to develop and maintain a stable and disciplined public service that will administer the business of the Government of Lesotho impartially.

The Public Service Act, no.1 of 2005 section 7(1) states that the appointment to the public service shall be on permanent and pensionable terms, contract terms, temporary terms and causal labour terms. Furthermore, section 8(1) affirms that entry into and advancement within the public service shall be based on merit, namely ability, qualifications, knowledge, skill and aptitude after a fair and open competition, which assures that all citizens of Lesotho receive equal opportunities. The selection process is solely the responsibility of the Public Service Commission, as section 8(2) posits that in selecting candidates for appointment to a post in the public service, the Commission shall have regard primarily to the need for promoting efficiency within the public service. Section 8(2) continues in stating that the Commission shall have the power to reject short listed candidates who, in the view of the Commission are not qualified for the job.

To strengthen and regulate the recruitment and selection practices further, the then Minister of Public Service, Mr Sekatle, established the Public Service Regulations of 2008, Legal Notice no.78 of 2008, as given authorisation by *The Public Service Act no.1 of 2005.* This document indicates that the Minister may make provision for matters such as section 10(2)(b) employment policy and any other policy that relates to human resources, including, but not limited to promotions training and development, public relations, retirements, control and organisation of ministries and departments.

3.3 SOCIAL AND ECONOMIC CONTEXT OF RECRUITMENT AND SELECTION

The combination of the social and economic factors that have an impact on the recruitment and selection processes in the public sector is vast. Lesotho is a least-developed country, with persistent poverty, where 57.1% of the population lives below the poverty line (Lesotho Country Profile 2015:1) and much of the population has been affected by the HIV/AIDS pandemic. The Human Immunodeficiency Virus (HIV) as a pandemic has a direct negative impact on the recruitment and selection processes, as the health of the labour force is of much significance to the Public Service. Hence, education about the virus and the treatment is vital. Lesotho has one of the highest incidences of HIV-infected persons in the world; yet, it has low HIV treatment coverage (Lesotho Country Operational Plan 2015:2). Without sufficient HIV treatment, new infections will increase. However, the Government of Lesotho's revised National Strategic Plan for HIV and AIDS (NSP) 2011/12-2017/18 aims to halve new infections by the year 2020. Due to the devastating impact of HIV/AIDS, average life expectancy stands at 48.2 years. Approximately 40% of the population comprises the youth (15-35 years) (Millennium Development Goals Status Report 2013:5).

3.3.1 Unemployment

Another aspect that impacts negatively on recruitment and selection practices is unemployment. However, the vacancy rate for civil servants is reported to stand at33% in June 2015, according to the established list 2012/13. The establishment list itself seems neither to reflect the real needs of public administration nor provide an effective basis for control (World Bank 2016:6).Unemployment is defined as a situation where someone of working age is not able to get a job, but would like to be in fulltime employment (Pettinger 2010:22). Additionally,Pianna (2001:56) defines unemployment as people of a specified age who are willing to work, but are presently not working, with reference to a period where a person is without a paid employment or is not self-employed, as well as people that have taken steps (application to employers) to seek paid employment or self-employment, but to no avail. The high rate of unemployment fosters corruption and nepotism; hence, derailing the appropriate recruitment and selection process in the public sector. According to the *Merriam Webster Dictionary* (2016:online), corruption in this context is dishonest or fraudulent conduct by those in power, typically involving bribery and nepotism. Nepotism is the practice among those with power or influence of favouring relatives or friends, especially by giving them jobs (*Longman Dictionary* 2001:950). The high level of unemployment levels result from the net surplus of young educated people who can no longer be absorbed into the civil service or by the Republic of South Africa's mines. This has led to high levels of nepotism at all levels and in all economic sectors (African Peer Review Report 2010:162).

The youth have less work experience; less knowledge about how and where to search for work and fewer contracts. They are subject to the last-hired, first-fired principle during economic recession periods (MDGs Report 2013:5).The overall public sector employment declined the least by 1.05% to 43 282 in 2012, from 43 742 employees at the end of December 2011. The decrease was mainly attributable to a decrease of 3.7% in the number of daily paid workers, 0.6% in the number of civil servants because of the government's fiscal consolidation efforts (MDGs Report 2013:6). The age distribution also reveals that in urban areas, 1.1% of job seekers' skills and education are mandatory for employment of the youth; nonetheless, well-educated youth are often drawn to jobs in more favourable markets, such as the Republic of South Africa (RSA), creating the brain drain phenomenon (MDGs Report 2013:5).

However, the World Bank Report (2016:6) illustrates that, even though unemployment is high and the vacancy rate for civil servants stands at 33% as of June 2015, the civil service structure is bottomheavy, with 57% of civil servants (Grade A-D) classified as low skilled. 3 883 out of 15707 (which excludes teachers, police and the military) are concentrated in Grade A (cleaners and gardeners)employment alone, while and professionals constitute only 25% of civil servants. The reportfurther states that there is a clear need for more mid-management and technical staff who provide substantive and technical work, facilitate decision making and ensure policy implementation.

The Basotho are principally a young society, as close to 60% are aged less than 24 years, with and just 5% over 65 years (Lesotho Country Profile 2015:13). Therefore, Lesotho has to create jobs for its young population and implement appropriate recruitment and selection processes in the public sector. According to the National Strategic Development Plan 2012/2013-2016/17(2012:31), Lesotho has an abundant and literate labour force, which, if properly employed can be a motor to development.

3.3.1.1Gender equality

Lesotho is reported to have made strides in promoting gender equality. The country ranks 14thout of 135 countries (the highest among African countries) for women's equality in the 2012 Global Gender Gap Report (Lesotho Country Strategy Paper 2013-2017, 2013:8). Nonetheless, the proportion of the unemployed population was 29.8% from the age of 20-24 years and 23.2% from the 25-29 years age group, with 32.7% for females and 28.2% for males (MDGs Report 2013:5). More females are unemployed; yet, the percentage of literacy is higher among females than males. Hence, gender equality must be considered in recruitment and selection. Discriminatory institutions and structures, coupled with ideology and social norms continue to limit women's progress in the country (Lesotho Country Strategy Paper 2013-2017, 2013:8).

3.3.2 The economy of Lesotho

Lesotho has a challenge to enhance the capacity of the private sector with the aim of creating jobs and encouraging innovation. Therefore, the burden on the public sector as the sole employer of graduates has a negative impact that cultivates nepotism in the public sector. Because of nepotism practices, organisations or ministries find themselves with employees who are clueless in the jobs they are thrust into (Nguwi 2014:2).The Budget Speech of Lesotho 2015/2016 by Finance Minister Khaketla (2015:7) states that the size of the civil service had reached levels that cannot be sustained in the immediate and medium term unless deliberate measures were taken to curb the growth of the civil service. The civil service wage bill had grown drastically over the years and was now consuming close to 50% of the recurrent budget; hence, the human resources in the public sector has to be efficient and effective. The Lesotho Gross Domestic Product (GDP) grew from a real annual average rate of 4.0% between 1982/83 and 2010/11. Unfortunately this did not result in a decrease in poverty, because many of the gains in GDP had been offset by falling remittances such as the decrease in the number of mineworkers from 120 000 in the 1980s to fewer than 50 000 (National Strategic Development Plan 2012/2013-2016/17, 2012:14). Within the period of 2010-2014, Lesotho's real GDP growth was an average of 5% this growth was attributed to the strong growth in mining (Lesotho Country Profile 2015:2).

Despite manufacturing, driven mainly by the textile and apparel industry that contributed to GDP, a rise from 10.04 % in 1999 to 16% in 2011 under the African Growth and Opportunity Act in 2000, along with the mining activities that have increased from contributing only 0.1% of GDP in 1999 to about 4.5% in 2011 took place (Lesotho Country Strategy Paper 2013-3017, 2013:2).Lesotho is the most remittance-dependant country in Africa and the third-most remittance-dependent in theworld, in the face of continuing loss of employment opportunities in the mining industry in the Republic of South Africa (Reality of Aid Report2011:68). Remittances from the mineworkers declined owing to the restructuring of the sector as well as retrenchments resulting from the global economic crises (African Peer Review Mechanism Country Report 2010:35). It is essential to note that mining activity in Lesotho is capital intensive therefore has a limited impact on job creation (Lesotho Country Strategy Paper 2013-2017, 2013:2).The state of the economy has an impact on recruitment and selection, as it affects the decision on the recruitment and selection processes and costs.

3.4 PARADIGMS FOR RECRUITMENT AND SELECTION

The processes of recruitment and selection have shown patterns over the years. According to Punch (2005:27), a paradigm as used in the social science means a set of assumptions about the social world, and about what constitutes proper techniques and topics for inquiry. Henry (1975:378) notes that there is no other term that conveys the concept of a field's identity and the changing dynamics of that identity more than the word 'paradigm'. With reference to the above-stated definition, the paradigms of recruitment and selection provide an understanding of the process of attraction of applicants and the selection of those best fitting for the available vacancies.

3.4.1 The psychometric paradigm or predictivist paradigm

The psychometric paradigm advocates that an organisation or ministry be able to identify the qualities (knowledge, skills and abilities) it requires from applicants. According to Collings and Wood (2009:152), three factors in the psychometric paradigm are the following:

- Individual difference (in which applicants are regarded as having discernible and stable differences),
- Job roles (which can be performed only one way and can be objectively captured and quantified to create a criterion space); and lastly,
- Rationality must be ensured in the decision making of organisations and their agents.

BillsBerry and Gilbert (2008:230) explains that many aspects of the psychometric paradigm are deeply enshrined in law. The paradigm considers recruitment and selection from the perspective of the organisation and shows how good selection decisions should be made (for example, selecting the persons who best fit the selection criteria). Nevertheless, the placing of trust in the organisation to identify best candidates, especially from a large pool of candidates, as is the case in the public sector, has been challenged by the speed of change with regard to job roles and functions. Therefore, it is argued that the predictive validity of this approach does not hold water (Collings & Wood 2009:153).

3.4.2 The social process paradigm

On the contrary, the social process approach holds importance in a rapidly changing, more global context by focusing on attention to the social interaction between the applicant and recruiter. The approach is mostly suitable for senior professional roles where the organisation seeks an applicant with specific skills, abilities and approaches that will at best mesh and potentially enhance the delivery of the job (Collings & Wood 2009:153). Nonetheless, the social process paradigm does not offer an alternative to how staff should be selected; hence, it has not replaced the psychometric paradigm at the core of recruitment and selection. Instead, it is commonly used as a critical adjunct to explore the impact of the psychometric process (BillsBerry& Gilbert 2008:230).

3.4.3 The Person-Organisation (P-O) Fit and Person-Job (P-J) Theory

The P-O Fit theory advocates that the applicant and the organisation should have similar goals in order to enhance job satisfaction and performance. The P-O Fit theory explains that attraction is a function of compatibility between an individual and work environment that occurs when their characteristics are well matched (Kristof-Brown, Zimmerman& Johnson 2005:281). The “P” element is the cognitive abilities, knowledge, skills, knowledge, personality traits, characteristics, experience, education, values and goals (Morley 2007:110). Studies concerning the P-O Fit have shown that the individual and organisational “fit” increases the likelihood for the individual’s willingness to stay with the organisation (Memon, Salleh, Baharom & Harun 2014:206).

3.4 RECRUITMENT IN THE LESOTHO PUBLIC SERVICE

Various authors define recruitment with the common element of defining it as processes put in place to attract suitably qualified candidates to available job vacancies within an organisation. Van der Westhuizen and Wessels (2011:205) define recruitment as those activities in Human Resource Management that are undertaken in order to attract sufficient job candidates who have the necessary potential, competencies, and traits to fill job needs and to assist the public sector institution in achieving its objectives. Recruitment lays the foundation for the selection process. Itika (2011:75) emphasises that recruitment supplies a pool of suitable applicants who can enter the selection process. Hence, recruitment and selection advocates viewing the process as sequential with distinct and interlinked stages, the process is called resourcing cycle which begins with the identification of a vacancy and ends when a successful candidate is performing the job to an acceptable standard(Rees& French 2010:175).

3.4.1 Recruitment methods

Guided by the decisions that are made about whether to recruit or not, from which sources, using which media and at what cost. Recruitment has two methods from which to choose. Attracting candidates is a matter of identifying, evaluating and using the most appropriate sources of applicants (Armstrong &Taylor 2014:228).The method of internal recruitment has been explained as posts that can be filled following a search of employee records, and then redeploying staff from one task or area to another (Marchington& Wilkinson 2008:242). Even though internal focus is less expensive and could motivate existing employees, it has the disadvantage of limiting the potential field of applicants and limiting the potential of an organisation to yield the advantages of a diverse workforce by perpetuating the existing workforce profile (Wilton 2011:170). Informal methods are word-of-mouth recommendations from current employees or “walk-ins”. These methods are used because they are inexpensive, quick and, where recommended, the new recruit can constitute a known quantity (Wilton 2011:170).

External sources of recruitment are vital for filling entry-level jobs, acquiring skills not possessed by current employees, aswell as to obtain with different backgrounds to provide diversity of ideas. These sources include links to universities, colleges and recruitment agencies (Mondy, Noel &Premeaux 2002:128). Recruiting of outside applicants for midleveland higher positions will eliminateinfighting by employees jockeying for promotion. The concept that every employee will be promoted beyond their level of competence is called the Peter Principle(Grobler, Warnich, Carrell, Elbert, Hatfield2006:172).

Snell and Bohlander (2010:209) add that a promotion is a change of assignment to a job at a higher level in the organisation and a common problem in organisations that promote primarily on past performance and seniority is the Peter Principle. Marchington and Wilkinson (2008:242) argue that local newspaper adverts, adverts in specialist press, national newspaper adverts, employers’ websites and radio or TV adverts are open search techniques with the aim of recruiting a large pool of applicants. The Public Service of Lesotho uses the newspaper method of recruitment more than all the other methods. This method has the advantage of short deadlines, advert size flexibility and classified sections well organised for easy access by active job seekers. On the other hand, the disadvantages are that the circulation is not specialised; therefore, there will be a great number of unsuitable applicants (Grobler*etal*. 2006:179).

3.4.2 The recruitment process

Recruitment and selection both have a planning and execution component. Faerber, Weitzel and Keim (2003:230) explain that planning determines the overall strategy and concrete measures to attract qualified employees as well as the specific selection methods. Moreover, the execution part consists of two main groups, namely employer branding, which attracts qualified candidates and personnel attraction, aims at generating applications for concrete open job positions. The formulation of a job specification that outlines the knowledge, skills, abilities to carry out the role, the types of behaviour expected from role holders (behavioural competencies) and the education qualifications, training and experience needed to acquire the necessary knowledge, skills and abilities increases the recruitment process(Armstrong & Taylor 2014:226).

Firstly, a job analysis ought to be made. The employer has to take into consideration whether there is a vacancy to be filled, the responsibilities and the skills required (Doornenbal, Stitselaar& Jansen 2012:7).The creation of new positions is authorised by the Ministry of Public Service (Lesotho Human Resource Manual 2010:7). Even though the recruitment process entails determining whether there is a genuine need for a post to be filled, according authors such as Van der Westhuizen and Wessels (2011:222), the challenges that Lesotho faces in the process of recruitment is skills shortages. Hence, the National Strategic Development Plan 2012/13-p82016/17 (2012:32) reports that the Lesotho education system and skills development strategy therefore need to be more responsive to emerging economic demands. In addition, there is a high number of jobless graduates, which is attributable to poor career guidance. Several fields of study have been over-produced; hence, impossible to absorb graduates from such fields upon successful completion of their studies, and some graduates are reluctant to take up jobs in rural areas in the countryside (Monyane 2008:13).

The second stage in recruitment is the attraction of candidates. The chosen medium of recruitment needs to ensure that there is a sufficient number of suitably qualified candidates from which to make a selection without being overwhelmed with large numbers of unsuitably qualified applications (Rees & French 2010:175). The methods that are used for recruitment include advertisements (through radio, newspapers or television) and internal circulars. In addition, some organisations use recruitment agencies and consultants, executive search consultants, interment and educational establishments depending on, experience, time available, resources, nature of the organisation and the job (Itika 2011:78).According to the Lesotho Case Study (2009:6)in the Lesotho Public Service, the recruitment process commences by consultation regarding cadres and decision taken to fill a position. Then the Human Resource Manager works with line managers. An advertisement is prepared and an application docket is assessed.

An advertisement outlines what is entailed in the job description. A job description includes, a title that mostly describes the primary duties of the job, a job objective which is the summary of the general nature and duties of the job, list of duties or tasks to be performed, description of relationships and roles, job standards as well as requirements and salary range (Maloney2002:4).The Lesotho Human Resource Manual (2010:7) outlines that the advertisement for vacancies into the Lesotho public service should include:

- The Ministry and its mission;
- The job title;
- The job responsibilities and reporting lines;
- The location of the job;
- Outputs and tasks as contained in the job profile;
- The job specification;
- Competencies (knowledge, skills and attitude) required;
- Remuneration package;
- Terms of appointment;
- The contact person;
- That applications shall be tendered in a relevant application form;
- Where application forms can be obtained;
- Disclaimer notifying applicant that if they do not receive any correspondence within 30days after the closing date, their application has been unsuccessful;
- The closing date (which shall be one month from the date of publication); and
- A database of all job advertisement shall be kept safely for twelve months.

Subsequent to receiving applications, the screening processes commences. The particulars of applicants are compared with the requirements as per job specification and applicants who do not meet the minimum requirements are separated from those who have the potential to be appointed (Motsoeneng 2011:31). The Lesotho Human Resource Manual (2010:8) states that the inherent job requirements as contained in the advertisement shall be the criteria for including or excluding candidates on the screen list and in the case of scarce skills where suitable candidates could not be identified through screening, head hunting and referrals shall be used to source candidates. Consequently, a shortlist is prepared and a preliminary interview and psychometric testing occur. At least three recommended candidates are sent to the Public Service Commission (PSC) to be interviewed (Monyane 2008:4). The competencies model seeks to identify abilities needed to perform a job well rather than focusing on personal characteristics such as politeness or assertiveness (Rees & French 2010:180).

3.5 THE SELECTION PROCESS IN THE LESOTHO PUBLIC SERVICE

The Recruitment and Selection Policy of the Lesotho Public Service states that the screening of applications is the responsibility of the human resource officers and relevant line managers, the inherent job requirements as contained in the advertisement shall be the criteria for including candidate on the screened list (HRMDPM, 2006:8). Armstrong & Taylor (2014:234) explain that applicants have to be sifted prior to drawing up a short list and arranging interviews. A structured method of sifting or screening is provided by biographical data that are criterion-based, such as data relating to the established criteria in such terms as qualifications and experience that indicate whether individuals are likely to be suitable.Subsequently, to analyse the applicants, they can be sorted into three categories, which are possible, marginal and unsuitable (Armstrong & Taylor 2014:234).

Rees and French (2010:176) explain that selection includes the choice of methods by which an employer reduces a short-listed group, following by recruitment stage, leading to an employment decision. The process of selection is vital. Selection methods measure the applicants' qualification for the job; therefore, wrong methods lead to high turnover, extensive time required for training and development, poor performance and unequal employment opportunities (Kipchumba& Yano 2014:289).

Shortlisting involves working through the pile of applicants until an organisation has selected candidates that they would like to invite for interviews (Aravamudhan & Krishnaveni 2015:610). Interviews remain the commonest method of selection (Collings & Geoffrey 2009:156). The job interview is often the first opportunity for applicants and organisation or ministry representatives to meet in person and have a meaningful dialogue about the characteristics of the applicant (Klotz*et al.* 2013:112). The objectives of interviewing are to probe the applicants' background, experience and interest as well as form impressions on personality, values and attitudes (PSC Republic of South Africa 2012:68). However, Mondy *et al.* (2002:190) argue that historically, interviews have not been shown to be valid predictors of success on the job if appropriately executed.

3.5.1 Reliability and validity of selection methods

Organisations ought to ensure that reliability and validity in the context of recruitment and selection are concepts that are considered in the selection of tools and methods. Reliability refers to re-test. A selection tool is assessed by consistency of results obtained over time (Ress& French 2010:177). For example, if an applicant took a test in December and scored 75%, and then took the same test again in March and took 76%, the exam is probably a reliable instrument (Mathis& Jackson 2010:218). Another example stated by Tyson and York (2000:121) is that a ruler is reliable as an instrument for measuring dimensions, whether the subject is wood or cheese, and whether the measurement is done in summer or winter, in Russia or Africa.

Therefore, selection tools may be unreliable as they may vary between selectors and within one selector over a period of time (Tyson & York 2000:121). Another form of measuring reliability is inter-rater reliability, where two or more assessors are involved. There could be ratings on how much agreement is there between them and again, internal consistency which measures the closeness of ratings if several measures are used to measure the same characteristic, such as sociability (Price 2011:188).In this context, selection methods employed in the Public Service of Lesotho may be different from those executed in other organisations due to differing budget size and statutory procedures. Nonetheless, reliability still stands as the extent to which two methods and tests yield the same results or are consistent (Snell & Bohlander 2010:257).

Furthermore, validity refers to whether or not the assessment method employed as a selection tool provides useful information about how effectively an employee will actually perform once he or she has been hired for the job (Pulakos 2005:18). Content-related validity is the extent to which the content domain is tested by the method chosen, while construct-related validity refers to the issues about the technical construction of the test (Tyson & York 2000:121). When employing methods of selection of applicants into the Public Service of Lesotho, content validity advocates that the test method ought to match the content, which is what the job entails. Construct validity assists in identifying the extent to which a test has measured what it was designed to measure.

3.5.2 Selection interviews

Interviews can be structured or unstructured and they can be conducted individually or a panel telephonic or face-to-face. An interview is a dialogue between the employer and applicant (Armstrong & Taylor 2014:236). A structured interview is conducted by way of preprepared questionnaires and standardised questions, and the same questions are posed to all the respondents (Gray 2004:215).Unstructured interviews occur when the interviewer improvises by asking questions that are not predetermined. On the other hand,a semi-structured interview is a guided conversation in which broad questions are asked and new questions arise from the discussion (Mathis &Jackson 2010:231)

In an organisation such as a government ministry or department, Price (2011:195) states that, to ensure fairness, there ought to be a panel of board interviewers. These may include an operational interviewer or line manager from the department offering the job, a personnel interviewer from the Human Resource Department and other members of the selection board, each asking questions related to their area of expertise. Different types of interviews are chosen, depending on the type of skills required by an organisation. Competency-based interviews focus not on what the candidate has achieved, but the competencies displayed in achievement or critical incidents in their past experiences relevant to the applied for role. Alternatively, applicants may be asked to reflect upon hypothetical situations to explore how they might behave (Wilton 2011:175). A competency profile for the position, which includes a list of competencies necessary to do a particular job is often utilised as a benchmark to predict job candidate success (Mathis& Jackson 2010:231).The PSC Lesotho conducts interviews and selects candidates. The PSC sends back a docket to the Human Resource Department of a Ministry that makes the offer to successful candidates, who then sign the acceptance copy of agreement. Next, a personal original file is sent to the Ministry of Public Service for retention. A personal file is opened in the Ministry of Public service, which then allocates an employment number to successful candidates. Then the personnel information is entered into the database.

3.5.3 Assessment centres

For managerial posts in the Public Service, the Recruitment and Selection Policy of Lesotho introduced an assessment-centre approach that uses competency-based assessment that compares the competences of the potential candidates to job requirements, thereby determining his/her suitability for the job. The policy states that candidates to be considered for managerial appointments shall undergo competency assessment conducted by certified assessors to determine suitability for appointment to a senior position (Monyane 2008:9). Assessment centres are procedures and not necessarily places (Price 2011:197). According to Armstrong and Taylor (2014:240), the main features of assessment centres are that exercises are used to capture and simulate the key dimensions of the job. These exercises include one-on-one role plays and group exercises with the assumption that performance in these simulations predicts behaviour in the job and overall performance is measured in several dimensions in terms of competencies. A role-play exercise is an assessment activity where candidates are allocated a scenario that closely mirrors a situation that could occur in the role they have applied for (Public Service Commission Sydney 2014:24).

In the context of assessment centre approaches, the candidates are asked to complete a series of exercises that simulate actual situations, problems and tasks they would face in the job for which they are being considered (Pulakos 2005:14; Itika 2011:81). Some assessment centres include assessment methods such as cognitive ability, job knowledge and personality tests. Cognitive ability can be categorised into fluid intelligence involving the application of reasoning skills into novel problem-solving situations; and crystallised intelligence, which focuses on more culturally enveloped and education-derived reasoning skills (Collings & Wood 2009:157).

Personality tests attempt to assess the personality of candidates in order to make predictions about their likely behaviour in a role they may be assigned to (Armstrong & Taylor 2014:238). Lunenburg (2011:3) concludes that conscientious people tend to be motivated and dependable, and emotionally stable people are calm, steady and self-confident. An advantage of the assessment centre approach is the increased reliability and validity of the information provided (Mondy *et al.* 2002:199). However, Price (2011:198) argues that managers may appreciate the value of high-quality selection procedures, but will be reluctant to devote a considerable amount of time unless all other parts of the selection process have been thorough.

3.5.4 Monitoring and evaluating recruitment and selection

The Public Service Commission of South Africa (2006:49) suggests that,

- firstly, the management of recruitment and selection should be monitored to ensure that recruitment and selection objectives are met;
- secondly, to ensure that the management of recruitment and selection is sound;
- thirdly, that mismanagement is detected as soon as possible and rooted out;
- fourthly, that reliable information is fed into the Human Resource Management planning of the department; and
- lastly, the developmental needs are addressed in time.

The process of selection has adverse effects if poorly conducted. Even though few organisations calculate the costs of failure in the selection process, Sutherland and Wocke (2011:25) posit that poor selection could lead to employee performing poorly, which leads to lost productivity, absenteeism, loss of self-esteem by the employee, and poor morale amongst peer workers as they suffer the consequences of their colleagues' poor performance. Additionally, selecting and employing the wrong candidate hinder creativity and innovation and they might block other employee's ideas because of lack of understanding (Florea 2013:279).

Record keeping is imperative for the purpose of decision-making and evaluation of the recruitment and selection process. Documents that must be recorded according to the Public Service Commission of the Republic of South Africa (2006:48) are;

- A copy of the outcome of the evaluation of the post and the approval for the filling of a post.
- A copy of the advertisement (both internal and external).
- Application forms of all applicants.
- The screening criteria that were utilised and a description of the process followed.
- The application forms and support documentation such as curriculum vitas and certificates of all applicants.
- The short-listing criteria that were utilised during short listing and a description thereof.
- The names of applicants who were short-listed.
- Particulars of the members of the selection committee.
- The selection criteria that were utilised during interviews as well as the interview instrument such as structured questionnaires.
- The decision of the selection committee with full motivation
- An approval for the transfer /promotion/ appointment of the successful candidate
- Approval from any deviation from what is prescribed
- A declaration of whether any candidate is related to or a friend of an official who forms part of the decision-making process, together with steps taken to uphold fairness, equality and objectivity, if such relationship exists.
- A letter of acceptance from the successful candidates.

As it has been outlined by the Public Service Commission of South Africa, record keeping enables the process of monitoring whether the recruitment process is implemented as per the recruitment and selection policy of Lesotho. Interview outcomes and other testing methods that have been employed in the selection process also ought to be kept to assist later on when assessing performance of civil servants who have been employed. The concepts of monitoring and evaluation are tools of control in public administration and management.Control includes gathering information on actual progress and performance, assessing deviations from targets, analysing possible causes of deviation, and taking remedial action in the process (Ijeoma 2011:1289). Furthermore, Botha (2003:52) explains that internal control is a process affected by an entity's board of directors, management and other personnel, designed to provide reasonable assurance regarding the achievement of objectives such as, effectiveness and efficiency of operations, reliability of reporting and compliance with applicable laws and regulations.

The process of recruitment and selection ought to be coordinated within the Ministry of Public Service and across the government ministries. Coordination is the function of establishing such relationships among various parts of the organisation that they all together pull in the direction of organisational objectives. Coordination in a public sector inter-organisational context is the purposeful alignment of tasks and efforts of units in order to achieve a defined goal (Legreid &Verhoest 2010:5). Horizontal coordination will ensure that the processes of coordination are integrated between the Ministry of Public Service subunits positioned on the same level. While vertical coordination aims at linking activities at higher levels and lower levels for the achievement of the policy objectives. In the process of vertical coordination, delegation of powers is a parameter that involves the transfer of responsibility and authority for the decisions of a managerial level to another below (Voichita&Guta 2009:337). Therefore, effective communication to warrant delegation of powers is significant to facilitate appropriate recruitment and selection practices in the Ministry of Public Service.

3.4 CONCLUSION

Lesotho has undergone different political regimes, a dictatorship in the 1970, military rule in the 1980s, and a democracy since 1993, even though evident challenges are affecting the country's development efforts. However, Lesotho has made efforts to enhance public service delivery by establishing the Human Resource Management reforms such as putting into place Recruitment and selection Policy.

The process of recruitment and selection ought to be appropriately implemented to take advantage of the literate labour force in Lesotho. The appropriate execution will also limit the spoil system that entails nepotism in the public service and more focus will be on employing public servants who are competent and willing to work. The Ministry of Public Service is responsible for ensuring compliance with the laws and regulations governing the public service. The Public Service Commission warrants appropriate selection process.

Monitoring and evaluation of the Human Resource policies will enable the Ministry of the Public Service as the overseer across all the government ministries to be able to identify common challenges and address them in time. Recruitment and selection as one of the factors of production in every organisation, including the government ministries, which are highly labour intensive, require appropriate implementation.

There are several selection and recruitment methods and processes that the Ministry of Public resources can choose from prior to a thorough cost-benefit analysis and the relevance of the tests according to the skills required and available vacancies. The monitoring of the recruitment and selection practices as guided by the policy and relevant statutes will help to identify the obstacles that deter the appropriate implementation. Therefore, informed decision-making will be enabled. Moreover amendments can be made, if necessary, to respond to evident challenges.

The following chapter is a discussion of the research methodology of the study.

CHAPTER FOUR: RESEARCH METHODOLOGY

4.1 INTRODUCTION

Research is the cornerstone of every discipline and it is guided by the philosophical context of the study. What the researcher ought to ask is what reality and existence is, and how knowledge can be acquired. The answers to the philosophical questions are influenced by the paradigm and the perspective of the study or the research.

The significance of understanding the difference between the research methods and research methodology is that it helps the researcher to apply appropriate methods and state the logic behind them. Research methods are the instruments used in selecting and constructing research techniques, while research methodology is a systematic study of various steps that are generally adopted by a researcher in studying a research problem (Kothari 2011:8).

Authors do not agree on the various types of research available. However, common types of research are the following: explanatory, which seeks to give details on causality between variables; descriptive research, which seeks to answer the “how” question by describing a phenomenon and observable relations; and lastly, exploratory research is applicable when more about a phenomenon is to be discovered.

The approaches to research can be qualitative, quantitative or a mixed method, a hybrid of the qualitative and quantitative research approaches. The quantitative approach is applicable when testing the relationship among variables numerically and statistically. The qualitative approach entails interpretation and understanding of underlying reasons, opinions and motivations. Mixed methods is a combination of the qualitative and quantitative data in order to understand the research problem in full.

Whichever approach the researcher opts for, validity, reliability or credibility of the research have to be assured. These terms explain how and why the research methods used are appropriate for the study and how the research will be plausible. Eventually the aspect of ethical consideration when conducting the research is vital. The participants in the research have to be guarded against any form of exploitation, humiliation, or misconduct that might jeopardise their lives in any way.

4.2 PHILOSOPHICAL APPROACHES IN SOCIAL RESEARCH

The discussion of whether there is a best way to research Public Administration is beyond the scope of this study. Yang andMiller (2008:6) argue that administration is suffused with questions of value; therefore, an administrative problem is characteristically a problem of "What should be done?" in contrast to a physical science problem, which deals with the problem of "What is the case?" A Public Administration study, as any social science, is concerned primarily with human beings, who are characterised by thinking and valuing (Yang & Miller 2008:6).

The social sciences have been nurtured within the speculative fold of philosophical foundation where philosophy emerged in the arena of human thoughts about the social world (Nashir- Uddin&Hamiduzzaman 2009:654). The structure of this study is guided by what Kuye (2005:525) explains as the social science theory. Social science theory consists of the development of concepts and ideas, the formulation of hypothesis, the collection of data to confirm or falsify hypotheses and the accumulation of knowledge by the exposure of findings to critical scrutiny, as well as attempts at integration (Kuye 2005:525).

The educational emphasis promoted by the discipline of Public Administration has been that of preparing scholars for performing the functional tasks that assure the principles of economy and efficiency and effectiveness (Hanyane 2005:41). According to Mafunisa and Dzengwa (2007:767), the most important administrative functions that politicians take decisions on and that are executed by officials can be the following:

- Determination of activities to be undertaken;
- Determination of departments to be employed in performing such activities;
- Determining the personnel to man those departments;
- Determination of the rules of procedures to be employed by such departments;
- Determination of the amount of funds that will be made available for the performance of such activities and the maintenance of such departments; and
- Determination of the means that will be provided for supervising and controlling these departments to ensure that their actions are directed at efficient and effective performance of pre-determined activities.

With consideration of the functions of Public Administration stated above, this research seeks to add value to service delivery in the Lesotho Public Service by examining whether the Ministry of Public Service in Lesotho applies the monitoring and evaluation processes on recruitment and selection practices.

The question is, “How does one get to know the truth in public administration?” (Yang & Miller 2008:5). The assumption is that reality exists and searching for the truth (knowledge supported by evidence) is of much significance in all disciplines. In pursuit for the truth, a scientific inquiry ought to be objective. According to Babbie and Mouton (2007:11), objectivity is a feature of the procedures and methods employed to obtain evidence in a scientific inquiry. An objective scientific research is that which has a set of methods and procedures that enable the researcher to produce high-quality results by unbiased sampling, systematic and non- arbitrary observation or experimental control (Babbie& Mouton 2007:12).Consequently, the specific content of objectivity is related to the type of research design and the methodological paradigm.

Fundamentally, research in any discipline is guided by, ontology, which asks, “What is reality?” and “What is existence?”Epistemology asks, “What can we know?” and “How do we know what we know?” while methodology asks, “How should efforts to know be executed” (Yang & Miller 2008:3). In addition, Creswell (1994:18) states that research is guided by

- Ontological assumptions; what is the nature of reality?
- Epistemological assumptions; what is the relationship of the researcher and that being researched?
- Methodological assumptions; what is the process of research?
- Rhetorical assumptions; what is the language of research?
- Axiology assumptions; what is the role of values?

According to Wahyuni (2012:69), research paradigms address the philosophical dimensions of social science. The main paradigms identified by Wahyuni (2012:69) are positivism, post-positivism, interpretivism (constructivism) and pragmatism. This study falls within the interpretivism paradigm, which will consequently be discussed in more detail.

According to the interpretive paradigm, reality is constructed by the researcher; therefore, the researcher’s role is critical in such a study (Lichtman 2014:15).The theoretical perspective that the researcher used in this study is constructivism. According to Denzin and Lincoln (2008:32), the constructivist paradigm assumes a relative ontology where there are multiple realities. A subjectivist epistemology is characterised by subjective meanings and phenomena and a qualitative research methodology. In addition, Brower, Abolafia and Carr

(2000:365) explain that multiple realities are constructed by various participants as they engage their own local, everyday experiences.

The ontological assumption in constructivism is that reality is subjective and socially constructed with the researcher and the respondent both involved in the process of seeking for the truth (Fard 2012:65).The researcher seeks to know the reality through the eyes of the respondent (Olson 1990:3).The supposition of constructivism as stated by Patton (2012:123) is the following:

- Truth is a matter of consensus among informed and sophisticated constructors, not of correspondence with objective reality.
- Facts have no meaning except within some value framework; hence, there cannot be an objective assessment of any phenomenon.
- Causes and effect do not exist except by insinuation.
- Phenomena can be understood within the context in which they are studied.
- Findings from one context cannot be generalised to another moreover neither problems nor solutions can be generalised from one setting to another.

According to Fard (2012:66), the axiological assumption in the interpretive paradigm is that the researcher admits the value-laden nature of the study and actively reports his or her values and biases, as well as the value nature of information gathered in the field. The researcher and the respondent are assumed be interactively linked so that the findings are literally created as the investigation proceeds (Guba & Lincoln 1994:111).

In an interpretivism paradigm, the research becomes the construction of meanings between the participants, of which the researcher is one (Pothongsugnan 2010:1). The methodology used in an interpretivism paradigm is that of a qualitative research.

4.3 QUANTITATIVE RESEARCH

Even though the study will employ qualitative methods, the quantitative research method is briefly discussed for completeness of the study. The quantitative paradigm is related to numbers, the emphasis is on quantification of constructs (Babbie& Mouton 2007:49). Tracy (2013:24) elaborates that a quantitative researcher may, for instance aggregate survey answers to measure how often respondents engage in a certain activity, or how much they prefer a certain product. In addition, quantitative research involves the collection of data so that information can be quantified and subjected to statistical treatment in order to support or refute alternate knowledge claims(Creswell 2003:153). The researcher uses mathematical models as the methodology of data analysis (Williams 2007:66). Qualitative researchers often assume that dependence on purely quantitative methods may neglect the social and cultural construction of the variables that quantitative research seeks to correlate (Silverman 2000:5). Quantitative research is interested in causalities; therefore, the researcher ought to create a situation in which the influences of other circumstances can be excluded as far as possible (Flick 2015:10).

4.4 QUALITATIVE RESEARCH

The qualitative approach is the appropriate research method for this study, as it will allow the researcher to investigate whether the techniques of monitoring and evaluation are employed in the recruitment and selection practices by the Ministry of the Public Service. 'Qualitative' refers to a broad methodological approach to the study of social action (Babbie& Mouton 2007:270). Creswell (2009:4) explains that qualitative research is a means for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. Qualitative research techniques were chosen, because monitoring and evaluation are relatively new in the Lesotho Government administration, and not enough quantitative data have been compiled over the years to sustain reliable generalisation based on statistical analysis. The qualitative approach is appropriate for the research questions on processes and procedures of recruitment and selection, as well as how they are monitored and evaluated to track appropriate or inappropriate implementation.

In the qualitative methodology, objectivity is understood as provided by the role of the researcher as the observer or interpreter. The researcher is the instrument in the research process and has to get close to the research subject in order to generate legitimate and truthful insider descriptions (Babbie & Mouton 2007:271). Qualitative research attempts to broaden and deepen our understanding of how occurrences are the way they are in the social world (Hancock, Ockleford& Windridge 2007:4).

The characteristics of a qualitative study according to Creswell (2009:175) are the following:

- Data collection tends to be in the (natural setting) field where the participants experience the issue at hand.
- Qualitative researchers collect data themselves through examining documents observing behaviour or interviewing participants.
- A holistic account is given; this involves reporting multiple perspectives, identifying the many factors involved in a situation and sketching the larger picture that emerges.

- The research process for qualitative researchers is emergent. This means that the initial plan for research cannot be tightly prescribed as the phases of the process may change or shift after the researcher enters the field and collects the data. Questions may change and data collection may shift.

4.4.1 The difference between qualitative and quantitative research

Understanding the difference between qualitative and quantitative research further helps in justifying why the study will apply qualitative research methods. Below is a table that summarises the differences, according to Lichtman (2014:17);

Table4. 1 The difference between qualitative and quantitative research

Element	Qualitative	Quantitative
Purpose of research	Describe and understand human social phenomenon	Test hypotheses; provide describe information
Types of research questions	Why and what	How many and who
Assumptions about the world	Subjective interpretation	Objective reality
Setting	Natural	Experimental; laboratory
Role of researcher	Key role; reflective	Outside of the system; neutral
Size of group studied	Tends to be smaller; non random	Tends to be larger; randomly selected
Selection of group	Purposeful sampling; snowball sampling; volunteers	Random or stratified sampling
Variables	Study of the whole rather than specific variables	A few variables studied; some manipulated; some controlled
Type of data collected	Interview; observational; visual	Outcomes; scores
Type of analysis	Thematic or narrative	Statistical
Presentation format	Experimental format- may include alternatives such as performance	Traditional format

Kumar (2011:104) further explains the difference between quantitative and qualitative research:

- In qualitative studies the distinction between study designs and methods of data collection is far less clear while quantitative study designs have more clarity and distinction between designs and methods of data methods and data collection.
- One of the most distinguishing features of qualitative research is the adherence to the concept of respondent concordance whereby one as a researcher makes every

effort to seek agreement of their respondents with their interpretation, presentation of the situations, experiences, perceptions and conclusions. On the contrary, quantitative research respondent concordance does not occupy an important place even though it is assumed to be achieved by circulating of sharing the findings with those who participated in the study.

- Findings in quantitative study designs can be replicated and retested whereas this cannot be easily done by using qualitative study designs.
- Because of flexibility and lack of control, it is more difficult to check researcher bias in qualitative studies.

4.4.2 The mixed-method approach

For the completeness of this chapter as a discussion on the research methodology, the mixed method approach is explained as, a hybrid of the qualitative and quantitative methods. The Pragmatic theory posits that a statement is true if it works (Seale 2012:20). According to Morgan (2014:28), the philosophical view of pragmatism is that:

- In contrast to philosophies that emphasise the nature of reality, pragmatists emphasise the nature of experience.
- In place of questions about the nature of truth, pragmatics focus on the outcomes of action.
- Instead of concentrating on individuals as isolated sources of beliefs, pragmatists examine shared beliefs.

Thus, according to Creswell (2009:10), the notion that pragmatism is not committed to any one system of philosophy of reality implies that mixed-methods research of inquiry, which draws both qualitative and quantitative assumptions, can be used. Even though the mixed-method approach will not be applied in this study, it is vital to understand how the qualitative study and quantitative can be utilised to achieve sufficient data for a study. The mixed method approach may be employed to acquire both qualitative and quantitative data in a single study. Creswell *et al.* (2003:45) note that a common mixed-methods design aims for triangulation (quantitative + qualitative), whereby the motive is to validate quantitative statistical findings with qualitative data results. Furthermore, Biber (2010:457) argues that the practice of mixed-methods research has leaned towards a more positivist methodological orientation, the qualitative data's job is to illustrate quantitative data results or to assist with the building of more robust quantitative measures, such as surveys.

The mixing of the two types of data might occur at several stages: the data collection, the data analysis, interpretation, or at all three phases (Creswell 2009:207).Additionally, Creswell (2009:207) explains that there are four concepts in mixed methods, namely mixing, which is the merging of qualitative and quantitative data. A second concept is connected, which in mixed-methods research means that the mixing of the quantitative and qualitative research is connected between a data analysis of the first phase of research and the data collection of the second phase. Integration happens when the researcher collects both quantitative and qualitative data concurrently and integrates or merges the two databases by transforming the qualitative themes into counts and comparing these counts with descriptive quantitative data. Lastly, embedding is explained as collecting one form of data (quantitative) and have the other form of data (qualitative) provide supportive information.

4.5 STRENGTH OF QUALITATIVE RESEARCH

Highlighting the strength of qualitative research is an attempt further to justify why the researcher has chosen qualitative as the method of inquiry in this study. According to Tracy (2013:5), qualitative research can uncover salient issues that can later be studied using more structured methods. Detailed and exact analyses of a few cases can be produced in which participants have much more freedom to determine what is relevant for them and to present it in its contexts (Flick 2015:12). Griffin (2002:6*)* states thatqualitative methods could also allow researchers a degree of flexibility in the conduct of a particular study; facilitate the examination of sensitive or difficult topics if a relationship of trust develops between researchers and the researched; and enable researchers to make connections between different aspects of people's lives. The main focus in qualitative research is to understand, explain, explore, discover, clarify situations, feelings, perceptions, attitudes, values, beliefs and experiences of a group of people (Kumar 2011:103).

With the aim of applying logic reasoning to the study, the study commenced with a deductive approach. The deductive approach is explained as establishing a broad general theory, formulating a hypothesis, and will use the evidence gathered from conducting an empirical research to confirm or disconfirm the original theory (Tracy 2013:22). Deductive approach entails that the researcher has a clear theoretical position prior to the collection of data (Hendriks 2014:113). Theoretical concepts have been analysed in the previous chapters of the literature review, therefore, empirical research will enable the researcher to confirm and disprove.

4.6 THE TYPE OF RESEARCH

This study is exploratory. Bhattachertjee (2012:6) explains exploratory research as research conducted in new areas of inquiry where the goals of the research are to scope out the magnitude or extent of a particular phenomenon, problem or behaviour, to generate some initial idea (hunches) about the phenomenon, or to test the feasibility of undertaking a more extensive study regarding that phenomenon.

According to (Glicken 2003:14), the purpose of exploratory research is to provide information and discover new areas of study. The concepts of monitoring and evaluation, although not new in the field of Public Administration, have recently been emphasised in the practice of public administration. Therefore the study seeks to explore the extent to which these concepts have been implemented by the Ministry of Public Service Lesotho. Even though the study is exploratory, it is also analytical, as the researcher seeks to analyse and do a critical evaluation of information. Research at an undergraduate level is usually exploratory or descriptive, while at postgraduate level it is always analytical or predictive (Hendriks 2014:112).

4.7 THE CASE STUDY AS A RESEARCH STRATEGY

The research strategy that will be used in the study is the case study. Case studies are a strategy of inquiry in which the researcher derives a general, abstract theory or a process, action or interaction grounded in the views of participants (Creswell 2009:13).With the understanding provided by Punch (2005:144) that the case may be an individual, ora role, or a small group, or an organisation, or a community, or a nation, as well as a decision, or a policy, or a process, or an incident or event of some sort. In the context of this study, the Ministry of Public Service is the case.

The focus within the study is the extent of the implementation of the processes of monitoring and evaluation on the recruitment and selection practices of public personnel in Lesotho. Yazan (2015:139) explains that, to differentiate the case study method from casework, case method and case history (case records), the case study strategy has distinctive attributes. They are particularistic (it focuses on particular situation, event programme or phenomenon); descriptive (it yields a rich, thick description of the phenomenon under study); and lastly, it is heuristic (it illuminates the reader’s understanding of the phenomenon under study).According to (Gray 2004:125), case studies tend to focus on collecting up-to-date information, which may involve contemporary documentation and direct observation as well as systematic interviews.

4.8 DATA COLLECTION METHODS

The meaning of the word *data* in research can be interpreted in the context of qualitative or quantitative research. In the context of quantitative research methods, Blanche, Durrheim, Painter (2016:286) explain data as a representation of bits of discrete information that can be extracted from their context and analyse as numbers. Conversely, in qualitative research, data usually take the form of words or pictures (Lichtman 2014:403). In addition, Yin (2011:130) explains that data refer to a collection of organised information, usually the result of experience, observation or experiments. This may consist of numbers, word, or images, in particular as measurement or observations of a set of variables.

The data collection method that was employed in the study was semi-structured interviews and official documents. There are different types of interviews, depending on the study. The interview method of collecting data involves presentation of oral-verbal stimuli and reply in terms of oral-verbal responses (Kothari 2004:97). Kavale (1996:174) simply explains an interview as a conversation with the purpose is to gather descriptions of the life world of the interviewee with respect to interpretation of the meanings of the described phenomena. There are different types of interviews, depending on the study.

4.8.1 Semi-structured interviews

According to Hancock, Ockleford and Windridge (2009:14), semi- structured interviews involve a number of open-ended questions based on the topic areas that the researcher wants to cover. The open-ended nature of the questions posed defines the topic under investigation and provides opportunities for both interviewer and interviewee to discuss some topics in more detail (Hancock *et al.*2009:14).The interviewer probes at opposite moments and leads the discussion of the issue into greater depth and open-ended questions should allow room for specific personal views of the interviewees as well as avoiding influencing them (Flick 2014:141). Semi-structured interviews provide some structure for comparison across interviewees in a study by covering the same topics, in some instances using the same questions (Edwards & Holland 2013:29). Asking the same questions to all participants will facilitate analysis on relevant themes related to the research question.

The rationale behind using interviews as the foremost method of data collection in this study is influenced by Mason's (2002:63) justification for conducting interviews, namely,

- When the researcher's ontological position suggests that people's knowledge, views, understandings, interpretations, experiences and interactions are meaningful properties of the social reality. In the context of the study, the formulators of the

Recruitment and Selection Policy had the mandate to monitor and evaluate the policy; therefore, their experience was the basis of the study.

- Interviews could be used if an epistemological position allowed that a legitimate or meaningful way to generate data on the ontological positions mentioned in the prior point are to talk interactively with people, ask them questions, to listen to them, and to gain access to their accounts and their articulations.
- The researcher would achieve depth and roundedness of understanding the monitoring and evaluation of the Recruitment and Selection Policy rather than a broad understanding of surface patterns.
- The sufficient data required by the researcher might not be available in any other form. Interaction with the relevant officials was the most effective way of acquiring the kind of data appropriate for the research question.

The interviews allowed more probing and effective response than questionnaires.

Another method that the researcher used in collecting the data was the document review. A qualitative researcher is expected to draw upon multiple (at least two) sources of evidence; that is, to seek convergence and corroboration using different data sources and methods (Bowen 2009:29).

4.8.2 Focus group

The researcher employed focus-group principles. According to Crano, Brewer and Lac (2015: 297), a focus group involves a moderator who obtains information by encouraging verbal discussion and interaction about a focus topic among a group of participants. In addition, the group should consist of homogeneous participants (share a critical feature) (Crano, Brewer and Lac 2015:297). Advantages of focus groups in qualitative data is that they permit free and open discussion between the members of the group and the researcher (Kumar 2011:124). Palomba and Banta (1999:196) state the following focus group advantages and disadvantages;

Table4. 2 The advantages and disadvantages of focus groups

Advantages	**Disadvantages**
Relatively low cost and provide quick results.	Groups can be difficult to assemble.
Flexible assessment tool that allows the moderator and participants to probe issues in depth.	The group setting can influence the responses of individuals, which is problematic when a dominant member affects the outcome.
Participants may be more comfortable talking in a	The quality and quantity of focus group data is

group than in an individual interview. Interactions can generate more discussion hence more information.	dependent on the ability of the moderator.

4.8.3 Documentary analysis

The researcher gathered information from government documents.Authors such as Kothari (2004:111), Ritchie, Lewis, Nicholls andOrmston (2013:35) and Creswell (2009:179) explain documentary analysis as a study of existing documents, either to understand their substantive content or illuminate deeper meanings which may be revealed by their style and coverage. These publications include central, state and local governments, public records and statistics, meeting minutes, newsletters, programme logs and historical documents (Ritchie *et al*. 2013:35). The researcher can use data drawn from documents, for example, to contextualise data collected during interviews (Bowen 2009:30). The secondary data ought to have the following characteristics according to Kothari (2004:111):

- The reliability of the data can be tested by asking the following questions: Who collected the data? What were the sources of data? At what time were they collected? What level of accuracy was desired and was it achieved?
- To determine the suitability of the data, the scope and nature of the original inquiry should be studied.
- If the level of accuracy achieved in the data is found inadequate for the purpose of the present inquiry, they will be considered as inadequate and should not be used by the researcher. The data will be considered inadequate if they are related to an area that may be either narrower or wider than the area of the present inquiry.

The analytic procedure entails finding, selecting appraising (making sense of), and synthesising data contained in the documents (Bowen 2009:28). It is important to note that document analysis have advantages and disadvantages, as stated by Bowen (2009:30).

Table4. 3 The advantages and disadvantages of document analysis

Advantages	**Disadvantages**
Stability- documents ought to be suitable for repeated reviews.	**Insufficient detail**- documents are produced for some purpose other than research; they are created independent of a research agenda.
Exactness- the inclusion of exact names, references and details of events makes documents advantageous in the research	**Low irretrievability**- access to documents may be deliberately blocked.

process.	
Coverage- documents cover a long span of time, many events and many settings	**Biased selectivity-** in an organisational context, the available (selected) documents maybe of the only unit that has proper record keeping hence incomplete collection of documents.

4.8.4 Observation

Another method that is relevant for the study is the observation technique. Observation offers the opportunity to record and analyse interactions as they occur, although not as a member of the study population (Ritchie *etal.* 2013:35).Observation can be an invaluable way of collecting data because what the researcher sees is not filtered by what others might have reported (Yin 2011:145).

Types of observations are explained by Kothari (2004:96) as

Structured and unstructured observation

The observation is structured when it is characterised by a careful definition of the units to be observed, the style of recording, the observed information, standardised conditions of observation and the selection of pertinent data of observation. Without these characteristics, the observation is unstructured and can be suitable for exploratory studies (Kothari 2004:96).

Participant and non-participant observation

The observer is more or less a member of the group being observed. The researcher joins the constituent study population or its organisational or community setting to record actions, interactions or events that occur (Ritchie 2013:35). Kumar (2011:134) adds that the researcher can participate in the activities of the group being observed in the same manner as its members, with or without their knowing that they are observed. However, when the observer observes, as a detached agent without any attempt to experience through participation, the observation is non-participative.

Disguised observation

The researcher observes in such a manner that their presence may be unknown to the people being observed.

Controlled and uncontrolled observation

The observation is controlled when it takes place in a defined, pre-arranged planned experimental procedure; however, it is uncontrolled when it takes place in a natural setting.

According to Kumar (2011:135), the main disadvantages of observation are:

The Hawthorne effect – a change of behaviour of persons may be attributed to their being observed.

Observer bias – the researcher ought to be impartial.

In addition, according to Creswell (2014:241), private information observed by the researcher might not be reported. However, the advantages are that the researcher has first-hand experience with participants; the researcher can record information as it occurs; and it is useful in exploring topics that may be uncomfortable for participants to discuss.

Even though the observation method of collecting data has advantages that are significant in the study, due to time constraints, the method will not be used in the study.

4.9 VALIDITY AND RELIABILITY IN QUALITATIVE RESEARCH

In qualitative research, terms such as credibility, transferability, dependability and confirmability replace the usual positivist criteria of internal and external validity and reliability (Denzin& Lincoln, 2008:33). However, understanding the concepts of reliability and validity in the qualitative research context will guide the researcher in conducting analysing the data collected.

4.9.1 Reliability

Rule and John (2011:107) state that the concept of trustworthiness is an alternative to reliability and validity, promotes rigour, transparency and professional ethics in the interest of qualitative research. Olsen (2012:15) briefly explains that reliability in the context of social research means that a study's findings would be the same, even if it had been conducted by a different person. However, Denscombe (2014:297) argues that, it is not feasible, for instance, to check the quality of research and its findings by replicating the research in the same way that scientists might repeat an experiment, it is virtually impossible to replicate a social setting and time inevitably changes things. In addition to that, the prospects of assembling equivalent people in similar settings in a social environment that has not changed are, to say the least, slim (Denscombe2014:297).

Denscombe (2014:297) further argues that a researcher tends to be so closely and intimately involved in the collection and analysis of qualitative data that the prospects of some other researcher being able to produce identical data and arrive at identical conclusions are equally slim. In an attempt to respond to provide dependability, the researcher will construct an audit trail (findings to be traced back to the data and data sources) (Rule & John 2011:108) wherein the interviews will be recorded and transcribed to enable confirmation of the existence of the data and evaluation of the decisions made in relation to the data collection and analysis. In addition, Ritchie and Lewis (2003:270) emphasise that, in qualitative research, good practice in relation to reliability and replicability can be achieved through an aspect of reflexivity that is showing the audience of the research studies as much as is possible of the procedures.

4.9.2 Validity

An account is valid or true if it represents those features of the phenomenon that it is intended to describe, explain or theories accurately (Ritchie &Lewis 2003:270).

According to Creswell (2009:119), validity strategies to enhance the researcher's ability to assess the accuracy of findings are the following:

- Triangulate different data sources of information by examining evidence from the sources and using it to build a coherent justification for themes.
- Member checking to determine the accuracy of the qualitative findings; this might include conducting follow up interviews with participants in the study and providing an opportunity for them to comment on the findings.
- Rich, thick description to convey the findings; this description may transport readers to the setting and give the discussion an element of shared experiences.
- Clarification of the bias the researcher brings to the study; the self-reflection creates an open and honest narrative that will resonate well with readers.
- Discussing contrary information adds to the credibility of an account; the researcher can also present information that contradicts the general perspective of the theme.

To strengthen validity and add confidence to the findings of the study, the upper and junior management (the Director of the Department down to the Assistant Human Resource Officer) in the Department of Human Resources in the Ministry of Public Service was interviewed for cross-analysis of information.

4.10 RESEARCH SETTING

The study was conducted at the offices of the Ministry of Public Service and the Public Service Commission in the Maseru District, Lesotho. Maseru is the capital city of Lesotho. The government officials responsible for the formulation and overseeing of the implementation of the Recruitment and Selection Policy were the study population of the study.

4.11 SAMPLING

Sampling is a process of selecting subjects to take part in a research investigation on the ground that they provide information considered relevant to the research problem (Oppong 2013:203). In qualitative research, the aim is to look at a process or the meanings individuals attribute to a given situation (Nagy *et al.* 2011:45). Gentles *et al.*(2015:1775) developed an overarching definition of sampling in qualitative research as the selection of specific data sources from which data are collected to address research objectives The two types of sampling are probability and non-probability sampling. This study was qualitative; therefore, non-probability sampling techniques were more suitable for the study.

According to Babbie and Mouton (2007:167),there are four types of non-probability sampling, namely"

1. *Snowball sampling*

The procedure of snowball sampling is implemented by collecting data on the few members of the target population that the researcher can locate, and then ask those individuals to provide the information needed to locate other members of that population whom they happen to know.

2. *Reliance on available subjects*

This sampling technique relies on available subjects such as stopping people at a particular location. It is justified only if the researcher wants to study the characteristics of people passing the sampling point at a specified times or if less risky sampling methods are not feasible.

3. *Quota sampling*

Quota sampling begins with a matrix or table describing the characteristics of the target population. Once a matrix has been produced and relative proportion assigned to each cell in the matrix, data arecollected from people having the characteristics of a given cell.

4. Purposive sampling was used in the study; therefore,it is next explained in more depth, compared to the previously stated non-probability sampling techniques.

4.11.1 Purposive sampling

Mack*et al.* (2005:5) state that purposive sampling, which some authors refer to as judgement sampling or group participants according to preselected criteria, is relevant to a particular research question. Similarly, Glicken (2003:185) briefly explains that purposive sampling is used when a population consists of subjects that have a special quality the researcher is interested in.

According to IIker, Musa, Alkassium (2016:2), in purposive sampling, the researcher decides what needs to be known and sets out to find people who can and are willing to provide the information by virtue of knowledge or experience.

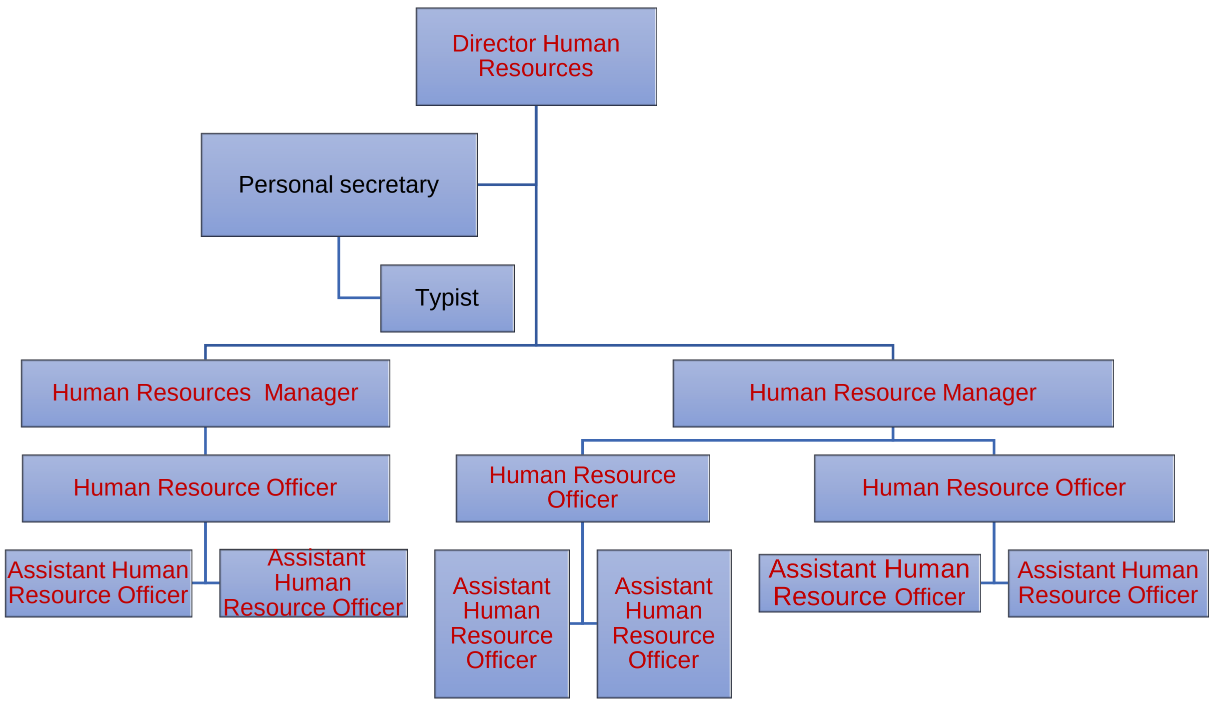
- It is typically used in qualitative research to identify and select the information-rich cases for the most proper utilisation of available resources.
- This involves identification and selection of individuals or groups of individuals that are proficient and well informed about the phenomenon of interest.
- In addition to knowledge and experience, the importance of availability and willingness to participate, and the ability to communicate experiences and opinions in an articulate, expressive and reflective manner is vital.

There are various types of purposive sampling. Palinkas *et al.* (2013:2) explain that, embedded in each type or strategy is the ability to compare and contrast, and to identify similarities and differences in the phenomenon of interest. Among the types of purposive sampling, criterion sampling is the most suitable for this study. According to Marshall and Rossman (2011:111), the criterion type of purposive sampling includes all cases that meet some criterion, useful for quality assurance.

The study sought to examine whether monitoring and evaluation processes were applied on the recruitment and selection of personnel in the Lesotho Public Service. Based on the criterion of the knowledge and comprehension of monitoring and evaluation, the recruitment and selection processes are overseen by the Ministry of Public Service. The researcher selected all levels of officials in the Department of Human Resources of the Ministry of Public Service, the Director of Human Resources, Human Resource Managers, the Human Resource Officials and the Assistant Human Resource Officers, as well as the Public Service Commission Secretary. The reason for selecting all the levels of management wasto gain insight into the processes and responsibilities that each level has in the recruitment and selection processes and how these processes are monitored and evaluated. The Public Service Commission was included in the selection as it is responsible for the ultimate selection of personnel as per the *Constitution* of Lesotho. Section 137(1) of the *Constitution* (as amended) states that,

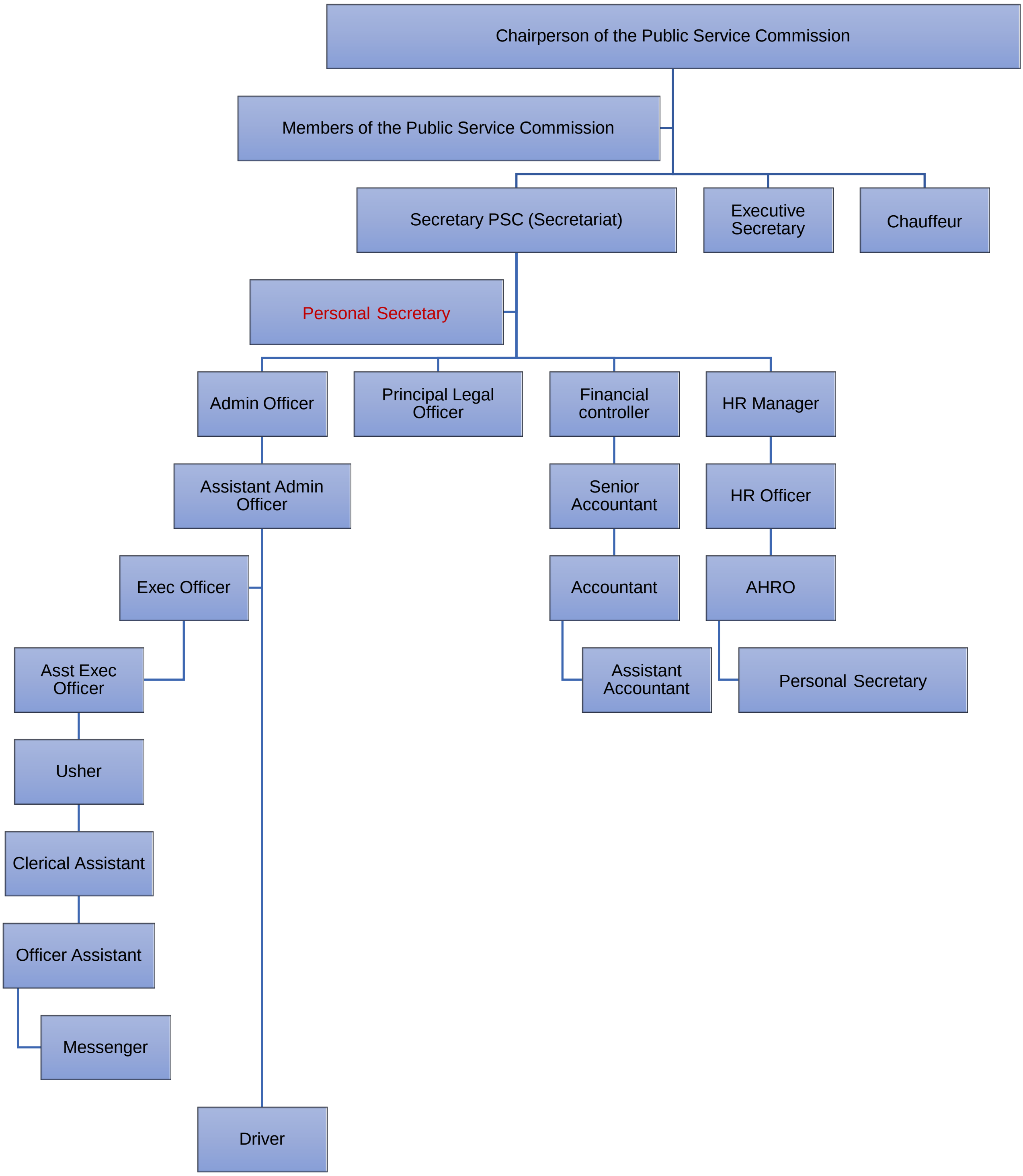
> Subject to the provisions of this Constitution, the power to appoint persons to hold or act in offices in the public service (including the power to confirm appointments), and the power to terminate appointments of such persons for disciplinary reasons, is vested in the Public Service Commission.

The officials that were selected for the study are illustrated in the organisational structures below.



Source: Ministry of Public Service (2014)

Figure4. 1 The Human Resources Department organisational structure (in the Ministry of Public Service)



Source: Adapted from the Public Service Commission Report for the year ended 2012.

Figure4. 2 The Public Service Commission (Organisational Structure)

4.12 SAMPLE SIZE

In qualitative research, sample size can be affected by funding and time constraints, however, sample size depends more on the question of the research purpose (Marshall & Rossman 2011:103). In addition, factors that determine sample size are population size, homogeneity of the population, degree of reliability as well as the sampling method (Hendriks 2014:133). These factors make it challenging to provide an accurate sample size.

Various authors have argued that, in purposive sampling, the concepts of redundancy or saturation are the determining factors of the sampling size. Sampling redundancy involves not defining one's sample size in advance, but interviewing more and more people until the same themes and issues come up over and again and new information is gained (Blanche, Durrheim and Painter 2016:50). Gentles *etal.* (2015:1782) argue that the commonly proposed criterion for determining when sufficient size has been reached in qualitative research is saturation.

The sample size of the study was made up of all the officials in the Department of Human Resources in the Ministry of Public Service. The officials were:

- Tthe Director of Human Resources
- the Human Resources Managers
- the Human Resources Officers
- the Assistant Human Resources Officers
- the Secretary of the Public Service Commission

The officials were be interviewed and a relevant data analysis was done.

4.13 DATA ANALYSIS

Data analysis involves the checking of the material against what is expected (as in the case of hypothesis testing) (Curtis & Curtis 2011:286).Marshall and Rossman (2011:209) explain that data analysis entails:

- Data reductions, as the reams of collected data are brought into manageable chunks.
- Interpretation, as the researcher brings meaning and insight to the words acts of participants in the study.

Interpretation incorporates using interview questions as subheadings and analysing the participants' responses. According to Hendriks (2014:134), there is a relationship between analysis of the data and the research purpose, which in turn relates to the problem statement.

The researcher had to abide by the ethical principles while collecting data.

4.14 ETHICS

Schnell and Heinritz (2006:17) explain that research ethics address the question of which ethically relevant issues caused by the intervention or researchers can be expected to impact on the people with whom or about whom they research. Principles of ethically acceptable research include informed consent as general principle which means, the study should only involve people who have been informed about being studied and are participating voluntarily (Flick 2015:32). Orb, Eisenhauer and Wynaden (2001:95) advance that informed consent means that participants exercise their rights as autonomous persons to accept or refuse to participate voluntarily in the study. Authorisation to conduct the research was granted by the Deputy Principal Secretary on behalf of the Principal Secretary of the Ministry of Public Service. The participation was voluntary; however, the participants were informed about the significance of the research and hence encouraged to participate.

To reduce the bias of respondents responding in the direction of answers, the respondents will be assured that their responses will be kept confidential (Collins, Shattell& Thomas 2005:191). However, Wiles*et al.*(2006:3) argue that confidential research cannot be conducted; researchers have the duty to report on the findings of their research and they cannot do so if their data is confidential. Nonetheless, the advice given by Orbs *etal*. (2006:30) is that researchers have to ensure that they do not disclose identifiable information about participants through various processes designed to keep them anonymous. The researcher is obliged to protect each participant’s personal information.

4.15 CONCLUSION

Qualitative methods were used in the study to investigate whether the recruitment and selection practices are monitored and evaluated as per the mandate of the Ministry of Public Service. The philosophical assumptions of the qualitative approach were suitable for the study as the research purpose was to explore multiple realities in the pursuit of the truth.

Purposive sampling was selected as suitable for the study. The data collection methods used were documentary analysis of process of recruitment selection and semi-structured interviews on monitoring and evaluation. Interpretation in the form of a critical thick description will be provided in response to the research problem.

The sample size for the study was determined by saturation; therefore, no precise size of the study was indicated.However, the researcher aimed to interview all the stated participants to acquire enough data to enhance the validity of the study.

The following chapter provides an analysis of the data and the research findings.

CHAPTER FIVE: DATA ANALYSIS AND RESEARCH FINDINGS

5.1 INTRODUCTION

This chapter analyses the data that were collected through interviews and secondary data. The interviews provided an opportunity for detailed investigation of each person's personal perspective for an in-depth understanding of the personal context within which the research phenomenon is located and for detailed subject coverage (Lewis & Ritchie 2003:58).The data that were collected aimed at investigating whether the Ministry of Public Service applies monitoring and evaluation in the recruitment and selection of personnel in the public service of Lesotho.

According to the World Bank document on the Lesotho Public-Sector Modernisation Project (2016:5), the challenge Lesotho has is that of restrictions on citizens' access to government information and/or limited availability of information to the public. These have led to a general lack of interest in the actions of the government by the civil society, limited participation in the monitoring of service deliveries and public administration reform. For this reason, the researcher considered interviews as the appropriate method of collecting empirical data as it allows probing to gain more understanding of the studied phenomenon.

The recruitment and selection process is executed by the line Ministries and the MPS. While the Public Service Commission (PSC), as mandated by the *Lesotho Constitution, Act no. 5 of 1993*, section 137(1), as amended, has the power to select and appoint persons to hold offices in the public service and other human resources related matters such as retirements and resignations. Therefore, findings from both the PSC and MPS will be discussed. The PSC conducts its daily business, as guided by the following:

- *The Constitution of Lesotho Act no. 5 of 1993;*
- *The Public Service Act, no. 1 of 2005*;
- Public Service Regulations, Legal Notice 78 of 2008;
- Codes of Good Practice, Legal Notice 194 of 2008;
- The Pension Proclamation, no. 4 of 1964;
- *The Public Officers' Defined Contribution Pension Fund Act, no. 8 of 2008;*and
- Public Service Commission Rules, Legal Notice 12 of 1970.

The first part of the chapter presents the findings on the monitoring and evaluation of the recruitment and selection processes, whilst the second part discusses the final selection process.

5.2 SELECTING KEY INFORMANTS

The researcher purposefully selected the participants for interviews from the department of Human Resource in the MPS.A crucial point is to recruit participants who will be able to contribute meaningfully to the research (Curtis & Curtis 2011:36).The officials who were interviewed are the Director of Human Resources, two Human Resources Managers, four Human Resources Officers, and two assistant Human Resources Officers. The secretariat (one official) of the Public Service Commission was also interviewed as the final selection process in the recruitment and selection of personnel is authorised by the Commission. The officials were interviewed individually to enable them to be comfortable and feel free to express or inform the researcher about their opinions and suggestions in addition to answering the interview questions. With the exception of the Human Resources Managers who were interviewed as a focus group due to time constraints. Similar questions were asked to all the Human Resource officials to enable the assessment of responses and trace a pattern that would reveal coordination and coherence or inconsistency.

It was determined during the interviews that the organisational structure had changed from the previous structure mentioned in Chapter Four, in an effort to transform the department to be more professional. The number of Assistant HR was reduced from seven to two.

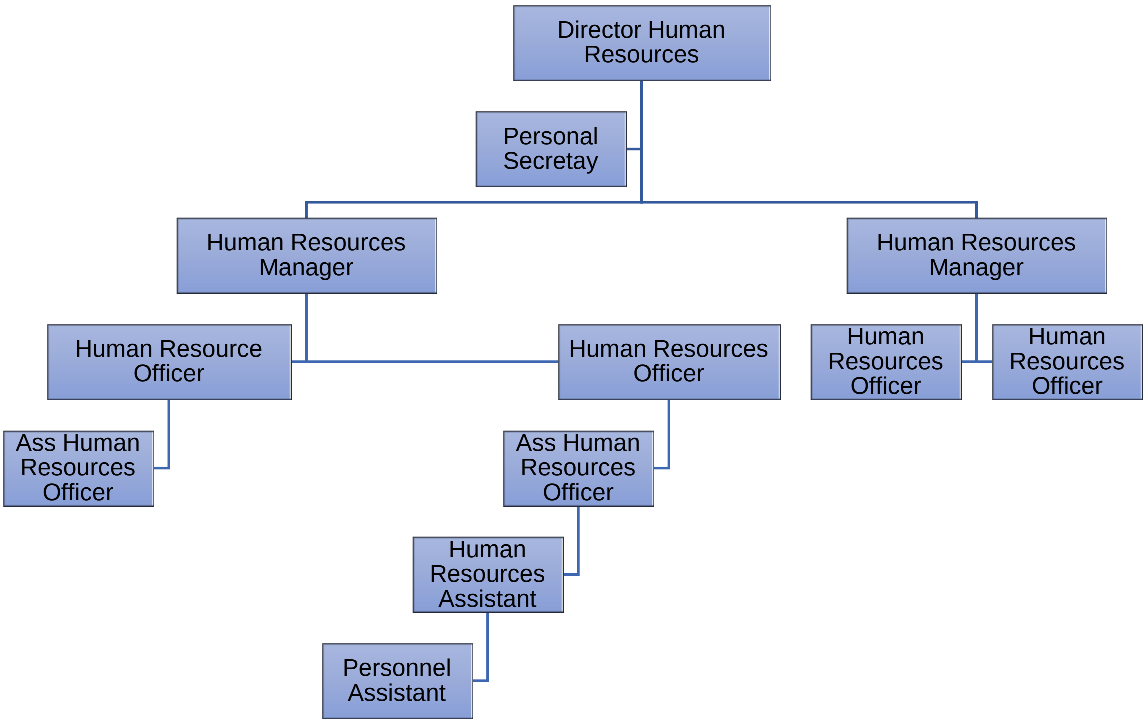


Figure 5. 1 The organisational structure in the Human Resources department

Table5. 1 Number of respondents

Job title	Director Human Resources	Human Resources Managers	Human Resources Officers	Assistant Human Resources Officers	Executive Secretary PSC	Total
Number interviewed	1	2	4	2	1	10

5.3 CONDUCTING THE INTERVIEWS

In conducting the interviews, one of the main challenges the researcher experienced was that the Director Human Resources issued an instruction that interviews may not be recorded. The researcher was therefore compelled to take notes throughout the interviewing process of all the officials. The long process of note taking and verifying the accurate responses with the respondents prolonged the length of the interviews. The interviews were scheduled for one hour; however, they went on for two to three hours per respondent. The respondents were interviewed in their offices during the early morning working hours.

The researcher classified the respondents into the senior management and junior management for the first part of the interview process. Then subsequently the Executive secretary was interviewed as the representative of the PSC of Lesotho.

Table5. 2 Classification of respondents

Respondents	**Number**
Senior Management (Director Human Resources & Human Resources Manager)	**3**
Junior Management (Human Resource Officers & Assistant Human Resources Officers)	**6**
Total	**9**

5.3.1 The interview guide

The interview guide was utilised used to conduct the interviews (Annexure A).The interview guide provide for structured interviews where the researcher comes prepared to the interview with a list of topics or questions (Marshall&Rossman 2011:144). The questions were formulated in such a way that the respondents could explain their roles and understanding of monitoring and evaluation and provide suggestions on how the concepts of monitoring and evaluation can or should be in the processes of recruitment and selection. The advantage of the interview guide is to allow for in-depth probing while permitting the interviewer to keep within the parameters outlined by the aim and objectives of the study (Alshenqeeti 2014:40).The predetermined questions are typically asked to each respondent in a systematic and consistent order; however, the interviewer is permitted (in fact, expected) to probe far beyond the answers to their prepared standardised questions (Berg 2004:81). The Director and Human Resource Officials were asked the same questions to test the same information. The interviews were conducted in August and September 2017 and the time and day was determined by the availability of the respondent.

5.6 ANALYSIS AND INTERPRETATION OF THE INTERVIEWS AND DOCUMENTARY DATA

The study hypothesised that lack of monitoring and evaluation affects the recruitment and selection of personnel in the Lesotho Public Service negatively. The interview questions were therefore related to monitoring, evaluation and recruitment and selection practices in the MPS.

Question 1: Is there an existing framework for monitoring and evaluation in the MPS Lesotho?

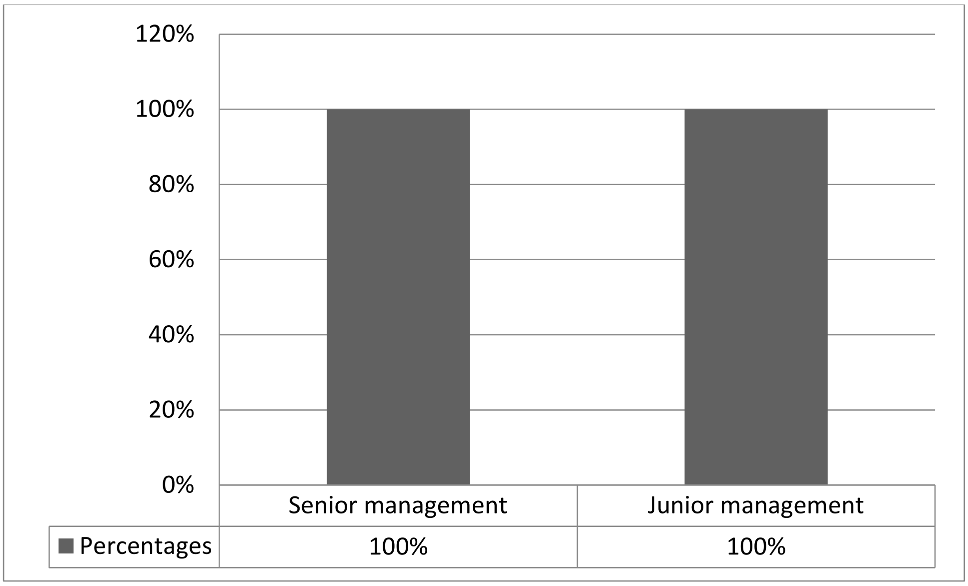


Figure 5. 2 Is there an existing framework for monitoring and evaluation in the MPS Lesotho?

A hundred percent (100%) of the respondents (both in the senior and junior management) stated that, there was no existing monitoring and evaluation framework. For many organisations, a Monitoring and Evaluation Framework is a table that describes the indicators that are used to measure whether a programme or policy is a success (Bullen 2014:1).Without a framework that would specify indicators regularly updated to ensure appropriate implementation that will lead to expected outcomes, the monitoring process will not be probable.

Respondents were unanimous in their responses that there is not an existing Monitoring and Evaluation Framework in the Lesotho Government. However, one respondent in the higher management pointed out, *“even though there is no framework, meetings on the progress of recruitment across the ministries are held monthly, in the absence of a formal framework,* *there are measures in place like meetings to determine the progress made with the filling of posts".*

From the onset, the researcher sought to determine whether the Ministry has a Monitoring and Evaluation framework, as the response would provide a linkage to the subsequent questions. The MPS is responsible for the recruitment and selection of public servants (excluding the teachers, the police and defence personnel) in the ministries of Lesotho. The Ministry is considered as the mother ministry that oversees the appropriate implementation of Human Resources practices across the line ministries. Lesotho has 25 ministries, including the MPS; however, the recruitment and selection of personnel in the Ministry of Education and Training, the Ministry of Police and Safety and the Ministry of Defence and Security are not under the regulatory and supervision of the MPS.

The MPS is responsible for the recruitment of Grade F applicants (Bachelor's degree holders) with the exception of categories classified as scarce skills (e.g. BSc, Engineering) who enter at Grade G. The line ministries are allowed to recruit and shortlist Grades B and E (Diploma and certificate holders, respectively) (P*ublic Service Regulations, Legal Notice no. 78 of 2008* section 10 (b)). Nonetheless, Diploma holders in areas officially identified as scarce skills are classified as Grade F. These are Engineering, Pharmacy, Laboratory Sciences, Nursing and Environmental Health.

The recruitment, selection and placement of public officers is a shared responsibility between Human Resources Officers and Line Managers. Below is the procedure of recruitment according to the Human Resources Management and Development Policy Manual (2007:14).

Table5. 3 The recruitment and selection steps in the Lesotho Public Service

Macro-process	Sub-process	Forms/documents	Responsibility	Authorisation
Needs Analysis for Establishment Requirements	Analyse need for either filling a vacancy, creating new position or funding a position	GP 102 Variations Form	Human Resource (HR) Head and Line Manager	HR Head
	Liaise with management for confirmation and approval		HR Head	HR Head
	Declare vacancy		HR Head	Chief Accounting Officer (CAO)

	For positions originally not budgeted for, obtain from MPS		HR Head	MPS
	Determine how the positions shall be filled (e.g. advertisement, transfer, redeployment)		HR Head and Line Manager	CAO
	Submit the recommendationfor approval	Memo GP 102	HR Head	CAO
Macro-process	Sub-process	Forms/documents	Responsibility	Authorisation
Job analysis	Develop a Job Profile: Set up interview with job stakeholders (incumbent, direct supervisor, direct reports. etc.).	Job Analysis Template (MPS, HR)	HR Head Line Manger	HR Head
	Identify job, title, purpose, objectives, position within the organisational structure, reporting lines, scope of responsibilities and accountabilities, tasks and activities to be undertaken, job range, key performance indicators job specifications (that is, qualifications, knowledge, skills, competence required, etc.)		HR Head Line Manager	HR Head

Macro-Process	**Sub-process**	**Forms/documents**	**Responsibility**	**Authorisation**
Advertisement	Draw advert according to advertisement guidelines	Advert template	HR Head	CAO
	Obtain resources/ funding for	Requisition form	HR Head	HR Head

	advertisements,			
	Advertise		HR Head	CAO
	Acknowledge receipt of application,	Standard Letter, electronic, telephonic	HR Head	
	Compile a database of all applicants		HR Head	

Macro-process	Sub-process	Forms/documents	Responsibility	Authorisation
Screening	Draw and prioritise the list of criteria for screening based on the job specification as advertised	Applicant analysis sheet	HR Head	
	Analyse applications against the requirements.	Analysis sheet	HR Head andLine Manager	
	Agree on any additional job related criteria to set in order to reduce the pool of candidates		HR Head andLine Manager	
	Determine a list of potentially most suitable candidates for preliminary interviews		HR Head and Line Manager	

Macro-Process	Sub-process	Forms/documents	Responsibility	Authorisation
Preliminary Interview	Determine the dateand venue for the interviews		HR Head	HR Head Line Manager
	Identify and inform the interview panel members	Standard letter, e-mail, telephone, radio	HR Head	
	Inform interviewees		HR Head	
	Do a detailed briefing of the process and jobs based selection criteria		HR Head	

	with the panel prior to the interview and decide on the interview questionnaire			
	Prepare interviewing documentation	Questionnaire score sheet shortlist GP 103, 104, 102	Line Manager	
	Prepare documentation/ notes on the interviews and the panel decisions and comments	Template	HR Head	

Macro-process	Sub-process	Forms/documents	Responsibility	Authorisation
Assessment Centre	Identify registered assessors and invite relevantLine Managers who shall be part of the assessment panel		HR Head	
	Make logical arrangements Choose and prepare assessment tools and material.	Requisition Form Purchasing Order	HR Head	
	Inviteand brief candidates		Assessors, relevant HR Line Managers	
	Assess candidates		HR Head assessors, relevant Line Manager, Technical expert where necessary	
	Compileassessment report and forward to HR Head	Report	Assessors	
	Provide feedback to candidates		Assessors	
	Compile shortlist	Shortlist	HR Head	

Macro-process	Sub-process	Forms/documents	Responsibility	Authorisation

Reference checking	Obtain the candidate's permissionon the relevant	Application form	HR Head	
	Speak to the referee or the person who wrote the reference and/or the previous employer	Reference check-sheet	HR Head	
	Make accurate notes of the information provided		HR Head	
	Feed the information back to the Line Manager and assessment panel members.		HR Head	

Macro-Process	Sub-process	Forms/documents	Responsibility	Authorisation
Recommendation to Commission	Compile and submit short-listed candidates for consideration for appointment	Concurrence Minutes with all supportive documentation	HR Head	
	Obtain Principal Secretary and Minister's		HR Head	CAO
	Forward docket to Public Service Commission (PSC).		HR Head	
	Obtain interview arrangements from PSC		HR Head	
	Confirm receipt of invitation letter by PSC with candidates		HR Head	

Macro-process	Sub-process	Forms/documents	Responsibility	Authorisation
Negotiate release (internal applications)	Approach the releasing manager with a request for release		HR Head	Line Manager

Macro-process	Sub-process	Forms/documents	Responsibility	Authorisation
Appointment	Inform the candidate of the medical requirements for the job		HR Head	
	Refer for medical examination		HR Head	
	Obtain medical examination report		HR Head	
	Confirm fitness for the job		HR Head	
	Prepare and issue letter of appointment	Standard appointment letter	HR Head	
	Ensure that appointee completes all relevant Human Resource forms, including letter of acceptance	Refer to the checklist	HR Head	
	Arrange for the appointee to be sworn in.		HR Head	
	File Documentation		HR Head	

Macro-process	Sub-process	Forms/documents	Responsibility	Authorisation
Job placement	Inform staff in the department of the new appointment.		HR Head and Line Manager	
	Prepare the office and equipment for the new appointee prior to arrival.		HR Head and Line Manager	
	Meet the new appointee on date of arrival and introduce to staff		HR Head	
	Induct the new employee to the place of work and the job		Line Manager	
	Sign the performance agreement with the appointee.	Performance Contracting form	Relevant Line Manager, appointee	
	Conduct the placement interview.		Line Manager, HR Head	

Exit interviews	**Conduct an exit interview**	**Questionnaire Report**	**HR Head**	
	Analyse and document the exit interviews		HR Head	
	Present the exit interview report to CAO	Report	HR Head	
	Use the information for policy making/ or for correctivemeasures	Policy	CAO	CAO other primary stakeholders

The above processes are to be monitored and evaluated by the MPS to track the effectiveness and efficiency of the Recruitment and Selection Policy.

As more emphasis is placed on public sector reforms in pursuit of good governance, there is a growing need for improved data to provide a reality check on actions taken and a direction for the future (Buduru& Pal 2010:516). According to the Regional School of Public Administration (RESPA) (2015:4),monitoring and evaluation are crucial in elaborating sound public policies that lead to the desired outcomes and reach set objectives, drawing on experiences gained from the successes and failures of what already is being or has been implemented in the same policy area. In the context of the study, the effectiveness and efficiency of the Recruitment and Selection Policy can be linked to a Monitoring and Evaluation framework.

Question 2: What are the challenges experienced with the monitoring and evaluating of the recruitment and selection practices?

Even though there is no monitoring and evaluation framework, the mission of the MPS is that, *"The MPS is committed to the provision of quality Human Resources to line ministries and to monitor and evaluate performance and service delivery for promotion of professionalism across the Public Service".* The appropriate recruitment and selection of personnel is directly linked to the quality of service delivery. According to Oladele, Akeke&Adebisi (2013:2), the ability to provide an improved service depends on the quality of Human Resources. Therefore, the researcher sought to determine what the challenges that deterred monitoring and evaluation to be practsed were.

Respondents mentioned different challenges, such as the following:

- Staff mobility in the form of transfers across ministries with no official transfer of the officials posed an obstacle to the continuation of appropriate record keeping in the department.

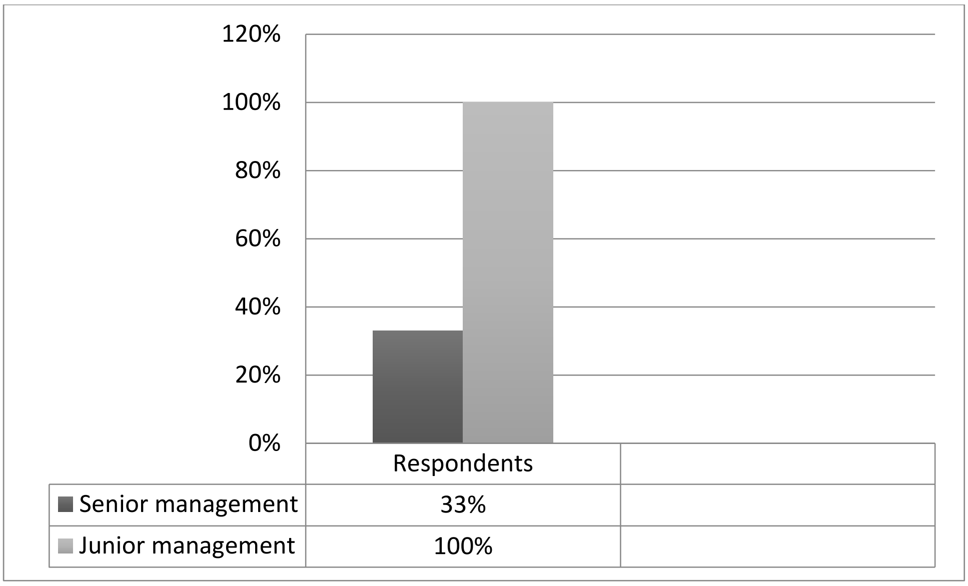


Figure 5. 3 The challenge staff mobility

Thirty three percent (33%) of the senior management and hundred percent (100%) of the junior management respondents indicated that staff mobility was a challenge. The data therefore shows that the challenge of staff mobility is mostly at the junior management level. The impact is therefore more negative as they are the record keepers while the higher management is mostly responsible for decision making.

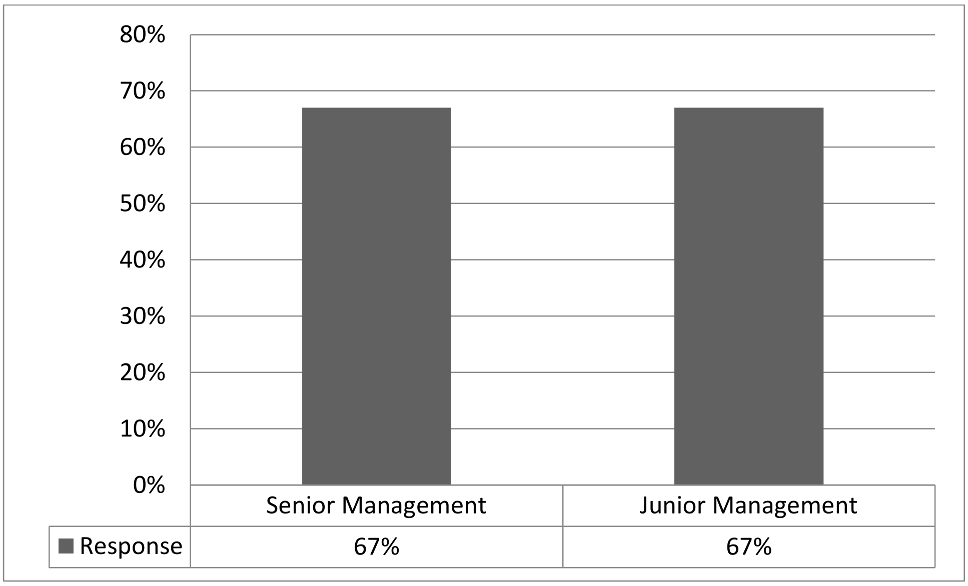


Figure 5. 4 The challenge of differing management styles

Sixty seven percent (67%) of both senior and junior management mentioned the style of management as a challenge on the implementation of monitoring and evaluation. One respondent in the junior management stated that in a previous ministry they worked for, there had been frequent meetings and a library where all records were kept. However, the respondent pointed out that, in the Ministry of Public Service, there were hardly any meetings between junior management and senior management; therefore, there is a lack of coordination, records are highly confidential therefore not discussed and a delay of procurement services in repairing and fixing or providing the Ministry with computers and printers affect processes of monitoring and evaluation. Respondents in the senior management pointed out that the style of management is influenced by the effectiveness and competence of the subordinate employees however did not deny that the management style could be a challenge on monitoring and evaluation.

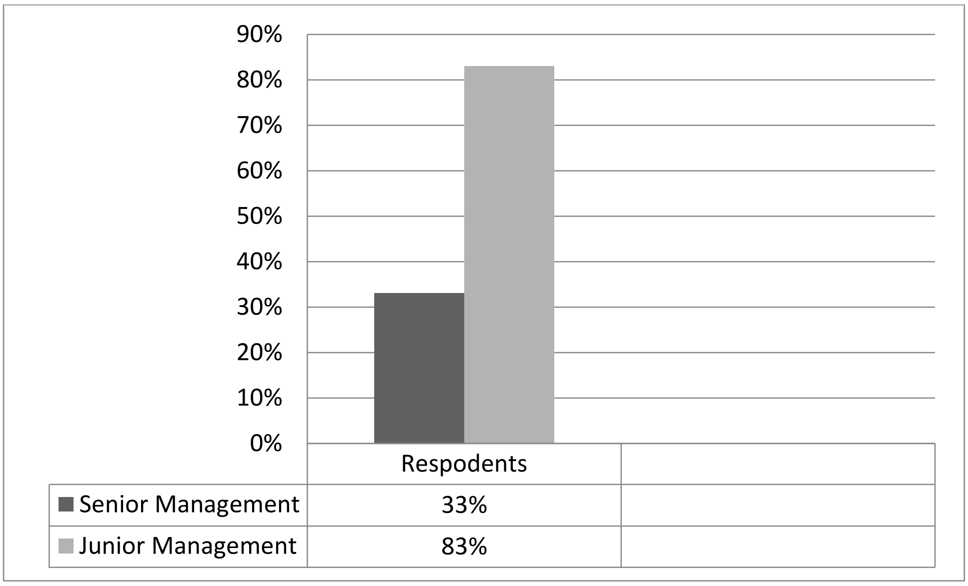


Figure 5. 5 Delay of adherence to recommendations

Thirty three percent (33%) of the senior management and eighty three percent (83%) of the junior management respondents identified delay of adherence to recommendations as a challenge. The respondents pointed out that, a problem, can be identified but solutions are not implemented due to the fact that recruitment and selection might not be a priority at that particular time.” As an example a junior management respondent explained that, there were applicants with degrees that are more relevant for the private sector such as Bachelor of Commerce in Marketing. Statistics and records of such have to be used to influence government policies to make the environment conducive for growth of the private sector. The significance of the knowledge and understanding gained from monitoring and evaluation as management tools is compromised when information obtained is not further utilised mainly by the Senior management as decision makers.

Question 3: What do you perceive as your role in the monitoring and evaluation process of the recruitment and selection practices?

The researcher wanted to establish whether the officials in the department understood their role in monitoring and evaluation and ensure that the recruitment processes are implemented as stated in the Recruitment and Selection Policy. Through the interviews, it was determined that respondents understood their role in the recruitment and selection process but not in monitoring or evaluation thereof.

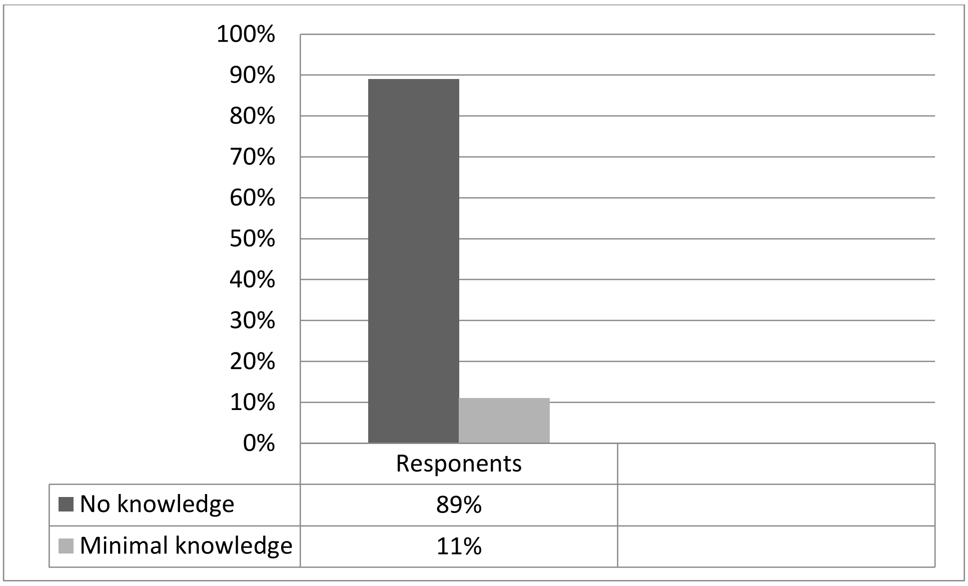


Figure 5. 6 What do you perceive as your role in the monitoring and evaluation process of the recruitment and selection practices?

Eighty nine percent (89%) of the respondents (both senior and junior management) had no knowledge of what their role ought to be in monitoring and evaluation of the recruitment and selection practices. The eleven percent (11%) with minimal knowledge was a senior management respondent, however none of the respondents had complete knowledge of what their role on monitoring and evaluating recruitment and selection practices ought to be. The reason for the lack of knowledge was that, the concepts of monitoring and evaluation are not well established in the department. Respondents from junior management stated that, “all this time they thought monitoring and evaluation is the responsibility of the Ministry of Development and Planning”. There ought to be a monitoring system where managers specify what information should be collected, how to collect it, when and how often to collect it and who should collect it (OECD 2011:35). By assigning roles and clarification, responsibilities in the monitoring and evaluation process will significantly contribute to monitoring and evaluation as, in doing so, ownership of the system will be ensured.

Question 4: What are the plans and strategies of promoting effective and efficient recruitment and selection practices?

This question was asked to solicit whether there are any efforts put in place to enhance the recruitment and selection practices.

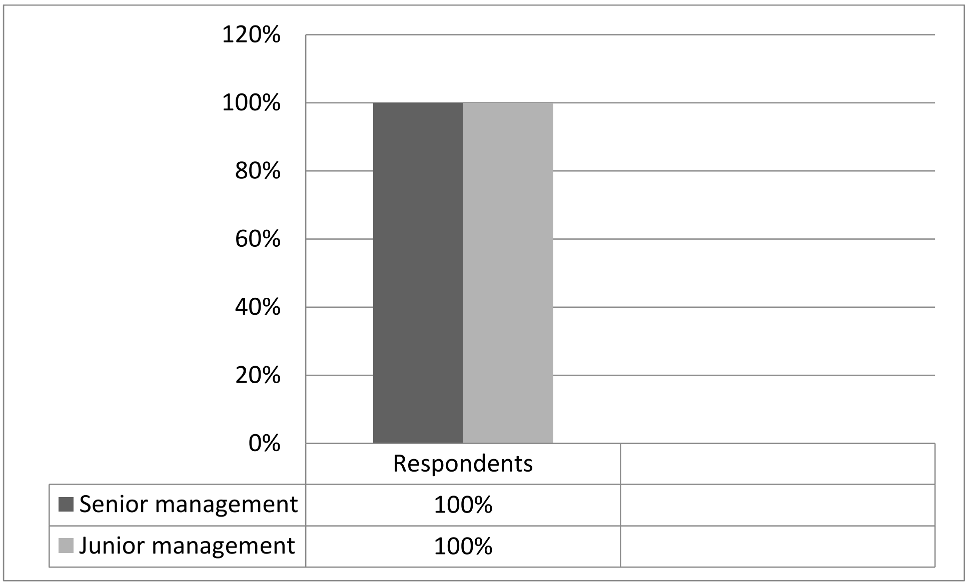


Figure 5. 7 What are the plans and strategies of promoting effective and effecient recruitment and selection practices?

There was a hundred percent (100%) response by both management levels that the existing recruitment and selection processes, if applied appropriately, are meant to promote effective and efficient recruitment and selection practices. However, political interference hinders strategies put into place as some processes such as the concurrence minutes with all supportive documentation, requires that the Principal Secretary and Minister approves the shortlisted applicants before the list is forwarded to the PSC for the final selection. It has been evident that the Minister or the Principal Secretary can delay the process if their preferred candidates are not on the shortlist.

The MPS is responsible for approving newly created posts and those that are originally not budgeted for. Therefore, a needs analysis for the post-establishment is carried out. It is only when a need for a newly created vacancy is identified that the line ministry can advertise the vacancy. Job posting (the practice of publicising an open job to employees) was mentioned as a strategy of placing notices on manual bulletin boards. It is used for internal recruitment; however, when the number or quality of applicants is not satisfactory, the relevant ministry recruits from external sources such as advertising vacancies in newspapers, or using employment vacancies to "head hunt". Nonetheless, for positions requiring a Bachelor's degree, the placement is done by MPS across the line ministries. Advertisements of vacancies are more essential for all the other positions, excluding positions requiring a Bachelor's degree, because the Government of Lesotho has an applicant pool system that enables graduates to register their names and qualifications obtained annually. As a result, when a vacancy arises that requires a degree in the line ministries, applicants are placed from the registered applicants' list.

Question 5: Who is responsible for the implementation of appropriate recruitment and selection practices?

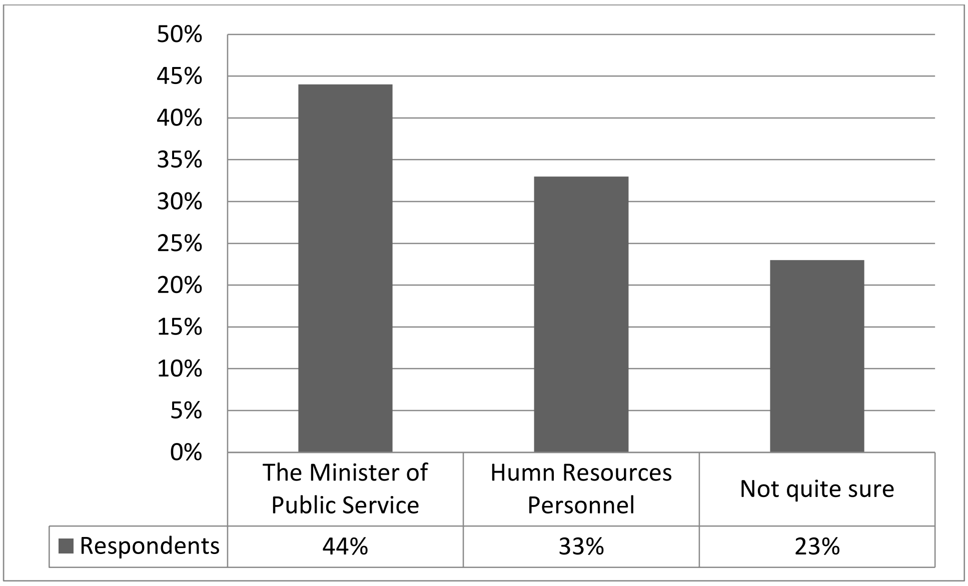


Figure 5. 8 Who is responsible for the implementation of appropriate recruitment and selection practices?

The responses varied in both management levels, forty four percent (44%) of the respondents argued that the Minister is responsible for the appropriate implementation of recruitment and selection practices. Thirty three (33%) suggested that human resources personnel are responsible, while twenty three (23%) was not sure about who has the responsibility. The argument was that the Minister has greater influence on creating policies that will ensure appropriate recruitment and selection practices such as obligatory monitoring and evaluation of these practices. This point is further strengthened by *The Public Service Act no. 1 of 2005*,section 10(1), which states the powers of the Minister;

Subject to the provision of the Constitution and of this Act or any other law relating to the public service, the Minister may (subject to the prior concurrence of the Minister responsible for Finance in respect of any matter involving the expenditure of public funds) do what, in his opinion, is necessary or expedient for giving effect to the objects of this Act or for enabling effect to be given thereto.

(2) Without limiting the generality of subsection (1), the Minister may take provision for all or any of the following matters-

(a)Policy on the establishment or abolition of departments, sub-departments or office, and other transfer of functions and public officers from one department to another;

(b)Employment policy and any other policy that relates to human resources, including but not limited to promotions, training and development, public officers' retirements, control and organisation of ministries and departments;

(f)Policy on norms, standards and matters relating to conditions of employment and general welfare of public officers.

From the above it is concluded that the Minister has greater influence in the formulation of the policies and regulations. Therefore, the response insinuates that the ultimate authority of ensuring that the MPS fulfils its mission of formulation of the Human Resources policies and frameworks, including the monitoring and evaluation of their implementation for quality service delivery is vested in the Minister.

Question 6: Who are the role players in the process and stages of recruitment and selection process?

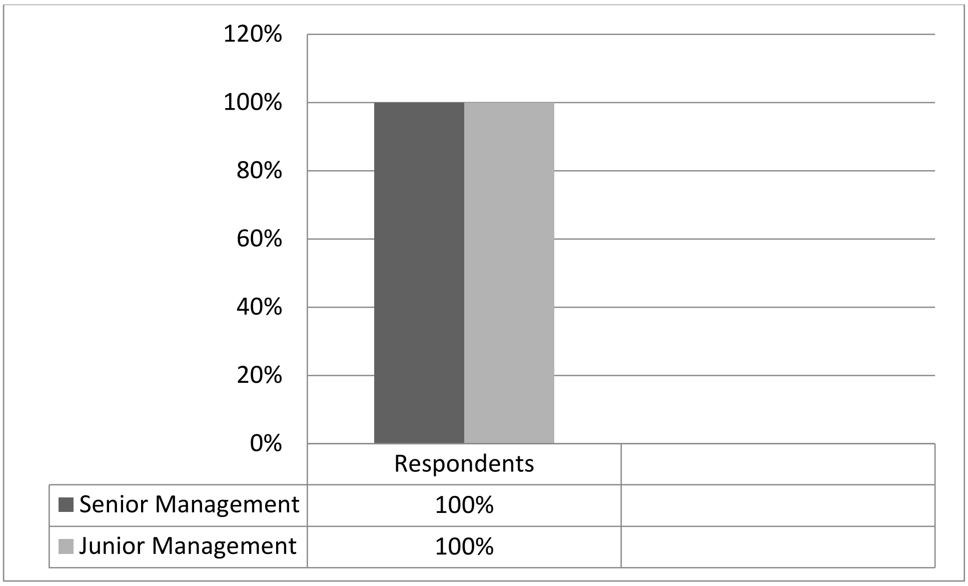


Figure 5. 9 Who are the role players in the process and stages of recruitment and selection process?

The information from both levels of management was similar. A hundred percent (100%) similar response from all respondents. This question was aimed at establishing a clear understanding of the role players in the recruitment and selection process. According to the *Business Dictionary* (2017), a role player is a person with specifically assigned tasks or functions within a program, project or process. The following are the main role players identified in the process. The **Line Manager and the Head of Human Resources (HR)** analyse the need for either filling a vacancy or creating a new position. For non-funded vacancies, the HR Head in the ministries have to apply to the treasury through the MPS for funding before advertising a position. The authorisation to declare a post as officially vacant is granted by the **Chief Accounting Officer**. Subsequent to advertising and screening applications, preliminary interviews are held where after **registered assessors and technical experts**, where necessary, are invited to assess candidates on required skills for their respective positions. A shortlist is then compiled and sent to the **Principal Secretary and Minister** where after the file is forwarded for approval to the **PSC** for the final selection of the candidate.

Furthermore, according to the Lesotho *Human Resource Development Policy Manual* (2007:8), there are two types of assessment tests. Development assessment for candidates entering Grade F and G is carried out to determine their potential and competence to perform their job requirements, while the competency assessment is conducted for senior positions from grade H upwards. The Human Resources cadre positions are approved by the MPS and the accountant positions are authorised by the Accountant General. The researcher comprehended that, for further research on the challenges of executing the appropriate recruitment practices, all the role players have to be involved. However, the research was focused on the MPS role on how the recruitment and selection process can be monitored and evaluated to ensure efficiency and effectiveness.

Question 7: How can monitoring and evaluation be resourced in terms of the implementation costs of recruitment and selection in the MPS?

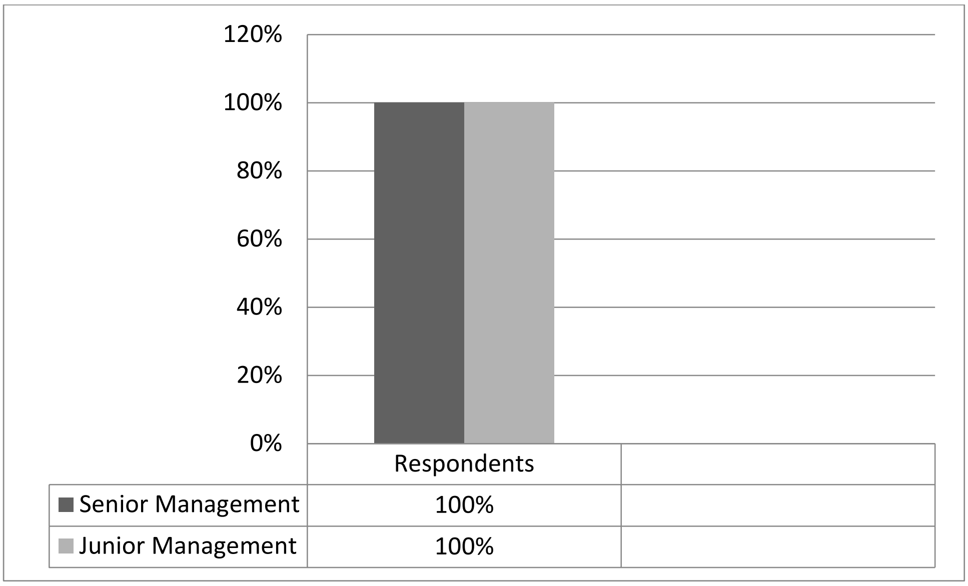


Figure 5. 10 How can monitoring and evaluation be resourced in terms of the implementation costs of recruitment and selection in the MPS?

The question was aimed at establishing how monitoring and evaluation can be resourced in terms of costs. The response from the respondents was a hundred percent (100%) similar. It was cited that, according to the Lesotho Budget Speech 2017/2018, the Government of Lesotho had a minute growth of only 1.7% in 2015/2016 and 2.1% in 2016/2017.The government is making efforts to reduce expenditure and focus on projects that will foster economic growth. Therefore, budgetary constraints were mentioned as one of the main reasons why the Ministry would not be investing in costs for the monitoring and evaluation processes. The response is an indication that the monitoring and evaluation of the recruitment and selection practices were not a priority in the MPS. These implementation costs would include the cost of training staff on monitoring and evaluation and technical resources.

Question 8: According to you, is the recruitment and selection process satisfactory? If not, state the challenges.

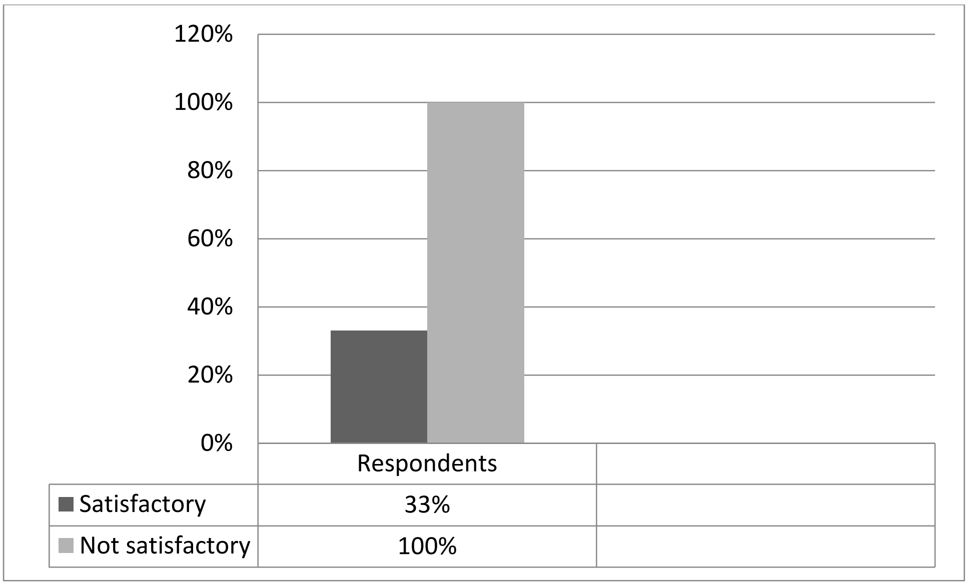
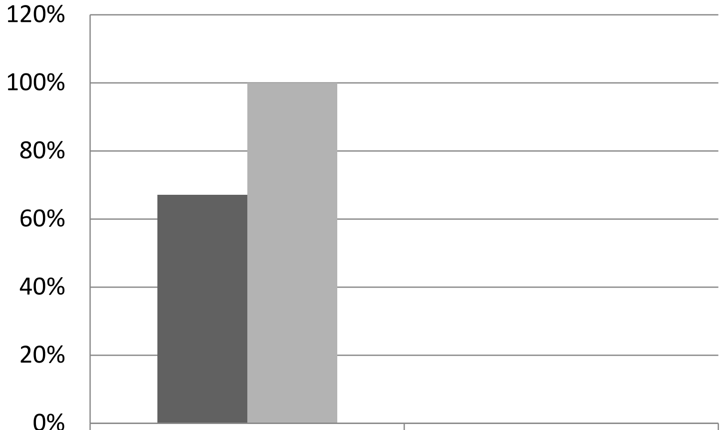


Figure 5. 11 According to you, is the recruitment and selection process satisfactory? If not, state the challenges.

The question aimed at assessing the responses of the levels of management on the challenges on recruitment and selection. Thirty three percent (33%) of senior management indicated that, the recruitment process is done appropriately and is satisfactory as the MPS only recruits the HR cadre across ministries and Grade F applicants. Hundred percent (100%) of junior management responded that the process was not satisfactory stated that there was a problem of political interference as politicians rewarded their supporters with jobs in the public service, even when they did not qualify for certain positions. Examples were not mentioned for fear of victimisation. Red tape caused a delay in the authorisation process. Lack of technical resources and slow procurement processes were also highlighted. In one of the HR managers' office for example, the computer had been out of order for a period of five months. Budgetary constraints caused delays for the filling of some positions. Lack of coordination was also a cause for concern, as the PSC was said to be responsible for the delay of filling of vacancies and the management in the MPS were not aware of the reasons. Existing challenges in the selection process were not commonly discussed amongst the PSC executive committee and the MPS Human Resources management.

Question 9: What could be the reason behind the employment of civil servants above their level of expertise?



	Respondents	
Senior Management	67%	
Junior Management	100%	

Figure 5. 12 What could be the reason behind the employment of civil servants above their level of expertise?

The process of recruitment and selection is detailed and an applicant goes through many stages to verify legitimacy, therefore this question was asked to uncover the underlying motive of this phenomenon that was discovered by the Bertelsmann Stiftung Foundation, BTI (2014:28). There was a hundred percent (100%) similar response from respondents as they were all of the opinion that political interference in the process of recruitment and selection in the public service was the main reason why civil servants could be employed above their level of expertise, as political interference bypasses the appropriate procedures of selection.

However, to curb this practise, the Budget Speech (2017/2018:25) is quoted,

> "Going forward, it is hoped that the **Public-Sector Modernisation Programme** will assist government in controlling the size of the public sector and hence the growth of the wage bill. Future wage adjustments will be governed by the domestic revenues as well as **Public Service Performance Framework** to ensure that increments are linked to service delivery".

Those employed above their level of expertise would be exposed by the **Public Service Performance Framework,** as the expectation would be that they would be unable to perform their tasks to the required standard and will therefore be demoted. Nevertheless, the

National Strategic Development Plan (2012/13-2016/17:141) states that various reforms have been initiated, but implementation had generally been weak.

Question 10: How long does it take to fill vacancies of Grade F and above?

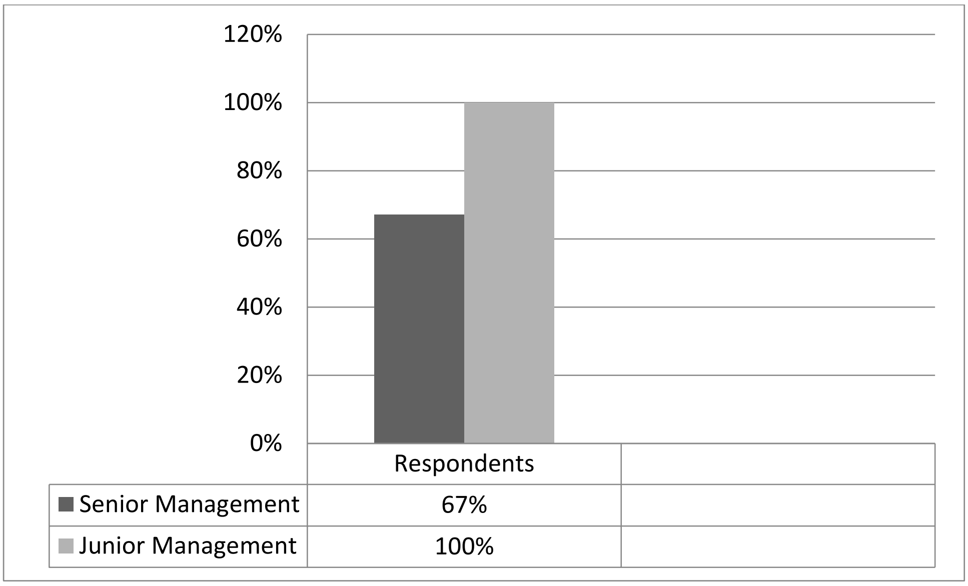


Figure 5. 13 How long it take to fill vacancies of Grade F and above?

A report by the World Bank (2012:16) states that it takes three months to six years to fill a vacancy in the Lesotho public service. The question was asked to determine why this could happen. Sixty seven percent (67%) of the senior management and a hundred percent (100%) agreed with the research findings of the World Bank that, indeed, it did take longer than three months, which is the legitimate period to fill a vacancy in the Lesotho Public Service. Among the reasons stated for the delay were budgetary constraints and political interference; in some instances a post is left vacant until a preferred applicant by those who have political power is available to occupy it. In addition, the PSC is over-burdened by its responsibilities, as it has not changed its structure since 1993. Therefore, it has a challenge in undertaking its human resource functions timely, as ministries keep increasing their establishment; therefore causing delays in authorising placements.

The delay could also be due to a lack of monitoring and evaluation of the recruitment records, as the World Bank document on the Public-Sector Modernisation Project (2016:6) reported that:

> Although the vacancy rate for the civil servants stood at 33 percent(33%) as of June 2015 according to the establishment list 2012/2013, it was noted that the establishment list itself seemed to neither reflect the real needs of the public administration nor provide an effective basis for control. The establishment was filled with non-essential staff and

the Lesotho Public Service lacks mid-management and technical staff that provides substantive technical work, facilitate decision-making and ensure policy-making, and implementation. The civil service is bottom heavy as, 57 percent (57%) of civil servants (Grade A-D)are classified as low-skilled professionals and 25 percent (25%) of all civil servants, or 3,883 out of 15,707, are concentrated in Grade A (lowest skilled).

It can be concluded that the structure of the public service is also a contributing factor to the delay of filling of vacancies as the wage bill is bloated by the low skilled professionals.

Question11: What attempts are made by the MPS to improve the monitoring and evaluation processes of human resource policies in the public service?

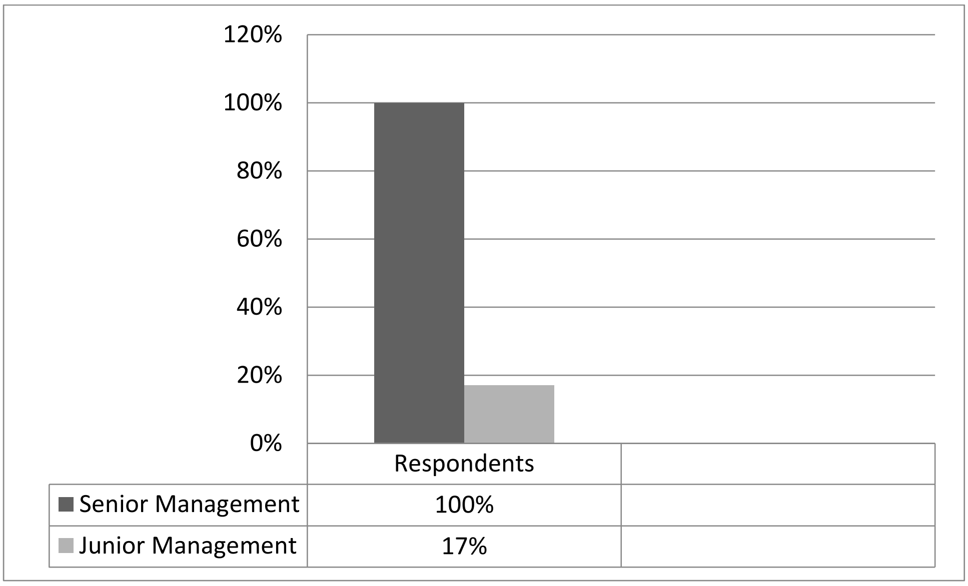


Figure 5. 14 Are there attempts made by MPS to improve the monitoring and evaluation processes of human resource policies in the public service?

The researcher sought to establish the attempts that the Ministry makes in monitoring and evaluating the HR policies across ministries. A hundred percent (100%) response from senior management and seventeen percent (17%) from Junior Management was that the efforts were those stated in the National Strategic Development Plan (2012/13-2016/17:142), as the Government of Lesotho seeks through the following strategic objectives:

- Develop comprehensive public sector improvement reform programme, including right-sizing strategy, recruitment, retirement, remuneration and benefits and improvement of related legal frameworks, internal controls, accountability, business processes, performance management systems and institutionalisation of management for results approach as well as technical capacity development;
- Establish and monitor achievement of appropriate service delivery standards;

- Identify service delivery functions that can be outsourced, review and implement divestiture programme;
- Develop/consolidate and implement skills retention strategy;
- Create and build capacity to conduct policy analysis and research; and
- Upgrade LIPAM (Lesotho Institute of Public Administration) infrastructure and training capacity to deliver key training programmes for all government ministries.

Monitoring and evaluation were not mentioned precisely; however, senior management explained that the ministry was currently busy with top-priority projects such as implementing the **Public-Sector Modernisation Programme**. The HR irregularities cited in the World Bank document on the Lesotho Public-Sector Modernisation Project (2016:7) were;

- The Government of Lesotho recognised that the staffing and payroll records are fragmented and not updated and that controls such as reconciliation are ineffective or not performed; these lead to invalid payroll records, such as ghost workers and double dippers (pensioners who receive both government and old-age pensions);
- Retirement and removal from payroll, are not executed efficiently, resulting in retirees remaining in the system;
- The invalid HR cases are potentially one of the major causes of the bloated wage bill and make the HR records inaccurate.

A common problem identified by respondents was that HR irregularities are not rectified. An example given by a respondent in the junior management was that a payroll audit that had been done in previous years by the MPS that identified discrepancies of 30% between actual head counts and payroll lists had very limited impact on the reduction of the wage bill or the regularisation of HR control.

5.7 ANALYSIS OF INTERVIEW QUESTIONS TO THE PUBLIC SERVICE COMMISSION SECRETARIAT

The Mission Statement of the Commission is that,“an independent agency in the conduct of its business, committed through a legal framework, to safeguard the merit principle in appointments to promote quality service delivery to the public and maintain transparency in all processes” (PSC Report 2012:8).

Question 1: According to *The Lesotho Constitution, Act no. 5 of 1993* section 137(1), the Public Service Commission has been granted the power to appoint persons to

hold offices in the Public Service (including the power to confirm appointments).Can the Commission have a role in the monitoring and evaluation of the selection practices in the public service?

The researcher sought to establish the role the PSC has in monitoring and evaluation of the selection process. The interviewee stated that the Recruitment and Selection Policy was formulated by the MPS; however, the final selection procedures were not detailed in the policy.

> The Commission reports on the processes of selection and challenges encountered. However does not communicate them with the MPS. The reports are solely for reporting that the Commission is obliged to present to parliament.

The researcher deduced that the PSC and the MPS have a collective responsibility to ensure the monitoring and evaluation of the recruitment and selection practices. However, that coordination is yet to be instituted.

Question 2: Is there a monitoring and evaluation policy or framework in the PSC that would include the selection practices?

According to the interviewee, the Commission monitors and evaluates its selection practices. However, there is no monitoring and evaluation policy or framework. The researcher was issued with the table below.

The activities performed by the PSC, which are, invitation of candidates for interview, selection, appointments, confirmations and separations (retirements and resignations) were listed. The target figures were stipulated as well as the actual figures and the difference recorded as the variance.

Table5. 4 The Key Performance Indicators (PSC)

KEY PERFORMANCE INDICATORS 2016/2017 AND 2017/2018					
Activities	**Target 2016/17**	**Actual**	**Target 2017/18**	**Variance (Target 2016/17-Actual)**	**Remarks**
Invitation of candidates for interview	2100	1519	1500	581	Target more or less matches the actual as it had assumed vacancies would

					be filled timely.
Selections	970	1359	1200	389	Approvedshortlists actual more than the target
Appointments	480	951	700	471	More officers appointed
Confirmations	450	238	300	212	The highest target was based on the previous year's appointments
Separations	0	347	513	-347	All sorts of exits of public officers were not captured

Source: PSC report 2016

The above table shows inadequate understanding of monitoring and evaluation, as the activities performed by the Commission were identified as indicators. According to Rugg (2010:77), an indicator is a quantitative or qualitative variable that provides a valid and reliable way to measure achievement, assess performance, or reflect changes connected to an activity, project or programme. As an example, in the appointment process, a quantitative indicator could be the number of successful candidates or the number of rejected candidates. Figures were recorded; however, the table does not show the reasons why the figures differed and the proposed solutions or implications provided there marks an attempt to explain the difference in the target and actual figures.

Table5. 5 The establishment list from the year 2011 to 2016

Establishment List statistics (All Line Ministries)					
2011	2012	2013	2014	2015	2016
20 737	24 254	24 254	24 254	24 254	25 600

Source PSC report 2016

The table above depicts that vacancies increased from 2011 to 2012,whereafter it remains constant until it increases again in 2016. During the interview, the researcher discovered that the establishment list was not updated from 2012 to 2015. This is also the reason for the same figures in the period from 2012 to 2015. The aforementioned can be regarded as serious omission. In the Commission Report (2016:4) it was stated that, " ideally the filling of vacancies should be matched against the establishment and vacancies across the public service so as to realise the unemployment rate percentage in the public service".

The PSC report (2016:4) also cited the statistics of candidates invited for interviews as part of their efforts to monitor and evaluate the selection processes. The statistics indicated that:

Candidates interviewed in 2016 were **1 519**

Candidates appeared for the interviews; **1311**

Candidates who failed to appear; **224**

The reasons noted were that,

- failure to attend interviews is caused by lack of interest by the candidate possibly engaged already
- failure for line ministries to deliver invitation letters timely; and
- candidate did not get the invitation at all.

The solution suggested was that

- The commission will begin to use short message services (SMS) to communicate with candidates for invitation and feedback plus written letters.

These reports were annual reports. There was no impact analysis as a method of evaluation that would provide the implications of the statistics on the success or failure of the process of selection.

Question 3: The process of selection of the Public Service Personnel:

a) **How does the Public Service Commission ensure that the process is appropriately executed?**

b) **Who are the role players in the selection process?**

The interviewee responded as follows:

- Subsequent to the relevant assessments, line ministries and the MPS compile a shortlist of candidates for consideration for appointment,
- These shortlists have to be submitted with the concurrence minutes from the PS and relevant Minister, including the entire supportive documents before they are forwarded to the PSC.

- The Secretariat to the Commission scrutinises proposals submitted by different ministries/departments before they are included in the agenda of the Commission for consideration.
- The PSC schedules dates for interviews. However, some shortlists are rejected and sent back to the line ministries or MPS if rules and regulations are not adhered to. This is in accordance to *The Public Service Act no. 1 of 2005*, section 8(3), which states that the Commission shall have the power to reject short listed candidates who in the view of the Commission are not qualified for the job.
- Qualifying candidates on the approved short lists are invited for the interviews.
- The list of candidates who succeed in the interviewing process is forwarded to the HR head in the line ministries, and these candidates are given an orientation particularly on the rules and regulations that govern the public service and how to conduct themselves as public officers.

a) The interviewee’s response was that the PSC ensured that the selection processes were appropriately executed by following the statutory framework and by regular meetings of the PSC board to discuss the progress and challenges of the selection process, for example.

The researcher was also referred to the challenges that the commission identified as is listed in one of the PSC reports (2012:24),

- Untimely processing of human resources related matters, e.g. confirmations of officers who have completed their probation, as well as those who passed away(posthumous confirmations);
- Inappropriate job specifications for some positions;
- A tendency that job specifications for the same grade and position differ from ministry to ministry;
- Perpetual short listing of applicants who fall short of meeting requirements for positions as laid down in the job specification;
- Non-adherence to the standard shortlist of three applicants per post;
- Altered/tempered dates of birth in the files; and
- Shoddily prepared performance appraisal reports and erroneously filled application forms and personal forms.

The Commission suggested that the following recommendations be put in place to address the challenges (PSC, 2012:25):

- Appropriate measures must be devised to arrest the common practice of processing confirmations belatedly;
- Proposal for acting appointments be made in time;
- Job specifications be standardised to avoid unfair selection processes;
- Schemes of service be resuscitated to ensure uniformity of job specifications for similar positions;
- Regular meetings of the human resources personnel across all ministries be held to deliberate and find solutions for identified problems which arise from time to time;
- Regular meetings of the human resources personnel across all ministries be held to deliberate and find solutions for identified problems that arise from time to time;
- Standard shortlisting be adhered to;
- Periodic auditing of files in order to ensure timely processing of terminal benefits moreover, care has to be taken to secure personal files properly in order to avoid tampering with information contained therein. For example; altercation of dates of birth;
- Performance appraisal of officers across the public service has to be done properly and in full, in view of the critical role it plays when serving officers appear before the Commission for interviews for promotions; and
- Proper filling of application forms in order to include all relevant information about the applicant to facilitate informed decision making by the Commission.

The commission reports the challenges it encounters during the selection process and provides recommendations. The researcher was provided with a report that dated four years back. The respondent mentioned that challenges were said to be unresolved as solutions were sluggishly addressed, due to the ministries addressing other higher priority problems.

Regarding the different role players in the selection process, the interviewee responded that the King appoints a Chairperson and neither less than two nor more than four members acting in accordance with the advice of the Judicial Service Commission (*Lesotho Constitution Act no. 5 of 1993*, section 136(1)) as members of the Commission.

Furthermore, according to *The Lesotho Constitution 1993*, section 136(2), the members of the Commission, ought to be persons of integrity;

possess experience in administrative and public affairs and such other qualities of mind as too enable him/her to discharge his/her duties in a fair manner free from bias or prejudice;

do not take an active part in politics or in political activity; and

the Heads of Department as role players in the selection process have the responsibility of complying with the rules, regulations and procedures as recommended by the PSC. The MPS has the role of ensuring that human resources practices across the line ministries are appropriately executed.

Question 4: Besides the powers provided by the *Lesotho Constitution*, are there other responsibilities that the Commission has concerning the recruitment and selection of personnel to the Public Service?

The response was that the Commission acts as mandated by the Constitution, which is to appoint persons to hold or act in offices in the public service (including the power to confirm appointments), the power to exercise disciplinary control over persons holding or acting in such offices, and the power to remove such persons from office.

In addition, according to the PSC Report (2012:16), the Commission authorises promotions, upward mobility of officers within the public service based on merit and separation. Public officers exited from the service through different methods of separation, such as resignation, retirement (voluntary or compulsory), and termination of appointments.The Commission also approves candidates to be paid against established positions (placement and contract appointments only). This occurs when candidates are paid on a daily basis against established positions, whilst their formal appointments are being processed (PSC Report 2012:16).

Question 5: What is the average time taken to fill a vacancy in the public service from Grade "F" and above?

The interviewee responded that,"it takes longer than three months however less than six years". The delay of filling of vacancies timely is caused by:

- delay of ministries in submitting their shortlist;
- in some instances shortlists are rejected due to insufficient documentsor other indiscretions and they aresent back to the line Ministries or MPS for rectification; and

- scarce-skills positions are given a first priority; therefore, a delay in the authorisation of other positions.

The researcher determined that communication between the MPS and the PSC was compromised as the interviewees in the MPS indicated that the delay was attributed to the PSC incompetence in executing the final selection process timely.

Question 6: In your opinion, how can the selection process be improved?

The respondent proposed a modernised technological way of conducting the activities of the PSC such as a designing of a web site where all the information about the PSC and the reports are available on line. Faster communication with the ministries and departments via internets services was also suggested as a mechanism to foster quick transfer of information. Another point raised was a review of the Legal Notice no. 2 of 1970.

5.8 RESEARCH FINDINGS

Subsequent to the data analysis, the researcher discusses the patterns observed in the study. The empirical research, which sought to examine whether the MPS in Lesotho applies the monitoring and evaluation processes on the recruitment and selection practices, assisted in the testing of the hypothesis, namely that a lack of monitoring and evaluation affects the recruitment and selection of personnel in the Lesotho Public Service negatively.

The findings in the MPS were that monitoring and evaluation are management tools that form part of the mandate of the Ministry that is responsible for the appropriate implementation of Human Resources polices and activities, including performance to ensure quality-service delivery across all the line ministries. However, these management tools are compromised. The junior managementwas not well informed about the concepts.There was no monitoring and evaluation framework, as it was said to be a phenomenon that was still in its infancy in the public service of Lesotho. The idea of monitoring was also limited to recording and no evaluation was done.

Information such as progress reports was not available to the public.Reports on the public service of Lesotho are compiled by international organisations and external consultants. It is further noteworthy to mention thatsome information would have been accessible if the researcher were a public servant, for security of information concerns. Nonetheless, the researcher discovered that the recruitment and selection irregularities noted in the problem statement of the study can be attributed to the lack of application of monitoring and evaluation as management tools, the hypothesis therefore proofed as correct. A major problem identified is political interference. Monitoring and evaluation ought to be internal principles that the Ministry uses to keep track of the success or failures of the HR practices, programmes or policies to develop and improve their administration as a Ministry.

The irregularities are deeply rooted in the politicisation of the public service. Public servants are deterred from executing their tasks in a fair and transparent manner, due to politicians who seek to pursue their own agendas. Challenges identified are lack of effective communication between the MPS and PSC, and the Government who directs the Ministry to what is deemed a priority of the government at that particular time; hence, other functions of the Ministry (such as recruitment and selection) are not given much attention. The PSC identifies challenges and provides recommendations; however, the MPS is sluggish in addressing the challenges due to other obligations.

The PSC has no monitoring and evaluation framework, but has progress reports that illustrate the progress on key areas as well as the challenges encountered. These reports allow for management audits in a much easier manner, as fragments of information had to be put together before commencing with the evaluation.

Budgetary constraints were also cited as a major reason why implementation of monitoring and evaluation processes would not be practised sooner, owing to the cost of training of staff and other resources that might be required. Yet again, these constraints delayed the placement in the public service due to insufficient funding for some positions. Therefore, budgetary constraints had a negative impact on selection, and the monitoring and evaluation thereof.

5.9 CONCLUSION

The findings point out that monitoring and evaluation are complementary concepts that are not yet strategically implemented to boast the effectiveness of the administration in the Government of Lesotho. These concepts can be used in assessing projects, programmes and policies. The MPS has a mission of putting these concepts into action eventually to promote appropriate good quality service delivery, even though there is no framework yet.

Recruitment and selection practices are significant processes directly linked to service delivery. These practices include various stakeholders who have the duty of ensuring that the practices are effective and efficient. However, the political environment has a negative impact on these recruitment and selection practices. The researcher advocates that monitoring and evaluation be made internal. The management should assume monitoring and evaluation as their style of management.

A well-planned monitoring and evaluation framework will minimise the costs of research on finding out how and why programmes, projects and policies fail or are a success. The findings indicate that available reports about Lesotho's Public Service were compiled by external agencies, international organisations and consultants. Lesotho has restrictions on access to government information, thus making it difficult for the public to participate productively in administrative reforms.

The MPS and PSC have to communicate more effectively to collaborate in finding solutions to promote effective and efficient recruitment and selection practices. Lesotho is facing problems of a bottom heavy civil service structure that lack mid-management and technical staff. These are problems linked to the recruitment and selection of personnel.

The following chapter provides recommendations and the conclusion of the study.

CHAPTER SIX: RECOMMENDATIONS AND CONCLUSION

6.1 INTRODUCTION

This chapter is a summary of the entire study. While the literature review was provided to facilitate a discussion of the essence of the study, the concepts in the topic of the study were extensively explained to enable the conducting of the empirical research in the pursuit of achieving the objectives and aim of the study. The recommendations that are proposed will be with the consideration of the study and the intension of participating in the recruitment and selection transformation in the Public Service of Lesotho.

6.2 GENERAL CONCLUSION

The study emphasised the significance of monitoring and evaluation in the MPS, as it conducts and oversees the recruitment and selection practices across the line ministries in the Government of Lesotho. The literature review provided various methods and types of monitoring and evaluation, which have been discussed extensively. Monitoring and evaluation are managerial principles that have been recognised internationally as results oriented approaches that are much needed by developing countries raided by mismanagement of funds and challenges of lack of accountability and transparency. These methods include the log frame approach, which advocates for identifying the input, outputs, outcomes and impact of a policy, project of programme. Therefore, the recruitment and selection practices ought to be guided in accordance with the Recruitment and Selection Policy.

The literature review also explained the processes of recruitment and selection in the public service context. The public service is characterised by bureaucracy that makes processes that are otherwise speedily done in the private sector lengthy and time consuming. The political environment in Lesotho has a negative impact on the administrative processes. Political stability has been proven to affect the performance of the public service, as instability causes the government to divert funds meant for development to fund efforts and initiatives of restoring political stability. Another negative impact of political instability is the pressure that it puts on government, which turns out to be the sole employer due to lack of foreign investors who boast the growth of the public sector. These factors paralyse the administrative reforms that are aimed at improving service delivery.

The aim of the study was to examine whether the MPS applies monitoring and evaluation in the recruitment and selection practices. In-depth interviews were used to conduct the empirical research in the quest to pursue the aim of the study. The findings from the empirical research indicate that monitoring and evaluation was not applied; nonetheless, that was not the sole reason for the problems stated concerning the recruitment and selection personnel. The restriction of government information further deters informed strategic participation of the public on governments.

Currently Lesotho is in the process of executing administrative reforms, as reports state that the Lesotho wage bill is among the highest in the world. Even though the wage bill is high, the lack of middle management and technical staff stated in the findings is distressing. To address this problem, the Public Service Modernisation Programme has been introduced. The implementation of the programme commenced on 24 March 2016 and is expected to end on 24 May 2020. Among other objectives, on strengthening Human Resource Management, the programme seeks to; reduce irregular Human Resource and salary payment cases, to enhance wage bill and Human Resource control at the selected Ministries, to improve Human Resource Management practices and deployment of Human Resource for better service delivery (World Bank, 2016:13).

6.3 RECOMMENDATIONS

Lesotho depends much on external agencies and international organisations for conflict resolutions and implementation of government reforms. This could be due to weak legal frameworks or adherence to the rule of law. However, it is not wrong to adopt practices that are developmental and promote attributes of democracy that Lesotho stand for. The study established that there ought to be skills, practices, principles and instruments put into place to track progress of policy in every area of management to facilitate modification in response to new arising problems.

The following are the recommendations flowing from the study:

Recommendation 1: The study established that there are budgetary constraints, however for the successful implementation and practice of monitoring and evaluation managers in the MPS have to be trained on the processes of these two concepts. Providing funds for training is a worthwhile investment, as trained officials will put knowledge of monitoring and evaluation into practice with improved results in service delivery.

Recommendation 2: Training will enable the senior management in the Department of Human Resource in the MPS to formulate a monitoring and evaluation framework that has indicators relevant to the different Human Resource policies. The senior management must assign roles and responsibilities of each official in the monitoring and evaluation process. Assigning roles cultivates ownership of the framework and fosters accountability.

Recommendation 3: To ensure adherence and compulsory implementation of monitoring and evaluation, the process of monitoring and evaluation ought to be included in the legal framework that guides the functions of the MPS.

Recommendation 4: Since the Minister of the MPS has the powers to influence policy, the significance of monitoring and evaluation ought to be included in the induction programmes of Ministers as heads of the Ministries. It is recommended that the duty of control and managing for results be instilled as the responsibilities of Ministers when they assume office.

Recommendations 5: Effective **communication** between the PSC andMPS on the selection practices and other Human Resource functions is essential. To enhance the communication process it is recommended that it should be stipulated in the legal frameworks that guide both offices.

Recommendation 6: Frequent meetings between the junior and senior management will enhance coordination in the processes of monitoring and evaluation.

6.4 CONCLUSION

The study was conducted towards an assessment of monitoring and evaluation of recruitment and selection of personnel in the Lesotho public service. From the findings of the study, monitoring and evaluation are concepts that are not understood entirely in the public service of Lesotho; therefore, their implementation is a challenge. For further research, the study could expand by including the HR Heads in the line ministries and other relevant role players to provide more information on the challenges they have in the recruitment and selection practices across the public service.

The differencebetween monitoring and evaluation has been discussed extensively in the study to enable the effectiveness of the implementation of both concepts. For a complete management for results, these concepts are complementary; hence, one cannot be executed without the other. To enable the MPS to fulfil its mandate of providing quality human resources across the ministries through the Recruitment and Selection Policy, the study has emphasised that the formulation of a monitoring and evaluation framework will ensure tracking of the progress towards executing appropriate recruitment and selection processes.

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ANNEXURE A

Interview questions for Master of Administration thesis: Monitoring and evaluation of the recruitment and selection practices in the Lesotho Public Service.

Purpose

The purpose of the interviews is to gather primary data on the monitoring and evaluation, as well as recruitment and selection practices in the Lesotho Public Service.

Instructions to respondents

You are humbly requested to participate in this face-to-face study interview and to respond to questions as accurately and honestly as possible. Information obtained from the interview will be treated with utmost confidentiality and anonymity. Your assistance and cooperation will be highly appreciated.

Interview Questions for the Ministry of Public Service Personnel (Department of Human Resources).

Questions 1: Is there an existing framework for monitoring and evaluation in the MPS Lesotho?

Question 2: What are the challenges experienced with the monitoring and evaluating of the recruitment and selection practices?

Question 3: What do you perceive as your role in the monitoring and evaluation process of the recruitment and selection practices?

Question 4: What are the plans and strategies of promoting effective and efficient recruitment and selection practices?

Question 5: Who is responsible for the implementation of appropriate recruitment and selection?

Question 6: Who are the role-players in the process and stages of recruitment and selection process?

Question 7: How can the monitoring and evaluation be resourced in terms of the implementation costs of recruitment and selection in the public service?

Question 8: According to you, is the recruitment and selection process satisfactory? If not, state the challenges?

Question 9: What could be the reason behind the employment of civil servants above their level of expertise?

Question 10: How long does it take to fill vacancies of Grade “F” and above?

Question 11: What attempts are made by the MPS to improve the monitoring and evaluation processes of human resource policies in the public service?

Interview questions for the executive secretary (Public Service Commission)

Question 1: According to the Lesotho Constitution, Act No: 5 of 1993 section 137(1) the Public Service Commission has been granted the power to appoint persons to hold offices in the Public Service (including the power to confirm appointments) Can the Commission have a role in the monitoring and evaluation of the selection practices in the public service?

Question 2: Is there a monitoring and evaluation policy or framework in the PSC that would include the selection process?

Question 3: The process of selection of the public service personnel:

a) How does the Public Service Commission ensure that the process is appropriately executed?

b) Who are the role players in the selection process?

Question 4: Besides the powers provided by the Lesotho Constitution, are there other responsibilities that the Commission has concerning the recruitment and selection of personnel to the public service?

Question 5: What is the average time taken to fill a vacancy in the public service from grade “F” and above?

Question 6: In your opinion, how can the selection process be improved?