

**Towards developing Retention Strategies: A Study on the
Professional and Administrative Staff of the Namibian Ministry of
Education, Arts and Culture**

By

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DECLARATION

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DEDICATION

This thesis is dedicated to my late mother Mrs Elizabeth Mwanyangapo-Ndeipanda for her encouragement and inspiration during the period of undertaking this study. Furthermore, I am sincerely grateful for her immense support and great teachings on the importance of education throughout my entire life.

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- My colleagues at the Ministry of Education, Arts and Culture who supplied the empirical data for this study.

ABSTRACT

The purpose of this study was to develop retention strategies for the professional and administrative staff of the Namibian Ministry of Education, Arts and Culture (MoEAC). To fulfil this objective, the following process was undertaken:

- A literature review was conducted on the theoretical explanation of the staff turnover and retention. Following this, the causes and consequences of staff turnover were explored. The overview of motivation theories was provided to understand factors surrounding employee motivation in the workplace. The literature review further covered factors determining retention and strategies used by organisations in retaining employees.
- An overview of existing policies and regulatory frameworks related to deployment and management of human resources in the public service of Namibia was also conducted.
- The empirical study was conducted to determine the factors influencing employees to leave Ministry of Education, Arts and Culture and strategies that management can adopt to retain its valuable employees. The study adopted both a quantitative and qualitative research design through the use of a questionnaire administered to the officials with supervisory duties and interviews with members of the senior management of the Ministry of Education, Arts and Culture. The results obtained through the two data sources were consolidated.

The study established that employees of the Ministry of Education, Arts and Culture leave their jobs due to factors such as a poor management style, a lack of training and professional development opportunities, a lack of opportunities for growth, a lack of motivation and support from supervisors/management, an unfavourable working environment, insufficient remuneration/fringe benefits, a lack of coaching and mentoring, poor communication, a lack of proper coordination of activities, and bureaucracy in the system.

The study further established that the Ministry of Education, Arts and Culture and Government of Namibia are faced with challenges in addressing staff retention. These challenges include the impossibility of satisfying every employee's needs, especially in a huge ministry such as the Ministry of Education, Arts and Culture, difficulty in stopping people from seeking better

opportunities and limited budget allocation to meet the high demand for salaries/benefits, including training programmes. The study also discovered that a desired change takes long to be realised due to bureaucratic government structure and this was believed to hinder efforts of addressing retention in the public service of Namibia.

Based on the above findings, recommendations were made for retaining the Ministry of Education, Arts and Culture employees at its head office. These recommendations include:

- Providing adequate training and career advancement;
- Providing coaching and mentoring;
- Compensating employees adequately by providing competitive salaries and benefits;
- Adopting appropriate management approaches;
- Ensuring recognition and reward for performance;
- Improving organisational structure; and
- Creating a motivating organisational culture.

In view of the above, this study strongly recommends that the Ministry of Education, Arts and Culture adopt retention strategies for the efficient and effective service delivery in the basic education sector.

OPSOMMING

Die doel van hierdie studie was om strategieë te ontwikkel om die professionele en administratiewe personeel van die Namibiese Ministerie van Onderwys, Kuns en Kultuur (MvOKK) te behou. Ten einde hierdie doel te bereik, is die volgende proses onderneem:

- 'n Literatuurstudie oor die teoretiese beskouing van personeelomset en personeelbehoud is gedoen. Die oorsake en gevolge van personeelomset is vervolgens ondersoek. Die oorsig oor motiveringsteorieë is verskaf om faktore aangaande personeelmotivering in die werkplek te verstaan. Die literatuurstudie het verder faktore gedek wat behoud en strategieë wat deur organisasies gebruik word om personeel te behou, bepaal.
- 'n Oorsig oor bestaande beleide en regulasieraamwerke met betrekking tot die ontplooiing en bestuur van menslike hulpbronne in die openbare diens van Namibië is verskaf.
- Die empiriese studie is onderneem om die faktore wat werknemers beïnvloed om die Ministerie van Onderwys, Kuns en Kultuur te verlaat en die strategieë wat bestuur kan aanwend om sy waardevolle werknemers te behou, te bepaal. Die studie het 'n kwantitatiewe en kwalitatiewe navorsingsontwerp aangewend deur van 'n vraelys wat onder amptenare met toesighoudende pligte geadministreer is en onderhoude met lede van die senior bestuur van die Ministerie van Onderwys, Kuns en Kultuur gebruik te maak. Die resultate wat deur die twee databronne verkry is, is gekonsolideer.

Die studie het vasgestel dat werknemers van die Ministerie van Onderwys, Kuns en Kultuur hul poste verlaat weens faktore soos 'n swak bestuurstyl, 'n tekort aan opleiding en professionele ontwikkelingsgeleenthede, 'n tekort aan geleenthede vir groei, 'n tekort aan motivering en ondersteuning deur toesighouers/bestuur, 'n ongunstige werksomgewing, onvoldoende vergoeding/byvoordele, 'n tekort aan afrigting en mentorskap, swak kommunikasie, 'n tekort aan behoorlike koördinerings van aktiwiteite, en burokrasie in die stelsel.

Die studie het verder vasgestel dat die Ministerie van Onderwys, Kuns en Kultuur en die regering van Namibië in die gesig gestaar word deur uitdagings met betrekking tot die aanspreek van personeelbehoud. Hierdie uitdagings sluit in die onmoontlikheid om in elke werknemer se behoeftes te voorsien, veral in 'n groot ministerie soos die Ministerie van Onderwys, Kuns en Kultuur, moeilikheid om mense te keer om beter geleenthede te soek en 'n beperkte

begrotingstoewysing om aan die hoë eise van salarisse/byvoordele, insluitende opleidingsprogramme, te voldoen. Hierdie studie het ook bevind dat die gewenste verandering lank neem om tot uiting te kom weens die burokratiese regeringstrukture en daar word geglo dat dit pogings om personeelbehoud in die openbare diens van Namibië aan te spreek, belemmer.

Op grond van die bogenoemde bevindings is aanbevelings gemaak om die Ministerie van Onderwys, Kuns en Kultuur-werknemers by sy hoofkantoor te behou. Hierdie aanbevelings sluit in:

- Voorsiening van voldoende opleiding en loopbaanbevordering;
- Voorsiening van afrigting en mentorskap;
- Genoegsame vergoeding vir werknemers deur kompeterende salarisse en byvoordele;
- Aanneming van toepaslike bestuursbenaderings;
- Versekering van erkenning en beloning vir prestasie.
- Verbetering van organisatoriese strukture; en
- Skepping van 'n motiverende organisatoriese kultuur.

In die lig van die bogenoemde beveel hierdie studie sterk aan dat die Ministerie van Onderwys, Kuns en Kultuur behoudstrategieë aanneem vir die doeltreffende en effektiewe dienslewering in die basiese onderwyssektor.

ABBREVIATIONS

HPP	Harambee Prosperity Plan
HRD	Human Resources Development
MoEAC	Ministry of Education, Arts and Culture
PSC	Public Service Commission
NDPs	National Development Plans
NDP4	Fourth National Development Plan
NDP5	Fifth National Development Plan
PMS	Performance Management System
OPM	Office of the Prime Minister

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CHAPTER 1

INTRODUCTION

1.1 Introduction and Background

High employee turnover has been noted to be a challenging matter facing both the public and private sector worldwide. The public service of Namibia is no exception in this regard. In his research paper on employee turnover and retention strategies, Rehman (2012:83) indicates that employee turnover particularly in public sector organisations has become a problem which costs a lot of money, effort and energy. In the same vein, Samuel and Chipunza (2009:410) note that retention of skilled workers has been a serious concern facing managers with an ever-increasing employee turnover rate globally.

According to the Public Service Commission Annual Report of 2013-2014, the public service of Namibia had been experiencing the higher level of employee turnover over the past years with the highest number of 3644 recorded in the Ministry of Education, Arts and Culture followed by the Ministry of Health with 1052 between April 2013 and March 2014. The factors contributing to turnover include job dissatisfaction, death, resignations, early retirement, abscondment, dismissal, medical discharge, emigration, contract ending and search for greener pastures (Public Service Commission Report 2013-2014). It is worth noting that the Government of Namibia through the Public Service Commission had been employing retention efforts by improving employees' benefits and services to attract and retain professionals in the Public Service. In 2014, the Government of Namibia regarded all positions in the public service and the question still remained whether these salary hikes have an effect on the current massive staff turnover in stopping individual employees from leaving the Public Service.

In 2011, this researcher conducted an explanatory study on factors influencing staff turnover in the Ministry of Education, Arts and Culture as representative of the public service of Namibia. The study confirmed that staff turnover was indeed a problem in the Ministry of Education, Arts and Culture and further revealed that no retention strategies were in place in the ministry to address retention of the professional and administrative staff at the Head Office.

Nel, Werner, Sono, Ngialo, Poisat and Du Plessis (2011:4) state that human resources is the key factor in all activities regardless of what is to be achieved anywhere in the world. The authors argued that the role, function and utilisation of human resources is crucial in achieving the objectives of the business environment.

Considering that human resources is a great resource for every organisation, retaining staff in their jobs is essential for any organisation. Taylor (2002:15), in response to a rising staff turnover, suggests that improving retention rates should be high on the management agenda and sufficient resources should be allocated to achieving this aim. It is against this background that this study is envisaged and aims to develop retention strategies for the Ministry of Education, Arts and Culture (MoEAC), in particular for the public service of Namibia and in general for improved service delivery. The findings would be vital in guiding formulation of human resources policies for enhancing human resources management systems in the public service sector of Namibia.

The study fills the gap of investigating staff retention in the education sector of Namibia as few studies have been done on this topic. This study seeks to contribute to existing tools used to analyse staff retention.

The researcher developed this particular interest in the area of staff retention due to the fact that being an employee of the MoEAC for the past nine years, it has been disheartening to see colleagues leaving their jobs for reasons such as early retirements, horizontal transfers to other ministries and with some resigning without securing other employment. As a witness to this situation, the researcher happened to observe the devastating impact this staff turnover has on the organisation's performance.

1.2 Research Problem and Objectives

Employee retention is a challenge facing both the private sector and the public sector worldwide. Over the past years, the Namibian Government made efforts to improve employees' benefits and services aimed at attracting professionals to and retaining them in the Public Service. Despite such positive efforts by the Namibian Government, the Namibian public service continues to experience high staff turnover. Due to high levels of staff turnover, various ministries including the Ministry of Education, Arts and Culture are faced with huge backlogs caused by employees who have

resigned, high costs as a result of constant vacancy advertisements, and recruitment and training of new employees.

Like their teaching counterparts, concerns have been raised regarding the attrition rate of the Ministry of Education, Arts and Culture staff at the National Office. Retaining its personnel will assist the ministry to accomplish its vision and mission while curbing the devastating impact of the staff turnover.

The study attempted to achieve the following objectives:

- Identify critical factors influencing retention of the employees, for example views of the management (low, middle and senior) at the Ministry of Education, Arts and Culture Head office;
- Explore the existing interventions in the MoEAC to retain the employees;
- Identify challenges being experienced in retaining the employees; and
- Develop strategies for retaining staff of the Ministry of Education, Arts and Culture.

1.3 Research Question

What possible measures as part of strategy can the Ministry of Education, Arts and Culture adopt to retain its professional staff members and administrative staff?

1.4 Research Design and Methodology

1.4.1 Research Design

The study used exploratory and descriptive methods, which enabled the researcher to identify, describe and explore views of management members with regard to factors influencing staff retention in the Ministry of Education, Arts and Culture. Exploratory and descriptive studies attempt to develop initial understanding and describe and report on the characteristics of some phenomenon under study (Babbie, 2014:120).

The questionnaires and interview guides were used to obtain information as per the research objectives. It was imperative that questionnaires were administered to the low and mid-level managers for the purpose of validating the information obtained in the previous study and at the

same time obtaining in-depth information from the senior managers on the key determinants of staff retention in the form of an interview. In using this approach of collecting data, the researcher was able to analyse views and interventions pertaining to staff retention in different departments of the Ministry of Education, Arts and Culture.

Kumar (2014:181) argues that the use of questionnaires as research method provides greater anonymity in cases where sensitive questions are asked and helps to increase the likelihood of obtaining accurate information. He further states that structured interviews provide uniform information which assures comparability of data. According to Leady and Ormrod (2014:197), personal interviews allow the research to clarify unclear answers and seek follow-up information when appropriate.

The current study also used secondary data in an attempt to analyse retention strategies devised by previous authors or adopted nationally and internationally.

1.4.2 Research Methodology

The study adopted both qualitative and quantitative approaches. Quantitative research involves looking at amounts or quantities of one or more variables of interest while qualitative research involves looking at characteristics or qualities that cannot be entirely reduced to numerical values (Leady & Ormrod, 2014:97).

Qualitative research allows flexibility so that the researcher can probe and obtain more information from the respondents. This method enabled the researcher to explore factors related to staff retention.

1.4.2.1 Sampling

The non-probability sampling of a purposive nature was used to select the participants in this study. Khan (2008:80) urges that a non-probability sample involves no estimation of probability of individuals being included in the sample and such samples do not apply the methods of random sampling. According to Leady and Ormrod (2014:154), qualitative researchers are often intentionally nonrandom in their selection of data sources because their sampling is purposeful for

they select individuals or objects that will yield the most information about the topic under investigation.

The study was limited to officials in supervisory positions for a wide perspective of management on issues related to retention. Firstly, a set of questionnaires was completed by Divisional Heads and Sub-divisional Heads. Secondly, an interview guide was used to obtain information from Heads of Directorates to represent the views of the senior management of the ministry.

1.4.4.2 Population

The Ministry of Education, Arts and Culture comprises departments, namely Formal Education, Finance and Administration, and Lifelong Learning. The Head Office, which is a subject of this study, has a total population of 451, which consists of 32 management members (11 senior and 21 middle managers) and 419 non-management employees (HR Report, 2015).

The population of this study therefore consisted of 35 educators which included five senior managers, 10 middle management members and 20 officials who are not in management but have supervisory duties. The senior managers were interviewed while questionnaires were distributed to 30 officials. The sample was selected using a proportional sampling procedure which is 50% of each of the three indicated categories of the targeted population.

This study will exclude Arts and Culture Directorates which were added to the ministry following a change of Cabinet in March 2015. The current study is an extension of the findings of the study which was conducted in 2011 and of which Arts and Culture Directorates were not part.

1.4.2.3 Data Collection

The data was collected through self-administered questionnaires and semi-structured interviews. The questionnaire consisted of mostly closed-ended questions, but a few open-ended questions were included whereby the respondents had to select from among the list of possible answers from different categories provided by the researcher (Babbie, 2014:249). The self-administered questionnaires will solicit quantitative information on factors influencing staff retention. In the case of the semi-structured interviews, respondents had to provide their own answers as the researcher aimed at obtaining in-depth views of senior managers with regard to current staff

retention in the Ministry of Education, Arts and Culture (Babbie, 2014:249). The design of these data collection instruments was based on key retention factors revealed in the literature review.

1.4.2.4 Data Analysis

Data analysis aims to provide an understanding of various constitutive elements of data through an inspection of the relationship between concepts, constructs or variables and determine whether there are patterns or trends that can be identified in the data (Mouton, 2001:108).

According to Babbie and Mouton (2015:101), the purpose of data interpretation is to draw conclusions that reflect on interests, ideas and theories that initiated the inquiry. Therefore, the information collected in this study was coded and analysed using frequency tables, charts and diagrams that enabled the researcher to make meaningful conclusions.

1.4.2.5 Ethics

In any research being conducted, ethical guidelines apply which include protection from harm, voluntary participation and consent, and the right to privacy with regard to the information participants may reveal (Leedy & Ormrod, 2014:273).

This study ensured confidentiality of information obtained from participants and the researcher provided an explanation on the purpose of the study to get informed consent. In addition, the participants were given an option of participating voluntarily.

1.5 Summary

This chapter provided a brief introduction and background of the study. The problem statement and objectives including the research question were also provided. Furthermore, this chapter also covered the research design and methodology used in the study to gather information on staff retention at the Ministry of Education, Arts and Culture. The next chapter presents the literature review on staff turnover and retention.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

This chapter focuses on the definitions of employee turnover including retention, causes of employee turnover, motivation theories, consequences (impacts), determinants and solutions applicable to staff retention. As employee turnover is a growing challenge facing many organisations, many scholars and experts have made efforts in understanding turnover and exploring solutions which can be applied to retain resourceful employees. In this view, the chapter begins by exploring how the two related concepts, namely employee turnover and retention, can be defined. The chapter proceeds to highlight the different causes of employee turnover and thereafter emphasises the concept of motivation including different motivation theories which management of organisations may consider to ensure employees are motivated in their workplace. The next section of this chapter considered the impact that could result from employee turnover followed by determinants of retention. The last part of this chapter explored efforts that an organisation may adopt to respond to the issues of high staff turnover as part of the solution strategy to retain employees.

2.2 Defining Employee Turnover and Retention

It is imperative that this chapter begins with a review on how employee turnover and retention have been defined, which would form the basis for this study.

Retention is the percentage of employees remaining in the organisation while turnover is the opposite of retention which gives the percentage of employees leaving the organisation for whatever reasons (Phillips & Connell, 2003:2). Wilton (2011:457) defines employee turnover as the “rate of employee exit from an employer often expressed as ratio to the overall workforce”. Based on these definitions, retention refers to the number of employees that had remained in an organisation during a certain period of time while employee turnover is the number of employees that had left the organisation due to various reasons.

Werner, Schuler and Jackson (2012:152) define retention as all activities which an employer uses to encourage qualified and productive employees to continue working for the organisation. The authors further indicated that the primary objective of retention activities is to reduce unwanted voluntary turnover of employees that the organisation intends to keep in its workforce (Werner, Schuler & Jackson, 2012:152). This definition is the most applicable to the purpose of this study which intended to explore efforts that can be employed to stop employees from leaving the Ministry of Education, Arts and Culture, not merely considering the number of employees that exit the organisation as defined earlier. As such, for the purpose of this study, this definition is being adopted. Employee turnover is basically the rate at which employees leave the organisation with new employees being continuously recruited to fill up positions. The pace at which employees have been leaving the Ministry of Education, Arts and Culture of Namibia over the past years has prompted the researcher to explore ways through which the ministry can retain the valuable employees for the ultimate purpose of increased service delivery to the Namibian child.

Mello, Penceliah, Phago, Maserumule, Wessels, Ndevu, Mahlangu, Lues and Dorasamy (2013:204) indicated that the problem of retention has been worsening due to the economic downturn and labour and talent shortages. The authors stressed that the globalisation of labour force and technology has resulted in competition for talent, leading to the challenge of retaining employees, a situation facing most organisations (Mello et al., 2013:204).

2.3 Causes of Employee Turnover

It has been noted by scholars, writers and practitioners that employee turnover is not a good element of change as it directly involves cost aspects in many ways such as time, energy and financial costs. As such, it is important that management prioritise the need to identify the motives behind workers departing at an undesirable rate in order to devise an effective retention strategy.

According to Taylor (2002:62-64), the causes of employee turnover fall into four categories: pull type causes, push type causes, unavoidable causes and involuntary causes, i.e. situations when the departure is caused by the organisation itself. Taylor (2002:62-64) explained these categories of employee turnover as follows:

- Pull type resignations occur when the main cause is an attraction of alternative employment, i.e. high pay, valued benefits package, more job security, better long-term career opportunities, less pressured existence, opportunity to work overseas or convenient work hours;
- Push type causes occur as a result of the perception that there is something wrong with the existing employer. A number of push factors can be identified ranging from a dislike of the prevailing organisational culture to disapproval of changes to structures, personality clashes among colleagues, boredom or generally being fed up with day-to-day work. In some extreme cases, dissatisfied people exit employment before receiving a job offer elsewhere;
- Unavoidable turnover comprises of reasons beyond the control of the organisation which include retirement, illness, maternity (some women prefer not return to the same job after leave), and relocation to join a spouse or partner. In some instances, employees take a career break to study full time, travel or pursue other interests;
- Involuntary turnover refers to departures which are initiated by the organisation, such as dismissals, redundancies, termination of fixed-term contracts and short-term layoffs (Taylor, 2002:62-64).

The information above reveals that the root causes of employee turnover are in categories driven by personal, company and situational causes. In other words, on the one hand, an employee may decide to leave the organisation (voluntary) while on the other hand an employee may leave for reasons other than personal decision (involuntary). While recognising that organisations experience both the voluntary and involuntary turnover, the focus of this study will be on voluntary turnover which is believed to be mostly experienced at the workplace under study.

Meyer et al. (2012:98) highlighted job satisfaction and commitment as factors contributing to employee turnover owing to the fact that lack of job satisfaction leads to a low level of employee commitment, performance and achievement of the organisational goals. The authors indicated this situation would eventually lead to low productivity, high absenteeism, industrial action and high labour turnover (Meyer et al., 2012:98).

In addition, Werner, Schuler and Jackson (2012:178) stressed that the causes of employee turnover are unique to each employee and organisation. These authors highlighted common reasons of voluntary turnover which include low job satisfaction, poor pay, relocation of a spouse to another city, labour market conditions (i.e. better opportunities available elsewhere), poor human resources

practice (i.e. little recognition) and other role commitments and time conflicts (i.e. family and leisure) (Werner, Schuler & Jackson, 2012:178). Similarly, the Ministry of Education, Arts and Culture's staff turnover was noted to be attributed to inadequate chances of promotion, inadequate fringe benefits and/or salary, low morale, unfavourable management style, no career path and inadequate study opportunities (Ndeipanda, 2011:31).

As indicated by Meyer et al. (2012), Werner, Schuler and Jackson (2012) and Ndeipanda (2011), but also by other scholars in the area of staff turnover and retention, most employees who leave voluntarily do so due to a lack of job satisfaction caused by the feeling of not being appreciated, leadership problem, a poor organisational culture (unpleasant workplace), a lack of opportunity for growth or advancement and unreasonable expectations. Other reasons could be low pay but Grobler et al (2011:241) and Taylor (2002:95) argued that money is not always a motivator for leaving but the feeling of not being appreciated or being undervalued may have more diverse effects on employees prompting them to exit their jobs.

2.4 Employee Motivation

Motivation is defined as the “willingness of [an] employee to achieve organisational goals” (Brevis & Vrba, 2014:469). Grobler et al. (2011:237), in turn, define motivation as “force that energises behaviour, gives direction to behaviour and underlines the tendency to persist, even in the face of one or more obstacles”. According to Certo (2010:289), motivation is defined as giving people incentives that cause them to act in a desired way. The author (Certo, 2010:289) also highlighted bonuses, special parking spaces, contests and career paths as combined practical and fun methods of motivating employees. Despite a slight difference in the point of emphasis in the aforementioned definitions of motivation, it is important to note that they all point to the desire and energy demonstrated by workers to continue being interested and committed in their work in order to attain a goal.

According to Mello et al. (2013:210), attracting, motivating and retaining talent remain a human resources challenge for many organisations. Mello et al. (2013:210) further argued that employees' knowledge is critical for the long-term sustainability of organisations and that developing and sustaining the workforce is important for organisational success. Employee motivation is therefore

one of the crucial factors employers can focus on to keep employees satisfied and committed to remain in their jobs.

Brevis and Vrba (2014:469) maintain that if employees' best interests are linked to the interests of the organisation, they would be motivated to achieve the goals of the organisation. The authors (Brevis & Vrba, 2014:469) pointed out that the managers are entrusted with the responsibility of creating a working environment in which employees' best interests and that of an organisation correspond. Certo (2010:289) also pointed out that supervisors must motivate their employees to do good work, complete assignments on time and have good attendance.

It is a known fact that the level of motivation among employees greatly affects their performance and ultimately their decision to either remain or exit employment. The information, as provided by the Brevis and Vrba (2014:469) and Certo (2010:289) highlighted the role of management of organisations, which should ensure that the working conditions, including incentives and organisational culture, are of a standard that is encouraging for employees to do their best. As a result, organisations would not only capitalise on the expertise of the employees but employees' expertise is significant to the success of the organisation and at the same time sustains the institutional memory.

2.4.1 Motivation theories

In view of the fact that the major cause of high staff turnover in the Namibian public sector is due to voluntary resignations, it is imperative that the literature review of this study includes motivation theories that management need to take into consideration in order to understand how best to motivate employees at work. According to Sandhya and Kumar (2011:1778), employee motivation is one of the factors which can help the employer to improve employee and organisational performance.

However, it is believed that though all people can be motivated, they are not motivated by the same things at the same time, for the same reasons or with the same greatness (Sono et al., 2011:290). In view of this, managers should understand different types of theories and how these theories apply to the different situations to which Sono et al (2011:290) had alluded. Similarly, Hughes, Ginnett and Curphy (2015:339) argued that leaders who know about different motivational theories are in a better position to choose the right theory for a particular employee and situation

and in most cases have higher performing teams as well as satisfied employees as a result. This being the case, different methods of motivation can be applied in one organisation since employees working in the same department within an organisation may have different motivators. Therefore, an analysis may be necessary to identify the best employee motivation efforts which the employees deem important as contributing to job satisfaction.

The current study reviewed different theories of motivation in order to better understand how organisations may practice retention through motivation. The motivational theories addressing the needs of employees are discussed below.

2.4.1.1 Maslow's Theory

As described by Certo (2010:291), Maslow assumed that people are motivated by unmet needs, meaning that if a person's need is not met, the person becomes motivated to have that particular need met. Maslow's theory implies that the needs that motivate people fall into five basic categories which are organised into the following hierarchy, from most important to least important: physical needs, security needs, social needs, esteem needs and self-actualisation needs (Certo, 2010:291). The five categories of this hierarchy of needs is explained below (Grobler et al., 2011:238):

- Physical needs are primary needs which one requires to survive such as food, shelter and clothing that could be fulfilled by compensation. This would mean that employees that are well-paid are able to provide for their basic needs.
- Safety or security needs include the common security need which is normally job security or may be factors such as increases in salary and benefits.
- Social needs involve the desire for social relationships, for instance entailing love, friendship and companionship within and outside the organisation. Peer group acceptance could be one of the psychological needs for employees whereby people tend to seek some of these needs through time spent with friends at work or with co-workers.
- Esteem needs include organisational factors such as job title, status items within the organisation such as parking spaces, office space or level of responsibility.
- Self-actualisation is the highest level of need whereby employees tend to seek to fulfil life in the organisation and in society. It is believed that employees seek challenging and creative

jobs in order to achieve self-actualisation. Maslow's theory of needs implies that if one need is not fulfilled, the individual will continue to strive to fulfil that particular need. This then becomes a motivating factor. The need can also be fulfilled outside the organisation at any given level (Grobler et al., 2011:238).

Certo (2010:291) in the same vein pointed out that in view of the Maslow theory that individuals tend to depend on their jobs to meet mainly their physiological and security needs through paychecks and other benefits but the needs higher in the hierarchy, especially social needs, can be satisfied in other places.

Applying Maslow's hierarchy of needs to work situations would mean that management ensures that deficiency needs (physiological and safety) are met by for instance providing a safe environment, reasonable wages and favourable working conditions by which employees are able to develop to their full potential. Theoretically, when an absence of opportunities for employees to grow in their career, poor performance, low job satisfaction and an increase in low morale occur, the result is possible job exits. It is therefore imperative that Maslow's hierarchy of needs be considered when developing employee retention strategies to avoid a situation of a large number of employees seeking to fulfil needs elsewhere because they are not satisfied in their organisation.

2.4.1.2 Adam's Equity Theory/Organisational Justice

Equity theory states that individuals compare their job inputs and outcomes with those of others and then respond to eliminate any inequalities (Robbins & Judge, 2011:257). It is believed that this theory is applicable to countries with cases of huge inequalities and uneven distribution of wealth.

According to Swanepoel, Erasmus and Schenk (2008:330-331), employees work alongside each other and tend to draw comparisons between their supposed efforts and related rewards and efforts of others and their rewards. If the compared ratio happens to be equal, a state of equity exists which employees could consider to be fair. As a result, employees will not be motivated to change anything. However, if input and output comparisons tend to be unequal, inequity exists which employees will consider to be unfair. As a result, employees may attempt something to equalise the equation.

Although most equity comparisons occur within the organisation, some employees may also draw comparisons with employees from other organisations, i.e. friends, neighbours, co-workers and colleagues in the same field (Robbins & Judge, 2011:256). According to Robbins and Judge (2011:256-257), employees may opt to make the following choices if they perceive that an inequity does exist:

- (i) Change their input by putting in less effort in case of being underpaid and more if overpaid;
- (ii) Change their outcomes, for instance employees may produce higher quantity of units of lower quality to receive an increase in pay in case they are paid on a piece rate basis;
- (iii) Distort perceptions of self by thinking that they are working harder than everyone else;
- (iv) Distort perceptions of others thinking that another co-worker's job is not as desirable as they think;
- (v) Quit the job.

Brevis and Vrba (2014:481) urge that, in considering the application of equity theory, managers should manage people's perceptions by being open and transparent regarding inputs and outputs that are required for different jobs.

Equity theory involves the concept of social comparison among employees in terms of input-output ratio of self and others. Therefore, when a perception is developed confirming the existence of inequality, the employee will act upon it by either reducing or distorting inputs or outcomes or by leaving the organisation. This implies that equity theory involves issues concerning employee morale, productivity, efficiency and turnover, in view of what happens during the process when employees compare their situations. This theory points out how employees view themselves in relation to others and the way they are being treated, for example, in their place of work and in teams. As such, it is essential that employees are managed and treated equally to ensure nurturing a motivated team.

2.4.1.3 Expectancy Theory

Expectancy theory is defined as a theory of motivation that says that the strength of a tendency to act in a certain way depends on the strength of an expectation that the act will be followed by a given outcome and on the attractiveness of that outcome to the individual (Robbins & Judge, 2011:259).

According to Swanepoel et al (2008:333), Vrooms's expectancy theory implies that the tendency to act in a certain way depends on the strength of the expectation that that act will be followed by a given outcome and on the degree to which the person desires that outcome. It is believed that people are motivated to act in a certain way depending on three variables:

- (i) Attractiveness: The importance that the person attaches to the rewards that can be achieved by performing a task;
- (ii) Performance-reward link: The degree to which the person believes that performance at a given level will result in the desired outcome; and
- (iii) Effort-performance link: The degree to which the person believes that their efforts will lead to the performance necessary to achieve the desired result.

According to Certo (2010:296, 334), Vroom expectancy theory is based on the employees' perceptions of rewards and whether they are able to achieve them, which may vary between employees and supervisors. Therefore, managers should set attainable standards for employees by providing the necessary support, ensuring rewards are linked to set performance standards and ascertaining the subordinates' personal goals and linking these goals to organisational rewards. It is therefore imperative that managers determine whether employees are in agreement as to whether performance standards set are attainable and assure employees that rewards will follow upon performance.

Expectancy theory assumes that people get motivated when they value the outcome of their work, believing that putting in more effort yield desired outcomes and eventually organisational rewards (salary/benefits). Using expectancy theory in addressing employee retention would mean incorporating rewards that employees value most and which they believe they can achieve.

2.4.1.4 Herzberg's two-factor motivation theory

Herzberg's theory is a two-factor motivation theory based on the factors that make employees feel exceptionally good or exceptionally bad about their jobs. Herzberg identified two sets of factors that influence motivation and job satisfaction, calling one set of factors hygiene and the other motivators (Nel, Werner, Poisat, Sono, Du Plessis & Ngalo, 2011:293).

Nel et al. (2011:293) further explained that, on the one hand, hygiene factors, which are also called maintenance factors, include organisational policy and administration, equipment, supervision, interpersonal relationships with colleagues, supervisors and subordinates, salary status, working conditions and work security. On the other hand, motivators are referred to as growth factors which include achievement, recognition, the job itself, progress or growth, responsibility and feedback.

Brevis and Vrba (2014:476) noted that Herzberg argued that if hygiene factors are adequately provided by the organisation, there will be no dissatisfaction, but when they are inadequately provided, they will cause dissatisfaction. Herzberg also argued that employees' motivation lies in work design itself which includes job enrichment such as making the job interesting and challenging and providing opportunities for responsibility, growth and recognition (Nel et al., 2011:295). According to Brevis and Vrba (2014:477), Herzberg's theory gives management an understanding of the importance of work itself as a motivating factor for employees, taking note the limited influence of hygiene factors (more money, fringe benefits and better working conditions) and strong influence of motivators (achievement, recognition, responsibility and opportunities for advancement and growth).

Herzberg two-factor motivation is based on the assumption that employee satisfaction and dissatisfaction arise from different areas. This assumption implies that satisfaction arises from opportunities in a job (e.g. promotion) and dissatisfaction results from hygiene factors (e.g. salary). If the organisation uses a combination of opportunities and hygiene factors, employee productivity will increase, which will attract future employees and at the same time retain current employees.

2.4.1.5 Goal - Setting Theory

Edwin Locke suggests that an employee's performance can be increased when measurable goals are given instead of performance standards. It is believed that employees perform well when given specific goals that are perceived difficult but reasonable (Grobler et al., 2011:239). The authors further elaborated that goal - setting theory, which is known as management by objectives, entails a systematic process where goals are jointly determined by the manager and subordinates with feedback being provided periodically, creating room for making corrections. Management will then have something tangible against which to weigh the performance and to which to link such specific performance to certain rewards.

Swanepoel et al. (2008:330) stated that goal - setting theory assumes that people perform better when continuous feedback is given with gaps being identified. It is also believed that goals that individuals set or jointly set are accepted as legitimate and therefore they will be committed to achieve them. Moreover, goal setting theory assumes that a person becomes committed to the goal more, especially if that person has an internal control and when those goals are self-set rather unilaterally assigned.

As per goal - setting theory assumptions, the primary source of job satisfaction is the willingness of employees to work hard in order to attain a goal which leads to better performance. Therefore, in efforts to develop retention strategies, management should consider developing specific, challenging and realistic goals rather than having easy and vague ones. In addition, goal setting theory recognises the importance of giving feedback, which is believed to be useful in guiding employees in their tasks, creating room for clarification for improvement, and providing direction in the execution of difficult goals, while at the same time contributing to high performance. Therefore, when feedback is present, it usually leads to greater job satisfaction than when it is absent. Furthermore, goal - setting theory assumes that challenging goals accompanied by greater rewards give employees a sense of triumph when attaining them, which can greatly motivate employees to work hard.

2.4.1.6 Reinforcement Theory

Reinforcement theory entails that motivation of employees does not necessary involve identification and understanding of needs or understanding of how employees choose behaviour to fulfil needs. In addition, this theory proposes that through the consequences for behaviour, people will be motivated to behave in predetermined ways (Lussier & Achua, 2016:92). The authors further stated that reinforcement motivation theorists indicated that behaviour is learnt through experiences of positive or negative consequences.

For the purpose of this study which aims to devise retention strategies within the Ministry of Education, Arts and Culture, analysis of this theory mainly focuses on positive reinforcement as it involves encouraging continued positive behaviour by offering rewards to obtain the desirable performance. Grobler et al. (2011:239) stated that positive reinforcement as a method of employee motivation involves giving valued rewards to employees who have demonstrated a desired

behaviour. They (Grobler et al., 2011:239) believe that the behaviour which invites a pleasant response will be repeated, whereas behaviour which results in an unpleasant response will not likely be repeated. Similarly, Hughes et al. (2015:350) defined reward as any consequence that increases the likelihood that a certain behaviour will be repeated. This view further confirms the correlation between behaviour and reward.

Positive reinforcement is classified, among others, as pay, promotions, time off, increased status and praise to the employees (Lusser & Achua, 2016:93). For instance, a cash bonus may be given to an employee for performing outstanding work and this could be linked to a performance management system in government to encourage high productivity. Based on the information provided in this literature review, positive reinforcement can be an effective way of improving employees' motivation and ultimately increases performance. The benefit of a motivated team will not only cause the desired performance but staff turnover is likely to be minimal as many employees will be happy in their jobs. Various research findings on staff retention highlighted that a demotivated staff usually leads to voluntary resignations. As such, it is essential that managers come up with reward system administered in a reliant manner to increase employees' productivity and performance. By this Grobler et al. (2011:239) indicated that managers need to develop meaningful and desired rewards for each employee to ensure such reinforcement continue to have an effect on employees' behaviour in future, bearing also in mind that employees have different needs.

In summary, motivation theories focus on factors which drive employees to do their utmost in their work. In view of the fact that individuals have different needs and are motivated by different factors, it is clear that there are many motivators at play. Considering that motivation theories are different, though some are interlinked, using these theories in an organisation will assist in developing motivators that can attract and retain employees. Therefore, the application of motivation theories is one of countless ways to drive motivation, improve performance and improve morale among the employees, bearing in mind the complexity of the current corporate world where organisations greatly differ.

2.4.1.7 Differences between and Similarities of the Motivation Theories

The following theories are compared in this section:

- Maslow’s theory;
- Adam’s equity theory/organisational justice;
- Expectancy theory;
- Herzberg’s two-factor motivation theory;
- Goal setting theory; and
- Reinforcement theory.

The following table classifies these major motivation theories in terms of their differences and similarities:

Table1: Differences and similarities of motivation theories (Lussier & Achua, 2016:81)

CLASSIFICATION OF MOTIVATION THEORIES	SPECIFIC MOTIVATION THEORY
1. Content motivation theories focus on explaining and predicting behaviour based on employees needing motivation.	<ul style="list-style-type: none"> A. <i>Hierarchy of needs</i> theory proposes that employees are motivated through five levels of needs – physiological, safety, social, esteem and self-actualisation; and B. <i>Two-factor theory</i> proposes that employees are motivated by motivators (higher -level needs) rather than maintenance (lower-level needs) factors;
2. Process motivation theories focus on understanding how employees choose behaviour to fulfil their needs.	<ul style="list-style-type: none"> A. <i>Equity theory</i> proposes that employees will be motivated when their perceived inputs equal the planned output; B. <i>Expectancy theory</i> proposes that employees are motivated when they believe they can accomplish the task, they will be rewarded, and the rewards for doing so are worth the effort; and C. <i>Goal setting theory</i> proposes that achievable but difficult goals motivate employees.
3. Reinforcement theory proposes that behaviour can be explained, predicated on and controlled through the consequences for behaviour.	<p>Types of reinforcement:</p> <ul style="list-style-type: none"> • Positive; • Avoidance; • Extinction; and • Punishment. <p><i>For the purpose of this study, discussion is limited to positive which focuses on encouraging behaviour necessary for desirable performance.</i></p>

According to Lussier and Achua (2016:100), content motivation theories are similar in such a way that they focus on identifying and understanding employees' needs, i.e. Maslow's theory uses the hierarchy of needs (physiological, safety, social, esteem and self-actualisation needs) while Herzberg's two-factor theory uses two specific needs, i.e. basic physical and psychological needs. Although these theories identify similar needs, the manner in which classification of these needs is done tends to be different. This means that while it is required within Maslow's theory that each stage of the hierarchy should be completed before advancing to the next level, Herzberg argues that only two stages (hygiene and motivators) should be met.

For the purpose of retaining employees, the application of the content theory becomes necessary by increasing staff salaries as, for example, to reach safety needs in Maslow's pyramid theory, more money has to be earned. Herzberg's theory, in turn, classifies a salary as a hygiene factor as money maintains life.

Lussier and Achua (2016:100) further indicated that the three-process motivation theories (equity, expectancy and goal setting) are similar as they focus on understanding how employees choose behaviour to fulfil their needs. However, a difference arises in Lussier and Achua's (2016:100) perceptions of how employees are motivated. The authors further indicated that, for instance, equity theory proposes that employees are motivated when their perceived inputs equal the planned outputs while expectancy theory states that employees are motivated when they believe they can complete the task and the rewards for doing so are worth the effort. Goal setting theory, in turn, states achievable difficult goals motivate employees (Lussier & Achua, 2016:100).

While content motivation theories focus on identifying and understanding employees' needs, process motivation theories go further to understand how employees choose behaviour to fulfil their needs. Conversely, reinforcement theory is not concerned with employees' needs but focuses on getting employees to do what the managers want them to do through the consequences resulting from their behaviour. The use of reward is one of the means applied to motivate employees (Lussier & Achua, 2016:100).

It is also worth noting that many approaches to understanding motivation have distinct implications for increasing performance and satisfaction (Hughes et al., 2015:377). As such, it is imperative that different theories be analysed in applying techniques for motivating employees. All in all no

single theory can adequately explain all human motivation but individual theories can assist in understanding forces behind one's actions for the purpose of efficiently managing human resources in an organisation. By applying motivation theories, public service managers will get to know needs, factors and goals and will motivate employees to be more productive, while promoting high retention as high staff turnover is less likely to be experienced within a motivated team.

2.5 Impact of Staff Turnover

Excessive labour turnover is considered problematic as it is accompanied by financial costs in filling posts (i.e. recruitment advertising, conducting selections and inducting new employees) and in view of resources invested in the departed employees. Werner et al. (2012:152), on the issue of cost, state that the true cost of staff turnover includes out-of-pocket expenses and intangible opportunity costs associated with lost productivity.

Furthermore, excessive labour turnover becomes more of a serious concern when caused by issues related to organisational behaviour such as low employee morale and in cases when organisational behaviour sends a negative signal to potential recruits (Wilton, 2011:161). Similarly, Otomotoye (2011:165) argued that the impact of labour turnover apart from hampering service delivery is that it creates a negative image of the public service, especially of the ability of the given department to provide the given services. He further highlighted critical factors that emanated from labour turnover and its impact on departments' ability to ensure service delivery: underperformance, difficulty replacing employees, negative impact on key areas of leadership and skills, negative impact on reputation and compromised quality service delivery (Otomotoye, 2011:165).

In her study, Ndeipanda (2011:31) also cited the consequences of staff turnover in the Ministry of Education, Arts and Culture, including programme activities breakdown, brain drain and loss of institutional memory, lengthy replacement leading to low productivity, negative image of the ministry and too much workload straining the remaining employees.

According to Bucknall et al. (2006:89), an increase in staff turnover will have an impact on productivity, given the fact that the workforce is a primary determinant of an organisation's performance. Mello et al. (2013:109) urge that employees are the public sector's or organisation's biggest and most valuable assets and that the Public Sector is dependent on the performance of

their employees for effective and efficient service provision. They (Mello et al., 2013:109) further indicated that employees need to be motivated to be productive, considering that without proper motivation, poor service provision would result.

Given the diverse impacts associated with staff turnover, it is imperative that unnecessary staff turnover be avoided at all costs. The information given by most authors concerning the impacts revealed that employee turnover costs the organisation in productivity, money, time and negative image which eventually compromise the success of service delivery. These notable consequences of staff turnover reflect how crucial human capital is to any organisation. Therefore, organisations need to make efforts to prevent high employee turnover to ensure that employees remain with the organisation. This can be achieved through identifying positive aspects that encourage employees to stay and emphasising these aspects for implementation.

2.6 Determinants of Retention

For the purpose of developing a strategy which would guide organisational retention, identification of factors influencing any employee either to remain or quit the job is of utmost importance.

On the one hand, Ng'ethe and Muceke (2012:208) stated that working environment is one of the factors that affect employees' decision to stay with the organisation. They (Ng'ethe & Muceke, 2012:208) argue that productivity and efficiency are directly affected by how employees work and productivity and efficiency, in turn, equally affects employees' working environment. The argument by these authors (Ng'ethe & Muceke, 2012:208) implies also that not only performance and its associated standard are affected by poor work delivered but the working environment also becomes unfavourable for the employees to succeed. On the other, hand, Chepkilo (2005:221) in his research on development of motivational strategies for public sector workers in Kenya, concluded that improving employees' welfare through the provision of social amenities, cultivating good employee relations and creating supportive management environments and well-coordinated welfare systems are important strategies for motivating employees.

According to a study conducted on professional staff turnover in the Namibian Public Sector, nurses quit their jobs due to a lack of promotion, recognition, poor salary and increased workload (Haoses & Jonas, 2014:1). This study further revealed that the public service of Namibia lacks an effective human resources management information system required for human resources planning

and policy decisions which is believed to create a spur for turnover due to a lack of job satisfaction (Haoses & Jonas, 2014:1).

In a study conducted on factors affecting retention of public servants in South Africa, Masibigiri and Nienaber (2011:1) revealed that work content, utilisation of skills, career development, work advancement, work-life balance, compensation, security needs and leadership are factors determining retention.

According to the findings of a study conducted by Kruse (2011:74), factors which could contribute to retaining nurses in the public health sector are career mapping, personal development, improving remuneration, improving communication and management approaches, improving working conditions and improving systems for recognition. Similarly, the study on developing a retention strategy for qualified staff at the Polytechnic of Namibia (Naris & Ukpere, 2010:1083) recommended that the retention strategy should include personal and professional development, flexible working hours and extra time for research activities for academic employees while career development, challenging tasks, autonomy and more responsibilities should be included for administrative staff. In this study, Naris and Ukpere (2010:1083) further argue that implementing innovative retention would motivate employees, commit them towards improving their qualifications and encourage them to share their newly gained knowledge with fellow employees. Based on the findings of these authors, factors that determine retention are generally those that add value to the well-being of an individual employee, i.e. better remuneration, opportunities for promotion and professional development, work relations, working environment, management and leadership styles. Furthermore, work content, including load and skills utilisation of skilful employees, affects job satisfaction which will, in turn, influence employees' decision to leave their jobs.

In addressing retention, Werner et al. (2012:152) stressed that effective recruitment and retention improve productivity, reduce cost and help the organisation to remain competitive. As such, these two activities are consistent with the organisation's strategy, vision and values.

Taylor (2002:63) noted that in pursuit of solving staff turnover, especially in cases where push factors are predominant, organisations may address the root causes of dissatisfaction by properly selecting supervisors, providing them with better training and appraising them effectively according to their supervisory skills. In addition, Taylor (2002:63) stressed that organisations may

examine organisational policies aimed at improving fairness in their operations and focus more on enhancing the general quality of working life.

Both Werner et al. (2012: 152) and Taylor (2002:63) highlighted proper recruitment processes as a measure to ensure that valuable candidates are hired to avoid high costs associated with staff turnover while at the same time improving productivity and subsequently providing quality service delivery.

In addressing involuntary turnover, Taylor (2002:64) suggested that measures can be taken focusing on recruitment and selection practices to ensure attraction of potential candidates and avoid poor decisions. Good supervision also plays a major role in retention as it is believed that well-managed employees tend to work hard, resulting in greater performance and fewer dismissals (Taylor, 2002:64). Supportive and effective management with great leaders and good supervision is believed to be crucial to ensure proper coordination of tasks and correct appointment and to employ efforts needed to keep staff motivated and performing.

According to Blom (2012:132), there is a growing need for government institutions to improve human resources practices aiming at providing better value to the taxpayer in terms of improved service delivery. Blom (2012:132) further indicated that knowledge management strategies will positively contribute to the better utilisation of staff.

Most research findings, as considered above, revealed that conditions of employment, including challenges, differ between organisations, though some may be related, which triggers different causes for turnover. Hence, situational analysis on the retention options needs to be conducted first and specific solutions developed for a particular organisation rather than adopting strategies that were successfully applied elsewhere.

2.7 Retention Efforts

In response to high employee turnover, some organisations employ different types of measures aimed at improving retention rates which are usually based on the determined causes of a particular staff turnover. Attracting and retaining the best talent in the public service is a highly strategic issue which requires quality strategic analysis and planning. Furthermore, public service in Africa

needs to assess whether managers in the public service, especially human resources managers, are adequately equipped with sufficient skills in human resources management (Kauzy, 2010:8).

According to Taylor (2002:71), most research conducted on retention recommend that organisations conduct exit interviews with the employees who are leaving for the primary purpose of determining the main reasons for their resignation. The author also indicated that exit interviews will also leave a favourable impression of the organisation in the leaver's mind, especially in the case of those organisations that hire ex-employees. On the contrary, without pre-empting the benefits of exit interviews, it has been noted that employees are in most cases not honest when giving reasons why they are leaving (Taylor, 2002:71).

Similarly, Werner et al. (2012:178) stated that some organisations conduct exit surveys/interviews in order to better understand the reasons behind employees' decisions to seek employment elsewhere. The authors indicated that the survey should focus on questions concerning employee satisfaction, such as benefits, work conditions, career advancement and development, pay and supervision.

An exit interview is normally advisable to be conducted in case when a large number of employees have been noted to leave an organisation despite having undergone induction training and support by a mentor. The root cause analysis of the reasons for leaving will help identify problems, challenges and blockages in the system as well as ensure that an action is in place to address issues and a solution is presented (Meyer et al., 2012:319).

Below are some of the retention measures employers use to improve retention rates as related to the organisation under study.

2.7.1 Organisational Culture

Watson (2006:2004) defined organisational culture as a set of meanings and values shared by members of an organisation that defines the appropriate ways for people to think and behave with regard to an organisation. The author also stated that the term organisational culture is derived from the metaphor of the organisation as "something cultivated" and also refers to official or unofficial norms, values, beliefs, symbols and rituals. Venter (2014:197) defined organisational culture as assumptions and beliefs that are shared by members of an organisation often expressed as the way we do things around here". In other words, organisational culture is that pattern that

involves collective behaviour and assumptions and determines the way that people and groups interact with each other within an organisation as well as with clients and stakeholders. Therefore, it will make much sense if one of the goals of management is to make employees feel more committed to the employer, consequently preventing employees from taking their talents elsewhere.

Organisational culture can also be defined as a system of shared meanings held by members that distinguishes the organisation from other organisations. The primary characteristics of an organisational culture include innovation and risk-taking, attention to detail, outcome orientation, people orientation, team orientation, aggressiveness and stability (Robbins & Judge, 2011:555). This definition actually also points out the uniqueness of the organisation based on what it does that no one else does and which makes competition irrelevant.

It is believed that an organisational culture that supports high ethical standards has a powerful and positive influence on employee behaviour. Based on some research findings, managers are advised to create an ethical culture by applying principles such as being a visible role model, communicating ethical expectations, providing ethical training, visibly rewarding ethical acts and punishing unethical ones, and providing protective mechanisms (Robbins & Judge 2011:567). Moreover, the authors further cited some of the managerial implications of organisational culture as selection decisions involving hiring individuals whose values do not align with those of the organisation. This particular wrong recruitment may yield employees who lack motivation and commitment and who are also dissatisfied with their jobs and their organisations. This mismatch between the employees and employer usually leads to high turnover.

2.7.2 Work Environment

Work environment was noted as one of the factors influencing the decision of an employee to stay in an organisation. Workplace dissatisfaction associated with low morale, stress, lack of motivation or creativity occurs as a result of working under unfavourable conditions and usually leads to a higher rate of employee turnover.

Ng'ethe et al. (2012:200), in a study conducted on the determination of staff retention in public universities, cited office space, equipment, air conditioning and comfortable chairs as part of the working environment which influences employees' decision to stay with the employer. According

to the authors, working environment that is comfortable, relatively low in physical psychological stress, adequate facilities and effective attainment of work goals will likely produce high levels of satisfaction among employees but the contrary occurs in a stressful working environment.

Stress and workload strains have been noted as becoming real challenges affecting employees. Mondy (2012:340) indicated that stress is usually believed to emanate from organisations, including organisational culture, type of work being performed, working conditions, general environment and personal factors such as family and financial problems.

In a study conducted on nurse retention in South Africa, Mukoka (2012:340) revealed heavy workload, excessive mandatory overtime, unsatisfactory physical state of hospitals and demands by the management as some of the reasons why nurses decide to leave their employers. Based on what is highlighted here, more focus need to be on creating and building a positive working environment that keeps employees satisfied and motivated to successfully perform their tasks.

Given the fact that the place of work is where people spend the majority of their day, it is essential that it is an environment which is conducive to happiness and productivity. The organisational culture therefore needs to be reinforced. This organisational culture is driven by effective leadership as it involves how people behave, interact and communicate. The human capital, which is the driver of the corporate culture, needs to be recognised as great assets to the organisation and be organised in such a way that everyone in the team focuses on shared goals and objectives.

2.7.3 Rewards Management (Rewards and Benefits)

According to Certo (2010:299), companies offer categories of reward such as extrinsic reward and intrinsic reward. Extrinsic reward is defined as recognition or compensation that is inessential to task accomplishment while intrinsic reward is defined as personal satisfaction that comes directly from performing a task.

It is commonly believed that money is the most important factor that any individual wants in a job. Content theories of motivation imply that money only motivates when needs are met. However, anti-behaviourists believe that monetary incentives or rewards cannot make employees happy and could even work against those who apply these incentives or rewards (Grobler et al., 2011:241). The authors further indicated that though money may be important to many people, it is difficult

to determine how much money does actually excite a person. Some groups of individuals prefer natural rewards by giving everyone a fair chance of performing, enabling them to work in teams and granting them as much choice in their tasks, instead of a pay increase.

Swanepoel et al. (2008:478) stated that for the purpose of encouraging valuable employees to remain in the organisation, the remuneration system must provide sufficient rewards for the employees to enable them to feel satisfied when drawing comparison between their rewards and the rewards received by other individuals performing similar jobs in other organisations.

On the one hand, compensation as a reward system must attract good employees, retain good workers and provide all the support needed to keep employees motivated to perform their best (Nel et al, 2011:258). Swanepoel et al. (2008) and Nel et al. (2011) suggested that rewards are crucial in retaining the best talents, owing to the fact that a poor compensation structure impacts heavily on employees pushing them to quit their jobs for better offers elsewhere.

On the other hand, Taylor (2002:95) indicated that most studies conducted on human motivation and job satisfaction suggest that payment is less powerful as a positive motivator than intrinsic rewards which people gain from performing a particular job. The author argued the following, which may be used as a suggestion whenever considering employee turnover and retention:

- Employees who are dissatisfied and intent on seeking other employment will only be deterred from doing so in a short period of time if they are given a salary increment; and
- Employees who are otherwise content with their jobs are unlikely to leave mainly for the purpose of securing a high salary (Taylor, 2002:95).

It is a well-known fact that different situations produce different motivational requirements. In view of this imbalance between natural and extrinsic rewards, managers need to examine employees' efforts, abilities and expectations (Grobler et al., 2011:241).

Competitive pay should therefore not be viewed as a core element of retention but be considered important, along with other factors such as career opportunities, training and leadership styles.

2.7.4 Training, Development and Career Management

Training is viewed as the learning process that involves the acquisition of skills, concepts, rules and attitudes to enhance employee performance (Byars & Rue, 2011:154). The authors further elaborated that as job security, financially and intellectually rewarding work, recognition, status, responsibility and achievement are the common objectives of many employees, training should meet these objectives for the learning process to be successful.

Training and development are of much significance as they enhance the skills base, equip workers with the necessary expertise and, in turn, change the way they perform their jobs. Moreover, it is also believed that training and development create a platform for employees to make friendships which will assist in distracting employees from alienating work (Redman & Wilkinson, 2009:123).

Evidence gathered in research conducted in this area has shown that opportunities for training and development are among the reasons why employees opt to stay in an organisation. Taylor (2002:114) argued that people have a strong desire to develop professionally and personally when given opportunities (e.g. promotion and personal development) to do so in their respective work places. However, in cases when employees are denied these opportunities, they become highly frustrated, which often leads to severe job dissatisfaction. It is evidently revealed by the authors that the employees get motivated to do their job when afforded the opportunity to grow, develop and enhance skills in their career through training and development options.

Career development and talent management are crucial aspects in retaining staff. According to Pynes (2013:297), career development involves a continuous process consisting of evaluating abilities and interests, establishing career goals and planning developmental activities that relate to employees' and organisations' future needs. The authors further stressed that career development programmes provide employees with advancement opportunities within the organisation that will prevent them from looking for employment elsewhere. Organisations who invest more in the training and development of their employees therefore will not only reap benefits derived from high productivity but also stand a better chance to retain their employees.

It is furthermore imperative that career stages and choices involving career planning and development by the organisation are successfully planned and fully utilised for an increased performance as well as for preventing staff turnover (Nel et al., 2011:399).

2.7.5 Supervision

Leadership and motivation are important aspects in any organisation and work closely together as styles, actions, attributes, orientations and approaches of a leader have major effects on the workers and ultimately on the success of the organisation. Lussier and Achua (2016:69) indicated that leadership behaviour and motivation play a major role in the workplace as they determine employees' behaviour and affect followers' performance. Moreover, the authors noted that the most fundamental role for any leader is to motivate followers through their behaviour.

According to Taylor (2002:180), the supervisor-subordinate relationship has been noted to be crucial as far as employees are concerned. This relationship, according to Taylor (2002:180), determines how happy employees are in their jobs, how good their prospects are within their organisations and what the quality is of their daily experience in their jobs. The author further stressed that a healthy supervisor-subordinate relationship is characterised by trust and that a loyal relationship enhances the level of performance produced by the employees, simultaneously reducing the chances of them seeking employment elsewhere. However, with poor, weak, non-existent supervisor-subordinate relationships, voluntary resignations often occur (Taylor, 2002:180).

Taylor (2002:188) suggested that most unwanted staff turnover can be avoided if people in supervisory positions are assisted by their organisations to become effective through training before and after taking up positions. The author highlighted six rules of effective supervision that anyone with a supervision role may adopt:

- Give praise where due;
- Avoid perception of favouritism;
- Talk to every team member regularly;
- Act when you suspect there are problems;
- Give people as much autonomy as you possibly can; and
- Involve people in decision-making (Taylor, 2002:188-191).

Based on these rules highlighted by Taylor, one could conclude that management practices which motivate high performance while ensuring employee satisfaction should be employed. This means that a leader or manager should then provide clear direction regarding where they are going, ensure

that the necessary resources are made available to get the work moving, listen to their team members' professional needs, hold regular meetings, both formal and informal, and give feedback, including recognising efforts made as well as complementing employees on a job well done.

Based on the information noted by the authors (Taylor (202:180) & Lussier at el (2016:69) above, leaders' behaviour is crucial and leaders are consequently required to display behaviour that promotes, develops and maintains performance which will ultimately motivate the employees.

In view of the fact that most commonly cited reasons for leaving a job is dissatisfaction with a supervisor, good working relationships should be considered a top priority by the leadership. This could also be used as one of the strategies to retain staff.

2.8 Summary

As part of the literature review, this chapter covered issues related to retention of employees in the public service and in conclusion reflected on the follows:

- Retention and staff turnover are closely related for one cannot be discussed without the other. In order to address the issue of retention, analysis needs to be conducted to determine the state and cause of turnover. As such, the definitions of these two concepts were explored to discover the essence of the concepts explored in this study. Even though there several definitions of retention, the most relevant for the purpose of the study was the one that refers to all activities which employers use as a measures to encourage qualified and valuable employees to continue working for the organisation. In turn, employee turnover can be defined as the rate at which employees leave the organisation for whatever reasons.
- The causes of the employee turnover are categorised into different types, namely pull type resignations (attraction of the alternative employment), push type causes (perception that something is wrong with the employer), unavoidable turnover and involuntary turnover. There are quite a number of employee turnover causes that have been noted. However, it is worth noting that the causes of employee turnover happen to be unique to each individual employee as well as the organisation itself. Nonetheless, the common reasons behind people's decision to exit employment are not limited to issues ranging from low job

satisfaction, inadequate salary/wage, greener pastures elsewhere, poor human resources practices, relocation of a spouse, other commitments and time conflicts.

- Motivation can be defined as the desire and energy that push the workers to continue working in order to achieve organisational goals. The level of motivation demonstrated among employees has a direct effect on their performance (productivity) and can also influence their decision to either remain or exit their employment. There are various motivation theories addressing the needs of the employees. As such, there is a need to explore these theories of motivation in an attempt to determine which will work in a particular organisational situation, considering that employees are not motivated by the same things. The motivation theories which were explored and that may be applied to address varied work situations are Maslow's theory, Adam's equity theory, expectancy theory, Herzberg's two-factor motivation theory, goal setting theory and reinforcement theory.
- The consequences of a high turnover are varied and they have been noted to include but are not limited to financial costs in filling positions, costs associated with cost productivity, negative image, loss of institutional memory and a too heavy workload on the remaining employees. The end result of these impacts is compromised quality service delivery.
- There are various factors influencing retention of employees with the most common in public service being working environment, provision of welfare, provision of opportunities for promotion including professional development, staff recognition, salary and fringe benefits, work content and load, security needs, leadership styles and supervision.
- As a point of departure in addressing staff turnover, it has been advised that exit interviews be conducted as a way of assessing the reasons for resignation. Although retention measures are myriad, the following were noted to be more related to public service: organisational culture, working environment, reward management, training and professional development, and supervision.

In conclusion, staff turnover is a challenging situation facing many organisations and the Namibian Public Sector is no exception. The retention efforts as reflected in most research in this field need to be employed to avoid any compromise on the service delivery. Employee turnover which had caused a situation of an employee voluntarily leave their job occurs due to job dissatisfaction leading to a low level of commitment and ultimately results in poor performance.

It is believed that demotivated employees tend not to perform as they ought to and eventually get discouraged from continuing to work for the organisation. As such, it is imperative that motivation theories be used as a guide to assess employees' needs in an attempt to devise solutions to address employee turnover. Given the fact that employee turnover has negative impacts which range across costs associated with low productivity, money to time, organisations should prioritise efforts that could encourage human capital to stay.

Employees tend to leave employment for various reasons and therefore an analysis should be conducted to determine the root cause of the turnover before attempting to adopt any retention strategy. For the purpose of retaining qualified and committed employees, it is recommended that management should ensure that a good organisational culture is cultivated, conducive working environment is provided, inviting reward management systems are in place, adequate training and development opportunities are provided and a healthy supervisor-subordinate relationship exists.

CHAPTER 3

POLICIES/REGULATORY FRAMEWORK RELATED TO RETENTION IN THE NAMIBIAN PUBLIC SERVICE

3.1 Introduction

The Government of Namibia delivers services including education, health, welfare, public infrastructure and safety. As the government is the implementing organ of the public service, the delivery of the aforementioned services depends on the work performed by public servants. Therefore, policy and regulatory framework development and adherence to these are of the utmost importance in a public service as they provide an opportunity for achieving government objectives through the use of regulations, laws and other instruments to deliver services to the people in order to better their lives as well as improve the economy of the country. It is worth mentioning that many governments, and the Government of Namibia is no exception, are faced with numerous challenges, both in the provision of service delivery and in managing human capital within their public services. Therefore, strong policies and regulations are necessary to tackle emerging issues and oversee the work within the public service to ensure speedy delivery of services to the citizens.

The first part of this chapter focuses on an overview of the existing policies, including legal and regulatory frameworks, which guide the deployment and management of human resources in the public service of Namibia which, in turn, is the focus of this study. This overview is provided to establish the state of governance in the public service of Namibia which promotes favourable working conditions for the public servants.

The last section of the chapter touches on efforts that the Ministry of Education, Arts and Culture has initiated to retain its employees, as it is one of the government's ministries with a notably high record of staff turnover over the years.

3.2 Constitution of Namibia

The public service of Namibia is largely regulated by the Constitution of the country as well as other regulations such as the Public Service Act. The Constitution includes a number of provisions relating to employees in the public service.

The Constitution of Namibia mandated the Public Service Commission (PSC) to advise the President and government on matters pertaining to the appointment of suitable persons to specified categories of employment in the public service, exercise adequate disciplinary control over such persons in order to ensure the fair administration of the personnel policy, and the remuneration and retirement benefits of any such persons (Constitution of Namibia, Art. 113:62).

Through these provisions, the Constitution therefore makes it possible that the public service of Namibia is managed in a manner that guarantees good service delivery through adherence to government policies, directives, regulations and ethical standards including fairness and transparency within the public service. It is also within the framework of the Constitution of the country that acts, policies and regulations relating to personnel administration are developed. As provided in this law, the public servants are entitled to basic employment conditions including incentives which may keep them motivated and satisfied in their public service jobs and have them ultimately retain their jobs.

As part of this study, employment conditions are considered to form the basis for an employee's decision to stay or leave their employment. One may conclude if provisions in the Constitution are adequately adhered to by the employer, including in the public service of Namibia, staff turnover will be minimal in government ministries.

The Government of Namibia provides an ideal environment for employees to be motivated, encouraging them to excel at their entrusted responsibilities as the Constitution provides a framework for public personnel management through the following:

- Establishment of an institution which regulates employment of the public service such as the Public Service Commission of Namibia (Article 112);
- Proper management and utilisation of public servants to ensure quality service delivery – Public Service Act, 1995 (Act 13 of 1995);

- Ensurance of protection and fair treatment of public servants – Labour Act, 2007 (Act. 11 of 2007); and
- Promotion of equal employment opportunities and employment equity – Affirmative Action Act, 1998 (Act 29 of 1998).

3.3 Public Service Act

The Public Service Act, 1995 (Act 13 of 1995) provides for the establishment, management and efficiency of the Public Service, the regulation of the employment, conditions of service, discipline, retirement and discharge of the employees in the public service and other incidental matters.

The PSC was established in terms of Article 112 of the Constitution as an independent entity and expected to act impartially in all matters relating to human resources administration in the public service of Namibia (Public Service Commission, 2011).

According to the Public Service Act, 1995 (Act 13 of 1995), the public service of Namibia is mandated to provide effective and efficient service to the Government with regard to policy formulation, monitoring and evaluation including execution of government policies and directives. This provision in other words is aimed at ensuring that the welfare and interests of the people of the Republic of Namibia are promoted.

In terms of human resources administration in the public service of Namibia, which is the main focus of this research, Kavitiene (2008:3) stressed that the public service of Namibia has a recruitment process in place which is aimed at promoting the image of the public service while satisfying current and future human resources needs by recruiting persons to the public service to ensure a professional, dynamic, cost- and service-based organisation able to service the citizens of Namibia. This implies that while ensuring that the public service is run in an efficient and effective manner, the needs of the public servants as human capital pertinent to the realisation of this function are taken care of.

The issues pertaining to the fair recruitment processes is provided for under Section 5 of the Public Service Act, 1995 (Act 13 of 1995) whereby appointment, promotion and discharge are approved by the Prime Minister upon recommendation by the PSC. The same act further provides rules

guiding recruitment processes and conditions of employment of every public servant under Section 34 and 35 respectively.

The Public Service Act therefore provides recommendatory and advisory powers to the PSC. Within the framework of existing laws and regulations (Constitution and Public Service Act), the PSC has the authority to ensure recruitment into and within the public service is done in an equitable and impartial manner, free from patronage, fair and prompt in terms of discrimination action against public officers and ensures fairness and transparency in the public service (PSC, 2010:4).

In terms of remuneration, the Public Service Act, 1995 (Act 13 of 1995) provides for every employee to be paid salaries and allowances as per determined remuneration scales and further entitled to such conditions of service determined by the Prime Minister for post and ranks on different gradings (Section 13).

3.4 Affirmative Action Act (Employment Act), 1998 (Act 29 of 1998)

The PSC as a custodian of coordinating and managing issues pertaining to Human Resources Administration of the public service of Namibia is also entrusted with the balancing of structuring the public service through the implementation of the Affirmative Action (Employment) Act, 1998 (Act 29 of 1998). The Affirmative Action (Employment) Act, 1998 (Act 29 of 1998):

- Provides for equal employment in terms of Article 10 and Article 23 of the Namibian Constitution;
- Provides for the establishment of the Employment Equity Commission;
- Redresses conditions of disadvantage in employment experienced by persons in designated groups arising from past discriminatory laws and practices; and
- Institutes procedures to contribute towards the elimination of discrimination in employment and provides for matters incidental thereto.

In view of the historical background of the country in terms of which many were discriminated against during the colonial era as per their colour and gender, recruitment in the public service is therefore conducted based on the Affirmative Action (Employment) Act, 1998 (Act 29 of 1998). This act therefore guides the country to have a balanced and structured public service with a true

reflection of the diversity of the Namibian population. As part of its constitutional obligation, PSC is entrusted through this regulation to ensure that the recruitment is done fairly and also in a transparent manner. When fairness is realised in the recruitment process, discontent among the public servants is less likely to occur and hence staff retention may be achieved in the public service.

3.5 National Plans

In this section, the researcher sought to establish the influence of wider governance on retention of public servants as well as attraction of the best talent to the public service. The extent to which development plans of the country make provision for staff retention of government employees was explored. Therefore, the high-level government plans discussed in this section include Vision 2030 and the Harambee Prosperity Plan.

3.5.1 Namibia Vision 2030

In 2004, Namibia adopted a long-term perspective plan, Vision 2013, which calls for rapid economic growth to be accompanied by equitable social development aiming at transforming Namibia's economy into a knowledge economy. At the heart of this long-term strategy are five-year development plans which had begun with the National Development Plan (NDP) 1 and the country has concluded NDP4 in 2017 with NDP5 being developed. The overall national vision entails: "A prosperous and industrialised Namibia, developed by her human resources, enjoying peace, harmony and political stability" (Vision 2030, 2004:38). Thus, Vision 2030 clearly shows the significance of human capital, among others, in realising the implementation of the national development plans which are envisaged to transform the country into a knowledge-based economy.

One of the principles cherished by the nation as outlined in Vision 2030 is capacity enhancement. This principle emphasises that the development of Namibia is in the hands of its people, who have been noted to be the most important resource of the country. As such, the government considers investing in people and its institutions which is a crucial precondition for the desired and economic transformation (Vision 2030, 2004:33). Vision 2030 therefore calls for increased investments in institution-building, education and training, among other related programmes and policies.

Many authors in the field of human resources management highlighted capacity development as one of the factors organisation uses to retain its employees. According to Gul, Akbar and Jan (2012:294), training and development is the most important factor in employee retention as it enhances employees' capabilities as well improves organisational performance.

There are many basic enablers within the context of NDP4, with one being the institutional environment, which, for example, cut across issues related to public service delivery. According to NDP4 (2012:38), the pace at which development programmes are implemented was noted to be unsatisfactory, reflecting public weaknesses in terms of delivering services. The plan further highlighted that the weak delivery capacity arises from a service deficit of skills at critical management levels in the state institutions, including the education fraternity.

The government recognised that Namibia has not done much as a country to attract or retain critical talent to ensure proper management of the daily operations of the state. As a result, there is a need to continue improving professionalism, performance management transparency and accountability at all levels in the system. It was further stressed in the plan that there is a need to strengthen the managerial and leadership capabilities of senior civil servants (NDP4, 2012:38).

It is consequently evident that retention of employees within the public service of Namibia is a serious concern that the government has acknowledged and has affirmed its commitment to address through national development plans. The skills shortages among the management cadres not only compromise productivity derived from state functions under their supervision but their roles in developing measures to attract and retain talent within the ministries or state agencies in which they operate will be difficult to fulfil.

3.5.2 Harambee Prosperity Plan

The Harambee Prosperity Plan (HPP) is a targeted action plan aimed at accelerating development in identified priority areas which form the basis for attaining absolute prosperity in Namibia within a period of four years (2016/2017-2019/20). The HPP has been developed to complement long-term National Development Plans (NDPs) and Vision 2030 which calls for flexibility in the planning system through fast-track development in areas where progress is unsatisfactory. The plan also incorporates new development opportunities and addresses challenges that have emerged after the formulation of NDPs (HPP, 2016:6).

The HPP addresses important issues surrounding effective governance with a particular emphasis, for example ways in which performance and service delivery across all layers of government including the entire society can be improved. There have been concerns with regard to delivery of certain state functions where the pace at which the country implements developmental programmes was noted to be unsatisfactory. According to the HPP (2016:19), the weak capacity emanates from factors such as skills deficits at critical management levels, attitudinal problems, and performance management systems that are not fully functional. As such, for the purpose of strengthening performance management, ministerial declarations of intent and performance agreements were introduced at the ministerial level in 2015 and cascaded down to all public servants in 2016.

Within the framework of the HPP, the researcher observed that challenges related to human resources are experienced and that these challenges are hampering the service delivery in government. The conclusion can be drawn that while the government is tackling issues related to inadequate capacity, attitudinal problems and performance in its institutions, the issue concerning retention in the public service will ultimately be addressed for it is related to the issues that the government is tackling.

As stipulated in the HPP (2016:19), performance agreements signed by public servants are assessed and renewed annually whereby quarterly reviews are also conducted covering a six-month period with feedback expected from every immediate supervisor. Performance assessments of planned and targeted activities through reviews not only allow organisations to determine the level of their productivity but also promote commitments and accountability among individual employees.

Presently, there is no direct link between high performance and reward. However, the Office of the Prime Minister is expected to develop a performance reward schedule for the public service during the first year of the HPP, with actual implementation envisaged to take course in subsequent years of the HPP period (HPP, 2016:21). Once implemented, the reward system initiative will contribute immensely to staff retention in the entire public service of Namibia as reward will be attached to performance.

3.6 Performance Management System

The performance Management System (PMS) is one of the reform initiatives introduced by the Government of the Republic of Namibia as a way of improving the performance of employees and therefore the performance of the entire public service. The PMS provides a mechanism to manage and evaluate the performance of every employee, including a framework to evaluate organisational performance. It is believed that such performance improvement at organisational and individual level enables government institutions to achieve their strategic objectives as well as national development goals for the attainment of Vision 2030 (PMS Brief, 2013:1).

The PMS was adopted in 2014 with the aim to improve service delivery of public institutions with the particular objective of improving public service performance at organisational and individual levels (*The Villager*, 2014). The implementation of PMS started with the signing of performance Agreements in 2015. It is therefore believed that by implementing the PMS, employees will be motivated, which is an important aspect to staff retention which is the focus of this study.

According to the Principles and Framework of the PMS for the public service of Namibia developed by the Office of the Prime Minister (2005:23), the PMS involves managing people which facilitates the achievement of results through staff performance, implementing strategic staff development and reviewing performance. Furthermore, the PMS articulates organisational objectives with regard to individual performance, results and priorities and, in doing so, employees are motivated to attain their full potential.

Moreover, within the framework of the performance management system initiative, performance is recognised in a fair, relevant and equitable manner which is aimed at facilitating improved performance. This process involves informal recognition whereby monitoring and feedback processes between staff and supervisors are implemented while formal recognition is given in the form of non-monetary rewards to employees who achieve an overall assessment of “Above Solid Performance” in the performance assessment summary (Office of the Prime Minister, Republic of Namibia, 2005:34). The recognition of “Above Solid Performance” applies when performance exceeds expectations as per the performance agreement (Office of the Prime Minister, 2005:26).

3.7 Recruitment Policy Framework of the Public Service of Namibia

This is a recruitment and selection policy which guides recruitment of employees suitable to execute the mandate of offices, ministries and agencies in the public service in line with its strategic plan. In doing so and as provided in this policy, provisions as prescribed in the Labour Act, 2007 (Act 11 of 2007), Public Service Act and Affirmative Action Act and mainstreamed to the Disability Act and HIV/AIDS Multi-Sectoral Response (Public Service Staff Rule B.II, Recruitment:1).

The legal provisions associated with the recruitment policy framework are aimed at promoting the image of the public service through the recruitment process by means of creating an environment conducive for improving the attractiveness of the public service. This also means that the correct procedures are followed which apply to any recruitment conducted and which ensure fairness and correct recruitment of the suitable personnel in all government operations.

In view of the legal provisions stipulated, recruitment and selection processes in the public service of Namibia reflect a highly formalised process. However, the effective implementation of this policy document lies with the respective government offices, ministries and agencies that are responsible for the manner in which this policy is executed and managed.

3.8 Human Resources Development Policy Framework

According to the National Human Resources Plan 2010-2015, human resources development and institutional capacity building have been identified as some of the prerequisite strategic objectives for achieving Vision 2030 as well as for the implementation of the NDPs.

In view of facilitating the implementation of strategies and attainment of objectives of Vision 2030, the Government of Namibia introduced the Human Resources Development Policy Framework (HRD Policy Framework) for accelerated service delivery to be implemented in the public service. This policy framework aims at regulating the function of human resources development in government offices, ministries and agencies in order to accelerate service delivery in the public service, thus supporting the attraction and recruitment of employees to the public service, developing, nurturing and utilising talent and retaining excellent performers (HRD Policy Framework, 2012:VI).

The Ministry of Education, Arts and Culture has drafted the Training and Staff Development Policy in line with the HRD Policy Framework in an attempt to address staff skills shortages and enabling employees to make meaningful contributions towards achieving the ministry's strategic objectives. Within the framework of this HRD Policy Framework, all government ministries are required to develop individual training policies to guide and facilitate their training processes.

3.9 Reward Management for All Government Employees

In addition to a monthly salary, employee benefits in the public service of Namibia range across medical aid, housing subsidies, retirement plans, vacation, study leave, sick leave and maternity leave, car allowances for managers and pension. The public service of Namibia undertakes at all times to remunerate its public servants commensurately (Kavitiene, 2008). The author further stated that government incentives are aimed at luring and retaining well-qualified, skilled and experienced personnel for as long as possible. However, in view of the fact that the government has been experiencing high levels of employee turnover, one would conclude that employee benefits in the public service of Namibia are not competitive enough to retain its well-experienced employees. Hence, this study sought to explore measures that may be applied in the Ministry of Education, Arts and Culture as one of the government ministries to retain its resourceful employees.

The government and the recognised trade unions reached an agreement in 2012 involving a number of improvements to salaries and benefits for all government employees. As part of this agreement, job evaluation and grading was conducted and this has resulted in a reward management policy with new salary changes. This public service pay-and-grading structure was implemented in April 2013 and also included revision of the benefit structure of the public service employee medical aid scheme, providing options to employees in terms of benefits and affordability (PMS Circular No. 6 of 2013:3). In addition, a general salary adjustment of 8% was implemented as of April 2012 and improvements were also affected to the home owner's scheme for all employees in government. Moreover, as per the agreement entered into between government and trade unions representing public servants with effect from April 2016, the public servants received a salary increase of 5% with an additional 9% to be implemented as of the fiscal year commencing in April 2017 (*New Era Newspaper*, 17 October 2016). This arrangement is provided for under Section 59

of the Labour Act, 2007 (Act 11 of 2007) whereby government as an employer and trade unions engage continually to negotiate salaries for the public servants (Labour Act, Republic of Namibia, 2007).

3.10 Current Staff Retention Efforts in the Ministry

There are currently efforts by the Ministry of Education, Arts and Culture to address human resources aspects. For instance, an incentive, such as the hardship allowance, was introduced in 2009 to encourage better-qualified teachers to accept placement in rural areas. Similarly, the Ministry of Education, Arts and Culture had initiated provisions for appropriate teacher housing in rural areas as one of the strategies to retain effective teachers in remote areas (*General Reader on the National Conference on Education*, 2011:71).

In addition to this initiative, with the assistance of the UNICEF, the ministry in 2014 appointed the Department of Economics Research on Socio-Economic Policy (ReSEP) of Stellenbosch University to conduct an impact assessment of the financial incentive for teachers to obtain a realistic picture of education in rural schools and recommendations covering incentives generally including teacher housing, learning outcomes, conditions in schools, data and human resources tracking that have been shared with the Office of the Prime Minister for implementation (MoEAC, 2015:iii).

Most of the current retention efforts undertaken by the Ministry in addressing labour turnover are directed at the teaching staff specifically in remote areas with less focus on retaining the officials at the national and regional structures, hence the need for this study.

3.11 Summary

The literature review in this chapter made reference to the fact that governments, specifically the Government of the Republic of Namibia, implement initiatives to encourage service delivery and improve accountability through developing regulatory frameworks. Such frameworks need to prioritise issues concerning employee motivation in order to attract and retain valuable personnel, the researcher further noted.

The following table presents the summary of policies/frameworks discussed in the chapter which are used to regulate matters pertaining to motivation, attraction and retention of employees in the public service of Namibia:

Table 2: Policy Framework

Policies/Framework	Regulatory Framework
1. Performance Management System (PMS) Framework	<p>The PMS is directed by the Constitution of the Republic of Namibia, Public Service Act (Act 13 of 1995), Public Service Commission Act, Affirmative Act, Labour Act, State Finance Act and Treasury instructions. The PMS makes provision for the recognition of an employee's contribution to the overall achievement of the ministry.</p> <p>The PMS intends to manage people who are responsible for the achievement of results and to articulate organisational objectives, priorities and values while sustaining motivation.</p> <p>PMS is also aimed at attracting and retaining skilled employees in the public service.</p>
2. Recruitment Policy Framework	<p>The implementation of the recruitment policy is done in terms of Section 35 of the Public Service Act (Act 13 of 1995) and is aimed at providing a conducive environment necessary to improve attractiveness to the public service.</p> <p>The recruitment policy serves to ensure fairness in the whole recruitment process.</p>
3. Human Resources Development (HRD) Policy Framework	<p>This policy is applicable to all employees in terms of the Public Service Act, 1995 (Act 13</p>

	<p>of 1995) and Regional Council Act, 1992 (Act 22 of 1992).</p> <p>This policy framework is aimed at regulating the function of human resources development in the public service, support the attraction and recruitment of employees to the public service. HRD policy also intends to develop, nurture and utilise talents on the optimal level.</p>
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- The current regulatory frameworks in the public service of Namibia placed human capital at the centre of ensuring that priorities set for national development initiatives are realised. Investing in its people, including in institutions, the Government of the Republic of Namibia has given an indication that it recognises the significance of human resources development and management in assisting the country to transform to a knowledge-based economy as has been planned in Vision 2030. Since the inception of national development plans, the focus has been on issues which contribute immensely to service delivery with weaknesses or challenges in the system that have been highlighted for improvement. The skills shortages and retention of employees in the public service of Namibia have been noted to be some of the challenges facing public institutions that the government has been attempting to address.
- Within the framework of the HPP, effective governance has been considered an important aspect which contributes to an improved service delivery with skills shortages, especially among management cadres, and partially functioning management, among others, having been noted as factors that weaken capacity in the system, resulting in slow implementation of developmental programmes. Therefore, provisions are made in the public service beginning with cabinet filtering down to all public servants whereby performance agreements are signed and reviews conducted.
- There is a general recruitment policy framework in place which guides recruitment processes in offices, ministries and agencies in the public service. This means that correct recruitment processes are promoted and at the same time improves the attractiveness of the

public service. By employing the right people not only increases productivity but also means that the right personnel will be in leadership positions who will bring about positive changes to working conditions and subsequently avoid having a demotivated team.

- The current Human Resource Policy Framework was developed with the purpose to support attraction and recruitment to the public service. This means that opportunities for career development have been recognised as one of the factors motivating employees to remain in their jobs and perform well or do their best. The extent to which this policy is implemented in the ministries and all processes surrounding coordination of training need to be assessed to determine whether the intended purpose is being realised.
- Financial benefits among public servants in Namibia have been improved over the years but at the same time high staff turnover continues to be experienced in the public service. This implies that though salary improvement in the form of financial incentives bring about a change in someone's financial standing, it is evident that the continuous salary increments had little effect on the level of staff turnover experienced over the years. Moreover, the country has been experiencing demonstrations and strikes demanding salary increments in mostly all sectors of the economy with the majority forming part of the public service claiming that what the government or employer is offering is below inflation. One would then conclude that the reward management system in terms of salary and benefits offered by the Government of the Republic of Namibia is not competitive enough to retain the valuable employees in the system.
- Apart from initiatives provided by the government, the Ministry of Education, Arts and Culture has been attempting to improve working conditions of its employees, mainly teaching fraternity through initiatives such as financial hardship allowance including provision of teachers' housing aimed at attracting and retaining teachers in remote rural schools. Though this might have an impact, there is no evidence that it has improved the distribution of qualified teachers according to research conducted by Stellenbosch University on the impact of financial incentives offered by the ministry to teachers to teach at rural schools. However, the study revealed that learning outcomes have improved in the rural schools after the introduction of the financial hardship allowance.

- It is imperative that before one employs a measure aiming to address employee retention, a situation analysis is required to identify factors which collectively influence one's decision to quit employment.
- All in all, there are great policies in place relating to human resources management in the public service of Namibia but an impact assessment is necessary to assess whether actual implementation takes place and to what extent the policies contribute to the intended outcomes.

CHAPTER 4

PRESENTATION AND INTERPRETATION OF RESULTS

4.1 Introduction

This chapter contains the data and results gathered during the study. The data presented was collected by means of a questionnaire which consisted of Section A (Biographic Data) and Section B (Findings). Following this, the data from the questionnaires was then analysed. The results obtained through interviews with senior management members were also analysed and are presented in this chapter.

The empirical study was conducted using self-administered questionnaires and interviews to collect the data. The sampling procedures used were of a purposive nature for the research targeted officials in supervisory positions, including members of the senior management of the Ministry of Education, Arts and Culture. The senior managers and supervisors selected had the responsibility of human resource management functions in the Ministry namely selection, recruitment, orientation and induction, hence conversant with individual and job related factors associated with turnover including retention. The researcher believed that this group would yield the most needed information on staff retention in the Ministry of Education, Arts and Culture while allowing the incorporation of the management perspective.

4.2 Response rate

A total of 30 questionnaires were distributed to the participating officials working in departments within the Ministry of Education, Arts and Culture, namely Formal Education, Finance and Administration and Lifelong Learning. Of the total 30 distributed questionnaires, 29 were returned, reflecting a 97% response rate in the category of middle management officials with supervisory duty.

Regarding the interview exercise with the senior management members of the ministry, the researcher managed to solicit information from all five participants, reflecting a 100% response rate in this category.

The information obtained from officials at the level of low and middle management validated the findings of the research which was conducted in the Ministry of Education, Arts and Culture in 2011 on factors influencing retention. The inclusion of the interviews with members of senior management of the Ministry of Education, Arts and Culture assisted in obtaining in-depth information. Both data sources enabled the researcher to come up with the consolidated determinants of staff retention in the Ministry of Education, Arts and Culture.

4.3 Biographic Information

Section A of the questionnaire obtained background information from the respondents, namely gender, age, highest qualification, length of service and position held. This biographic information is analysed and presented below.

4.3.1 Gender

Figure 1 below presents the gender distribution of the officials who participated in the study.

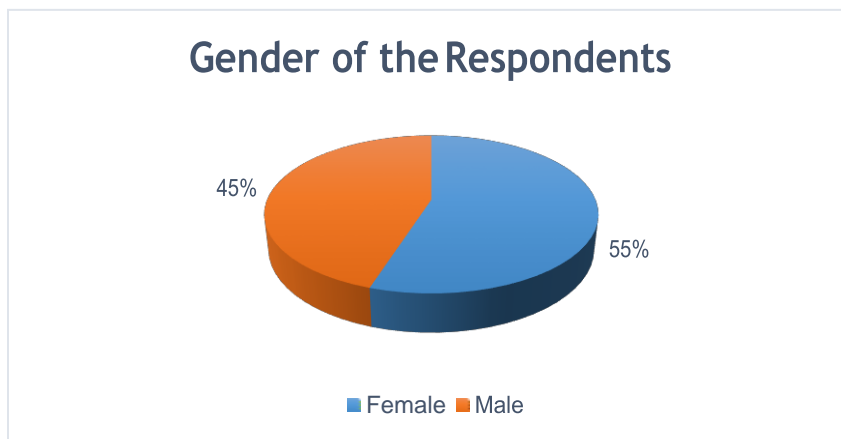


Figure 1: Gender of the Respondents

Based on the gender distribution of the respondents shown in figure 1, of the officials who participated in the study 55% were female and 45% were male. In view of the fact that the study targeted officials with supervisory duty, this pattern reflects slightly more women in leadership positions in the ministry. More female officials with supervisory roles could be attributed to the implementation of the Affirmative Action Policy considered in any recruitment process in the public service of Namibia.

4.3.2 Age

The respondents were requested to indicate their age group. The information obtained is shown in figure 2 below.

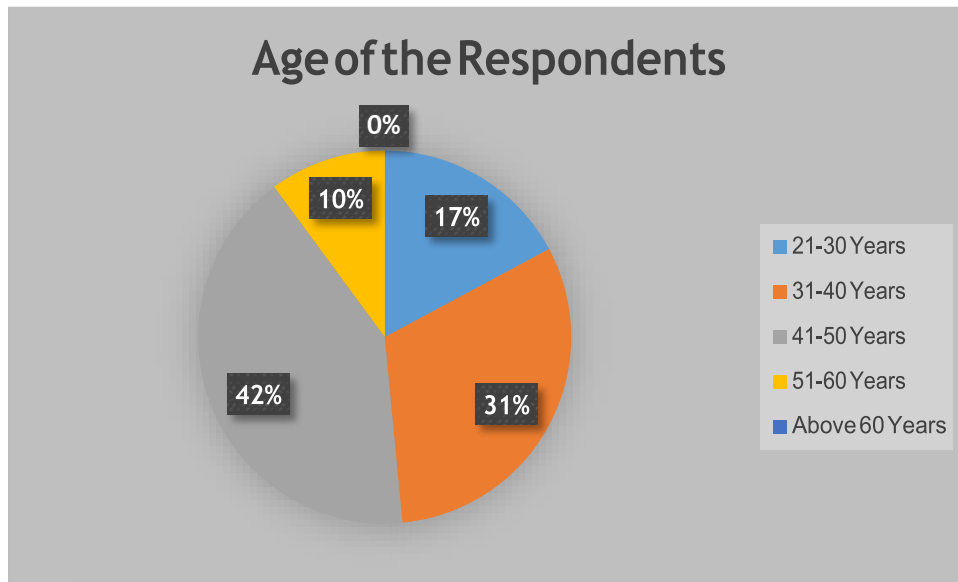


Figure 2: Age of the Respondents

As shown in the figure above, the majority of the respondents were from the age group of 41-50 (41%), followed by age groups 31-40 (31%), 21-30 (17%), 51-60 (10%) and Above 60 (0%). Among those who participated in the study, none was above 60, which reflects a mandatory retirement age of 60 in the public service.

4.3.3 Highest Education qualifications

The study established the highest qualifications of the participating officials and administrative officers. The figure below presents the results.

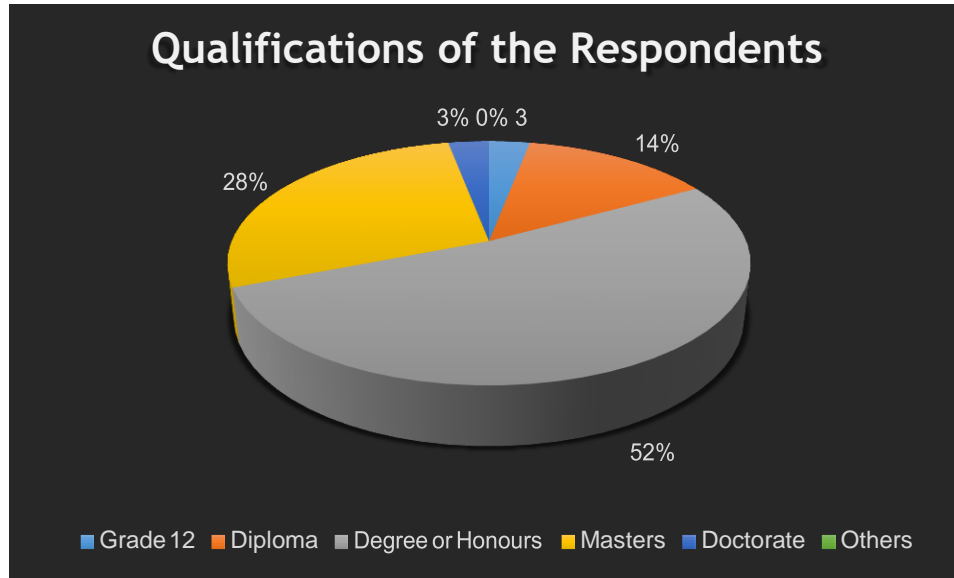


Figure 3: Qualifications of the Respondents

As reflected in figure 3, a large number of the respondents have bachelor's degrees or honours degrees (52%). The highest number in this category could be attributed to the entry requirement for a professional job or management position in the public service which is a bachelor's degree or higher. The second-highest score belonged to the respondents with master's degrees (28%) followed by diploma holders (14%) with the lowest score belonging to respondents with doctorate degrees (3%) and Grade 12 (3%) respectively.

4.3.4 Length of Service

The study collected information on the number of years the participants have been employed at the Ministry of Education, Arts and Culture (Head Office). The results obtained are presented in the figure below.

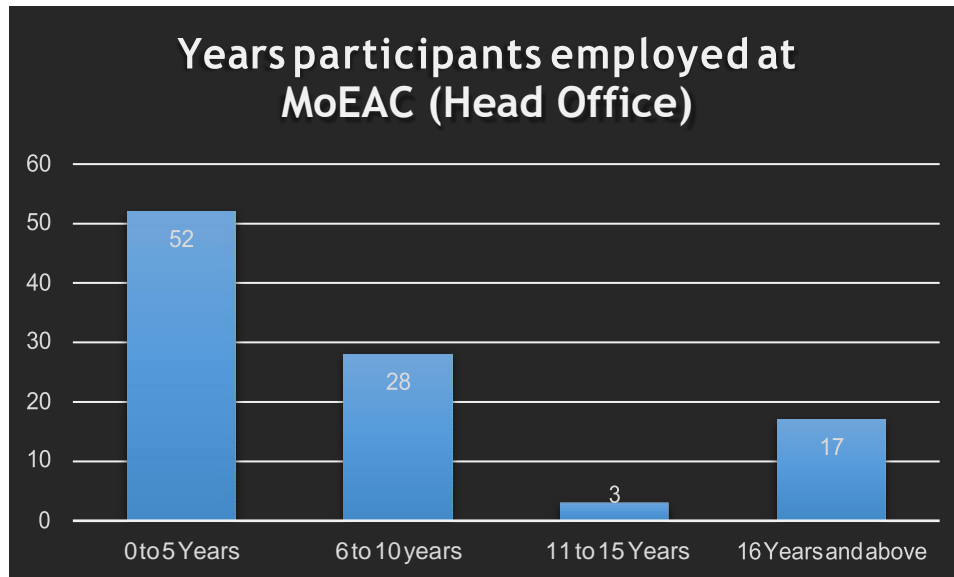


Figure 4: Years participants employed at the Ministry (Head Office)

The results shown in the figure above clearly indicate that the majority of the respondents (52%) were in the category 0-5 years with regard to years served at the ministry's head office. Twenty-eight percent (28%) of the participants were from the 6-10 years category, 17% fell into the 16 years and above category, while the 11-15 years category made up only 3% of the respondents. The results reflect an unstable workforce as the majority of the respondents have been with the ministry for only five years or less – a percentage higher than those who worked for the ministry for more than 10 years.

4.3.5 Positions held by the Participants

The study further established the current positions occupied by the participating employees. The figure below presents the information.

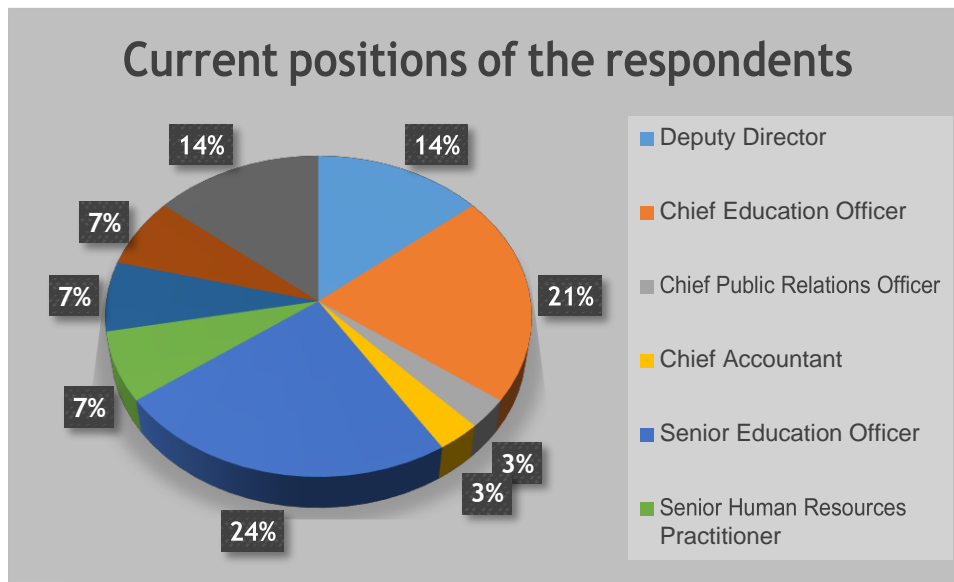


Figure 5: Current positions of the respondents

It can be observed from figure 5 above that a large number of the respondents are Education Officers (Chief and Senior Education Officers). This pattern is due to the fact that the common adopted job title for officials responsible for Education Planning, Schools, Examinations and Adult Education at the Ministry of Education, Arts and Culture is “Education Officer”.

4.4 Presentation and Analysis of the Study Data

The study attempted to identify factors influencing staff retention in the Ministry of Education, Arts and Culture, explored current interventions being employed to address the staff retention through soliciting information from management on the existing retention strategies in place and considered the associated challenges. The first part of Section B of the questionnaire explored reasons pushing employees to leave the ministry and other factors which are believed to contribute to staff turnover, such as general working conditions, training and organisational culture, were analysed to assess the extent to which they contribute to staff turnover. The last part of Section B

of the questionnaire was designed to assess the extent to which participants agreed or disagreed with factors such as remuneration/incentive, career growth and development, and leadership in terms of their influence on staff retention, including the current status of these factors in the ministry. The options provided from which the participants could choose were Absolutely, Somehow, Not at all and Not sure.

4.4.1 Responses to Factors causing Employees to leave the Ministry of Education, Arts and Culture

The respondents were asked to indicate factors causing employees to leave the Ministry of Education, Arts and Culture. The following, in summary, are the reasons given by the respondents:

- Poor management style, i.e. autocratic management style;
- Lack of professional development programmes and discrimination regarding training opportunities;
- Lack of appreciation of employees' efforts;
- Low staff morale and job dissatisfaction;
- Lack of opportunities for growth, resulting in people seeking promotion/greener pastures elsewhere;
- Lack of proper coordination;
- Poor communication;
- Lack of motivation from supervisors;
- No clear duty sheets, job descriptions and goals;
- Boredom or fed-'up with daily work;
- Lack of appraisal incentives;
- Poor interpersonal skills;
- Lack of team work;
- Disorganisation, including underutilisation;
- Fewer fringe benefits, such as housing subsidies;
- Unfairness in daily dealings of the ministry and sometimes laziness;
- Lack of computers and printers, among others, for operation;
- Lack of support and feedback from supervisors or management;

- Bureaucracy in the system;
- No proper delegation, too much ad hoc or irrelevant tasks not in line with the scope of work;
- Insufficient remuneration;
- Unfavourable working environment;
- Lack of coaching, mentoring and proper supervision, including direction; and
- Acquisition of pensions to use it for their advancement and then return after a few months.

Below are factors indicated by the majority of the participants as reasons causing employees to leave the ministry:

- Search for promotion/greener pastures or better working opportunities elsewhere;
- Lack of motivation or support from supervisors/management;
- Lack of opportunities for personal growth;
- Unfavourable working environment;
- Insufficient remuneration/fringe benefits;
- Bureaucracy in the system;
- Lack of training opportunities/professional development programmes;
- Lack of coaching and mentoring;
- Poor communication; and
- Lack of proper coordination of activities.

The findings as stipulated above confirmed the findings of Taylor (2002:62-64) which stated that the causes of employees' departure from an organisation falls into four categories, namely pull type causes, push type causes, unavoidable causes and involuntary causes, i.e. situations when the departure is caused by the organisation itself. The identified factors causing employees to leave the Ministry of Education, Arts and Culture fall into pull and push categories as per the description of Taylor (2002:62-64) whereby employees decide to leave the organisation because of the attraction of alternative employment, e.g. career opportunities, or due to the perception that something is wrong with the current employer, e.g. boredom and an unfavourable working environment. The reasons behind employees' decision to leave the Ministry of Education, Arts

and Culture also reflect those highlighted by Meyer et al. (2012:98), Werner et al. (2012:178) and Ndeipanda (2011:31).

4.4.2 Responses to the Working Conditions at the Ministry as a Factor influencing People to leave the Ministry

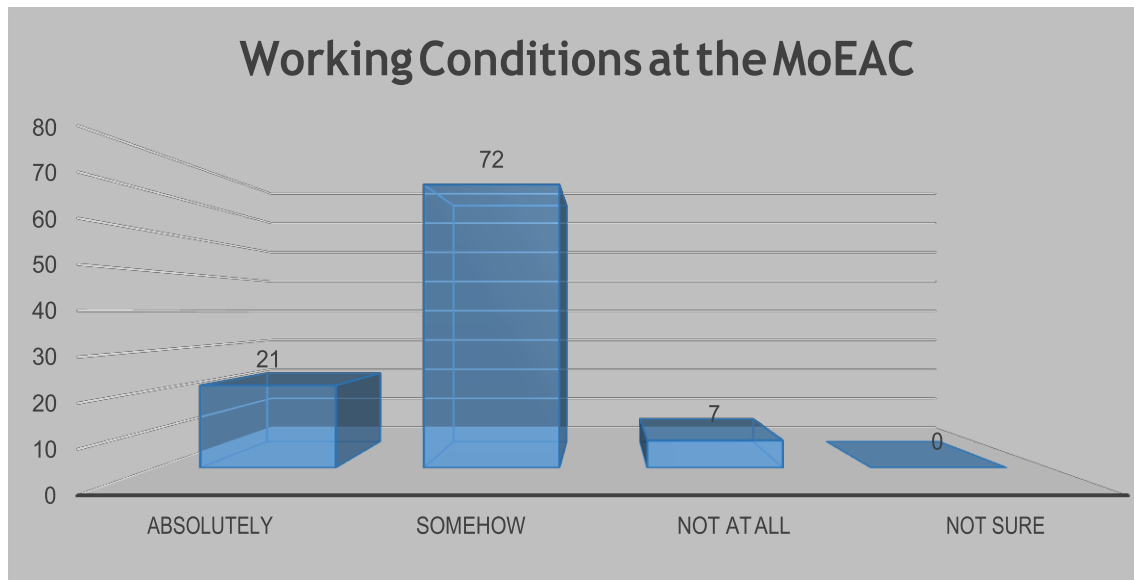


Figure 6: Working conditions

As it is shown in the Figure 6, 72% of the respondents indicated that working conditions at the ministry somehow influence employees' decision to move or resign, 21% agreed absolutely that working conditions at the ministry pushes the employees to leave, 7% indicated Not at all while none of the participants opted for Not sure. These results indicate that though not absolute, the working conditions in one way or another cause people to resign when considering the majority who opted for Somehow, meaning that there is something not right with the state of work affairs (work environment) at the Ministry of Education, Arts and Culture. According to Nel et al. (2011:293) in their explanation of Herzberg's theory, working conditions are among many identified hygiene factors which influence motivation and satisfaction. Furthermore, Brevis and Vrba (2014:476) urged that when hygiene factors are not adequately provided, dissatisfaction arises. Hence, the findings of the study indicate that working conditions at the Ministry of Education, Arts and Culture may cause the employees to leave the ministry.

4.4.3 Responses to Training Attendance

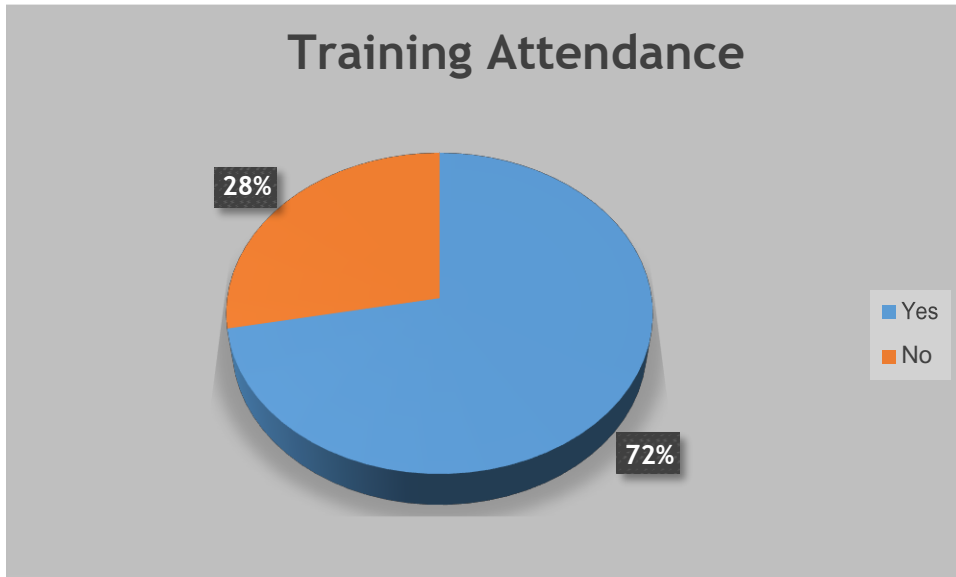


Figure 7: Responses to training attendance

It can be observed from Figure 7 above that the majority of the respondents attended training during their service at the ministry which counted for 72% of the total responses while 28% of the respondents have not attended training. Of the respondents who attended training, 43% indicated that the training attended was self-initiated. A further 43% of respondents also indicated that the training was employer-initiated. Fourteen percent indicated both options. The findings reflect a knowledgeable team, however the ministry seems not to take initiative to train its employees based on individual training needs.

The respondents who had not attended any training were asked to give reasons why they did not attend. The reasons which the respondents highlighted were as follows:

- Relevant training courses not found;
- Training was not approved by the ministry;
- Lack of funding; and
- Employer not initiating training programmes.

The results show that there are serious concerns with regard to the provision of training opportunities within the ministry. As not all employees are afforded opportunities to study due to the reasons above, training and development is among the reasons influencing employees' decision

to stay or leave an organisation as per the findings of many studies, including the current study. This view was further validated by Taylor (2012:114) who stated that employees become frustrated when denied opportunities for training which frequently leads to severe job dissatisfaction.

4.4.4 Responses to the Organisational Culture in creating a Favourable Working Environment

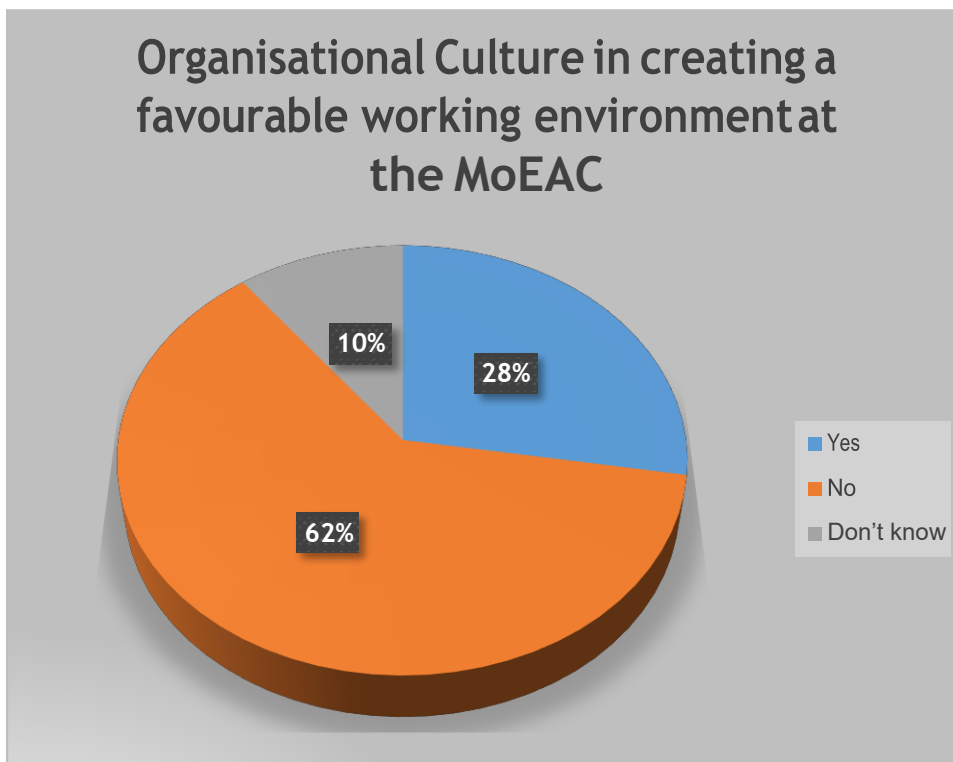


Figure 8: Responses to the organisational culture in creating a favourable environment for the employees to excel

It can be observed from Figure 8 that 62% of the respondents believed that the organisational culture in the ministry does not create a favourable environment for employees to excel in their jobs while 28% were in agreement with the question and 10% were uncertain. Based on these results, it is evident that the perceptions of employees with regard to organisational culture implies that there is something wrong with how things are being done in the ministry. This being the case, the chances are that the employees may become less committed, begin drawing comparisons between the ministry and other organisations and in the end may consider seeking employment elsewhere. This conclusion is supported by Maslow's theory, as emphasised by Certo (2010:291), namely that an individual happens to meet their physiological and security

needs through salaries and other benefits but the needs higher up in the hierarchy such as social needs, i.e. motivating organisational climate, can be satisfied in other places of employment.

4.4.5 Responses to Factors contributing to retaining the Employees in the Ministry of Education, Arts and Culture

This subsection assesses the factors which contribute to staff retention in the ministry. The respondents were asked to answer questions based on their belief by choosing from options Absolutely, Somehow, Not at all and Not sure covering areas when responding to the following areas: Remuneration/incentive, Career growth and Development, and Leadership.

4.4.5.1 Responses to Remuneration/Incentive

Table 3: Remuneration/incentive

	No. & %	Absolutely	Somehow	Not at all	Not sure	Total
Public Servants' salaries are favourable compared to market remuneration.	No. %	1 3.4	15 51.7	12 41.3	1 3.4	29 100
Current benefits/allowances offered are competitive.	No. %	1 3.4	14 48.2	14 48.2	0 0	29 100
Resigning is based on current remuneration and allowances offered.	No. %	7 24.1	12 41.3	5 17.2	5 17.2	29 100

The table above shows that 51.7% of the respondents felt that salaries offered to public servants are *somehow* favourable compared to the current market remuneration, 41.3% of the respondents felt that their salaries are *not at all* favourable for public servants while 3.4% of the respondents felt that remuneration offered is *absolutely* favourable and another 3.4% of the respondents were *unsure*. The results therefore indicate that the remuneration offered to the public servants is in a way competitive based on the fact that the majority of the participants

partly agreed (51.7 %). Having a mere 3.4% of the respondents agreeing that public servants' pay is absolutely competitive is worrisome though. According to Kavitiene (2008:3), government has been continually improving remuneration for its employees. In other words, one can conclude that the remuneration for the public servants is inadequate when considering the number of the participants who indicated that remuneration offered is *not at all* favourable when compared to the current market remuneration (41.3%).

There seem to be both agreement and disagreement in terms of the current benefits/allowances offered in the public service. About forty-eight percent (48.2%) of the respondents felt that the current benefits/allowances are *somehow* competitive while another 48.2% of the respondents felt that current benefits/allowances are *not at all* competitive. Furthermore, only 3.4% of the respondents indicated that they are *in* absolute agreement with the statement. It can therefore be concluded that the majority felt that benefits/allowances, though better, currently provided by the public service are not sufficient. However, it should be noted that government has been making efforts to provide better salaries and benefits to its employees. This was revealed in the PSM Circular (2013:3) which stipulated that the benefit structure of public service was revised whereby salaries and benefits of all government employees were improved and implemented in 2013.

The participants were further requested to indicate whether they believe and to what extent remuneration and allowances contribute to employees' decision to resign. The results in the above table shows that 41.3% of the respondents indicated that remuneration and allowances *somehow* contribute to an employee's decision to resign, followed by 24.1% of the respondents who *absolutely* agreed while 17.2% represents the participants who indicated that remuneration and allowances do *not at all* contribute to employees' decision to resign. Another 17.2% of the respondents were *uncertain* that remuneration and allowances have any effect. The majority of the respondents felt that remuneration and allowances currently offered are in a way contributing to employees leaving the ministry though were not an *absolute* push factor. The findings about remuneration/allowances as a contributing factor reflects the view of Grobler et al. (2011:241) that monetary reward does not necessarily make employees happy and could even work against employers who use it. Taylor (2002:95) also stated that payment is less powerful as a positive motivator than intrinsic rewards as per the studies done on human

motivation and job satisfaction. These findings can be further confirmed by the continuous increments of public servants' salaries and benefits in Namibia but at the same time high staff turnover continues to be experienced in the public service. Therefore, one can conclude that though financial incentives boost employees' motivation, these incentives need to be complemented by other factors, such as career growth and staff recognition, to actually retain employees.

4.4.5.2 Responses to career growth and development

Table 4: Career growth and development

	No. & %	Absolutely	Somehow	Not at all	Not sure	Total
Opportunity for advancement in the ministry is adequate.	No. 3 % 10.3	16 55.1	10 34.4	0 0	29 100	
Enough training opportunity for career and professional growth is given.	No. 2 % 6.8	11 37.9	13 44.8	3 10.3	29 100	
Opportunity for advancement is a contributor to resignation.	No. 14 % 48.2	12 41.3	1 3.4	2 6.8	29 100	
Provision of mentoring and coaching is made.	No. 1 % 3.4	3 10.3	24 82.7	1 3.4	29 100	

Table 2 shows that 55.1% of the respondents agreed that opportunity for advancement in the Ministry is *somehow* adequate, followed by those who felt it is *not at all* adequate (34.4%) and 10.3% felt it is *absolutely* adequate. The findings reflect a low level of absolute agreement with regard to the opportunity for advancement with the majority of the participants not strongly in agreement.

With regard to provision of training, the majority of the participants felt that the current provision of training opportunities within the Ministry was *not at all* enough (44.8%), followed by those who indicated *somehow* (37.9%) while 10.3% of the respondents were *not sure* and 6.8% indicated *absolutely*. As per these findings, one can conclude that the provision of training opportunity for career and professional growth is not adequately provided to employees in the Ministry.

Furthermore, there was a high level of agreement that opportunity for advancement influences one's decision to leave the Ministry as the majority of the respondents opted for *absolutely* (48.2%), followed by those who indicated *somehow* (41.3%) while 6.8% of the respondents represents those respondents who were *not sure* and 3.4% indicated *not at all*. Pynes (2013:297) supports the views of the respondents that provision of career advancement within the organisation prevents employees to look for employment elsewhere. In the same vein, Nel et al. (2011:399) also argued that successful planning and utilisation of career planning and development increases performance and prevents staff turnover.

Moreover, mentoring and coaching provided to the employees is inadequate as the results show that the majority of the respondents amounting to 82.4% indicated that mentoring and coaching is *not at all* provided to the employees in the Ministry with 10.4% of respondents who indicated *somehow* while 3.4% of respondents indicated the *absolutely* and *not sure* options.

4.4.5.3 Responses to leadership

Table 5: Leadership

	No. & %	Absolutely	Somehow	Not at all	Not sure	Total
Supervisor gives necessary support to subordinates.	No. 1 % 3.4	16	12	0	29	100
Supervisor influences employees' decision to move.	No. 11 % 37.9	15	0	3	29	100
Current leadership influences employees' decision to leave the ministry.	No. 11 % 37.9	12	2	4	29	100

According to the results presented in table 3 above, 55.1% of the respondents felt that supervisors *somehow* give necessary support to their subordinates, 41.3% felt that supervisors do *not at all* give the necessary support, and 3.4% felt supervisors *absolutely* give support. The findings therefore show that the majority of the participants are not satisfied with the level of support that supervisors give to their subordinates given the highest responses obtained for *somehow* and *not at all* options. Taylor (2002:180) validates these findings when noting that a healthy supervisor-subordinate relationship enhances the performance of employees while reducing the chances that they will seek alternative employment.

There was also agreement that a direct supervisor relationship with subordinates in one way or another influences employees' decision to move. The results show that 51.7% of the respondents felt that the supervisor *somehow* influences an employee to move or resign with 37.9% of the respondents opted for the *absolutely* option and 10.3% of the respondents were *not sure*. In addition, the findings show that none of the respondents disagreed that a direct supervisor relationship does influence an employee to move based on a nil response to the *not at all* option.

Lastly, under leadership theme, participants were requested to indicate their level of agreement with the overall current leadership/management in relation to staff exiting the Ministry. The results as presented in Table 3 show that 41.3% of the respondents felt that the current leadership *somehow* influence employees to leave, followed by 37.9% of those who felt that the current leadership *absolutely* influences employees' decision to move, 13.7 of the respondents were *not sure* while 6.8% of the respondents disagreed that the current leadership *does not at all* influence employees' decision to exit. Based on the findings, it can be concluded that the leadership presently in the Ministry does influence employees to leave as per the results obtained from the participants who indicated *absolutely* and *somehow* and that only 6.8 were in disagreement with this statement.

4.4.6 Recommendations for Staff Retention

The participants were asked to identify issues that they consider important which can assist the Ministry of Education, Arts and Culture to retain its qualified and productive employees. Below is the summary of the recommendations as identified by the respondents in order of importance. These recommendations have been translated into strategies and grouped into themes.

1. Training and career advancement

- Provide adequate training and professional development opportunities to all employees in line with job specifications;
- Provide career growth opportunities,
- Provide adequate opportunities for advancement, such as horizontal promotion;
- Initiate training needs and provide financial assistance;
- Develop coordinated, comprehensive training for employees;
- Provide on-the-job training;
- Recognise people's qualifications by offering them a good salary.

2. Mentorship programmes

- Provide mentoring and coaching to employees; and
- Provide induction or job orientation at the start of the job.

3. Employee Compensation

- Provide competitive salaries for professional staff including supervisors;
- Improve allowances to employees below management;
- Provide better remuneration/salaries, including benefits/allowances for all employees; and
- Provide accommodations to employees.

4. Supervision and Management approaches

- Provide proper supervision of subordinates, including support by managers;
- Provide motivation to employees;
- Employ visionary managers/leaders to head divisions;
- Apply a democratic/consultative participatory management style;
- Embrace change at top management level;
- Develop and encourage team work;
- Encourage good working relationships between subordinates and supervisors;
- Improve communication between workers and managers,
- Improve communication and coordination within the ministry and with external stakeholders;
- Ensure proper delegation of tasks to promote productivity; and
- Ensure transparency and fairness in the ministry.

5. Reward systems and recognition

- Provide positive feedback to subordinates to encourage hard work;
- Provide performance-based incentives/rewards to employees (monetary or appreciation certificates);
- Appreciate efforts/work of employees; and
- Provide recognition for good performance.

Some of the respondents strongly encourage positive feedback be given to subordinates in order to motivate them to work harder. One of the respondents remarked that presently supervisors only give feedback when something is wrong. This particular finding is

supported by Taylor (2002:188-191) who stressed that leaders need to provide clear direction and give feedback including recognition of efforts as well as complimenting a job well done. In the same vein, also in line with this finding is goal setting theory, as explained by Swanepoel et al. (2008:330), as it involves assumptions that people perform better when continuous feedback is given.

6. Improve Organisational Structure

- Develop clear organisational structure and specified job function for officials;
- Provide clear roles and responsibilities to subordinates;
- Place right people in the right positions as per skills; and
- Realign skills and qualifications with positions.

A number of participants indicated that there is no proper delegation of roles and responsibilities with employees often engaging in administrative work and meetings not in line with their scope of work. This situation of attending to ad hoc and irrelevant meetings takes them away from what they are supposed to be doing and as a result hampers efforts to reach targets.

Some of the participants indicated that the public service of Namibia, or the ministry in particular, needs to be competitive in terms of salaries for the professional staff since the majority tend to go into private practice even though they want to work in government because the salaries in government are not competitive in relation to private practice. One of the respondents furthermore suggested that psychologists and other professional staff should be allowed to work part-time for the ministry so they can still run private practices.

7. Create a motivating organisational climate

- Conduct regular team-building exercises for employees;
- Improve working environment/create favourable working environment;
- Improve interpersonal relations among employees; and
- Provide adequate operational tools and equipment.

Most of the retention factors suggested by the respondents are similar to the findings of the study conducted on nurses' retention in the public sector by Kruse (2011:74), Naris and Ukpere's (2010:1083) study on the development of a retention strategy for qualified staff at the Polytechnic

of Namibia and many other studies in the area of staff retention. These factors included enhancing personal development, improving remuneration and working conditions, improving communication and management approaches, improving systems for recognition among others.

In conclusion, in addressing the staff retention in the Ministry of Education, Arts and Culture, the majority of the respondents have recommended that the ministry provides training/professional development opportunities for all its members in line with their job specifications and ensures provision of financial assistance to study. The study has revealed that by providing adequate staff training not only enables employees to have in-depth understanding of their jobs but also motivates them to work harder and also enables them to perform their duties with confidence. The next-most prevalent recommendation indicated by the respondents was provision of mentoring and coaching, including job induction which was found to be presently non-existent in the ministry.

The third-most prevalent recommendation highlighted by the respondents was the provision of better remuneration and benefits, such as housing. The understanding of most of the participants was that government salaries are generally too low compared to the private sector. Furthermore, more than half of the respondents suggested addressing issues related to management by, for example, promoting a good supervisor-subordinate relationship, democratic leadership style, good communication and support by supervisor and providing feedback to subordinates. Overall, issues influencing retention in the ministry relate to management, thus pointing mainly to the internal affairs of the ministry, and the manner in which the ministry handles issues.

4.4.7 General comments

The last part of the questionnaire requested the respondents to make any comments they may wish to make. The focus of this option is to allow participants to indicate related issues not covered in the set questions but deemed important. Only 40% of the respondents have reacted to this question and comments obtained are outlined as follows:

- Most employees tend to be engaging in internal conflict which hampers performance;
- Management should engage personnel below management for advice, especially in matters pertaining to need identification and interpersonal communication;
- Work ethics and customer care need to be improved within the ministry and public sector as a whole;

- Working relations or interpersonal skills are essential for retaining employees;
- Apart from work-related issues, supervisors should show empathy and understanding towards employees experiencing personal/social challenges;
- The structure of the ministry need to be revisited and the positions at the head office made superior for employees overseeing functions carried out by the regional employees;
- Staff members need to be afforded opportunities to be innovative rather than doing the same thing every day;
- The ministry should encourage its employees to be more proactive in dealing with daily issues facing the ministry;
- The ministry should provide laptops for its employees;
- More motivation, training and support from the supervisors need to be a priority;
- Most supervisors do not have interpersonal relations skills and in some cases the supervisor-subordinate relationship is non-existent;
- An ideal working environment for employees to excel need to be created and a well-motivated team supplied with sufficient operating facilities ensured; and
- Employees need to be kept happy at all times in order to retain them.

Based on these general comments, work ethics and customer care have been identified as areas needing improvement in the Ministry of Education, Arts and Culture and the entire public service of Namibia. Building interpersonal relations, especially among the managers, was also noted to be key to retaining employees at the Ministry of Education, Arts and Culture.

The respondents further re-emphasised the need for creating a happy and productive working environment with adequate work equipment, such as laptops, to ensure employee motivation. The respondents also commented that employees be afforded opportunities to be innovative in their daily tasks to avoid boredom. This is supported by Robbins and Judge (2011:555) who characterised organisational culture as a culture which includes innovation, team orientation, people orientation and outcome orientation which would make the organisation unique while rendering competition irrelevant.

4.5 Presentation of Data obtained through Interviews

Five members of the senior management of the Ministry of Education, Arts and Culture were interviewed. This group of participants consisted of managers with ranks such as Director and Deputy Permanent Secretary. The inclusion of the senior management officials was done to obtain in-depth views of the management on the issue of staff retention in the ministry with a particular emphasis on the current efforts being employed to retain staff with its associated challenges. The responses obtained were coded in terms of Managers A, B, C and D.

The following were questions posed during the interview together with the results obtained:

1. What are the most complaints that the employees make about the Ministry of Education, Arts and Culture?

Manager A indicated that most employees complain about not being recognised for promotion and lack of respect. Manager B, in turn, stressed that the ministry is too big, has too many challenges as a result, and its workload is also huge. Like Manger A, Manager C highlighted that the lack of career growth in the ministry, particularly with regard to promotion, affects many employees. Manager C indicated that the recent salary scale regarding the entire public service disadvantaged some categories. Manager D stressed that the absence of exit interviews prior to leaving makes it difficult for the ministry to discover push factors influencing employees to leave the ministry. Furthermore, Manager D noted of a colleague who went on early retirement due to personal reasons citing “I want to go rest”. Manager C indicated that not many formal complaints are received from employees but corridor talks point to job dissatisfaction and routine work. The information revealed by Manager C is supported by Taylor (2002:62-64) who stated that, among other push factors, employees tend to leave their employment due to personality clashes, being fed-up with daily work and in some cases before receiving an offer elsewhere.

As per the above results, one can conclude that the employees of the Ministry of Education, Arts and Culture complain mostly about a lack of promotion, a lack of recognition, too heavy workload, low salary and job dissatisfaction.

2. Describe the level of staff turnover that your Directorate and the Ministry, the Head Office in particular, experience?

All the senior managers interviewed indicated that the staff turnover at their respective Directorates or Departments is not that high, emphasising that generally the staff turnover at the Head Office is low mainly because the Officials who wish to leave may not have wider options in terms of where to go, Manager A alluded. Manager D explained that what is currently happening at the ministry is movement of staff, not generally staff turnover. Furthermore, according to Manager D, administrative staff move up and down for promotions in their efforts to “climb the promotion ladder”.

Based on the responses obtained under this question, management was of the opinion that staff turnover at the Ministry’s head office is not too high. However, though staff turnover is not considered high, managers believed that it does occur and hence there has been talks during management meetings to conduct exit interviews because it was noted that the pace at which the employees were leaving the ministry was worrisome since some went on retirement and resignations without offers elsewhere. The idea of conducting exit interviews is advisable according to Meyer et al. (2012:319) for it allows root cause analysis to identify and address problems, challenges and stumbling blocks in the system. This process will ensure that a plan of action is put in place and solutions for issues identified are presented.

3. In your view, kindly indicate the main factors causing the employees to leave the ministry?

Eighty percent (80%) of the senior managers interviewed cited lack of promotion as factor causing employees to leave the ministry. Manager A stressed that most employees tend to seek greener pastures elsewhere because the government system is very slow in allowing employees to grow professionally within its structures. Manager A while noting the inadequate career paths within government, he has also emphasised that promotion should not be treated as an automatic issue.

In addition, some of the reasons cited by the management were a lack of staff development, too much work, overexhaustion, overcommitment, unattractive conditions of service and job dissatisfaction. Some employees feel overworked and complained of low salaries, one of the managers stressed.

The reasons mentioned by management are in line with the findings that emanated from the questionnaire. Hence, there is a level of agreement between the senior management interviewed and the staff of the ministry who participated in the study in terms of reasons causing the employees to leave the ministry.

4. How does staff turnover affect productivity in the ministry?

The following are the effects of staff turnover on productivity as indicated by the senior managers interviewed:

- The remaining employees become too overburdened, making it difficult for them to cope with the tasks at hand;
- Productivity becomes too low due to demotivated staff;
- Vacant posts take time to be filled, resulting in service inefficiency and sometimes overworked employees. It has been noted that the advertisement of the vacant posts take too long and as a result getting replacements for the departed employees is prolonged;
- Service delivery is affected as there are no personnel to do the work.

The effects as indicated by management reflect factors which were cited by Ndeipanda (2011:31) such as a lengthy replacement process, low productivity and a too heavy workload of training the remaining employees. Furthermore, Bucknall et al. (2006) also highlighted that staff turnover impacts on productivity owing to the fact that the workforce drives organisations' performance.

Manager C indicated that the ministry and government are investing heavily in the capacity building of its personnel. However, this notion is in contrast with the current state of training and professional development in the ministry as many respondents in this study mentioned that the capacity development/training is inadequate in the ministry.

5. Is there a strategy in place that the ministry has adopted to retain its valuable employees?

On the one hand, all the participants interviewed indicated that there is no strategy in place to retain employees at the ministry. However, the ministry had introduced hardship allowances for teachers in rural areas and continue with its efforts to provide teachers housing in rural areas. These initiatives are mainly intended to attract and retain teachers in rural areas (*General Reader on National Conference on Education*, 2011:71). The findings of the study confirmed that the ministry has no measure in place to retain its employees at its head office and regional offices.

On the other hand, the government through the Public Service Commission (PSC) has been improving salaries and benefits for all employees with the aim of retaining them. This has been revealed by Kavitiene (2008: 3) who stated that government incentives are aimed at keeping qualified, skilled and experienced personnel in the service for long. Despite the government's efforts, the majority continue to leave the public service, meaning that there are other factors apart from monetary factors at the Ministry, as identified by the study, that are causing employees to leave their jobs.

The review of the regulatory frameworks enabled this researcher to discover that policy interventions by government, such as Human Resources Development (HRD) and Performance Management System (PMS) policy frameworks, are geared toward motivating and retaining employees. However, the effective implementation of these policy interventions need to be assessed in order to establish the actual outcomes.

6. Are exit interviews conducted when an employee leaves the ministry?

All the participants interviewed indicated that no exit interviews are conducted when an employee leaves. One of the managers stressed that there have been talks concerning exit interviews at the management level but these interviews are not yet put in place.

7. Identify issues in order of importance which can assist the ministry to retain its qualified and productive employees.

The senior managers consulted during the study suggested the following measures to retain employees of the ministry:

- Conduct proper selection and recruitment of employees;
- Improve salaries by making them competitive;
- Conducive environment;
- Motivate employees through workshops or team-building exercises and/or motivational speeches;
- Offer induction for newly appointed staff on time. The ministry's mission and core values should also be clearly explained to the newly recruited employees;
- Reduce workload;
- Provide staff development adequately;
- Reward productive staff with monetary rewards or non-monetary rewards;
- Improve promotion opportunities within the ministry;
- Instill among employees a sense of belonging to the ministry, as some feel isolated which has caused discontent and/or displacement;
- Inculcate or nurture a positive among employees; and
- Provide mentorship.

One of the most prevalent issues requiring great effort is the motivation of employees, which was revealed in both the interviews and questionnaire. Mello et al. (2013:109) also support this notion that employees need to be motivated and in the absence of motivation, poor service provision will result. Therefore, organisations need to address the issue of motivation vigorously as many studies have revealed that demotivated employees tend to seek alternative employment.

Proper selection and recruitment as a measure to address retention did not emerge from the questionnaire but is one of the important factors noted by Werner (2002:63) who stated that proper recruitment processes ensure the hiring of valuable candidates which assist the organisation to remain competitive.

In addition, the recruitment policy framework being implemented in the public service sector calls for fairness and correct recruitment of suitable personnel in government operations (PSSR B.II, Recruitment:1). Nonetheless, determining whether this policy is being effectively implemented in government ministries and agencies is another area that could be explored.

8. In your view, what are the challenges facing the ministry and public service of Namibia as a whole in retaining employees?

In terms of challenges facing both the ministry and government in addressing staff retention, the participants interviewed felt that challenges are generally many. Manager D indicated that one of the biggest challenges facing the government ministries is to continue playing the role of guardians in satisfying the needs of all staff an impossible task for a huge ministry such as the Ministry of Education, Arts and Culture.

In the same vein, some managers also indicated that stopping people to look for a change elsewhere is a big challenge. Other managers felt that when employees begin seeking greener pastures, no amount of counselling can help and efforts to retain employees become problematic. One of the managers nonetheless recommended that stress management is one of the generic courses that should be made compulsory for all employees in a huge ministry such as the Ministry of Education, Arts and Culture. This is believed to be essential, Manager A further stressed, since there are “deadlines after deadlines” and if one is not psychologically strong, it would become impossible for a director to control a Directorate.

Another challenge highlighted was the issue of limited budget allocation to Ministries. Some managers are of the opinion that monetary dissatisfaction is one of the reasons why most employees leave the ministry but insufficient budgetary allocation or limited financial resources in government make it difficult to meet the ever-changing needs of the employees. Last but not least, one of the managers indicated that ministries, and by implication government structures, are bureaucratic in nature and therefore take years to change.

In summary, challenges being experienced by the Ministry of Education, Arts and Culture in particular and government in general are:

- Impossibility of satisfying the needs of all employees;
- Prevention of people seeking change is difficult;
- Limited government budget in meeting employees demand for high salary as well as training and professional development opportunities; and
- Bureaucratic government structure and as such a change may take long.

9. Any other comments? Kindly indicate.

Only one manager of the five managers interviewed commented. This particular manager re-emphasised that proper selection and recruitment be done, including the provision of induction to newly recruited employees.

4.6 Summary

This chapter presented and analysed the findings of the study obtained through questionnaires administered and interviews conducted. The biographical information of the participants, namely gender, age, qualifications, length of service and position were presented at the beginning of the chapter. The questionnaire solicited information from participants pertaining to reasons behind employees leaving the ministry in general. The questionnaire was also designed to obtain information on the status of important issues relating to retention, such as working conditions, training and organisational culture. In addition, other factors influencing retention, namely remuneration/incentive, career growth and development as well as leadership/supervision were also addressed to better understand the state of affairs in the ministry with regard to retention. The last part of the questionnaire solicited recommendations to address retention in the ministry to form strategies. This chapter ended with the presentation of the findings obtained through interviews with senior managers which basically assessed the level of staff turnover, the causes of staff turnover and the effects of staff turnover on productivity, current strategy in place, challenges experienced in addressing retention and recommendations to devise retention strategies in the Ministry of Education, Arts and Culture.

CHAPTER 5

RECOMMENDATIONS AND CONCLUSIONS

5.1 Introduction

The final chapter of this study presents the summary of the chapters, summary of the main findings, conclusions and recommendations. This chapter also presents suggestions for further research based on the findings of the study.

5.2 Summary of the chapters

Chapter 1 presented the introduction with particular emphasis on the rationale of the study, research problems, research objectives and the research question. This chapter also presented the research design and methodology.

Chapter 2 presented reviewed literature with a focus on definitions of employee turnover and retention, causes of employee turnover and motivation theories. Attention was also drawn to the consequences of staff turnover, determinants of retention and lastly efforts that managers could apply to address staff retention.

Chapter 3 covered existing policies and regulatory framework related to the deployment and management of human resources in the public service of Namibia. The last part of this chapter also outlined efforts undertaken by the Ministry of Education, Arts and Culture to retain its employees.

Chapter 4 presented and analysed the data obtained through questionnaires and interviews. The literature reviewed was used to support the findings of the study where appropriate.

Chapter 5 presents the summary of the main findings of the research in relation to the research objectives and research question. The recommendations and suggestions for further research are also provided in this chapter.

5.3 Summary of the Study

The public service of Namibia continues to experience high staff turnover with the highest number recorded in the Ministry of Education, Arts and culture among line ministries. Against this background, the Ministry of Education, Arts and Culture and government in general are faced with a challenge of retaining its valuable employees.

The analysis of the results enabled the study to fulfil its objectives which were to:

- Identify critical factors influencing retention of employees by considering the views of management (low, middle and senior) at MoEAC, Head office;
- Explore the existing interventions in MoEAC to retain employees;
- Identify challenges being experienced in retaining employees; and
- Develop strategies for retaining employees of MoEAC.

A review of the study conducted in the Ministry of Education, Arts and Culture on employees in 2011 and other relevant literature had led to the identification of factors influencing retention. These factors include working conditions, working environment, training and development, organisational culture, remuneration, career growth and leadership. The results obtained through both data collection instruments confirmed that factors that are causing employees to leave the Ministry of Education, Arts and Culture are similar to the aforementioned ones.

The study therefore established various factors causing employees to leave the Ministry of Education, Arts and Culture and the most common ones are: promotions/greener pastures, a lack of motivation, a lack of personal growth, unfavourable working conditions, inadequate remuneration including benefits, a lack of coaching and mentoring, poor communication and a lack of proper coordination. These were the views of the officials with supervisory positions at the low and middle management levels as well as members of the senior management level of the Ministry of Education, Arts and Culture. In addition, senior managers cited too heavy workload, overexhaustion, overcommitment, unattractive conditions of services and job dissatisfaction as factors causing employees to leave the Ministry of Education, Arts and Culture.

Specific questions were posed to assess the status of the most critical identified retention factors. The results indicated that the working conditions at the ministry is not that favourable, hence becoming contributing factor in staff turnover. Training and development in the ministry is also not provided sufficiently. Though the majority of the respondents attended some training, there were notable concerns such as disapproval of training requests of some employees, difficulty in finding relevant training programmes, a lack of funding, and the failure by the Ministry of Education, Arts and Culture to initiate training for its employees. As per the results revealed by the study, organisational culture at the Ministry of Education, Arts and Culture is not favourable for employees to excel.

Remuneration according to the findings is somehow competitive compared to the market remuneration, though not absolutely. Furthermore, the officials that participated in the study are of the opinion that the benefits/allowances provided to the public servants are not adequate and therefore could contribute to employees' decision to resign.

In terms of career growth and development, the data reflects that the provision of this factor within the ministry is not adequate and hence it is believed to be a contributing factor to the rate of the resignation at the ministry. The factor which was discovered to be a serious problem is mentoring and coaching with the results showing that it is non-existent in the ministry.

The results further reflect that supervisors do not sufficiently provide support to their subordinates which could contribute to the employees leaving the ministry. The general leadership/management at the ministry is not that favourable as some participants described it as autocratic and hence it could contribute to employees leaving the ministry.

In terms of existing interventions in the ministry to retain its employees, all senior managers interviewed revealed that there was no retention strategy in place. However, the literature reviewed indicated that the current efforts are only targeting the teaching fraternity in the form of hardship allowances and provision of teacher housing for the teachers in rural areas. These results confirmed that the efforts being undertaken to address staff retention in the ministry are not directed at the officials at either the national or regional offices. As per the findings, exit interviews are not conducted with the departing employees, making it difficult for the management to establish the root cause of resignations.

The research also identified challenges being experienced in addressing retention. The results indicated that it is quite challenging to satisfy everyone's needs, especially in a huge ministry such as the Ministry of Education, Arts and Culture, and stopping people from seeking change is quite tough. The senior management members interviewed also indicated that the limited budget allocation is not sufficient to meet the continuous demand for high salaries and for training and development. The senior managers are of the opinion that ministries, and by implication government structures, are bureaucratic in nature and hence desired change will take years to manifest.

As it was its main aim, the research attempted to develop retention strategies for the professional and administrative employees of the Ministry of Education, Arts and Culture. The study identified issues which could assist the Ministry of Education, Arts and Culture in retaining its employees. Suggestions obtained from those who participated in the completion of the questionnaires and interviews were analysed to form the following retention strategies:

STRATEGY 1: Provide adequate training and career advancement;

STRATEGY 2: Provide mentoring and coaching;

STRATEGY 3: Compensate employees adequately by providing competitive salaries and benefits;

STRATEGY 4: Adopt appropriate management approaches and, most importantly:

- Provide proper supervision including support;
- Ensure managers/supervisors motivate employees;
- Encourage good working relationships between subordinates and supervisors;
- Ensure proper delegation and coordination of tasks;
- Ensure effective communication and change management in the ministry;
- Ensure transparency and fairness on matters pertaining, for example, to training and career growth; and
- Conduct exit interviews.

STRATEGY 5: Ensure recognition and reward for performance;

STRATEGY 6: Improve organisational structure; and

STRATEGY 7: Create a motivating organisational culture.

5.4 Recommendations

The main aim of the study was to develop retention strategies for the Ministry of Education, Arts and Culture. As per the findings of the study, there is low staff morale and the level of motivation among the employees is low. As such, many employees of the ministry have been leaving their jobs. In some cases, departed employees left because they are fed up with their work, hence opting for resignations without an offer elsewhere with some going on early retirement and others seeking better employment opportunities in the private sector. As a result, staff retention has become a challenge for the Ministry of Education, Arts and Culture in particular and the public service of Namibia in general. In this view, the following recommendations were made with regard to the ministry's operations in order to assist in retaining its employees:

- The management should consider the adoption of the retention strategies developed by this study. As per the findings, the ministry has no retention strategy in place, hence the developed retention strategies should be widely consulted to assist in the development of the integrated retention strategy of the ministry to enable it to retain its valuable employees. The implementation of the retention strategy can also be used to improve the morale among all the employees at the Ministry of Education, Arts and Culture. The suggested retention strategies could also be used by other government ministries to address the issue of retention of their employees;
- The study established that motivation of employees by those in leadership positions is very low and this greatly affects employees' performance. Furthermore, the study revealed that it is the responsibility of the managers to create an ideal working environment in which employees' best interests and that of the organisation correspond (Brevis & Vrba, 2014:469). To adhere to this responsibility, the Ministry of Education, Arts and Culture should consider implementing strategy 4 on supervision and management approaches strategy 7 on the creation of a motivating organisational

- climate. The management is also advised to conduct analysis by engaging personnel management as most of the issues identified as challenges by the respondents, which are making employees unhappy, are management related;
- The study strongly recommend the ministry to ensure that mentorship programmes are provided to all employees as a matter of urgency. The research results show that mentoring/coaching or induction is not provided at all and this severely affects performance and contributes to low staff motivation;
 - The Ministry of Education, Arts and Culture and the public service of Namibia need to prioritise issues pertaining to the effective management of their employees and create platforms for employees to table their views. It is a known fact that if employees are well managed with the work operations aligned with their expectations and well communicated, it is likely that they will remain with the ministry or public service. This will result in reducing costs associated with high staff turnover;
 - Management of the Ministry of Education, Arts and Culture need to be fair and transparent in all its dealings, especially with matters affecting employees, e.g. provision of training and promotion. Human capital being the greatest resource in any organisation, the Ministry of Education, Arts and Culture needs to recognise the value of its employees and ensure fair treatment of all. Furthermore, management should consider attending to employees having social challenges as this was noted not to occur.

5.5 Areas for further Research

The following are suggestions for further research:

- A study to develop motivation strategies for the Ministry of Education, Arts and Culture or public service of Namibia need to be conducted to ensure good service delivery in government operations.
- A study to evaluate the effectiveness of the management of training and development in the public service of Namibia. Despite the implementation of the Human Resources Development Policy Framework guiding and facilitating training processes in the public service, the provision of adequate training in government ministries still remain a challenge; and

- A study needs to be conducted on the effectiveness of the PMS initiative in the Ministry of Education, Arts and Culture particularly on the employee performance. The study revealed that recognition of performance, either monetary or non-monetary, is not done while the PMS initiative is aimed to motivating employees by facilitating achievement results through staff performance, embedding staff development and reviewing performance.

5.6 Concluding remarks

The study revealed that retention of employees in the Ministry of Education, Arts and Culture's head office is a challenge and the contributing factors to staff turnover are numerous. It was also established that officials are demotivated due to issues mainly related to management approaches. The Ministry of Education, Arts and Culture is therefore encouraged to adopt and implement retention strategies in order to retain its administrative and professional employees for effective service delivery in the basic education sector. The study further established that the government of Namibia through the office of the Public Service Commission (OPM) has adopted initiatives aimed at addressing service delivery and accountability through the development of regulation frameworks. However, some of these frameworks need to seriously tackle issues pertaining to employees' motivation in order to assist in attracting employees to and retaining them in government ministries. It is also worth noting that there are good policies and regulations in place pertaining to the management of human resources in government, such as the recruitment policy and the human resources development policy. However, the extent to which these policies are implemented in ministries and government agencies need to be assessed to ensure that their intended purpose is realised. Moreover, the Government of the Republic of Namibia through the OPM needs to revisit its reward management system in terms of salaries and benefits because it is not competitive enough to retain the employees in the system.

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APPENDIX 1: QUESTIONNAIRE

I am kindly requesting you to participate in my research project which is required for the completion of my master's in Public Administration under the auspices of the School of Public Leadership at Stellenbosch University. As part of this programme, I am required to conduct research on an issue of my interest and thus I am conducting a study entitled **“Towards developing Retention Strategies: A Study on the Professional and Administrative Staff of the Ministry of Education, Arts and Culture”**. Do not write your name on the questionnaire and be assured that information supplied will be kept confidential.

SECTION A: BIOGRAPHICAL DATA

Please respond to the following questions by making an “X” in the appropriate space provided.

A.1 What is your Gender?

Female	
Male	

A.2 What is your age group?

21-30	
31-40	
41-50	
51-60	
Above 60	

A.3 Indicate your highest qualifications

Grade 12	
Diploma	
Degree or Honours Degree	
Master's Degree	
Doctorate	
Other, please specify.	

A.4 How long have you been working for the Ministry of Education, Arts and Culture (Head Office)?

0-5 Years	
6-10 Years	
11-15 Years	
16 and above	

A.5 What is your current position?

.....

SECTION B

B.1 In your view, what factors do you believe cause employees to leave the Ministry of Education, Arts and Culture?

.....

B.2 Do you believe the current work conditions at the ministry influence employeew' decision to move or resign?

Absolutely	
Somehow	
Not at all	
Not sure	

B.3 Did you attend training during your service at the ministry?

Yes	
No	

If yes, was the training self-initiated or employer-initiated?

If no, what are the reasons for not attending?.....

B.4 Does the organisational culture of the ministry create a favourable environment for employees to excel at their duties?

Yes	
No	
Don't know	

B.5 Mark the appropriate box in answering the following questions.

1. Remuneration/incentive	Absolutely	Somehow	Not at all	Not sure
1.1 Do you believe the salaries that the public servants receive are favourable as they compare to the current market remuneration?				
1.2 Are the current benefits/allowances offered competitive?				
1.3 Would one consider resigning on the basis of the current remuneration and allowances offered?				

2. Career growth and development	Absolutely	Somehow	Not at all	Not sure
2.1 Are there adequate opportunity for advancement in the ministry?				
2.2 Are employees given enough training opportunity for career and professional growth?				
2.3 Do you believe one may move or resign if not given an opportunity to advance within the ministry?				
2.4 Is mentoring and coaching provided to the employees?				

3. Leadership	Absolutely	Somehow	Not at all	Not sure
3.1 Do you think the supervisor gives the necessary support to the subordinates?				
3.2 Do you believe that a direct supervisor influences an employee's decision to move?				

3.3 Do you think the current leadership at the ministry influences employees' decision to leave the ministry?				
---	--	--	--	--

4. General

4.1 Identify issues in order of importance which can assist the ministry to retain its qualified and productive employees.

.....
.....
.....
.....

4.2 Any other issues you would like to comment on?

.....
.....
.....

Thank you for your participation

APPENDIX 2: INTERVIEW FOR SENIOR MANAGEMENT

1. What are the most complaints that the employees make about the Ministry of Education, Arts and Culture?

2. Describe the level of staff turnover that your directorate and the ministry, the head office in particular, experience?

3. In your view, kindly indicate the main factors causing the employees to leave the ministry?

4. How does staff turnover affect productivity in the ministry?

5. Is there a strategy in place that the ministry has adopted to retain its valuable employees?

6. Are exit interviews conducted when an employee leaves the ministry?

7. Identify issues in order of importance which can assist the ministry to retain its qualified and productive employees.

10. In your view, what are the challenges facing the ministry and public service of Namibia as a whole in retaining employees?

8. Any other comments? Kindly indicate.

APPENDIX 3: PERMISSION LETTER FROM THE PERMANENT SECRETARY OF THE MINISTRY OF EDUCATION, ARTS AND CULTURE



REPUBLIC OF NAMIBIA

MINISTRY OF EDUCATION, ARTS AND CULTURE

OFFICE OF THE PERMANENT SECRETARY

Tel. (061) 293 3524
Fax: (061) 293 3671

Private Bag 13186
Windhoek

Ref: 20/1

30 June 2015

Ms Ellen Ndeipanda
P.O. Box 96181
Windhoek

Dear Ms Ndeipanda,

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN HEAD OFFICE DIRECTORATES, WINDHOEK

I acknowledged your letter dated 29 June 2015 on the above subject seeking permission to conduct research needed towards the completion of your Masters degree in Public Administration with the University of Stellenbosch.


Kindly be informed that approval is hereby granted to conduct your research in the Ministry of Education, Arts and Culture in the following Head Office Directorates as per your request:

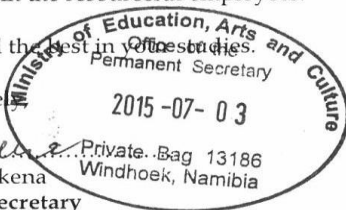
1. Planning and Development,
2. General Services,
3. Finance,
4. National Examinations and Assessment,
5. Adult Education,
6. Programmes and Quality Assurance and,
7. National Library and Information Service.

It is our fervent hope that the findings of your study would assist the Ministry in its efforts to retain the resourceful employees.

I wish you all the best in your studies.

Yours Sincerely,


Alfred M. Ilukena
Permanent Secretary



All official correspondence must be addressed to the Permanent Secretary

APPENDIX 4: INFORMED CONSENT FORM



UNIVERSITEIT • STELLENBOSCH • UNIVERSITY
jou kennisvenoot • your knowledge partner

STELLENBOSCH UNIVERSITY CONSENT TO PARTICIPATE IN RESEARCH

Towards developing Retention Strategies: A study for the Professional and Administrative Staff of the Ministry of Education, Arts and Culture

You are asked to participate in a research study conducted by Ellen Ndeipanda for MPA, Student number 14457199 from the School of Public Leadership at Stellenbosch University. The information that you will provide would enable me to complete the thesis I am undertaking. You were selected as a possible participant in this study because you are involved in overseeing functions which contributes to the realization of the Ministerial goals and objectives

PURPOSE OF THE STUDY

The study is aimed at developing retention strategies for the Ministry of Education, Arts and Culture with a particular focus on the professional and administrative staff.

1. PROCEDURES

If you volunteer to participate in this study, we would ask you to do the following things:

You are would be required to answer all questions by completing the questionnaire/interview guide. The questionnaire consists of open ended question where you are required to fill in your answers in the space provided. In closed question, you would be expected to mark with an "X" in an appropriate space provided. You would need approximately 15 minutes to complete all questions.

2. POTENTIAL RISKS AND DISCOMFORTS

There are no potential risks and discomforts established which may lead to the withdrawal of the participant or termination of the study.

3. POTENTIAL BENEFITS TO SUBJECTS AND/OR TO SOCIETY

The study will assist you as an employee and management of Ministry of Education, Arts and Culture in determining the factors which influence retention of the employees of the Ministry and that of the Public Service of Namibia in general. The final report can be shared with you upon request.

4. PAYMENT FOR PARTICIPATION

No payment will be given to subjects for participating in the study.

5. CONFIDENTIALITY

Any information that is obtained in connection with this study and that can be identified with you will remain confidential and will be disclosed only with your permission or as required by law. Confidentiality will be maintained by means of concealing the person details of the participants. The information collected will be kept in a safe locker of which only the researcher has an access. The report coding will be used in avoiding mentioning names of participants. The information will by no means accessed by the third party except by the school of Public Leadership of the Stellenbosch University through which the study was conducted. The researcher has committed to avail a final copy of the thesis once completed.

6. PARTICIPATION AND WITHDRAWAL

You can choose whether to be in this study or not. If you volunteer to be in this study, you may withdraw at any time without consequences of any kind. You may also refuse to answer any questions you don't want to answer and still remain in the study. The investigator may withdraw you from this research if circumstances arise which warrant doing so. [*If appropriate, describe the anticipated circumstances under which the subject's participation may be terminated by the investigator without regard to the subject's consent.*]

7. IDENTIFICATION OF INVESTIGATORS

If you have any questions or concerns about the research, please feel free to contact my Supervisor, Mr Zwelinzima Ndevu, Stellenbosch Campus, Tel: +27 (0) 218082150, Email: Zwelinzima.Ndevu@spl.sun.za

8. RIGHTS OF RESEARCH SUBJECTS

You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies because of your participation in this research study. If you have questions regarding your rights as a research subject, contact Ms Maléne Fouché [mfouche@sun.ac.za; 021 808 4622] at the Division for Research Development.

SIGNATURE OF RESEARCH SUBJECT OR LEGAL REPRESENTATIVE

The information above was described to Rachel Philander by Ellen Ndeipanda in English and I am in command of this language or it was satisfactorily translated to me. I was given the opportunity to ask questions and these questions were answered to my satisfaction.

I hereby consent voluntarily to participate in this study. I have been given a copy of this form.

Rachel Philander
Name of Subject/Participant

Name of Legal Representative (if applicable)

Philander
Signature of Subject/Participant or Legal Representative

08/12/2016
Date

SIGNATURE OF INVESTIGATOR

I declare that I explained the information given in this document to Rachel Philander ^{[name} of the subject/participant] and/or [his/her] representative _____ [name of the representative]. [~~He~~/she] was encouraged and given ample time to ask me any questions. This conversation was conducted in *English* and [*no translator was used*].

E. Ndeipanda
Signature of Investigator

08/12/2016
Date