RETENTION OF EMPLOYEES IN THE DEPARTMENT OF TRANSPORT IN THE
MINISTRY OF WORKS AND TRANSPORT IN NAMIBIA

By

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Declaration

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I declare that RETENTION OF EMPLOYEES IN THE DEPARTMENT OF TRANSPORT IN THE MINISTRY OF WORKS AND TRANSPORT IN NAMIBIA is my own work and that all the sources I have used or quoted have been indicated and acknowledged by means of complete references.

_____________  ____________
Indilileinge Ndahafa Namweda  Date
Dedication

I dedicate this study to my daughter Gaos-Godiva Pia, to be a source of inspiration in her future endeavours, to my late grandmother, Johanna Ulipamwe Hauwanga, for raising me and for her wise teachings, and to my parents for their support.
Acknowledgements

Firstly, I thank God for giving me strength, wisdom and courage to complete my study. It was a bumpy road but He led me through it. I wish to acknowledge the University of South Africa which afforded me an opportunity to improve my skills. I acknowledge the inspiration and encouragement from my cousin Mathew Nghihangwa; I thank God for making you part of my life.

I acknowledge the work of Mr Paul Motsoeneng, my supervisor, and Mr Gerald Mohlala my co-supervisor for their support, patience and skilful knowledge of supervision. To the Ministry of Works and Transport and the entire staff who participated in the data collection, thank you for your kind contribution towards the realisation of this project. I acknowledge the assistance from Mr Bravismore Mumanyi and Wilson Yule of the University of Namibia on SPSS statistical analysis. I further acknowledge the assistance of Mr David Kaplan for editing this project. I would like to give thanks to everybody who assisted me in any way.

And lastly, I give thanks to my siblings, my friends and my colleagues for their undivided moral support.
Abstract

The purpose of this study was to investigate the retention of employees in the Department of Transport in the Ministry of Works and Transport. The research was undertaken because employees in the Department of Transport are resigning rapidly, creating a high vacancy rate in the department. There is thus a need to investigate the reason/s why employees are leaving the institution so that strategies can be implemented to mitigate the high number of resignations. In order to obtain the desired results, the research project used both qualitative and quantitative research methods.

The study revealed that the Department of Transport has no guidelines on retention of employees and this has negatively affected the department, particularly its failure to retain employees with specialised skills that are highly sought in the labour market. Another shortcoming of the Department of Transport is the failure to offer performance-related incentives and market-related remuneration. In the absence of these benefits, employees opt to resign and seek better remuneration packages elsewhere. It is therefore proposed that the department should review its efforts to retain employees, including the formulation of retention guidelines and reviewing the remuneration of employees.

Key terms:

Retention strategy, staff turnover, public service, talent, motivation, employee retention policy, public institutions
**List of Abbreviations**

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<tr>
<td>ETSIP</td>
<td>Education and Training Sector Improvement Program</td>
</tr>
<tr>
<td>GIZ</td>
<td>Gesellschaft für Internationale Zusammenarbeit</td>
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<tr>
<td>HRM</td>
<td>Human Resource Management</td>
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<tr>
<td>ICAO</td>
<td>International Civil Aviation Organisation</td>
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<tr>
<td>MWT</td>
<td>Ministry of Works and Transport</td>
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<tr>
<td>MTEF</td>
<td>Medium-Term Expenditure Framework</td>
</tr>
<tr>
<td>NIED</td>
<td>Namibia Institute of Educational Development</td>
</tr>
<tr>
<td>NQA</td>
<td>Namibia Qualifications Authority</td>
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<td>NTA</td>
<td>Namibia Training Authority</td>
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<tr>
<td>NIPAM</td>
<td>Namibia Institute for Public Administration and Management</td>
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<tr>
<td>O/M/A</td>
<td>Office/Ministry/Agency</td>
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<tr>
<td>WMO</td>
<td>World Meteorological Organisation</td>
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CHAPTER 1: GENERAL INTRODUCTION

1.1 Introduction

Retaining employees is one of the major problems facing public service institutions in Namibia. It is therefore important that institutions provide for formal policies and procedures that make retention a prime management goal. Retention practices provide the tools necessary to support staff to realise their full potential. It is for this reason that this research examines the retention of employees in the Department of Transport in Namibia.

This chapter provides the background and rationale for the study. The problem statement is outlined followed by the research questions and research objectives. The chapter also provides the research design and methodology used in the study. Finally, the key concepts, significance, research scope and delimitation of the study are outlined and the sequence of the chapters concludes this chapter.

1.2 Background and rationale for the study

Retention of employees is a major concern in both the public and private sectors in Namibia as well as globally. According to Devine and Powell (2008:67), many public sector institutions are experiencing difficulties in retaining employees, particularly where they compete with local firms for more skilled workers. The high competitiveness and marketability of the current workforce is more advanced than in the past and high incentives offered by the private sector pose threats to the public service. Moreover, the public service takes long to respond to market changes as compared to the private sector (Devine & Powell, 2008:68). The public service organisations are hence victims of the labour market forces and lose valuable experts to the private sector due to slow adaptation to market changes.

A study by Samuel and Chipunza (2009:410) on “employee retention and turnover” on two public and two private sector organisations in South Africa showed that employees in both public and private sector organisations were, to a very large extent, influenced to stay in their respective organisations by a combination of intrinsic and extrinsic motivational factors. The specific
identified factors/variables include training and development, recognition/reward for good performance, a competitive salary package and job security (Samuel & Chipunza, 2009:415), all of which are motivational factors.

Another study by Masibigiri and Nienaber (2011:1) on “Factors affecting the retention of Generation X public servants in South Africa” indicated that the factors affecting the retention of such servants (human capital repositories of knowledge, skills and expertise) include work content, utilisation of skills, career advancement, work-life balance, compensation, security needs, leadership and drive. An additional study conducted by Haoses-Gorases, Jonas and Kapaama (2014:1) on “Professional Staff turnover in the Namibian Public Sector” revealed that the majority of nurses interviewed indicated that they wished to quit their current job, the reasons mentioned including lack of promotion and recognition as well as poor salary that is not competitive or market related, especially in the public service with its increased workload. The Department of Transport in Namibia is faced with similar challenges of high numbers of resignations. This development has sparked the interest of the researcher to find out what the reasons could be for employees of the department leaving the institution.

The Department of Transport comprises the following directorates: the Directorate of Aircraft Accident Investigation, which is responsible for investigating civil aviation accidents and incidents; Directorate of Civil Aviation, which is responsible for aviation safety and whose functions include aeronautical information services, air navigation and technical facilities, air traffic control services, aviation safety and security and meteorological services; Directorate of Maritime Affairs, which is responsible for safety of life and property at sea and combats pollution of the environment by ships; Directorate of Railway Affairs, responsible for planning, designing, constructing, maintaining, managing and controlling the railway infrastructures; Directorate of Transportation Infrastructure Management, which is responsible for development of modern transport infrastructure such as roads, aerodromes, harbours and waterways, as well as being responsible for ensuring optimal utilisation of transport infrastructure projects and integrated sectoral planning; and the Directorate of Transportation Policy and Regulation, responsible for formulating and ensuring implementation of appropriate transport-related policies, and for regulating the quality and level of safety of transport services.
The Department of Transport deals with infrastructure projects and maintenance on transport and state asset infrastructure (Republic of Namibia, 2014). Furthermore, the Department of Transport deals directly with transportation policies, transportation infrastructure and air transport services. The activities of the Department of Transport demand experts such as engineers (civil, mechanical and electrical), architects, surveyors and specialised technicians. In order to perform its mandated functions and achieve operational excellence, the department has to retain these technical experts. The retention of employees has been and is still a challenge for the Department of Transport in Namibia.

The Department of Transport has a total of 459 established posts, of which only 378 (82%) are filled. This means that there are currently 81 vacant posts (about 18%) in the Transport Department. Of the 81 vacant posts, 53% are for air traffic controllers, 22% for engineers, 10% for electronic technicians, 6% for ship surveyors, 6% for aviation inspectors, 2% for meteorologists and 1% for administrative support staff members. Although these posts have been advertised, some posts have been vacant for more than 12 calendar months due to scarcity of skills and new resignations that are still prevalent. These statistics of the vacant posts within the Department of Transport pose a serious challenge and are indicative of a national shortage of technical experts in Namibia. This serious challenge calls for strategic interventions for the retention of the existing employees in the department.

1.3 Problem statement

The Department of Transport in Namibia is confronted with high turnover of skilled and talented employees. The public service in Namibia has lost 3 829 employees between April 1, 2012 and March 31, 2013. From statistics made available by the Division: Human Resource Management of the Ministry of Works and Transport, the Department of Transport in particular experienced 16 resignations out of 20 positions filled in the last five years. If no replacements are found, other employees have to share the workload and this has created a burden on remaining employees. As a result of overburden and inability of remaining employees to cope with the extra work, they decide to resign and look for better conditions elsewhere. Due to the technical nature of the work in the Department of Transport and skills shortage in Namibia, the department finds it very difficult to source replacements.
The continued reports of resignations of skilled and talented employees in the department have dealt it a major blow in terms of its own mission and goals. It is therefore critical that the department finds ways of retaining its talented and skilled employees. The purpose of this study is hence to investigate the reasons why the Department of Transport is experiencing a large number of resignations and what strategies can be implemented to mitigate the high number of resignations of employees.

1.4 Research questions

This section focuses on the following research questions emanating from the preceding problem statement:

- What is the role of management in the implementation of employee retention strategies?
- What are the strategies in place for retaining employees in the Department of Transport in the MWT in Namibia?
- To what extent does the current strategy assist in retaining employees in the department?
- What intervention strategies could be employed to retain employees in the department?

1.5 Research objectives

In order to realise the aim of the research – namely, to find out the reasons why employees leave the Department of Transport in Namibia, the following objectives will be pursued:

- To determine the role of management in the implementation of employee retention strategies;
- To determine the employee retention strategies in the Department of Transport;
- To explore the extent to which current strategies assist in retaining employees; and
- To propose intervention strategies that can assist to retain employees.

1.6 Research design and methodology

The primary purpose of this research is to investigate reasons behind high turnover of employees in the Department of Transport in Namibia. This research will employ the mixed method approach that includes both quantitative and qualitative strategies of collecting and analysing
data in a single study (Creswell, 2003:15). The concurrent strategy that merges quantitative and qualitative data together is to provide a comprehensive analysis of the research problem and integrate information for the interpretation of the overall results (Creswell, 2003:16).

1.7 Data collection method

The researcher conducted interviews and questionnaires as sources of data for analytical purposes.

1.7.1 Interviews

Akpo (2006:201) describes an interview as a data collection method that uses personal interaction between the interviewer and the interviewee (respondent). Similarly, Maree (2007:87) described an interview as a two-way conversation in which the interviewer asks the participant questions to collect data and learn about the ideas, beliefs, views, opinions and behaviours of the participant. Interviews allow clarification of unclear questions and provide the researcher with detailed and new information the researcher may not have anticipated (Akpo, 2006:207). However, interviews have the disadvantage of being expensive and time consuming, though the benefits are found to outweigh these disadvantages as interviews focus only on a few information-rich key informants to be interviewed, thereby greatly simplifying the data collection process. Since the main objective of the research is to find out why so many employees are leaving the Department of Transport, interviews will provide detailed information with regard to retention of employees.

Semi-standardised interviews (semi-structured) were conducted with senior officials of the Department of Transport (directors and deputy directors) in all directorates of the department to gather in-depth information. Maree (2007:87) states that the semi-structured interview is used in research projects to collaborate data emerging from other sources. Semi-structured interviews are preferred for this group because the researcher would like to gather in-depth knowledge on how the information collected correlates with data from the literature review and empirical studies.

1.7.2 Questionnaires
A questionnaire is a common instrument for observing data beyond the physical reach of the observer (Leedy, 1997:191). Sekaran (2003:236) emphasises that questionnaires are an efficient data collection mechanism when the researcher knows exactly what is required and how to measure the variables of interest. This implies that administering a questionnaire to a large number of respondents at the same time is cheap, saves time and does not require special skills to administer. Furthermore, questionnaires ensure anonymity of the respondents as the researcher may not have direct contact with them. The suitability of using questionnaires is also supported by Bell (2004:119), who states that questionnaires are a good way of collecting certain types of information quickly and relatively cheaply as long as one is sufficiently disciplined to abandon questions that are superfluous to the main task. Questionnaires were administered to employees below the level of deputy directors in the Department of Transport in the Ministry of Works and Transport. Administering a questionnaire to a large number of respondents at the same time takes less time and does not require special skills to administer.

1.8 Sampling and population

A simple random sampling technique was used to select a sample of 300 respondents from the target population of 378 current employees of the Department of Transport in the MWT in Windhoek. The categories of employees included administrative staff and junior, middle and senior managers of different directorates in the Department of Transport in Windhoek.

1.9 Data analysis and interpretation

Responses from interviews were transcribed and coded into meaningful categories using the qualitative data analysis software, Atlas.ti. Responses from questionnaires were analysed quantitatively. Excel spreadsheet or Atlas.ti computer application software was used to analyse data from both interviews and questionnaires. The results are presented as descriptive statistics in the form of graphs. Qualitative data concentrates on meanings expressed through words and analysis conducted through the use of conceptualisation (Saunders et al., 2003:378).

1.10 Ethical considerations
Leedy and Ormrod (2010:101) state that researchers should not expose research participants to unnecessary physical or psychological harm. Furthermore, Leedy and Ormrod (2010:102) state that researchers must keep the nature and quality of participants’ performance strictly confidential. An introduction to the questionnaire was provided that stated the purpose of the research, participants’ rights to decline to participate and to withdraw from the research once it has started, as well as the anticipated consequences of doing so.

Permission was sought from the Department of Transport before the data was collected from the participants. Informed consent was also sought from participants and confidentiality of information provided through interviews was observed by way of coding. Participants were informed about the benefits of this research prior to conducting the interviews and surveys, following which they could express their willingness or unwillingness to participate without coercion.

1.11 Definition of key terms

This section defines and clarifies the key terms used in this study. The key terms include: public service, staff turnover, employee retention and employee retention policy.

1.11.1 Public service

Public service, according to the Namibian context refers to government offices/ministries/agencies (O/M/As) and Regional Councils, which are part of the public sector known locally as the public service of Namibia and fall under the Office of the Prime Minister and are administered by the Public Service Commission, as stipulated in the Public Service Act, 1995 (Act 13 of 1995). The Public Service Commission (PSC) was established in terms of Article 112 of the Namibian Constitution as an independent body that acts impartially in the execution of its functions and responsibilities. The public service excludes other public sector organisations and institutions such as the local governments (local authorities that include municipalities, town councils and village councils) and parastatals. The Ministry of Works and Transport is a government ministry and hence falls under public service (O/M/As).
1.11.2 Staff turnover

Staff turnover is the rate at which employees leave an organisation over a certain period (Stimpson, 2002:290). Martin and Smith (1993:14) also defined staff turnover, “as a measure of the extent to which employees are voluntarily leaving an organisation”.

1.11.3 Employee retention

Employee retention (staff retention) entails the policies and practices organisations use to prevent valuable employees from leaving their jobs (Gale Group, 2002:1). This definition is also supported by Riley (2012:1), who stated that employee retention is the ability of a business to convince its employees to remain with the business.

1.11.4 Employee retention policy

Employee retention policy is the guiding principle of action, adopted or proposed to help with decision-making for retaining the best staff in an organisation (The University of Sydney, 2012:1). Employee retention policies and strategies help to support an organisation’s productivity by taking the necessary steps to keep current workers satisfied with their roles (Scott, 2013:1).

1.12 Significance of the study

In the face of scarcity of skills, the results of the study may provide public administrators directly responsible for human resource management and planning with information they can use to make human resource planning decisions. The findings of the study will assist the Department of Transport and other public service administrators in Namibia to improve the retention of employees. The results of the research may also be relevant to other government ministries and the general public administration in Namibia, hence application of the results may improve service delivery by the public service in Namibia. Furthermore, the research will enrich the researcher with the principles of human resource management with regard to retention of
employees. In the field of Public Administration, this research will provide improved ways of retaining employees in the public service.

1.13 Research scope and delimitation of the study

This study is limited to the Department of Transport in Windhoek in Namibia. The study focuses on the department where infrastructure projects and maintenance of transport and state asset infrastructure demand experts such as engineers (civil, mechanical and electrical), architects and surveyors. The Department of Transport deals directly with transportation policies, transportation infrastructure and air transport services.

1.14 Sequence of chapters

Chapter 1: The chapter introduces the entire study by providing an introduction to the study, background and rationale of the study, significance of the study, objectives of the study and the problem statement. The chapter also clarifies the key terms used in the study. The significance of the study, scope of the research, delimitation of the study and the sequence of chapters are given. This provides an overview of the general background of the research to the reader.

Chapter 2: This chapter provided an overview of the existing literature on the retention of employees. This chapter also explored recent completed work on the research topic.

Chapter 3: Motivation and talent management are described. The views of different theorists are provided. This chapter also explores how motivated and unmotivated employees perform and how motivation can play a pivotal role in improving employees’ performances.

Chapter 4: This chapter provides the methodology used in the research. The researcher used the mixed method approach to collect data and the research design is a case study. The adoption of the research type and design are explained and justified in this chapter. The procedures followed in the research process including the data collection instruments are also explained.

Chapter 5: In this chapter, data collected was analysed and the results interpreted.
Chapter 6: The chapter provides a summary of findings, conclusions of the research based on the study findings and recommendations for further research.

1.15 Summary

This chapter has provided an introduction to the study and presented a framework within which to explore retention of employees in the Department of Transport in Namibia. This chapter has also explored what prompted the researcher to undertake this research. The next chapter deals with the literature review of this research as a secondary research of published sources on the subject being investigated.
CHAPTER 2: EMPLOYEE RETENTION

2.1 Introduction

The previous chapter provided a general introduction to the study. It included the introduction and background of the study, the problem statement, the research questions and research objectives, and provided the preliminary research design and methodology of the study. This chapter reviews literature related to employee retention in public institutions. The chapter commences by providing an overview of transformation of the public service, the nature and scope of employee retention, employees and their value, work environment, employee training and development, talented employees, the role of management in retaining employees, retention strategies, and factors that lead to employees leaving public service.

2.2 Transformation of the Namibian public service

After independence in 1990, the public service in Namibia went through rigorous transformation which saw establishment of public institutions, promulgation of Acts, formulation of policies, training and development of employees and monitoring and evaluation of processes (Republic of Namibia, 1998:14). As Roux (2002:419) puts it, transformation entails the creation of a completely new paradigm because, in the name of transformation, everything is involved including all structures, systems, management styles, core competencies, worker profiles and even the core output required. Transformation also means regulatory provisions have to be established and that those which previously existed and were deemed necessary must be amended. The government has to train employees so that they will understand and implement policies. The foregoing statement implies that transformation in Namibia has been driven by the need to address the injustices of the past.

The Namibian Constitution, which came into effect on 21 March 1990, is the supreme law and the legislation that facilitates transformation in the public service. It provides guidelines for the formulation of other policies in the public service (Republic of Namibia, 2007:2; 51). Article 95
of the constitution states that policies will be formulated for the promotion of welfare of the people (Republic of Namibia, 2007:51). As part of the transformation of the Namibian public service after independence, the government implemented a three-year transitional development plan which served as a short-term transitional guide. Vision 2030 came into operation in 2004 to provide a long-term development framework and a roadmap for the country’s envisioned idea to be a prosperous and industrialised nation by year 2030 (Republic of Namibia, 2011:84). The strategic themes of Vision 2030 were cascaded down to various government ministries, offices, agencies and regional councils in a well-established synergy. These was in order that they could formulate their own strategic plans based on their functional mandates and align them to performance management systems which allow the enhancement of efficiency, effectiveness and value for money (Republic of Namibia, 2011:84). According to the Public Service Reform and Development framework, the strategic plans are meant to be the building blocks for implementing the performance management systems across the Namibian public service. The government also introduced the Medium-Term Expenditure Framework (MTEF), which is a national budget estimate that aligns with NDPs in a three-year cycle. The MTEF assists the smooth funding, monitoring and evaluation of government activities (Republic of Namibia, 2011:86).

One of the highlights of transformation in Namibia was the establishment of the Namibia Institute for Public Administration and Management (NIPAM), which is responsible for developing and nurturing the competencies in the public service to enable it to implement the transformation and realise the Vision 2030 (Republic of Namibia, 2011:76). The standard of service in the public service is pinned against the values and principles of the Public Service Charter of the Republic of Namibia, which emanates from the Charter for the Public Service in Africa (Republic of Namibia, 2011:88).

The public service transformation was emphasised in the Namibian Fourth National Development Plan (NDP4), where it is stated that the weak service delivery capacity stems from a number of factors. These include severe skills deficit at critical management level, and failure to succeed in attracting and retaining critical talent to manage day-to-day operations of the State (Republic of Namibia, 2012:38).
The need for human resource management transformation for public service reform and development in Namibia is spearheaded by the Department of Public Service Management (DPSM). The strategic themes and objectives of the DPSM have staff retention, talent management and transformation elements that are related to the role of human resource management in the public service. Furthermore, in support of the Department of Public Service Management, the Public Service Commission (PSC), which is an independent and impartial body that advises the Prime Minister, has two of the six strategic themes in its strategic goals that are related to staff retention for the public service, namely resource mobilisation and staff well-being (Republic of Namibia, 2011 and 2013).

In support of the above, Simataa (2001:1) states that human resources development is an important area to be transformed in the public service in Namibia. The Business Process Re-engineering (BPR) management strategy was introduced and many human resource activities were reviewed in order to shorten the length of processes that affect service delivery in the public service. According to Tshetedi (2000:43), transformation is not only about institutions or re-engineering, as Simataa (2001:1) asserted, but is also about change management. He further argues that change management programmes need to be introduced ahead of transformation to ensure the mind set of employees is ready for a cultural shift, and that the organisation’s culture needs to be conducive for the implementation of transformation processes.

This section briefly defined the need for transformation in the public service sector. It further mentioned the transformation processes that took place in the public service of Namibia following independence which form the basis of employee retention. It was emphasised that transformation is an attempt to create a working environment that is focused on excellent service delivery and value for human resources in the public service. By creating a better working environment, this will then contribute to the retention of employees. The next section will provide the nature and scope of employee retention.

2.3 Human resource policies

The previous section provided an overview of the transformation of the public service in Namibia including some of the legislation that gives effect to it. In this section, the researcher
peruses government records and policies that relate to retention of employees. These include the following:

- **Human Resource Development Policy Framework** for accelerated service delivery in the public service of Namibia – this policy is responsible for regulating the function of Human Resource Development in Government Offices, Ministries and Agencies (O/M/As) and Regional Councils (RCs) in order to accelerate service delivery in the public service of Namibia, thus supporting the attraction and recruitment of staff members to the public service; and developing, nurturing and utilising talent and retaining excellent performers (Office of the Prime Minister, 2012:vi). So far there is a Public Service Training Policy (Office of the Prime Minister, 2016) which emanates from the Human Resources Development Policy Framework, but nothing as yet for retention of excellent performers.

- **Public Service Management Circular no. 19 of 2013** – this circular calls upon O/M/As to provide the Office of the Prime Minister with statistical data of government positions that are scarce and hard to fill, with the intention to develop a recruitment and retention incentive framework for the public service (Office of the Prime Minister, 2013:1-3). Ever since that request though, the researcher has neither seen nor found any policy regarding the recruitment and retention incentive framework. The assumption is that it is still in the making. Before the Job Evaluation Grading system, the government did not have any directive which guided O/M/As on how to retain employees; however O/M/As that experience difficulty in attracting or retaining employees used to be assisted with purchase offers. These purchase offers were normally deviations from prescribed pay for a particular position, and offers may be adjusted depending on the particular need and nature of the post or severity of scarcity of that particular position. Thereafter the government introduced the Job Evaluation Grading System (JEG) with effect from 1 April 2013, and most of the job categories which are hard to fill were graded as “personal-to-job categories” to allow for better remuneration (Office of the Prime Minister, 2013:1-8). A personal-to-job category means that the incumbent of that particular post is entitled to a personalised notch (salary) and benefits which are above that particular grading in general. For example, a grade six post for an engineer may be paid more than the grade six of an administrative officer.
• The implementation of JEG was necessitated by the Reward Management Policy – which is aimed at ensuring that the public service is able to recruit, retain and motivate staff members at all levels through job evaluation, grading and remuneration. Job evaluation measures the job responsibilities and not the incumbents of jobs. It also does not measure performance, volume of work or determine pay (Office of the Prime Minister, 2013).

• The records also provide information on special study leave, where the public service made a provision for special study leave for employees to enable them to study towards degrees that interest the government (Office of the Prime Minister, 2013). The employees are required to enter into an agreement with the government. After the completion of their studies, the employee is required to serve the state for at least two years for every year or part of a year that they studied, and if the employee decides to terminate his/her employment before serving for this period he/she should refund the state.

These records show that there is still a gap when it comes to the retention policy. The Reward Management Policy explicitly indicates that remuneration is determined by economic factors, demand and supply factors, social and ethical values, and productivity or performance factors (Office of the Prime Minister 2013). There is no any directive that guides O/M/As in case of purchase offers which are still necessary due to the shift in demand and supply of specialised skills. Purchase offers may result in disparities that might demoralise some of the employees. Therefore, there is a need for a retention policy to ensure uniformity.

2.4 Nature and scope of employee retention

Employee development is a good strategy for employee retention because it minimises employee turnover due to routine, stress and boredom. Aguenza and Som (2012:88) described employee retention as the process of physically keeping employee members in an organisation who are necessary for organisational success. The purpose of the retention of employees was elaborated by Naris and Ukpere (2010:1080), who stated that its intention is to maintain staff with scarce specialised skills, especially those who have gained new knowledge and skills.
The retention of employees with scarce specialised skills can be achieved through development of human resource policies that make the organisation competitive so that employees remain attached or committed to the organisation. Holland, Sheehan and De Cieri (2007:248) argue that highly skilled employees who are in demand will look for employability not employment and will want to change jobs often. It is therefore imperative that public service institutions identify staff with scarce specialised skills and develop effective retention strategies to retain those specialised skills. Motivation strategies associated with commitment and job satisfaction can be developed for staff, knowledge and skills retention. This is supported by Noe, Hollenbeck, Gerhard and Wright (2006:398), who stated that a retention strategy such as job enlargement could be offered, which refers to adding challenging or new responsibilities to an employee’s current position. The scope of staff retention is to motivate staff and foster commitment of employees in order to safeguard the loss of vital staff, knowledge and skills, these being the most important assets of any institution.

It is clear from the preceding discussion that retention of employees is a strategic process. It requires understanding of the environment and the elements that may affect the employees’ behaviour. In the next section, focus will be placed on employees and their value.

2.5 Employees and their value

Nel, Van Dyk, Haasbroek, Schultz, Sono and Werner (2004:551) state that the work attitude and behaviours of people as employees in an organisation towards compensation may differ. Employees’ expectations are a function of their perception of the content of the psychological contract entered into with the public institution. The psychological contract is achieved by integrating employees’ personal goals and expectations with the goals and expectations of the institution (Nel et al., 2004:552).

For Montana and Petit (2008:37), an employee’s behaviour is influenced by their age, personal circumstances, external environment and the current phase of their life and career. For instance, the working age groups fall under three categories, namely: baby boomers ranging from 51 to 69 years of age, generation X between 35 and 50, and millennials or generation Y between 18 and 34 (Schroer 2014; Frey, 2015). These working groups have different needs and they hence behave differently towards work.
Furthermore, public service institutions should value their employees by assisting them to achieve their personal goals and fulfil their expectations, such as providing housing and work-life balance. This would go a long way in keeping employees committed to the organisation. The mutual benefit between the individual employee and the organisation is achieved through the psychological contract, which in turn helps the organisation to retain staff. According to Swanepoel, Erasmus, Van Wyk and Schenk (2008:3), the human capital and the work they perform can make a major difference to the performance, competitiveness and general success of any organisation. It is therefore crucial to develop strategies such as creating platforms (e.g. open forums) where employees discuss their expectations freely, which should then be recognised to make them feel more valued within the organisation. Other strategies are to introduce exit interviews and gather employees’ reasons for leaving an organisation.

In order to retain employees, the compensation plan must also be revisited and incorporate paying for performance in the form of incentives, benefits and bonuses (Irwin, 2011:1). Swanepoel et al. (2008:490) emphasised that the compensation system must provide sufficient rewards for the employees to feel satisfied when they compare their rewards with those received by individuals performing similar jobs in other organisations.

Nel et al. (2004: 268) support the notion that the compensation system must be able to retain the best employees. Swanepoel et al. (2008:491) further highlight that an organisation can structure its reward system to encourage employee behaviour towards improving corporate performance and achieving specific aims. From this point of view, public service institutions through their human resources should develop and design a compensation system structured with the aim to retain staff and reduce staff turnover. The compensation system structure may include compensation forms such as performance-related bonuses, fringe benefits, full cover medical insurance, housing subsidies, scholarships, social security benefits and daily allowance benefits.

The following sections discuss some of the aspects of valuing employees so that they remain committed to the job and the organisation, thus increasing staff retention. The aspects that may enhance employee retention include work environment and employee development.
2.6 Work environment

According to Swanepoel et al. (2008:199), work environment refers to working conditions and supervision. One of the important factors in determining whether an employee stays with an organisation or leaves is the work environment. Swanepoel et al. (2008:199) argue that a favourable work environment with a good job design leads to high internal work motivation, high work satisfaction, high quality work, low absenteeism and low turnover. Aason (2014:1) similarly views a favourable work environment as a positive and healthy work environment that creates better employee satisfaction and retention. The work itself influences job satisfaction hence managers must ensure that work is as interesting and challenging as possible (Saari & Judge, 2004:397). Work-related factors that have an effect on job-satisfaction have been highlighted by Aguenza and Som (2012:89) as job enlargement, job enrichment, flexible work schedules, leadership and supervision, employee relations and employee culture. It is therefore imperative that managers in the public service should focus on the creation of a conducive working environment that allows employees to achieve their full potential.

2.7 Employee training and development

Nel et al. (2004: 427) define employee development as the possibilities within a job or position for a specific employee, with reference to an employee’s personal growth and personal goals. Employees join organisations to earn a living and to realise growth through learning and acquisition of knowledge and skills. This view is supported by Swanepoel et al. (2008:452), who describe development as a broad term relating to training, education and general growth through other intentional or unintentional learning. Swanepoel et al. (2008:453) further assert that human resource development helps to prepare employees for forthcoming restructuring, which in turn increases job satisfaction, improves interpersonal skills and makes the organisation a better place to work. If the organisation – and in this case, the public service institution, is a better place to work, then turnover is reduced and retention is promoted. From this point of view, employee development is career-oriented as it serves the purpose of achieving hierarchical needs by allowing employees to rise up the ladder of success through promotions in the public service. According to De Cenzo and Robbins (1994:32) as cited by Nel et al. (2004:426), development focuses on future job opportunities in an organisation. It is therefore clear that opportunities of promotion through development efforts by the public service institutions help to retain staff.
Nel et al. (2004:426) concur with Swanepoel et al. (2008) and described training as the planned process to modify attitude, knowledge or skilled behaviour through learning experience so as to achieve effective performance.

On the other hand, Nel et al. (2004:426) described development as a process aimed at preparing supervisory and managerial staff for subsequent levels of management.

Literature suggests that training and development provide sufficient opportunities and promotion possibilities that enable employees to remain with their employer for the duration of their working lives. It is therefore important for human resource managers to provide training and development programmes with a dual purpose of improving employee performance and retaining employees (Nel et al., 2004:456).

The public service of Namibia developed institutional mechanisms for employee development through the Human Resource Development Policy Framework, which is meant to guide training and development of public servants in the public service (Republic of Namibia, 2011:138). Despite the efforts by the Human Resource Development Policy Framework and the presence of public service training programmes such as the Namibia Institute of Public Management (NIPAM) and external training programmes, there is a need to strengthen the managerial and leadership capabilities of senior public servants, which is an indication that development through training is still inadequate (Republic of Namibia, 2012:38).

2.8 Talented employees

Talented employees are employees with the right and required knowledge, skills, abilities, personalities, competencies and motivation (Guthridge, McPherson & Wolf, 2009:61). Due to their characteristics, talented employees are highly sought and demanded employees by both the private and public sectors. For this reason, organisations must focus on those characteristics that make them more attractive to a pool of potential talented applicants through improving their human resource reputations (Sherwood, 2008:23).
In all organisations, talent management is a topical issue at present and organisations are going to great lengths to identify talent, develop it and then retain talented employees for the general good and benefit of the organisation (Devine & Powell, 2008:19). According to Singh (2012:22), talent management is concerned with identifying talent gaps, succession planning and talented employees’ retention. Talented employees are an asset to any organisation because of their inputs that can improve delivery as work towards the attainment of goals. Organisations should ensure that such talented employees are not spared any retention strategy put in place to safeguard them.

Many organisations have begun to experience the so-called “war for talent” (Devine & Powell, 2008). In effect, this is a quest to retain talented employees, because organisations such as public service institutions are fully aware of the contributions of talented employees and the value they add. The “war for talent” is mainly targeting potential, young and vibrant employees who show exceptional capabilities at work. Devine and Powell (2008) stated for example that in the United Kingdom 31% of employees are over 50 and about to retire, leading to the strong likelihood of a loss of vital skills and this has weakened the public service.

Devine and Powell (2008:20) argue that the competitive perspective taken by pro-active organisations highlights the belief that “talent management should identify talented people and give them what they want; otherwise they will be poached by competitors”. This is a noble idea because talented and more skilled employees in the public service are most attracted to private sectors that offer more in terms of benefits and remuneration, meaning there is great need for the public service to safeguard their talented employees by offering them attractive packages.

Efforts to create an attractive working environment are not limited to employees’ benefits, but also involve management of relevant retention strategies. The role of management is very important and is elaborated in the next section.

2.9 Role of management in retaining employees

Management of employees in the public service is spearheaded by the Office of the Prime Minister, which is responsible for overall coordination of government work (Republic of Namibia, 2012:35). The role of the Department of Public Service Management (DPSM) in the Office of the Prime Minister is to maintain and retain talented employees in an organisation
through talent engagement, career development, training and a talent management culture (Tarique & Schuler, 2012:29). However, the task of retention is not just that of the DPSM alone as it only coordinates the retention strategies. The crucial role in retention strategies lies with the functional Offices/Ministries/Agencies (O/M/As), which may identify the training needs of their employees and send them to DPSM for possible training. Training is predicted to increase organisational commitment through increased self-worth and importance (Döckel, Basson & Coetzee, 2006:22). DPSM is collaborating with the Namibia Institute for Public Administration and Management (NIPAM) to develop competencies in the public service (Republic of Namibia, 2012).

Millmore and Morrow (2007:209) emphasised that human resource planning should be continuous in order to allow early warning of manpower status, thereby reducing the chance of being caught unprepared. The implication is that human resource management in O/M/As should assist to monitor human resource training needs in support of the Office of the Prime Minister for overall capacity development in the public service.

Performance management can also positively impact on employee motivation, commitment and retention. Furthermore, employees stay in organisations that promote career opportunities through learning, and the ability to apply their newly-acquired skills (Jiang & Klein, 2000:232).

Finally, the best or most talented employees typically want to explore advancement and promotional opportunities that lead to upward mobility. According to Sadri et al. (2011:236), staff development promotes self-esteem which in turn increases employees’ productivity and produces quality outcomes.

The discussion above focused on the role of management in retaining employees. Given the scope of the public service, retention strategies should apply from O/M/As while the Office of the Prime Minister should coordinate and ensure uniformity. Retention strategies are further discussed below.

2.10 Retention strategies

Subsequent to understanding staff retention and its associated variables, this section focuses on strategies that can be developed to promote and consolidate staff retention in the public service.
2.10.1 Employee retention policy

Public service institutions need to develop an employee retention policy that acts as a guiding principle of action which can be proposed and adopted and/or assist with decision-making for retaining the best employees. According to Samuel and Chipunza (2009:414), a retention policy in the public service should incorporate some aspects of private sector practices such as performance-based pay or promotion which encourage retention and enhance productivity. Public service institutions can apply benchmarking to maintain a competitive edge in the labour market. Once the public service equates employee benefits to those available in the private sector, employees should no longer see any reason for leaving public service institutions when there are no extra benefits in other organisations or institutions. The retention policy practices for employee retention should include the introduction of a performance-based promotion system, rather than the present situation in which employees are promoted based on seniority as opposed to performance (Samuel & Chipunza, 2009:414).

2.10.2 Reinforcement of commitment on the job

Swanepoel et al. (2008:23) emphasised that organisational commitment is an aspect defined from an attitudinal standpoint as the relative strength of an individual’s identification with and involvement in a particular organisation. Attitude in this case is the degree of positive or negative feelings a person has towards a particular object such as place, thing, situation or other person. Generally, employees identify themselves with an organisation by remaining in the organisation and thereby developing a commitment towards it. Magaramombe, Mandishona, Manungo, Mahamba-Sithole and Chingombe (2003:73) argued that a well-motivated person has commitment to both the job and the organisation. Conceptually, organisational commitment is characterised by three factors, namely: a strong belief in and acceptance of the organisation’s goals and values; a willingness to do more than what is expected for the sake of the organisation; and a definite acceptance of the organisational culture and goals (Nel et al., 2004:46). This is also supported by Smit et al. (2007:308), who explained organisational commitment as the degree to which an individual identifies him- or herself with his or her employer or organisation; that is, with its goals, culture and objectives. The concept of motivation and commitment is also supported by Storey (1995:113), who stated that committed employees are highly motivated and
will therefore exert extra effort. Once employees are committed to the organisation, they are likely to stay longer, staff turnover is minimised and staff retention is achieved. Reduced labour turnover or employee retention is a variable related to increased attendance, as employees who feel committed to an organisation have a strong desire to stay with the organisation so that they may continue their contribution to goal achievement with which they identify (Nel et al., 2004:46).

“Attachment to organisation” is another term used by Nel et al. (2004:45), which refers to commitment and methods of reducing labour turnover and other forms of withdrawal from the work environment. Nel et al. (2004:46) further uses the term “involvement with the organisation” as a state of attachment that indicates the nature of the individual employee’s relationship with the organisation. Public service institutions such as the MWT need to focus on performance-based incentives to promote employee commitment to the job.

2.10.3 Motivation-related strategies

According Nel et al. (2004:327), motivation is an intentional and persistent behaviour aimed at achieving a goal. A motivated employee is one who willingly and enthusiastically works towards achieving organisational goals (Nel et al., 2004:327). From this point of view, a motivated employee is someone who is willing and committed to work for the organisation, hence their chances of leaving the organisation are low.

Motivation of employees can be considered as a strategy for employee retention during the formulation of policies and while designing rewarding jobs. In lieu of the latter, it is advisable to design intrinsically rewarding jobs to enhance employees’ motivation (Giancola, 2011:23).

Sadri, Sadri and Nayak (2011:236) reminded human resource practitioners to value motivation of employees by recognising and rewarding them for a job well done. Employees want recognition from time to time and this can keep them motivated, inspired and encouraged when provided with sincere recognition for when they go above and beyond the call of duty (Nel et al., 2004:328). A good benefits package and a salary scale better than the sector average help to retain employees, as people generally want to work for organisations whose pay scale is based on education, experience and expertise and who provide exceptional benefits. Organisations that
make provision for exceptional benefits show that they care about their employees (Mason, 2010:145).

While a competitive salary is significant in retaining employees, it is not the only reason people stay with an organisation. Mason (2010:146) stated that if the compensation plan is in the top 20-30% of that particular industry, then money will often not be the reason why people leave. Employees are motivated by challenging jobs that offer career growth (Giancola, 2011:24). Motivation in the public service is also attributed to what is termed ‘public service motivation’, which is defined by Perry (1996:6) as an “individual’s predisposition to respond to motives grounded primarily or uniquely in public institutions” where employees value doing good for others and society that is beyond self-interest (Andersen, Eriksson, Kristensen & Pederson, 2012:618). Mason (2010:146) suggested the establishment of employee committees to help develop retention strategies through receiving employees’ input, as well as for asking what people enjoy about working in the public service and what they would like to be changed to make the public service a better place to work.

From the foregoing, it can be noted that employee motivation and rewarding jobs are the cornerstone of staff retention in an organisation. Good retention practices focus not only on what the employee is contributing to the company, but also on how the employer can create a working climate so that the employee is retained and committed on a long-term basis. Rational leaders balance the needs of the organisation with those of the employee.

**2.10.4 Improvement of work conditions**

Burke and Cooper (2002:62) emphasised flexibility as the critical element of working conditions associated with organisational work/life policies, including family leave policies allowing periods away from work for employees to take care of family matters. With respect to improvement of the work environment, Cascio (2003:97) described retention as initiatives taken by management to keep employees from leaving the organisation by ensuring harmonious working relations between employees and managers, and maintaining a safe and healthy work condition. Good working relations between employees and managers assist in maintaining organisational transparency, open organisational communication, team-work and relationships.
This means that improvement of work conditions helps to foster group cohesion through a sense of belonging among employees. In addition, coming together as a group enhances social belonging, hence identification with the team cements team spirit and fosters organisational loyalty. According to Maslow, social belonging needs are important in promoting group cohesion. Group cohesion reduces staff turnover costs (Sadri et al. 2011), as the need to remain attached to the group induces strong feelings for remaining with the organisation. It is therefore important for public service organisations to focus on improvement of work conditions for retaining talented employees.

2.10.5 Employee exit interviews

Robbins (2004:241) argues that it is a good idea to carry out exit interviews to establish why employees are leaving, even though the information may not be so reliable. Nel et al. (2001:551) assert that it is desirable that public institutions should conduct regular surveys to establish employee attitudes towards their work and the organisation as an employer of choice. Goolsby (2005:29) argues that staff members will always be attracted by greener pastures such as higher salaries, good working conditions and better benefits, so public service institutions therefore need to conduct employee exit surveys to ensure they are competitive. Scott (2013:1) also supported exit interviews by stating that human resource specialists must utilise feedback they receive from exit interviews and focus groups to improve employee relations and reduce turnover. Exit interviews assist public service institutions to assess and analyse reasons for high employee turnover.

2.11 Factors that lead to employees leaving the institution

Literature suggests that a variety of factors impact on employees’ decisions to stay or leave an institution. Among other factors, job dissatisfaction contributes to employee turnover. Haoses-Gorases, Jonas and Kapaama (2014:2) support the two-factor theory of Herzberg, which describes turnover as a consequence of job dissatisfaction. Haoses-Gorases et al. (2014:3) further highlighted that job dissatisfaction is associated with conditions surrounding the job including working conditions, salary, security and relationship with others. The work environment is the key for an employee’s decision to stay or to leave. When one is satisfied at work, the chances of leaving are slim and the opposite is true.
However, Chimbari, Madhina, Nyamangara, Mtandwa and Damba (2008:31) argued that the reason why employees leave the public sector is that private organisations seem to have more functional retention packages than the public sector organisations. Employees always seek where there are admirable benefits such as better remuneration and job security. Haoses-Gorases et al. (2014:2) mentioned low salary as one of the major causes of staff turnover and staff migration in the public sector. In contrast, Zwilling (2012) believes that non-cash motivators may be more effective in the longer term than financial incentives in employee retention. For example, in an organisation there might be competitive salaries, but if the environment is not conducive to work, employee retention cannot be achieved.

An unfavourable organisational culture in the public sector can lead to employees leaving the institution. Schein (2004:52) suggests that culture is particularly important when an organisation is undergoing transformation, or when introducing major reforms which require different or new cultural or value traits from those exhibited in the past. Culture is important for employees to feel as if they are part of a team, as employees need a connection to the vision and direction of the organisation and their co-employees as well as ways of working better together, which ultimately lead to more collaboration (Aguenza & Som, 2012:89). Unfavourable organisational culture may affect employee retention in a negative way – therefore, just like a home, an organisation should provide the same comfort for its employees.

Lack of management support can sometimes serve as a reason why employees leave an institution. Employees require support such as appreciation and recognition from management to execute their duties properly. Armstrong (2012:65) argued that feedback from supervisors helps employees to feel more responsible, confident and empowered. The type of support by management that employees need are: employee assistance programmes, counselling services, wellness programmes, rewards, trust and responsibility. Breaugh and Starke (2013:109) support the same notion by highlighting that employers can support their employees in a number of ways, such as by providing feedback, giving recognition and rewards, counselling them and supplying emotional support.
Another factor related to job satisfaction is stress. Job stress negates job satisfaction and may hence lead to employees leaving an institution. When employees are faced with stressful everyday life situations, it has an impact on their ability to be present in their jobs (Fully Effective Employees (FEE), 2012:1). Work-related stresses put pressure on an individual to leave an institution. Undue pressure at work such as lack of support and absence of life-balance opportunity cause stress, which in turn has a large bearing on a person’s decision to leave their job, especially when he or she has an option of joining another institution.

2.12 Conclusion

This chapter reviewed literature related to staff retention, staff retention variables and staff retention strategies. The concept of staff retention has been defined as the process of maintaining the best employees with the required skills and competencies that benefit the organisation. Staff retention has been found to be important in reducing staff turnover and maintaining specialised knowledge and skills, which are essential assets of the institution. Retention strategies have been identified as the development of a retention policy, reinforcement of commitment to the job, motivation, staff training and development, improvement of work environment and employee exit interviews. The role of human resource management in the implementation of staff retention strategies has been explored and explained, and these include human resource planning, talent engagement, career development, training and a talent management culture. Finally, the factors that lead to employees leaving the institution concluded the chapter. The next chapter will focus on motivation theories.
CHAPTER 3: MOTIVATION AND TALENT MANAGEMENT

3.1 Introduction

The previous chapter provided a literature review on retention of employees and highlighted the transformation of the public service of Namibia after independence. The chapter primarily focused on employee retention, which is a human resource management strategy to keep the best talent within an organisation. Retention strategies such as taking employees’ values into account, inductions, orientations and performance assessments were indicated to be the core functions of managers in retaining employees.

Consequent to the previous chapter, the literature review on motivation and talent management is presented in this chapter to provide an in-depth understanding of employees’ behaviour, the influence thereof and how it affects performance. This chapter further analyses intrinsic and extrinsic rewards, which are core motivational factors influencing employees’ behaviours.

3.2. Definition of motivation
The concept behind the term ‘motivation’ originates from the Latin word *movere*, which means “to move” (Kreitner & Kinicki 1998:189). It represents the psychological process that causes the arousal, direction and persistence of voluntary actions that are goal directed. The word motivation is derived from motive, which means any idea, need or emotion that prompts a person into action. Whatever people’s behaviour, there is some stimulus behind it, which is dependent upon the motive of the person concerned (Shahid, 2012:8). Definitions of motivation as proposed by different researchers are considered hereunder.

Kanfer (1990:80) defines motivation as an “intra- and inter-individual changeable behaviour influenced by individual preferences, differences in ability or alluring environmental demands that compel or drive the person to perform a certain course of action”. Ryan and Deci (2000:54) further defined a motivated person as someone who is moved to do something or sufficiently interested to take a course of action. Kanfer further indicated that motivation is frequently described in work settings to include what a person does (direction), how hard a person works (intensity) and how long a person works (persistence) (Kanfer 1990:78). Thus, motivation can be defined as a driven behaviour in employees that results in an interest to achieve a goal and perseverance to continue achieving the same goal.

According to Cho and Perry, (2012:384) motivation comes in two ways: intrinsically or extrinsically. Individuals are believed to be intrinsically motivated when they seek enjoyment, interest, satisfaction of curiosity, self-expression or personal challenge in their work (Cho and Perry, 2012:384). Individuals are “extrinsically motivated when they engage in the work in order to achieve some goal that is different from the work itself” (Cho and Perry, 2012:384).

As discussed earlier in Section 2.4, employees’ behaviours are believed to be shaped by their age, personal circumstances, external environments, their current phase of life and their career (Montana and Petit 2008:37). These behaviours in turn develop into motives to achieve desired goals. For example, an employee who needs to provide shelter for his/her family might strive to get a job that offers a housing subsidy as an incentive (extrinsic motive). These needs may change as time goes by or as the desires are satisfied (Montana & Petit, 2008:37).

Employees expect remunerations, to be afforded career advancement and to be provided with social rewards in exchange for their skills. Employees seek employment with the motive to
satisfy their needs and are likely to be restless until they find employment that is responsive to their needs.

It is evident that the central theme in the above definitions is that motivation is a quality that is nourished by the environment in either a positive or a negative way. It occurs in the mind of an individual and may fluctuate from time to time depending on circumstances, and may differ from person to person. On the basis of the foregoing assertions, two employees doing the same type of work at the same institution may not necessarily be motivated equally by similar reward. Employers are required to review conditions of employment regularly in order to invigorate employees’ passion towards their work. The next section will discuss the rationale for employee motivation.

3.3 Rationale for employee motivation

The motivation of employees entails a psychological approach to employment relations, which demands the understanding and capability of a manager to understand employees’ behaviour and their personal preferences (Morgan, 1967:1387). In the same vein, managing employees’ attitudes is regarded as vital for effective performance and requires the manager’s attention (Cho & Perry 2012:383). Employees look for other things beyond pay in their careers as they pursue meaningful and motivating work (Word & Carpenter 2013:315). The retention of employees should therefore always form part of an employer’s daily routine strategy.

Matthew (2015:137) stated that in today’s challenging business environment, competition is very intense and organisations are increasingly becoming aware of safeguarding their talents. The public service is competing with the state-owned companies as well as the private sector for the scarce skills, both locally and internationally. The public service of Namibia is facing a similar problem as employees with scarce skills join private companies. Andersen, Eriksson, Kristensen and Pederson (2012:616) indicated that the public service is not in a good position to compete with the private sector in terms of paying high salaries, hence the public service must rather strategize along other avenues for the retention of employees.

Retention strategies in the public service should be aligned with increasing of responsibility for service delivery, job enlargement and delegation of powers and/or anything that can improve the
passion of employees towards their work. Additionally, employees’ development, job satisfaction and communication may also contribute to their motivation (Morgan, 1967:1389).

In view of the above, it is evident that motivation of employees is a strategic process that needs to be aligned with other human resources reforms for the realisation of employee retention in the public service. The next section will outline the disposition of motivated and unmotivated employees respectively.

3.3.1 Motivated and unmotivated employees

Motivated employees are believed to perform better and to remain in their positions, while the opposite is true for unmotivated employees. Ryan and Deci (2000:54) further indicated that a person who feels no impetus or inspiration to act is known as unmotivated, whereas someone who is energised or activated towards an end is considered to be motivated. On a similar note, Andersen et al., (2012:616) assert that public service employees who are motivated tend to be more oriented towards delivering of services to people, while the absence of motivation brings tension among employees and hinders their service delivery (Montana & Charnov, 2008:235).

Highly motivated individuals can bring about substantial increase in productivity and are far more likely to find satisfaction in their jobs. They also display a substantial decrease in absenteeism, tardiness and grievances. It is therefore necessary that the public service, particularly the Department of Transport understands some of these basic theories of motivation and is able to implement them (Montana & Charnov, 2008:235).

3.3.1.1 Motivated employees

Motivated employees remain loyal, obliged and committed to serve the public, have compassion for others especially the community they serve, and are attracted to and value policy making in the public service (Andersen et al., 2012:616). Motivated employees are indicative of well-directed workers who know their goals and how it affects other people’s lives. Employees’ attitudes, job satisfaction or intention to leave is reliant on the trust between employees and their employer (Cho & Perry, 2012:385). Employees feel motivated when they are aware of their
goals and know the importance of their contributions towards the goals of their institution. Goal directedness increases employees’ productivity because they feel part of the institution. On the other hand, employees feel alienated if they are not fully engaged and their intention to leave the institution becomes apparent. It is hence necessary to involve employees in the planning processes so that they will accept the deliverables as their own responsibilities (Cho & Perry, 2012:386).

Further, according to Harvey (1997:170), work enthusiasm should start with the supervisor or a manager in order to increase work commitments. When a manager or supervisor provides challenging goals to employees, this then motivates employees and provides an opportunity for managerial support and direction to employees, because in such situations the manager should be there to monitor the work and give support (Cho & Perry, 2012:386).

Employees who feel intrinsically motivated by being engaged are also believed to satisfy their expectations with regard to autonomy, relatedness and competence (Cho & Perry, 2012:387). This suggests that motivation of employees is a very important issue in retaining employees and should therefore not be excluded when the department plans for the retention of staff. Motivation also increases performance output because of the good relationship between employees and supervisors. Finally, motivated employees are likely to stay longer with an institution before they think of changing employer.

3.3.1.2 Unmotivated employees

A person who lacks willingness to work is regarded as unmotivated (Ryan & Deci, 2000:54). Unmotivated employees are characterised by being less co-operative and full of negativity on new programmes, high number of grievances, poor quality service and absenteeism (Harvey, 1997:162). The same employees may feel unfulfilled by the job at hand, show less enthusiasm towards work and, finally may resign from their job.

According to Giancola (2011:23), the biggest cause of demoralisation in employees is the work itself, as when work is repetitive and less challenging it reduces the motivational effect in employees. It is for this reason that talented employees will tend to look for work elsewhere that keeps them motivated. The relationship between motivation and behaviour has been emphasised in most studies (Kanfer, 1990:81), where performance was also linked to behaviour. From the foregoing, it is apparent that motivated employees will perform to the best of their abilities. On
the contrary, the unmotivated employee is only there to draw a salary and cares less about the future of the institution. What follows is the process of motivation, which if done correctly will benefit both the employees and the employer alike. The relationship between motivation and behaviour is outlined in the discussion about theories of motivation in the next section.

3.4 Theories of motivation

This section of the research provides theoretical viewpoints as advocated by different theorists regarding the concept of ‘motivation’. According to Kanfer (1990:78), motivation is not directly visible; in fact, what we observe is a multidimensional stream of behaviour and the products of that behaviour. Most contemporary theories have associated motivation with employees’ behaviour in working environments. Theories of motivation attempt to explain and analyse how personal factors interact with working environments and influence behaviour. There are many theories of motivation, but only five approaches have been applied in this study and are discussed below. They are: McClelland’s theory of needs; Adams’ equity theory; Maslow’s hierarchy of needs; Vroom’s expectancy theory and Herzberg’s two-factor theory.

3.4.1 Adams’ equity theory

Adams’ theory of equity is a cognitive, social exchange theory which emphasises distributive justice (Bagaim, Cunningham, Pieterse-Landman, Potgieter & Viedge 2011:110). According to this theory, employees expect their inputs (efforts, hard work, loyalty, etc.) to be rewarded fairly (outputs). The output could be the financial rewards that are measurable and tangible, or intangible rewards such as recognition and career advancement. Adams argues that if the input balances with the output, it enhances fairness in the employee/employer relationship (Bagaim et al. 2011:110).

Employees expect to see a balance between their efforts, rewards and advancement opportunities within an institution. Adams’ theory contributes towards understanding the retention of employees through the fact that employers are expected to promote distributive justice in order to gain loyalty of their employees; for example, career advancement is open to all employees who
qualify in terms of qualification and experience. Therefore, if the employer fails to achieve the employees’ expectations, it reduces their morale and, finally it can lead to the termination of the employer/employee relationship (Bagaim et al. 2011:110). Based on the above-mentioned argument, distributive justice will enhance positive behaviour in the public service of Namibia, the reason being that employees still harbour the fear of inequality due to past experiences with the apartheid government. In fact, the implementation of Adams’ equity theory in the public service goes hand in hand with the ‘Affirmative Action’ which addresses the imbalances that prevailed in the public service of Namibia during apartheid (Republic of Namibia, 2000:19-23). The equity theory will encourage employees to feel secure in a working environment where remuneration or promotions are done in accordance with equally applied standards and regulations which are not discriminatory, as was the case before the implementation of Affirmative Action. Indeed, Adams’ equity theory holds that the perception of unfairness is a powerful motivating force in the workplace; and, further, that this depends on comparisons of perceived equity of pay and rewards among employees and comparison of compensation as related to factors such as education, experience and seniority (Montana & Charnov, 2008:246). Therefore, the public service needs to promote inclusivity rather than being unilateral in its treatment of employees at the workplace. Adams’ equity theory encourages employees to increase their efforts with anticipation of receiving fair rewards in exchange for their efforts. It thus promotes positive work behaviour that will lead to a desirable work outcome.

3.4.2 Maslow’s hierarchy of needs

Abraham Maslow was one of the pioneers in human psychology and developed a pyramid-like hierarchy of human needs. Maslow’s theory is a need-motive theory that emphasises natural forces which propel people to seek satisfaction of needs (Bagaim et al. 2011:110). Individual needs, as arranged by Maslow indicate that employees’ needs arise after satisfying other needs. This indicates that employees’ needs will naturally change from time to time due to this inherent behaviour. According to Udechukwu (2009:75) and Matheson (2012:210), Maslow’s hierarchy of needs is arranged as follows:

1. Biological and physiological needs – air, food, drink, shelter, warmth, sex, sleep.
2. Safety needs – protection from elements, security, order, law, stability, freedom from fear.
3. Love and belongingness needs – friendship, intimacy, affection and love, from work group, family, friends, romantic relationships.

4. Esteem needs – achievement, mastery, independence, status, dominance, prestige, self-respect and respect from others.


According to Gawel (1997:2), Maslow wanted to understand what motivates people. He believed that people possess a set of motivation systems unrelated to rewards or unconscious desires.

The first prioritised need is physiological and is on the bottom of the pyramid, while self-actualisation is on the top. The base of the pyramid is the starting point of seeking satisfaction and the aspired satisfaction is to reach the self-actualisation need that is on top. An individual cannot pursue the next higher need in the hierarchy until his/her immediate need is satisfied; this concept is called prepotency.

Gawel (1997:2) further indicates that these needs are generally inherent needs that each person recognises by order of importance and seeks satisfaction thereof in a general pattern. Each satisfaction of one need is followed by the recognition of the next need in a sequential order. Also, the need to fulfil such a need will become stronger the longer it is denied. In fact, Maslow’s theory emphasises intrinsic forces that inspire employees to seek satisfaction of needs. If the employer fails to afford employees an opportunity to satisfy their needs as indicated, employees may feel bored and resign and seek satisfaction elsewhere (Kanfer, 1990:81). It will thus be useful if surveys are carried out from time to time to collect information on employees’ expectations. Another similar theory to Maslow’s is McClelland’s theory of needs, which focuses on employees’ behaviour towards productivity maximisation and is discussed in the next section.

3.4.3 McClelland’s theory of needs

Mosikidi (2012:38) indicates that McClelland’s approach to motivation focused on three motivators with similar characteristics to Maslow’s hierarchy of needs. These motivators lie dormant in humans until they are aroused by a need to achieve a certain goal. Kanfer (1990:81) further indicates that the need-motive-values are guided by personalities, stable dispositions and
values as the basis of humans’ behavioural variability. This theory indicates that employees have expectations which require attention from management and focuses on behavioural patterns that may influence performance in the workplace. McClelland’s theory of motivation therefore alerts supervisors that individual employees have their own expectations that may vary from time to time. And while it is not an easy exercise to identify what motivates employees, regular conducting of employee surveys should help to discover what that is. Such surveys can hopefully contribute positively towards staff retention processes if the findings are used in retention strategies.

3.4.3.1 The Need for power

McClelland’s theory of needs is explained in three components, viz: the need for power (nPow), the need for achievement (nAch) and the need for affiliation (nAff) (Mosikidi, 2012:38).

According to Mosikidi (2012:38), McClelland believes that there are people who are motivated when have power, they are appreciative and take leadership in carrying out assignments. These employees may excel in managing projects because they perform better as project managers. They also like to be promoted to power because it allows their ego to rise above others. Similarly, Montana and Charnov (2008:246) view people who are motivated as positively influencing others for the purpose of achieving goals. McClelland’s theory stipulates that the need for power influences employees’ behaviour positively and maximises performance (Montana & Charnov, 2008:247).

3.4.3.2 The Need for achievement

According Mosikidi (2012:38), McClelland is of the belief that people who possess the need to achieve are motivated by challenges and the need to complete an assignment successfully. They prefer to have clear guidelines and pursue goals that are realistic as they have a strong desire to do things differently (Mosikidi, 2012:39). Employees with a need for achievement value knowing how well they perform in solving problems rather than hearing how well they get along with other team members. Furthermore, the need for achievement motivates employees to perform better (Mosikidi 2012:38).

3.4.3.3 The Need for affiliation

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Employees with affiliation needs prefer to work in teams and require the support of other employees in order to eliminate risks and uncertainty (Mosikidi 2012:38). These employees maintain connections with other members of the group and perform better when affiliate incentives are present. Montana and Charnov (2008:247) illustrate this point by stating that employees with affiliation needs would like to know how well they get along with other team members rather than how well they perform as individuals. It is the good relationship with fellow employees that keep people with the need for affiliation happy. Such people may feel demoralised when their close associates leave the organisation.

3.4.4 Herzberg’s two-factor theory

The two-factor theory is also known as ‘Herzberg’s motivational theory’. According to Sapru (2013:242), Herzberg formulated the two-factor theory or motivation-hygiene-theory (also known as satisfier-dissatisfier) based on the question, “What do people want from their jobs”? Herzberg believes that intrinsic motivation factors such as achievement, recognition, attraction of the job itself, responsibility, advancement and growth are motivators or growth factors. These factors are associated with the employees’ personal needs to realise their potential perfection and have long-lasting effects on their job (Sapru, 2013:243).

The hygiene-motivation factors on the other hand are mostly extrinsic motivations that are found within the work environment. According to Sapru (2013:243), factors like company policy, administration, supervision, salary, interpersonal relations, working conditions, status, security and personal life are regarded as hygiene factors. The presence of hygiene-motivation factors does not motivate or create satisfaction in employees however, although inadequate job hygiene-motivators cause dissatisfaction (Gawel, 1997:2). Herzberg argued that the motivators (satisfiers) are not the opposite of job dissatisfiers or hygiene factors (Sapru, 2013:244). Instead, they are two different sets of employees’ needs.

Herzberg’s theory provides insight of the factors that can cause job satisfaction and job dissatisfaction respectively. The two-factor theory is more complementary in the fact that it encourages an employer to motivate employees and maintain that motivation with two different sets of factors. The two-factor theory also suggests that managers should eliminate those factors
that lead to job dissatisfaction, and emphasise those associated with promotional opportunities, opportunities for personal growth, recognition and responsibility.

3.4.5 Vroom’s expectancy theory

Vroom’s expectancy theory is a cognitive process model of motivation based on the assumption that employees are capable of calculating costs and benefits when choosing alternative courses of action (Stecher & Rosse, 2007:778). This theory further suggest that “intensity of work effort depends on the perception of an individual that his/her effort will result in a desired outcome” (Holdford & Lovelace-Elmore, 2001:8; Stecher & Rosse, 2007:778). Unlike Maslow who assumes that employees are essentially all the same, Vroom’s theory takes into account an individual’s perceptions that are influenced by personality, skills, knowledge, experience and abilities. Employees in their personal capacity convince themselves what to expect in exchange for their efforts.

According to Montana and Charnov (2008:248), expectancy theory assumes that individuals can determine which outcomes they prefer and can make realistic estimates of the chances of obtaining them. There are three variables in Vroom’s expectancy theory, namely: valence, instrumentality and expectancy, and they are discussed below.

3.4.5.1 Valence

Valence refers to the value of a desired outcome as it is perceived by an individual employee (Starke & Behling, 1975:704). Valence is the importance that an employee places upon the expected outcome. In other words, if the outcome (reward) has a satisfying effect (valence) on an employee, he or she will choose to perform such a task rather than making an effort on a task that does not have the same degree of valence. Crowther and Green (2004:42) emphasise that there is an assumption that employees will perform based on their desires rather than prescribed goals. These ‘desires’ refer to the emotional orientation that employees hold with respect to outcomes (rewards). The following two types of valence have been identified in Vroom’s formulation
where there is a valence for possible outcome e.g. status and recognition and a valence for actual job performance (Crowther & Green, 2004:42).

3.4.5.2 Instrumentality

Landy and Conte (2010:373) state that instrumentality is an assumption that the employee’s anticipated outcome will yield other outcomes; for example, a promotion may lead to long working hours or dissatisfaction among other colleagues who are now subordinates. So it is that the employee first tries to determine whether the anticipated outcome is a positive benefit or otherwise.

3.4.5.3 Expectancy

Expectancy theory assumes that work motivation is dependent on perceived association between performance and outcomes, and that employees modify their behaviour based on the calculation of anticipated outcomes (Bagraim et al., 2011:103). Employees with expectancy motivation believe that their performance will improve their rewards. The theory emphasises that employees have different sets of goals and can be motivated based on their individual perceptions. Employees can link their efforts with performance and they will expect to be rewarded for excellent performance to satisfy their diverse needs (Redmond, 2015:1). For example, employees can decide to work long hours with anticipation for promotion or to work less hard to avoid stress. Employees are always anticipating for action that will cause less pain in the sense that they wish to benefit positively from any work performance.

Vroom’s expectancy theory explains how employees allocate their personal resources in the form of time and energy in order to maximise their desired outcomes (Kanfer, 1990:82). It teaches the managers that each employee has their own perceptions that are influenced by personality, skills, knowledge, experience and abilities, and employees should therefore not be assumed to be all the same.

Public service managers should learn from this theory to consider how employees make choices to initiate efforts on certain tasks over others, so they can then integrate these values into their planning for retention purposes.
From the above, it is evident that the theories of motivation address different aspects that motivate employees in order to use their efforts, competencies and personalities to increase performance. It is clear that no single theory addresses all the various aspects of human/employees' need(s) for motivation. Again, some theories can still be challenged as they are restricted and not widely applicable. If one looks at Maslow’s theory of motivation, one can deduce that this is applicable to institutions found mostly in developing countries where money is regarded as the only motivating factor. The equity theory is very good on paper, but in practice it is not that effective because inequalities in human society can be caused by different circumstances. For example, two employees who were appointed at the same time may not receive equal rewards as experience, age and other skills may influence such rewards. The expectancy theory seems to cover many aspects of motivation because one’s performance yields rewards, and rewards make it possible for one to achieve goals.

3.5 Types of motivation

In managing employees’ attitudes, scholars and practitioners alike have emphasised the importance of motivation (Cho & Perry, 2012:1). They further state that one well-established method to understand the scope of motivation is to look at two types of rewards that influence employees’ motivations, these being intrinsic and extrinsic rewards (Cho & Perry, 2012: 384).

3.5.1 Extrinsic rewards

Extrinsic rewards are regarded as relatively autonomous (Ryan & Deci, 2000:54). Employees are extrinsically motivated when they engage in the work in order to earn something in exchange for their efforts (Cho & Perry, 2012: 386). On a similar note, extrinsic motivation is a construct that involves a course of action being taken in order to achieve a goal (Ryan & Deci, 2000:60). For Word and Carpenter (2013:317), extrinsic motivation is regarded as the desire to perform work for rewards and recognition. Furthermore, according to Frey, Homberg and Osterloh (2013:953), extrinsic motivational factors can be associated with employees’ salaries and other fringe benefits that are measurable.
Extrinsic rewards, as Shanks (2012:30) contends, are the host of external things that the managers can provide which may serve as incentives for employees to increase their performance. These are: money in the form of pay, overtime and bonuses; benefits in various forms including health insurance, holiday leave, sick leave and retirement benefits; while others are promotions, praise, feedback and flexible schedules. Kreitner and Kinicki (1998:265) contend that extrinsic rewards are financial, material or social rewards from the environment. An employee who works to obtain extrinsic rewards such as money or praise is said to be extrinsically motivated.

3.5.2 Intrinsic rewards

Intrinsic rewards are desires to work for reasons other than material gain or recognition from others and involves a sense of pleasure that comes from the work itself (Ryan & Deci, 2000:56). Cho and Perry (2012:384) further indicated that “individuals are intrinsically motivated when they seek enjoyment, interest, satisfaction of curiosity, self-expression, or personal challenge in the work”. Ryan and Deci (2000:56) contend that intrinsic motivation is a unique construct that involves doing an activity for its inherent satisfaction rather than for some separable consequences, and that it relates to a person’s natural ability to learn and assimilate. Intrinsic motivation is associated with task perseverance and task enjoyment (Joseph & Ganesh, 2005:59).

According to Ryan and Deci (2000:56), when intrinsically motivated, a person is moved to act for the fun or the challenge entailed in work itself rather than because of external prods, pressure or rewards. Intrinsic motivation is aroused within the person by the type of work he/she is doing and is based on their inherent natural curiosity. For instance, employees may be influenced by exercising work that allows them to learn, and they tend to appreciate opportunities of involvement, having clear goal directives and managerial support. Intrinsic rewards are regarded as unique and the most powerful drivers of performance because through them, employees are motivated without external rewards or recognition (Cho & Perry, 2012:384-386). However, it is critical to bear in mind that intrinsic motivation will occur only for activities that hold intrinsic interest for an individual and these aspects should be engraved in the job itself (Ryan & Deci 2000:59).
In view of the above contention, it is clear that those employees who are well rewarded through intrinsic or extrinsic methods show a tendency for fundamental positive behaviour towards work and are likely to improve their performance. In the next section, the relationship between performance and motivation will be explored.

3.6 Influence of motivation on employees’ performance

This section looks at how motivation influences performance of employees. According to Kanfer (1990:80), motivation influences the development of intentions, choice of behaviours and decision of actions. He further argued that the evaluation of performance should be referred to as the effects of motivation on the performance of a complex task (Kanfer, 1990:80). This indicates that motivation is linked to employees’ performance and consequently to retention in the workplace. Ryan and Deci (2000:55) argue that evaluation of the effects of motivation on the performance should consider the environment, the ability to work and the task itself. Ryan and Deci (2000:54) further argued that motivation is not a unitary phenomenon, as the level of motivation may vary from one person to another. Kanfer (1990:100) supports the view that individual differences and preferences may influence variability in job performance. It is hence critical for managers and supervisors in the public service to take such differences into account.

3.6.1 What motivates employees?

Frederick Taylor’s scientific management theory as cited by Sapru (2013:115) states that employees are motivated mainly by pay (money). However, Elton Mayo’s human relations approach argues that workers are not just concerned with money, but could be better motivated by having their social needs met whilst at work (Sapru, 2013:180).

According to Perry (1996:6), public employees are not necessarily motivated by incentives alone such as pay but are intrinsically motivated by delivering public services and the improvement of the living conditions of that particular society. Sapru (2013:254) goes further by stating that in addition to incentives, employees are motivated by good working environments that value participative management systems. For example, a work environment that enhances confidence in employees, that considers the economic-related rewards, engages in communication and provides support, and that encourages participative decision-making.
It is clear from the foregoing that employees are motivated by a combination of factors which are not limited to job content but include employees’ perception towards work. There are employees who are intrinsically motivated by their love of the job alone. For example, motivation to fly more hours is an important factor in a pilot’s career. These factors demand managers to provide supportive leadership and influence behaviour that promotes high performance.

3.6.2 The manager as a role player

Managers in the public service have a major responsibility to provide leadership to employees. As mentioned by Harvey (1997:168-169), individual employees have different needs at different life stages, and it is the duty of the manager or supervisor to understand those needs and provide relevant support. The manager can influence behaviour and retain employees if he or she can demonstrate the following qualities:

- **Vision** – a manager should have a clear view of what he/she wants to happen within their department and a plan for bringing it into reality.
- **The ability to communicate** – which means knowing how to deal with people.
- **Open-mindedness** – a good motivator must admit mistakes and realize that someone else’s ideas can have value.
- **Empathy** – the manager must be concerned with both the people and their jobs. People must know that while their work is important, he/she must also feel that they are important too.
- **Setting a good example** – try to be in the same shoes as other employees.
- **Giving people a chance to contribute** – contributing workers are productive and generally satisfied with their work. As a supervisor and motivator, the manager can take the role of coach, encouraging his/her people to solve problems and recognising their efforts.
- **Teaching** – depending on the type of people in the department and the type of work, the manager’s role as a teacher will vary from giving clear instructions to actual demonstrations.
- **Giving recognition** – make people feel their efforts are appreciated; and finally
- **Showing enthusiasm** (Pham & Pham, 2012:74-76).
Motivation in the work environment refers to what the person does (direction), and the manager is responsible to provide these directive measures by influencing work behaviour (Kanfer, 1990:78). Additional to the directives, the managers must also give constant attention to enrich the lives of employees by satisfying their needs for esteem and self-actualisation (Montana & Charnov, 2008:252). In light of the above contention, managers clearly play a crucial role in the retention of employees. The next section discusses how talent could be managed in an institution.

3.7 Talent management

Talent management refers to the organisation’s strategic processes for attracting, training, developing, deploying and retaining a highly competent workforce (Rothwell, 2011:87). The Chartered Institute of Personnel and Development (CIPD), as cited in Garrow and Hirsh (2008:390), defines talent management as “the systematic attraction, identification, development, engagement or retention and deployment of those individuals with high potential who are of particular value to an organisation”. Employees need to be engaged and feel the worth of being in the same employment for some reasonable time otherwise they will feel bored and leave (Giancola, 2011:23).

Fitz-enz and Phillips (1998:107) argue that “retention of key employees is probably the biggest challenge in human resource management”. The loss of experienced employees is a very expensive exercise because it not only cripples the work structure, but also destroys the positive morale of the remaining workforce (Kock & Burke, 2008:465).

According to Jones (2010:24), talent management efforts integrate strategies or systems designed to increase work productivity by developing improved processes for attracting, developing, retaining and utilising people with the required skills aptitude to meet current and future needs of an institution. This process includes alignment of human resource management to the overall strategic goals of an institution.

Deducing from the above-mentioned explanations, talent management cannot be left out when retention of employees is dealt with. In fact, retention of employees is an element of talent management. The Human Resource Development Policy Framework of the public service of Namibia supports talent management and envisions implementing the elements of talent management as its revealed purpose “to regulate the function of human resource development in
public institutions which aims to accelerate service delivery in the public service of Namibia” (Republic of Namibia, 2012:VI). The policy is based on general talent management in the public service, but its implementation is still lacking. If however it is implemented successfully, it will provide support to staff retention strategies in the Department of Transport.

3.8 Conclusion

Motivation of public service employees is a concern for public managers, especially in a global world where employees are not restricted to one country when it comes to working environments. This chapter discussed that employees decide to choose an employer based on what motivates them. Theories of motivation provide psychological and social motives that influence human behaviour. These motives are regarded as guiding tools in job designs with the intention to retain staff. It also emerged from literature that retention of staff may not be a once-off exercise but is a process that should be aligned with other human resource functions such as performance management, strategic human resource planning and so on. Retention strategies also need to be re-evaluated and adjusted from time to time to ensure relevance, as the needs of employees change as the individual employees develop.

CHAPTER 4: RESEARCH DESIGN AND METHODOLOGY

4.1 Introduction

The preceding chapter primarily dealt with motivation theory and talent management. Motivation theory indicated how psychological behaviours of employees are influenced by several factors including pay and working environment. The chapter further analysed the impact of extrinsic and intrinsic rewards on employees’ behaviour as well as the influence of motivation on their performance, and attempts were made to show what really motivates employees. Finally, it analysed the role of managers on employees’ motivation.
This chapter focuses on the research methodology that indicates the road map to the completion of the research. According to Creswell (2003:6), research methodology indicates the strategy or plan of action that links to the desired outcome of the research. It governs the choice to identify the data collecting tools as well as the methods to be used in research inquiry such as experimental research, case study and so on. This chapter focuses on the research design that provides an outline of how this research was conducted. The selection of the research methodology and its application is dependent on the aims and objectives of the research, the nature of the phenomenon being studied and the expectations of the investigator (Babbie & Mouton, 2001:xxiv–xxv). The next section will discuss the research design that outlines the research plan.

4.2 Research design

This section focuses on the structure of this research. According to Welman and Kruger (2001:46), research design is the plan that guides the researcher to obtain participants and collect information from them. The research design describes what the study is going to do with the participants with a view to reach a conclusion regarding the research problem. Similarly, Kumar (2005:84) asserts that a research design is a procedural plan that is adopted by the researcher to answer questions validly, objectively, accurately and economically. This research was conducted to find out why employees in the Department of Transport are resigning and employed a descriptive research method. According to Fabe (2012:32), descriptive research gathers information about the present existing condition. This method is also used to describe the nature of a situation as it exists at the time of research and to explore the causes of such a phenomenon. The purpose of descriptive research is to provide an accurate profile about people, situations or events. In the next section, methods of data collection are explained.

4.3 Data collection methods

The research emphasised the retention of staff in the Department of Transport in the Ministry of Works and Transport in Namibia. The use of either qualitative or quantitative methods or both (like in this study) depends on the study area and its objectives (Dudovskiy, 2013:37). In this study, a mixed methods approach was used because the researcher wanted an in-depth understanding of the reasons employees were leaving the department and how many employees
had left the institution. In order to achieve both numerical data and in-depth understanding, two methods of collecting data will be used, namely interviews and questionnaires (Creswell, 2003:5).

According to Struwig and Stead (2001:16), qualitative and quantitative research strategies differ in their conceptions of reality. Qualitative approach is a naturalistic approach that is used to observe and interpret reality, with the aim of developing a theory that explains what was experienced (Newman & Benz, 1998:3). Qualitative research also ensures a greater level of in-depth understanding (Dudovskiy, 2013:37). On the other hand, the quantitative research method has its origins in positivism, which believes that reality exists as it is (Struwig & Stead, 2003:16). The quantitative approach often begins with a theory and then tests the confirmation or disconfirmation of such theory (Newman & Benz, 1998:3). The use of both methods therefore provides an integrated interpretation of information in this research. In view of the preceding contentions, the two methods are explained in the next section.

4.3.1 Qualitative research methods

According to Leedy and Ormrod (2010:135), the qualitative approach focuses on phenomena that occur in natural settings and involves studying those phenomena in all their complexity. Akpo (2006:125) further stated that a qualitative research focuses on meaning, experience and understanding and gives the researcher an opportunity to interact with the individuals or groups whose experiences the researcher wants to understand. Leedy and Ormrod (2010:137) identified five common qualitative research designs that have been extensively used in public administration and business management research. These are as follows: case study, ethnography, phenomenological study, grounded theory study and content analysis. One of the notable strengths of qualitative research instruments is that they evoke a more realistic feeling of the search setting, which cannot be obtained from statistical analysis and numerical data utilised through quantitative means (Fabe, 2012:8). In view of this, the researcher conducted interviews for analytical purposes. The official documents and other records were used by the researcher in the search for meaning and understanding.

4.3.2 Quantitative research methods
Quantitative research design was previously used only in the natural sciences, but in modern days it has found space in the analysis of data in the field of Public Administration. According to Struwig and Stead (2001:16), quantitative research makes attempts to control and predict phenomena. Measurements, numerical data and statistics are the main substance of quantitative instruments. Biggam (2015:162) further indicated that the quantitative research method assists the researcher to respond to questions on how a certain decision has been taken. In practice, it applies to data collection instruments that are based on measurements and analysis of causal relationships (Creswell, 2003:7). The quantitative method assists the researcher to prevent bias in gathering and presenting data. In the case of this research, a questionnaire was used to present frequencies and percentages. In the next section, the locale in which the research was conducted will be examined.

4.4 Research setting and participants

For the purpose of this research, employees of the Department of Transport in the Ministry of Works and Transport in Namibia were used as respondents in order to gather relevant data. Employees included administration staff, technicians and managers at the different directorates of the department. For this research, two types of data, namely primary and secondary were collected. Primary data is data that is collected through interviews and respondents were also requested to complete a questionnaire, and existing policies of the department were also perused. Secondary data was collected by means of consulting books, journal articles and other relevant literature.

With the use of a questionnaire and published literature, this research employed a mixed methods approach which advocates the use of both qualitative and quantitative research methods to gather data and information. Wisker (2011:1) states that using qualitative and quantitative methods together is a common approach that helps the researcher to ‘triangulate’ — that is, to back up — one set of findings from one method of data collection supported by one methodology. Triangulation, as Kennedy (2009:1) aptly puts it, is a mixed method of research entailing the act of combining several research methods to study one thing. The methods overlapping each other are complementary at times. The researcher has opted for the mixed method because the two methods offer both numerical and text data with which to address different aspects of the research. In view of the above assertions, the next section will discuss how questionnaires and
Interviews were administered in the selected population from which a sample was drawn.

4.5 Population and sampling

4.5.1 Population

A population encompasses the entire collection of cases or units from which the research wishes to draw its conclusions (Welman & Kruger, 2001:323). Similarly, Gravetter and Frozano (2012:138) assert that population is the entire set of individuals from whom the researcher wishes to draw a conclusion of the study or generalise results of the research. The population for this research comprises 378 employees in the Department of Transport under the Ministry of Works and Transport. These employees include technicians, administration staff, human resource managers, and managers of different directorates/units in the Department of Transport.

4.5.2 Sampling

Sampling is a procedure that uses a small number of units of a given population as a basis for drawing conclusions about the whole population (Gravetter & Frozano, 2012:138). The sampling technique used was random sampling because it allows the researcher to make relatively few generalisations to a much wider population. Welman, Kruger and Mitchell (2005:56) state that probability sampling determines the probability that any element or member of the population will be included in the sample. The simple random sampling method was used to select employees irrespective of their positions. In the simplest case of random sampling, employees present on that particular day when the research was being carried out formed the target population.

4.6 Data collection instruments

Interviews were administered to employees in management and middle management positions, while questionnaires were administered to employees below the middle management level as data collection instruments for gathering primary data. The suitability of each instrument is described below.
4.6.1 Interviews

Akpo (2006:201) describes an interview as a data collection method that uses personal interaction between the interviewer and the interviewee (respondent). Similarly, Maree (2007:87) describes an interview as a two-way conversation in which the interviewer asks the participant questions to collect data and learn about the ideas, beliefs, views, opinions and behaviours of the participant. Interviews allow clarification of unclear questions and provide the researcher with detailed and new information the researcher may not have anticipated (Akpo, 2006:207). However, interviews have the disadvantage of being expensive and time consuming, but the benefits are found to outweigh the disadvantages. Interviews with managers provided detailed information with regard to retention of employees in the Department of Transport.

Face-to-face interviews were conducted with heads of departments, directors, deputy directors and supervisors within the Department of Transport to gather in-depth information. Managers have the ability to indicate observed behaviours among employees that are likely to lead to resignations because of their close relationship with employees. Maree (2007:87) states that the semi-structured interview is used in research projects to collaborate data emerging from other sources. Interviews are preferred for this group because the researcher used this to gather in-depth knowledge on how the data collected from the field correlates with data from the literature review. The interviews were recorded with an audio recorder for analysis purposes. In this research, six senior managers out of seven (one senior manager for each of the seven directorates) were interviewed. However, the Directorate of Railway Affairs was not represented due to unavailability of senior managers.

4.6.2 Questionnaires

A questionnaire is a common instrument for observing data beyond the physical reach of the observer (Leedy, 1997:191). Sekaran (2003:236) emphasises that questionnaires are an efficient data collection mechanism when the researcher knows exactly what is required and how to measure the variables of interest. This implies that administering a questionnaire to a large number of respondents at the same time is cheap, takes less time and does not require special skills to administer. Furthermore, questionnaires ensure anonymity of the respondents as the researcher may not have direct contact with the respondents. The suitability of using
questionnaires is also supported by Bell (2004:119), who states that questionnaires are a good way of collecting certain types of information quickly and relatively cheaply as long as one is sufficiently disciplined to abandon questions that are superfluous to the main task. Questionnaires were used for employees below management level, namely administrative support and technical staff. The questionnaire was comprised of sections A, B and C. Section A dealt with biographical information of the respondents, section B focused on reward systems and motivation, while section C focused on retention strategies. The questionnaire used a five-point Likert scale which offers respondents five choices: 1 – strongly agree, 2 – agree, 3 – don’t know, 4 – disagree, 5 – strongly disagree. Questionnaires were self-administered by staff members within the Department of Transport. In this research, 300 structured questionnaires were distributed to all staff members below management level (employees included middle managers and administrative staff) and 222 questionnaires were received back.

4.7 Validity and reliability

Validity and reliability of research confirms that the research has adhered to scientific requirements, if the same answer can be obtained by using the same instrument more than one time in a given similar condition (Dudovskiy, 2013:48). To ensure reliability in qualitative research, examination of trustworthiness is deemed crucial, hence the quality of research should relate to generalisability of the results whereby the trustworthiness can be increased (Golafshani, 2003:604). In this research, conformity of data collection instruments was ensured through a pilot test to generate trustworthy information that leads to a better understanding of reasons for resignations of employees and retention of staff in the Department of Transport in Namibia.

4.7.1 Pilot testing

According to Mitchell and Jolley (2012:203), pilot testing involves conducting a preliminary test of data collection tools and procedures to identify and eliminate problems, thereby allowing corrective changes or adjustments to be made before actually collecting data from the target population. Struwig and Stead (2001:135) indicate that the pilot study determines whether the participants understand the questions and whether they find the questions useful. A pilot survey
with five similar respondents drawn from the Department of Transport (who were not included in the research) was conducted for both surveys and interviews to ensure clarity, remove ambiguity and prevent possible confusion from the questions. In so doing, the researcher was able to make improvements and test the validity of the instruments.

4.8 Data analysis

Responses from interviews were transcribed and coded into meaningful categories using the qualitative data analysis software, Atlas.ti, while questionnaires were analysed by using SPSS as they comprised closed-ended questions. The results are presented as descriptive statistics in the form of graphs and tables. Descriptive statistics such as bar charts, frequency tables, percentages and ratios were used because qualitative data concentrates on meanings expressed through words and analysis conducted through the use of conceptualisation (Saunders et al., 2003:378).

4.9 Research ethics

Leedy and Ormrod (2010:101) state that researchers should not expose research participants to unnecessary physical or psychological harm. Furthermore, Leedy and Ormrod (2010:102) also state that researchers must keep the nature and quality of participants’ performance strictly confidential. Research ethics provide for the purpose of the research, expected duration and procedures, participants’ rights to decline to participate and to withdraw from the research once it has started and the anticipated consequences of doing so. This includes reasonably foreseeable factors that may influence the willingness of participants to participate, discomfort or adverse effects, any prospective research benefits, and limits of confidentiality such as data coding, disposal, sharing and archiving. The researcher has been provided with permission from the institutions for this research. Informed consent was also requested from participants and confidentiality of information provided through interviews was observed by way of coding. Participants were informed about the benefits of this research prior to conducting the interviews and surveys, based on which they expressed either their willingness or unwillingness to participate without being coerced. Ethics clearance from the University of South Africa was also obtained for this research. For ease of reference, all these documents are attached as annexures to this paper.
4.10 Conclusion

This chapter explained the research design and methodology that were used in this research. A mixed research method has been used to conduct this study. Primary data was collected through interviews with senior managers while questionnaires were administered to the rest of the employees. Conformity of data collection instruments was adhered to in order to generate reliable information. Ethics procedures were spelt out, including allowing voluntary participation and protecting the identity of participants. Participants were also allowed to withdraw their participation at any stage of the study. Pilot testing was conducted to eliminate ambiguity in questionnaires, while gathered information was analysed to conclude the findings of the study. Reliability and validity of results were ensured through conformity of research instruments. The following chapter discusses the analysis and interpretation of the research.

CHAPTER 5: DATA ANALYSIS AND INTERPRETATION

5.1 Introduction

Chapter 4 outlined the research methodology used in this research to collect data. The research used both quantitative and qualitative methods (mixed method) by means of questionnaires and interviews. Secondary sources of information used in this research include books and journal
articles. As indicated in the first chapter, the purpose of this research is to investigate the retention of employees in the Department of Transport in Namibia. The researcher intends to investigate why employees are leaving the Department of Transport in high numbers. The research employed random sampling to ensure that each unit in the population has an equal chance of being selected.

Three hundred (300) questionnaires were distributed to the respondents but only two hundred and twenty two (222) were received back. The questionnaire has a five-point Likert rating scale that evaluates respondents’ responses by indicating as follows: 1 – “strongly agree”, 2 – “agree”, 3 – “don’t know”, 4 – “disagree” and 5 – “strongly disagree”. For the purpose of this analysis, positive responses i.e. “strongly agree” and “agree” were put together and the same was done with negative responses i.e. “disagree” and “strongly disagree”. The “don’t know” response stands on its own.

5.2 Structure of the Department of Transport in Namibia

The Department of Transport comprises the following directorates:

- Directorate of Aircraft Accident Investigation, which is responsible for investigating civil aviation accidents and incidents.

- Directorate of Civil Aviation, which is responsible for aviation safety. Its functions include Aeronautical Information Services, Air Navigation and Technical Facilities, Air Traffic Control Services, Aviation Safety and Security and Meteorological Services.

- Directorate of Maritime Affairs, which is responsible for safety of life and property at sea and combats pollution of the environment by ships.

- Directorate of Railway Affairs, which is responsible for planning, designing, constructing, maintaining, managing and controlling the railway infrastructures.

- Directorate of Transportation Infrastructure Management, which is responsible for the development of modern transport infrastructure such as roads, aerodromes, harbours and
waterways. It also ensures optimal utilisation of transport infrastructure projects and integrated sectoral planning.

- Directorate of Transportation Policy and Regulation, which is responsible for formulating and ensuring implementation of appropriate transport-related policies, as well as regulating the quality of transport services and the level of safety.

- The study also includes the Department of Government Air Transport Service, which provides air transport services to the President, cabinet ministers and government officials (Ministry of Works and Transport, 2016).

Data collected by means of questionnaires were analysed using Statistical Package for the Social Sciences (SPSS). Basic level descriptive statistics were used to organise and analyse statistical data obtained using quantitative techniques. Qualitative data from interviews were analysed using content analysis. The data are presented in sections derived from the objectives, themes and research questions. These are as follows: Section A – Biographical details; Section B – Role of management; Section C – Reward system and motivation; and Section D – Retention strategies.

5.3 Presentations of questionnaire and interview results

SECTION A: BIOGRAPHIC DETAILS
Figure 5.1 Distribution of respondents by gender

Figure 5.1 shows the gender of the respondents, 51% of whom were males while 49% were females. This shows that gender equity is almost balanced. This is also indicative that the department is on the right path in respect of its gender policy and in achieving its gender targets.

Table 5.1 Statistics of resigned employees

In the following table, the number of employees who left the department as from 01 April 2012 to 31 August 2014 are presented as per the Directorate. A total number of 53 resignations were recorded.

<table>
<thead>
<tr>
<th>Directorate of Civil Aviation</th>
<th>Resignations 56%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Meteorological Services</td>
<td>Resignations 11%</td>
</tr>
<tr>
<td>Transportation Policy and Regulations</td>
<td>Resignations 33%</td>
</tr>
</tbody>
</table>
Figure 5.2 Distribution of respondents by age

Figure 5.2 illustrates that the highest number of respondents are from the age group of 20–35 (Generation Y). This group contributes 40% of the workforce, confirming that the workforce is mostly constituted by the younger age group. This group is still on a learning curve, however, should they remain with the institution, they can then pass the culture of the institution to the next generation. This is followed by respondents from the age group of 35–50. This group constitutes a very important component of the workforce and the institution relies on their expertise and knowledge. A total of 21% is older than 50 years (Baby Boomers) and these are seasoned professionals who are the cornerstone of the institution’s culture. The Department benefits greatly from the skills, knowledge and expertise of this group. The institution has done well in terms of attracting the younger generation who will take over the institution in the future. However, keeping young employees longer at the same level will create frustrations as they will feel stuck in one place, hence it is the duty of the Department to allow these staff member to move up the ladder of responsibilities as soon as they prove themselves worthy.
Figure 5.3 Respondents as per division

Figure 5.3 above shows that 23.42% of respondents were from Transportation Policy and Regulation, followed by 22.97% from Meteorological Services and 22.52% from Civil Aviation. Furthermore, 11.71% respondents were from Government Air Transport Services, 8% from Transportation Infrastructure, 6.31% from Maritime Affairs and 3.6% from Aircraft Accident Investigation, with 0.90% of respondents not indicating the division.

According to participant A (2016: interview), the Department of Transport is a technical department; a specific example being the Directorate of Civil Aviation, which accommodates Air Traffic Controllers (ATC) who are responsible for airspace safety. This particular job category is in demand worldwide. Most of the rules and regulations guiding this job category are prescribed by the International Civil Aviation Organisation (ICAO), which is an international regulatory body. The appointment requirements are all the same throughout the global market, making Namibia more vulnerable if the pool of existing employees is not retained.
Figure 5.4 In which job category are you in the MWT?

Figure 5.4 above depicts the job categories of respondents. 56% of respondents occupy entry positions while 41% occupy promotional positions. 2% of respondents indicated other job categories that were not listed and 1% did not indicate any job category. The results show that the majority of employees occupy entry level posts. Even though the data does not show why most employees are in entry levels, the interview has indicated that the department trains its own employees due to scarcity of qualified employees in the labour market, for example Air Traffic Controllers.

Participant A (2016: Interviews) indicated that at Civil Aviation for instance, career opportunities especially for Air Traffic Controllers (ATC) require staff members to complete training and validate particular ratings to be eligible to move to the next promotional level, such as Aerodrome, Approach and Area control. This means that staff members should first be afforded relevant training before being considered for promotion. The scarcity of qualified ATCs has also contributed to this problem because the department has to train employees through on-the-job-training. According to Participant F (2016: Interviews), the same requirements apply to pilots at Government Air Transport Services.
Figure 5.5 Number of years you have worked at MWT

Figure 5.5 depicts the number of years respondents have worked at the Department of Transport. The results show that 37% of respondents indicated that they have been employed for a period of 1–5 years, followed by 31% who have been employed from 6–10 years. A major concern is that employees start to resign after five years of service. This is confirmed by the interviews where it was indicated that the pay prospects are very low in the Department of Transport compared to the private sector. Moreover, the difficulties of complying with appointment requirements for promotions to senior positions were also indicated; for example, in the Directorate of Civil Aviation, certain international requirements have to be complied with for employees to be eligible for promotion. Employees therefore feel stuck in one position for a long time and will take opportunities elsewhere. Only 24% of respondents have been employed for more than ten years and 7% of the respondents have been employed for less than one year. This is underscored by Delcampo, Hargetty, Harvey and Knipple (2011:62-63), who argue that one third of the workforce will leave the institution within three years. It is also a concern that these employees leave the institution with a lot of experience, expertise and knowledge. The department therefore needs to introduce a retention policy to ensure that it retains its institutional capital. Emphasis should be placed on employee satisfaction including better salaries and growth opportunities and more support.
SECTION B: ROLE OF MANAGEMENT

This section deals with responses on the role of management in the retention of staff in the department.

Figure 5.6 My supervisor is supportive

Figure 5.6 depicts the views and opinions of respondents on employee support from supervisors. 59% of respondents agree that they receive support from their supervisors while 33% disagree and 8% of respondents indicated that they do not know. These results revealed that not all employees receive support from their supervisors. In order for an organisation to function optimally, all employees should receive the necessary supervisory support from their seniors, as lack of support could add to the reasons why employees leave an institution. This view is supported by Swanepoel et al. (2008:199), who argue that the work environment, which includes working conditions and supervision, is the most important factor that determines whether employees stay within an organisation or leave. Employees require support such as appreciation and recognition from management to execute their duties properly.

Armstrong (2012:65) further argued that feedback from supervisors helps employees to feel more responsible, confident and empowered. Breaugh and Starke (2013:109) echoed the same, in
that employers can support their employees in a number of ways by providing feedback, giving recognition and rewards, counselling them and providing emotional support.

Figure 5.7 I receive clear direction on the work to be done.

Figure 5.7 shows the respondents’ views on whether they are provided with clear direction in their work. 59% agree that they receive clear direction, while 33% of respondents disagree with the statement and 8% indicated that they do not know. These results suggest that the majority of employees are indeed provided with clear direction on the work to be done.
Figure 5.8 I receive regular feedback from supervisor

Figure 5.8 depicts the views and opinions of respondents on whether they receive regular feedback from their supervisors. 46% of respondents indicated that they do not receive regular feedback, while 42% agree that they do receive feedback from supervisors. 10% do not know, while 2% did not answer the question. These results show that communication between supervisors and subordinates should be improved. This is underscored by Armstrong (2012:65) when he states that feedback from supervisors helps employees to feel more responsible, confident and empowered.

Martel (2002:49) states that to communicate is to share and that in communicating, employees create unity and are of one mind. Mitchel (2010:1) supports the above statement by arguing that motivation through open communication and results-oriented feedback requires more thought and sensitivity. Therefore, every effort should be made by supervisors to ensure that information reaches their subordinates.
Figure 5.9 My supervisor encourages me to share ideas with her/him

Figure 5.9 shows the views of respondents on whether supervisors encourage employees to share ideas with them. The figures show that 56% of respondents indicated that they agree that supervisors encourage employees to share ideas with them, while 39% suggest that supervisors do not encourage employees to share ideas with them and 5% didn’t know. This result shows that the supervisors generally encourage employees to share ideas with them. Sharing of ideas between employees and their supervisors is emphasised by Harvey (1997:168-169), when he argues that managers can influence behaviour and support the realisation of retention of employees if they have ability to communicate through sharing of ideas. This includes knowing how to deal with people, which requires supervisors to be open-minded and possess good motivation skills, the ability to admit their own mistakes and to realise that employees’ ideas also have value. Based on this result, it is unbeknown to the researcher why in Figure 5.8 the majority of respondents indicated that they do not receive regular feedback from supervisors.
Figure 5.10 My supervisor encourages teamwork

Figure 5.10 shows the views of respondents on whether supervisors encourage teamwork. The results show that 61% of respondents indicate that supervisors encouraged employees to work as a team, while 31% disagree and 8% didn’t know. These results suggest that the Department of Transport encourages employees to work in teams for effective functioning of the organisation. The teamwork approach is supported by Matheson (2012:210), who states that teamwork provides a sense of belonging among employees. Employees feel motivated when their social needs are satisfied and are far more likely to go the extra mile in achieving goals.

McClelland (1987:352) also goes further by stating that employees with a need for affiliation prefer to work in teams and require the support of other employees in order to eliminate risks and uncertainty.

Participants (2016: Interviews) admitted that they emphasise team building, cultivate a culture of honesty and hold meetings with employees. This shows that the department subscribes to good practices as indicated by Sapru (2013:254), who states that in addition to incentives, employees are motivated by good working environments that value participative management systems, an environment that builds confidence in employees, a work environment that engages in communication and provides support, and a work environment that encourages participative decision-making.
SECTION C: REWARD SYSTEM AND MOTIVATION

In the section below, the analysis and interpretation of rewards and motivation is related to how employees in the Department of Transport feel about the rewards system and motivation within the department.

Figure 5.11 My salary is competitive with similar jobs that I might find elsewhere

Figure 5.11 indicates respondents’ opinions on whether they receive a competitive salary. Results show that 51% of respondents indicated that they disagree that they receive a competitive salary, while 30% agree and 19% did not know if their salary is competitive with similar jobs that they could find elsewhere. This result indicates that half of the respondents are not satisfied with their salaries and could therefore leave the public service if they are offered similar jobs with a better salary. Participant D (2016: Interviews) confirmed the same by stating that as the public service is not yet fully performance driven, it affects the attempts to negotiate market-related salaries. This view is also shared by Haoses-Gorases et al. (2014:2), when they argue that low salary is one of the major causes of staff turnover and staff migration in the public service. Vroom’s expectancy theory comes into the fore here. The theory suggests that rewards provided by the institution should be personally meaningful to the employee (valence), that rewards and performance should be clearly linked, and that managers should devise a system that will specify
the reward for a specific behaviour. The more positive the rewards, the more likely the employees will be motivated, as Quick and Nelson (2009:169) rightly observe.

Figure 5.12 The benefits that I receive are comparable to those that are offered by other organisations in the public sector

Figure 5.12 depicts views and opinions of respondents on whether the benefits they receive are comparable with other public institutions. The results show that 49% agree, 39% disagree and 12% did not know. This shows that although employees are not happy with salaries as indicated in Figure 5.11, they nevertheless agree that employee benefits in the Department are comparable to other institutions in the public service. This view is echoed by participant D (2016: Interview), who emphasised that rewards in the public service should not be limited to money but should also include other benefits such as generous leave of absence, affordable medical aid and job security. Compensation comes in a variety of ways apart from the traditional monetary compensation, including direct and indirect rewards and the benefits that employees are provided with in return for their contribution to the organisation.
Figure 5.13 I am satisfied and motivated to do my work

Figure 5.13 shows the views of respondents on whether they are satisfied and motivated with their work. 58% of respondents indicated that they are satisfied and motivated in their work, while 35% disagree and 7% of respondents do not know. This shows that the majority of employees are satisfied and motivated in their work. Although 58% of the respondents indicated that they are motivated, the 35% of respondents who are not motivated require attention in order that they also be included in a motivated team to avoid differing attitudes towards work. This is supported by Harvey (1997:162), who argues that unmotivated employees are characterised by a less co-operative attitude and are full of negativity to participate in new programmes, have a careless attitude towards the job, have a high rate of absenteeism and high turnover, possess a large number of grievances, and display poor quality of services and low productivity.

Contrary to the views of other employees expressed above, Participant B (2016: Interview) strongly believes that employees are not motivated as they are still leaving the public service; some of whom are not sure what career path to follow as they are studying different fields that are not relevant to their current work. From the foregoing, it is evident from the number of resignations that more must still to be done to motivate employees to stay for longer in the institution.
Figure 5.14 My work is challenging

Figure 5.14 indicates opinions of respondents on whether they find their work challenging. The results show that 80% of respondents agreed that their work is challenging, while only 16% disagree and 4% do not know. This outcome indicates that the majority of employees in the Department of Transport regard their work as challenging and therefore could not be easily bored. Giancola (2011:24) supports this view by stressing that employees can be motivated by challenging jobs that empower them and offer career growth. This view is shared by Participant C (2016: Interviews), who indicated that employees are assigned challenging tasks and that such tasks do not only equip them with skills, as in the process employees are also expected to be part of the decisions they make.
Figure 5.15 MWT employees are supported

Figure 5.15 shows that responses are evenly split. 43% of respondents agree that they receive support from management while 40% disagree, 15% do not know and 2% did not answer the question. It should be noted that Figure 5.6 and Figure 5.15 are comparable and indicate similar responses, which raises concerns about support from supervisors and management. It is therefore assumed that support for employees from both supervisors and management needs to be strengthened to make it more conducive for employees to remain in the department for a longer period. The importance of employee support is emphasised by Breaugh and Starke (2013:109), who indicate that employers (management in the case of the public service) can support their employees in a number of ways by providing feedback, giving recognition and rewards, counselling them and providing emotional support.
Figure 5.16 Development planning in the MWT takes into account my individual interest

Figure 5.16 shows views and opinions of respondents on whether development plans at the Department of Transport take into account the individual employee’s interest. 44% agree that development plans take individual employees’ interest into account, while 38% of respondents disagree and 18% do not know. This suggests that the department has to do more in terms of inclusiveness when it comes to development plans to include the 38% of respondents who disagree and 18% of respondent who have no idea whether the development takes their interest into account. This could be achieved by developing and managing individual development plans.
In this section, analysis and interpretation of retention strategies is provided.

**Figure 5.17 Employees are valued and respected at MWT**

Figure 5.17 shows respondents’ views on whether employees are valued and respected at MWT. Results indicated that 44% of respondents agree, followed by 34% who disagree and 22% who did not know. Respondents admitted that employees are valued and respected at the Department of Transport. Vroom’s expectant theory comes into effect here. When employees feel personally valued (valence), they will increase their efforts (instrumentality). According to Vroom’s expectant theory, employees are capable of calculating costs and benefits when choosing alternative courses of action (Stecher & Rosse, 2007: 778), which means that employees in their personal capacity convince themselves what to expect in exchange for their efforts. Therefore, in the absence of full cognisance of employee’s values, the employer (management in the case of public institutions) can lose employees. The above contention is also supported by Marcey (2009:11) as cited in Moeketsi (2013:58), when he argued that treating people with respect establishes a basis for them to reciprocate voluntarily. Employers can show employees that they are valued and respected by giving verbal praise and a pat on the back at appropriate times, and if done properly this can motivate employees to perform at their best.
Figure 5.18 MWT employees are encouraged to attend training workshops to improve their skills

Figure 5.18 represents views and opinions of respondents on whether employees are encouraged to attend training workshops. 49% of respondents agree that they are encouraged to attend training, 40% disagree and 11%, the lowest number of respondents do not know. This result shows that training is encouraged in the department. This was confirmed by Participant A (2016: Interviews), who indicated that although training workshops are encouraged and training opportunities are available, training of some employees goes hand in hand with their previous performance. In Civil Aviation for example, career opportunities especially for Air Traffic Controllers (ATC) require a staff member to complete training and validate particular ratings in order to be eligible to move to the next promotional level (Aerodrome, Approach and Area control etc.). In this regard, the staff member is required to complete the Aerodrome training and validate his or her ratings before being afforded training for the next promotional level. The exception here is when that training is simply to sharpen existing skills which have nothing to do with the next functional level. There is a possibility that the 40% who disagreed may be affected by constraints alluded to in the interview. The scarcity of qualified ATCs is also mentioned as a contributing factor to this problem because the Department has to train employees itself through on-the-job-training. According to Swanepoel et al. (2008:452), human resource development is a
broad term that relates to training, education and other intentional or unintentional learning and refers to general growth through learning. Participant F (2016: Interviews) reiterated that pilots at Government Air Transport Services are also trained by the department and need to validate their ratings before the training for the next functional level is recommended. From the foregoing, it is clear that training opportunities are available based on prior progress already made. It is therefore incumbent upon the Department to encourage employees undergoing on-the-job training to work hard to enable the department to afford them opportunities for further training.

Figure 5.19 MWT provides opportunity for professional growth and development

Figure 5.19 represents the respondents’ views and opinions on whether employees are afforded any professional growth and development opportunities. 53% agree that employees have opportunities for professional growth and development, while 37% disagree and 10% don’t know. The result suggests that the department is on the right path in terms of providing professional growth and development to employees. However, the department needs to introduce mentoring programmes to assist employees to upgrade their skills. This view is supported by Swanepoel et al. (2008:453), who argue that human resource development helps to prepare employees for forthcoming restructuring, which in turn increases job satisfaction, improves interpersonal skills and makes the organisation a better place to work. Figures 5.16 and 5.19 are comparable to Figure 5.18 and have similar positive responses with regard to training and
development opportunities for employees. It is therefore suggested that management should be more inclusive in their approach to training of staff.

Figure 5.20 Employees have a platform to raise their concerns and be listened to

Figure 5.20 shows views of respondents on whether employees are provided with a platform to raise their concerns. The result shows that 39% agree that there is a platform for raising their concerns, while 47% disagree and 14% do not know. This result indicates that most employees feel that they are not fully engaged in matters that concern their work, and that they feel that communication does not allow bottom-up feedback. Good working relations between employees and managers assist in maintaining organisational transparency, open organisational communication, team-work and relationships. This means that improvement of the working conditions should help to foster group cohesion through a sense of belonging among employees. In addition, coming together as a group of employees enhances social belonging, hence identification with the team cements team spirit.

This view was reiterated by Participant E (2016: Interviews), who believes that dialogue with employees is very important in the workplace because it assists to eliminate misunderstandings in the institution.
Figure 5.21 MWT does not have a retention strategy in place

Figure 5.21 indicates the opinions of respondents on whether employees are aware of retention strategies in the Department of Transport. The highest number of respondents, 47% indicates that they are aware of retention strategies; however, 30% are not aware of any retention strategies and 23% do not know. During the interviews no manager referred to any retention document. Participant C (2016: Interviews) indicated that they have no specific retention strategies or policy that guides them and indicated that the public service is at the mercy of what the Office of the Prime Minister has to decide when it comes to retaining employees. During the perusal of policies, the researcher found that there is a Reward Management Policy (Office of the Prime Minister 2013), which indicates that scarce positions are graded as Personal-To-Holder for the purpose of attraction and retention. In the absence of a retention policy, managers are also at liberty to use their own initiatives and propose new offers with reasons and motivations, especially if the offer is above the salary indicated as personal-to-holder. This means that the Accounting Officer should first support the proposal and that the Public Service Commission should recommend it before any implementation can take place (Office of the Prime Minister, 2008).
Figure 5.22 I can accept an offer elsewhere should the opportunity arise

Figure 5.22 above indicates that an overwhelming 78% of respondents agree that they can accept an offer elsewhere should that opportunity arise, while only 15% of respondents indicated that they are content with where they are. A mere 6% indicated that they do not know and 1% did not answer the question. Employees therefore indicated that they can accept an offer elsewhere if the opportunity occurs, which means that employees are ready to leave if such an opportunity presents itself. Cho and Perry (2012:385) indicated that employees’ attitudes, job satisfaction or intention to leave is heavily reliant upon the trust between employees and their employer. In the absence of this trust, employees can opt to leave. It is therefore evident from the foregoing that employees can leave should the opportunity presents itself.
Figure 5.23 I feel frustrated in my work

Figure 5.23 shows that responses are evenly split in this regard. 46% of respondents are not frustrated while 42% admitted to being frustrated and 12% did not know. When employees become frustrated, this frustration can build up and they may resort to looking for employment elsewhere. This situation is a reflection of Hertzberg’s theory as quoted by Moeketsi (2013:38) that poor working conditions related to dissatisfaction caused by pain or discomfort negatively impact upon employees at lower levels of the institution. Management should therefore find alternative ways of rewarding employees and should also establish committees that will assist employees in raising their concerns and eliminate frustrations caused by lack of communication.

➢ Results of the interviews schedule with managers in the Department of Transport

In the previous part of this section it was stated that a five-point scale was used to score the respondents’ responses through the use of a questionnaire. This section deals with information gathered through interviews with managers of different directorates in the Department of Transport.
Retention strategies or policy

According to Participant D (2016: Interviews), there are no specific retention strategies and, in the absence of formal retention strategies, it was indicated that if the power could be invested within the directorate to make decisions, things could be different as it would then be possible to recommend a higher position that encourages an employee to stay. Currently the power to recommend as such lies with the Public Service Commission. The study concludes that managers do not have clear guidance on retention of employees and they are also not aware of the Human Resource Development Policy Framework, which the government is trying to implement for the purpose of supporting the retention of employees. Managers are presently being more reactive than proactive towards retention of employees. Millmore and Morrow (2007:209) warned against the danger of being reactive towards employee retention when emphasising that human resource planning should be continuous to allow early warning of manpower status, so that organisations would not be caught unprepared.

Managers were asked to indicate how they retain employees in their departments/divisions. They indicated that they try to accelerate payments such as overtime to eliminate frustrations and make employees more aware of the incentives attached to their job categories, e.g. tool allowance for Aircraft Maintenance Engineers, as well as maintain regular communication. Although these activities enhance job satisfaction, managers did not indicate any policy that guides them with retention directives.

➢ Reasons employees leave

Although benefits are comparable with other public institutions as indicated in Figure 5.12, dissatisfaction with salary and frustrations at the workplace are among the reasons why employees leave the institution. Managers reiterated that competitive salary plays a significant role in retaining employees. It is therefore incumbent upon the department to offer more career growth opportunities and also to review how they pay their employees. For Mason (2010:146), if the compensation plan is in the top 20-30% of the industry, then money will often not be the reason why people leave. Additionally, employees are motivated by challenging jobs that offer career growth (Giancola, 2011:24).
Exit interviews

Managers were further asked through interviews whether they do conduct exit interviews and indicated that there is no official policy in this regard. It is however critical for any institution to conduct exit interviews because this will help to establish why people leave. This view is supported by Robbins (2004:241), who emphasises that it is a good idea to carry out exit interviews to establish why employees are leaving, even though the information may not be so reliable. Scott (2013:1) also supported exit interviews by stating that human resource specialists must utilise feedback they receive from exit interviews and focus groups to improve employee relations and reduce turnover. Exit interviews assist public service institutions to assess and analyse reasons for high employee turnover.

Effectiveness of retention strategies

Managers were asked to indicate whether they think that the retention strategies currently in place are effective. Participant A (2016: Interviews) indicated that the current retention strategies are not effective and believes that the government is losing a lot of money through training of new employees and that the system has weak implementation tools. Participant F (2016: Interviews) indicated that every process goes through the Public Service Commission, and that by the time the department receives the response on a particular request, the situation would have already deteriorated. This also affects the staff morale.

Employee relations

Managers were asked to indicate whether they promote good employee relations and they all indicated that they do indeed promote good relation amongst employees. They also stated that they try to accommodate everyone, as well as make other employees aware that where the rights of one person ends, another person’s rights begin. Participant E (2016: Interviews) indicated that although not all employees accept teamwork, they try to encourage participation through monthly meetings where they share ideas. Participant F (2016: Interviews) emphasised improving relations through inculcating a culture of honesty and keeping a team spirit.
Role of management in retaining employees

Participant A (2016: Interviews) indicated that the role of management should be understood within the context of the overall responsibility of the institution. This includes staff motivation, monitoring of employee performance and also ensuring employees stay for longer periods in the institution. Management is currently faced with a problem of the public service losing employees to private entities. The participant is of the opinion that skills scarcity should first be addressed in order to secure a balance of supply and demand before the public service thinks of retention of employees. The participant further emphasised that management should play a central role in retaining their employees by creating an environment where employees’ talents can thrive. This includes continuous training, supporting employees and creating opportunities for their promotion and development.

There are no formal records of reasons why people seek employment in the public service, but when they leave, the reason is always to seek greener pastures. And while work is not all about money, at the end of the day however money plays an important role in the process. For example, the job category of Air Traffic Controller (ATC) is a technical career that oversees the safety of air space and is in demand worldwide. Though Namibia has modern ATC systems, the country cannot compete with developed nations in this regard and supervisors are left with little they can do to control the losses from this particular field. Participant B (2016: Interviews) elaborated on the same matter by noting that history also plays a role in the current retention of employees in the public service. The first question to be asked in this regard is whether the country had, for example enough Meteorologists, Architects or Quantity Surveyors before national independence? The answer to this question is no, as the few professionals in these fields are shared amongst the competitors. Other employers pay far better than the public service.

Promotion of loyalties and commitments

Managers were asked to indicate how they promote loyalty and commitment among employees. Participant A (2016: Interviews) highlighted that factors which are crippling the efforts to promote loyalties and commitment are the long processes involved, budgetary constraints and under-staffing. Participant D (2016: Interviews) elaborated that budget cuts prevent the public
service from providing induction courses to its new employees, which is the basis of skills development. Due to financial challenges and lengthy processes, managers are limited in terms of what they can do to promote loyalty and commitment. Employees need to be guided throughout their employment, starting with induction as an introduction to an organisation. This guidance needs to be carried out continually until the employees establish confidence in their work. Döckel, Basson and Coetzee (2006:22) are fully supportive of this notion as they indicated that training is predicted to increase organisational commitment through increased self-worth and importance.

➢ **Career opportunities**

Managers were asked to indicate how they assist employees to understand the career opportunities that are available to them. Participant B (2016: Interviews) indicated that there is a challenge with skills alignment to job requirements. Participant C (2016: Interviews) further added that in the absence of sufficient skills, managers can only emphasise a culture of learning amongst their employees, the reason being that this is the only way they can assist employees to be eligible for promotions. Based on all this, it is evident that there is a shortage of skills which prevents employees from advancing in their careers.

➢ **Utilisation of employees’ skills and competencies**

Managers were asked during the interviews to indicate how they ensure that skills and competencies are fully utilised.

Participant A (2016: Interviews) indicated that there is less autonomy in the Department of Transport; for example, in the aviation industry all the training and skills development must be compliant with the International Civil Aviation Organisation (ICAO) rules. The same rules regulate who should operate at what level within the job categories in terms of job requirements. The Department of Transport is not allowed to relax the prescribed requirements as set by ICAO because it will compromise the safety of its clients.
Participant B (2016: Interviews) indicated that climate change is currently a burning issue that leads to career opportunities such as climatology. As a manager, one may encourage employees to study further in the emerging science fields in order to avail themselves to these opportunities.

Participant F (2016: Interview) further stressed that the Transport Department is mostly technical and job allocation is strictly done as per the skills and competency of an individual. Participant D (2016: Interviews) said that due to skills and staff shortages, employees are assigned responsibilities that fall outside the scope of their job description, but that this must first be communicated to the staff member concerned and agreed upon prior to assigning such additional responsibilities. The manager concerned can explain how it will benefit the employee in terms of capacity building, for example. The above shows that the Department of Transport struggles with a skills deficit, which then poses a challenge in career advancement within the department as the job requirements have to be strictly met.

- **Decision-making**

Participant A (2016: Interviews) indicated that employees can deliberate on decisions regarding their working shifts but less so on the systems, as they are not allowed to deviate from the ICAO’s rules. Participant B (2016: Interviews) further stressed that any deviation from the norm at Meteorological Services will affect the whole system that is in place and regulated by the World Meteorological Organisation (WMO), whose rules and directives they have to be compliant with. Participant C (2016: Interviews), however, indicated that emphasis is placed on holding management meetings that assist the department to make collective decisions. Participant C (2016: Interviews) indicated that decisions related to management of employees are always derived through consultations. This indicates that the department is on the right path in terms of involving its employees in the decision-making processes of the institution.

- **Performance-related promotions**

Managers were asked to indicate whether there are any promotions opportunities linked to performance in the Department of Transport.
All the participants indicated that there are no formal performance-related promotions or any policy in this regard for that matter. However, participant E (2016: Interviews) added that there are indirect performance-related promotions in the job category of a pilot. Once a pilot is appointed, he/she starts with conversion training of a particular aircraft which he/she is supposed to fly. If the pilot has insufficient experience, he/she is required to accumulate prescribed flying hours in order to start flying independently. Once the pilot becomes competent in flying that particular aircraft and is validated by Civil Aviation, he/she can be promoted initially to the First Officer position and later to the Captain position of that particular aircraft. The pilot may start with those positions on, for example, the Lear jet (which is a light aircraft), before being upgraded to the Falcon (which is a bigger aircraft) and so on. These adjustments are done on the recommendation of the Public Service Commission. However, in other directorates few such opportunities exist.

Participant F (2016: Interviews) further elaborated that performance is not a sufficient requirement for promotion, particularly within a technical environment, though it certainly counts towards promotion. Some employees are seemingly comfortable where they are and do not want to be promoted, especially those who hold specialised positions who are not always interested in management positions. From the foregoing, it is evident that career growth opportunities are few and far between in the department and it is therefore important for the department to introduce programmes that will assist employees to improve their skills and competencies so that they can take advantage of promotion opportunities.

➢ Incentives

Managers were asked to indicate any incentive that they provide to employees in order to motivate them. All participants indicated that there are no formal incentives in the public service. However, participant E (2016: Interviews) is of the opinion that job security, promotions, job enrichment and recognition can positively affect employees’ decisions to remain in the public service.
Motivated employees

Managers were asked to indicate whether their employees are motivated. All the managers indicated that their employees are not fully motivated because they are still resigning, however they are putting measures in place with which to motivate staff. Participant A (2016: Interviews) further indicated that motivation varies from one employee to another. For instance, one employee may see a glass of water as half empty while another sees the same glass as half full, which means that some employees are positive towards their work while some are negative, and this in turn affects their perception towards work.

5.4 Conclusion

It is clear from this chapter that due to the technical nature of the Ministry of Works and Transport, protocols are strictly guided by international organisations. Economic constraints have also been highlighted as crippling some of the efforts to maintain employees.

The department is on the right path though in achieving gender equity balance. In addition, 56% of employees are concentrated at entry-level positions. Employees admitted that supervisory support existed, but that more still needs to be done to include employees who disagree that they receive support.

This research has also concluded that there is a problem with regular feedback, which is not emphasised in the department. However, employees are embracing the sharing of ideas, which is something that is encouraged by their supervisors. Both employees and supervisors indicated that they embrace teamwork, but employees are not satisfied with their salary. Managers indicated that economic constraints do not allow them to use the full potential of any possible initiatives to make improvements when it comes to employee rewards. Employees indicated that they are nevertheless happy with the other benefits the government provides.

Despite shortcomings in the department, some employees feel motivated to continue working in the public service. Employees indicated that their work is challenging and admitted that they are
aware of retention strategies in the department. However, in the managers’ opinion retention guidelines are lacking as there is no retention policy.

When it comes to training and development, the department invested in employees’ in this regard, but there is still more to be done to include all employees. It would help if training is compulsory for all employees in the department. Employees feel that professional growth is availed to them but that the platform for their concerns leaves much to be desired.

Results suggest that employees are frustrated and that more should be done to ease their frustrations. Even though there are no formal exit interviews, the reason for resigning is perceived to be better pay. The next chapter will conclude the research with the findings, recommendations and conclusions.
CHAPTER 6: FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

6.1 Introduction

The previous chapter dealt with data analysis and presentation. This chapter discusses and interprets the findings, recommendations and conclusions of the study. In this chapter, the meaning and implications of the findings are explained in the light of the study’s purpose.

6.2 Synthesis of chapters

Chapter 1 provided the background of the research study, problem statement, research questions, research objectives, research design and methodology, data collection, population and sampling, data analysis and delimitation of the research.

Chapter 2 provided the literature review and commenced by providing information on the transformation of the public service, the nature and scope of employee retention, employees and their values, work environment, employee training and development, talented employees, the role of management in retaining employees, retention strategies and factors that lead to employees leaving the public service.

Chapter 3 provided the literature review on the rationale for employment motivation, theories of motivation, analysis of intrinsic and extrinsic rewards as motivational factors, and talent management.

Chapter 4 provided the research design and methodology that was used in the study, including the data collection method, research settings and participants, population and sampling, data collection instruments, validity and reliability, pilot testing, data analysis and research ethics.

Chapter 5 provided data analysis and interpretation of the research.
Chapter 6 discusses and interprets the findings, conclusions and recommendations of the study.

6.3 Findings of the research

The findings of the research are presented in the sections below.

- **The role of management in the implementation of staff retention strategies**

  The managers indicated in the interviews that they have a very important role to play in creating a conducive environment that encourages employees to remain with the institution. They indicated that the lack of certain institutional policies and budget constraints always weaken their efforts to retain employees. Managers emphasise team building and cultivate a culture of honesty amongst their employees. The findings also revealed that managers are experiencing difficulties in their attempts to promote loyalties and commitments due to long processes, budget cuts and understaffing. Managers indicated that they experience difficulties in aligning available skills to the prescribed job requirements due to skills shortages in the labour market. Managers encourage employees to join deliberations on administrative work and encourage consultative meetings for major decisions.

- **Regular feedback from supervisors**

  The findings show that feedback between employees and their supervisors should be improved. Employees require feedback in the form of appreciation or recognition from management in order to execute their duties properly. This is underscored by Armstrong (2012:65), who states that feedback from supervisors helps employees to feel more responsible, confident and empowered. Martel (2002:49) states that to communicate is to share and that in communicating; employees create unity and are of one mind. Mitchel (2010:1) supports the above statement by arguing that motivation through open communication and results-oriented feedback requires more thought and sensitivity. Therefore, every effort should be made by supervisors to ensure that information reaches their subordinates.

- **Retention strategies in the Department of Transport**
The research findings revealed that the Department of Transport is not guided by a direct formal retention policy and managers are therefore compelled to use their own initiative to retain employees. Even though the Reward Management Policy mentioned in section 2.3 of this research stipulated that the scarce jobs have been graded as “personal-to-job categories”, there are no further directives that explicitly indicated how institutions should assign or provide offers that are above this category if that need arises. The study thus concluded that managers use their own initiatives to request recommendations from the Public Service Commission. During the perusal of policies, information also emerged that employees granted with study leave enter into an agreement with the public service in that they should serve the public service for at least two years for every year or part thereof that is granted for study purposes upon completion of such study (in ss.(h) of PSSR DI/XI); however, there is no data to confirm that employees who receive on-the-job training also enter into such agreement.

➢ **Employees’ platform to raise concerns**

The findings revealed that the majority of employees in the department are not afforded platforms for raising their concerns, which makes it difficult to eliminate misunderstanding in the department. Sapru (2013:254) indicated that employees are motivated by a good working environment that values participative management systems, engaging in communications and participative decision-making.

➢ **Employee rewards and benefits**

The research findings concluded that the salary in the Department of Transport is not competitive. Employees indicated that they are not happy with their salaries, but that they are satisfied with other benefits. According to the Reward Management Policy (ss. in PSSR F.II), remuneration of employees in the public service is determined by economic factors, hence the level of pay relates directly to what the government can afford to pay. Despite that, employees indicated that they are satisfied with other remunerative benefits. Haoses-Gorases et al. (2014:2) indicated that one of the reason employees leave an institution is low salary. Additionally, Vroom’s expectancy theory suggests that rewards provided by the institution should have meaning to the employees (valence). The more positive the rewards are, the more likely the employees will be motivated, as Quick and Nelson (2009:169) rightly observe.
➢ Employee motivation

The findings revealed that employees are satisfied and motivated in their work. However, the study also revealed that the Department of Transport still needs to do more to build trust between the institution and the number of employees who indicated that their expectations are not yet met. Resignations are still prevalent and this is a clear indication that employees have little desire to continue working for the same institution. Most of the employees indicated that they were ready to leave the institution if they received better offers. This ongoing issue is indicative that the employees have less trust in their current employer. Cho and Perry (2012:385) observe that employees’ attitude, job satisfaction or intention to leave is dependent upon the trust between employees and their employer.

➢ Professional growth and development

The research findings revealed that employees are afforded professional growth and development opportunities. However, the department needs to introduce mentoring programmes to assist employees to improve their skills so that they can be eligible for more responsibilities. This view is supported by Swanepoel et al. (2008:453), who argue that human resource development helps to prepare employees for forthcoming restructuring, which in turn increases job satisfaction, improves interpersonal skills and makes the organisation a better place to work.

➢ Promotions

The research revealed that there is no formal performance-related promotion policy in the department. Performance management is not fully implemented, and even though performance assessments are carried out, they are not yet influencing salary or career advancements. This has a negative effect on employees with outstanding performance as they are still treated the same way as others in terms of promotions. Another reason given is that the department relies on technical skills; hence hard work alone cannot count for promotion but should still be recognised in conjunction with prescribed appointment requirements as set out by international regulations.
The research revealed that there is a shortage of skills in the department as well and that the department has invested on-the-job training to curb the skills deficit. There is a likelihood that employees become frustrated during the process of learning and resort to leave. From April 2014 to 31 August 2015 alone, a total of eighteen (18) resignations have been recorded. The research findings also revealed that there are no formal procedures for incentives apart from the prescribed benefits of a particular position. This means that managers are not guided in any way to provide incentives to outstanding performers. Literature suggests that scholars have tried to draw conclusions from the little empirical research that has been done, linking compensation to actual performance and retention. Reh (2010:1) argues that good salaries enhance high performance at work, and ultimately motivate employees to stay in the institution. Compensation is the crux upon which employee retention is based.

- **Reasons for labour turnover**

The research findings indicated that salary dissatisfaction and workplace frustrations are among the many reasons why employees leave the institution. Managers reiterated that competitive salary plays a significant role in retaining employees. It is therefore incumbent upon the department to offer more career growth opportunities and to also make recommendations for review of employees’ salaries. According to Mason (2010:146), if the compensation plan is in the top 20-30% of one’s industry, then money will often not be the reason why people leave. Additionally, employees are motivated by challenging jobs that offer career growth (Giancola, 2011:24).

Moreover, in the absence of formal retention strategies, managers indicated that they are more reactive than proactive towards retention of employees. Millmore and Morrow (2007:209) warned against the danger of being reactive towards employee retention and stress that human resource planning should be continuous to allow early warning of manpower status, so that organisations would not be caught unprepared.

**6.4 Recommendations**

The previous section illuminated some core issues at the centre of employees’ dissatisfaction and frustration in the Department of Transport in Namibia. It is evident that the department is
struggling in its efforts to retain its employees. A lot of work is therefore needed in terms of introducing a policy framework that will guide institutional strategies on staff retention. The following recommendations are made in this regard.

➢ **The role of management in the implementation of staff retention strategies** – The managers indicated in the interviews that they have a pivotal role to play in creating a conducive environment that will encourage employees to stay with the institution. The role of management should be understood in the context of the overall responsibility of the institution. This includes staff motivation, monitoring of employee performance and training. Managers should emphasise skills development to acquire a balance of supply and demand in the labour market. If the situation of skills development is not addressed, retention of employees will remain wishful thinking because employees will always go for better offers, as they have admitted in this study.

➢ **Employee motivation and retention** – The manager or supervisor plays a key role in employee motivation and retention. There is a close relationship between the actions of supervisors/managers and employee retention. The supervisor can influence an employee’s decision to stay or leave, and he/she should hence be a trusted builder as well as a good communicator, talent developer and coach.

➢ **Promotion** – The performance management system should be introduced and every employee should benefit from it. Many employees will then stay with the institution because there is an upward mobility that serves as an incentive for better performance. This does not mean however that every employee should be promoted even if he/she is not performing, but promotion should be based on achievement rather than aspiration. The institution should also look at ways in which the employees are motivated through vertical advancement.

➢ **Professional growth and development** – The research findings revealed that employees are afforded professional growth and development opportunities, but that this does not apply to all of them. Professional growth and development should be inclusive. Those who are not afforded the opportunity will feel left out and will be discouraged in their work.
Reasons for labour turnover – The research findings indicated that dissatisfaction with salary and frustrations at the workplace are among the many reasons why employees leave the institution. Managers reiterated that competitive salary plays a significant role in retaining employees. It is therefore incumbent upon the department to offer more career growth opportunities and to also review how they pay their employees. The research findings additionally revealed that despite attempts by managers to retain employees, employees are still leaving the department and this affects the department negatively, the reason being that it is very costly to train new employees.

6.5 Conclusions

Following from the analysis above, it is clear that the Department of Transport does not have guidelines with regard to employee retention. It is therefore incumbent upon the institution to introduce measures to attract and retain employees. Supervisors and managers in the institution should play a central role in the implementation of such interventions. The research revealed that the majority of employees leaving the institution point to poor remuneration, lack of promotion and the absence of incentives as contributing factors to their resignations. This calls for the Department of Transport to review their remuneration and to also find ways to incentivise and promote employees as a means to motivate and keep them in the institution. Finally, it is crucial for the Department of Transport to value and respect their employees’ contribution because recognition is vital to performance.
REFERENCES


Office of the Prime Minister, 2008, *Special study leave*, Public Service Staff Rule DI/XI. Windhoek.


Office of the Prime Minister, 2016, *Training and Language proficiency*. Public Service Staff Rule Chapter C. Windhoek.


Annexure A: Letter of permission from Ministry of Works and Transport

Office of the Permanent Secretary
Ministry of Works and Transport

ACTION FORM

From: IN Namveda
Subject: Request for permission to conduct a research at the Ministry of Works and Transport
Date: 17 September 2012

Referred to:
1. Ms Balbina Pienaar
2. Mr Willy Kauaria
3. Mr Phillip Amunyela
4. Mr Andrew Mwazi
5. Mr Joe Shipepe
6. Mr Chris Mungandjela
7. Mr R Fenyeho
8. Joas Shimunyengu
9. Grace Mubonenwa
10. Isai Haikela
11. Melani Henckert

Deputy Permanent Secretary
Under Secretary: ACSS
Under Secretary: Transport
Under Secretary: Works
Under Secretary: GATS
Deputy Director: Division Finance
Deputy Director: HR
Personal Assistant to the Minister
Cabinet Liaison Officer
Administrative Assistant
Secretary

Comments: MS Namveda, permission is hereby granted on condition that your report is first shared with PS of this Ministry before it is published.

PS
Mutile
21-09-12
The Permanent Secretary  
Ministry of Works and Transport  
Private Bag 133341  
6719 Bell Street, Snyman Circle  
Windhoek  
Namibia  

Dear Mr. Mwatile,  

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH AT THE MINISTRY OF WORKS AND TRANSPORT.  

My name is Indilileinge Ndahaf Namweda employed by the Ministry of Works and Transport as a Senior Human Resource Practitioner, I am required to conduct a research study for the completion of a Masters degree in Public Administration and Management through the University of South Africa and I am humbly requesting to be granted a permission to conduct my research study in our Ministry.

My research study is focusing on the recruitment and retention of scientific and technical experts in the public service, which is a case study of the Ministry of Works and Transport. As a Senior Human Resource Practitioner, one of my responsibilities is recruitment which needs a person with a good understanding of a working environment. The insight to be acquired from this study will increase my skills and knowledge that I will invest back into the Ministry and the Public Service at large. It is therefore the objective of this study to share the outcome and recommendations, emanating from this research with the Ministry and the Public Service.

I thank you for your kind consideration and support.

Yours Sincerely,  
Indilileinge N Namweda (Ms)  
Cell: 0812495342- Office 2088100  
First floor, room 1.22, Head office.
Annexure C: Questionnaire

1. Gender

<table>
<thead>
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<th>Male</th>
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2. What is your age category?

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<td>20 to 35 years old</td>
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<td>35 to 50 years old</td>
</tr>
<tr>
<td>50 and 55 years</td>
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<tr>
<td>Above 55 years</td>
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3. In which Department/Directorate/Section do you work?

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<tr>
<td>Transportation Policy and Regulations</td>
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<td>Civil Aviation</td>
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<tr>
<td>Transportation Infrastructure</td>
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<tr>
<td>Maritime Affairs</td>
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<td>Meteorological Services</td>
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Specify other ……………………………………………………………………………………

4. In which job category are you in the MWT?

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<td>Promotional post</td>
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<td>Other (specify)</td>
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5. Number of years you have worked at MWT

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<td>1 – 5 years</td>
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<td>More than 10 years</td>
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SECTION B: Role of management

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<th>Agree</th>
<th>Don’t know</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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<td>My supervisor is supportive</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>7</td>
<td>I receive clear directions on the work to be done</td>
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<td>8</td>
<td>I receive regular feedback from my supervisor</td>
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<td>9</td>
<td>My supervisor encourages me to share ideas with her/him</td>
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<td>10</td>
<td>My supervisor encourages teamwork</td>
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</tbody>
</table>

SECTION C: Reward system and motivation

<table>
<thead>
<tr>
<th>No.</th>
<th>Statement</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Don’t know</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>11</td>
<td>My salary is competitive with similar jobs that I might find elsewhere</td>
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<tr>
<td>12</td>
<td>The benefits that I receive are comparable to those that are offered by other organizations in the public sector</td>
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<tr>
<td>No.</td>
<td>Statement</td>
<td>Strongly agree</td>
<td>Agree</td>
<td>Don’t know</td>
<td>Disagree</td>
<td>Strongly disagree</td>
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<tr>
<td>13</td>
<td>I am satisfied and motivated to do my work</td>
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<tr>
<td>14</td>
<td>My work is challenging</td>
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<tr>
<td>15</td>
<td>MWT employees are supported</td>
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<tr>
<td>16</td>
<td>Development planning in the MWT takes into account my individual interest</td>
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</tbody>
</table>

**SECTION D: Retention strategies**
(For the following statements, please tick the box that matches your view most closely)

<table>
<thead>
<tr>
<th>No.</th>
<th>Statement</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Don’t know</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>17</td>
<td>Employees are valued and respected at MWT</td>
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<tr>
<td>18</td>
<td>MWT employees are encouraged to attend training workshops to improve their skills</td>
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<tr>
<td>19</td>
<td>MWT provides opportunity for professional growth and development</td>
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<tr>
<td>20</td>
<td>Employees have a platform to raise their concerns and be listened to</td>
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<tr>
<td>21</td>
<td>MWT does not have a retention strategy in place</td>
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<tr>
<td>22</td>
<td>I can accept job offers elsewhere should opportunity arise</td>
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<tr>
<td>23</td>
<td>I feel frustrated in my work</td>
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</tbody>
</table>

Thank you for your participation
Annexure D: Interview schedule

Section A: Role of management

1. What do you think are the roles of management in retaining employees?
   ...........................................................................................................................................

2. How do you promote loyalty and commitment among staff at MWT?
   ...........................................................................................................................................

3. How do you assist employees to understand career opportunities available to them in this institution?
   ...........................................................................................................................................

4. How do you ensure your subordinates skills and competencies are fully utilized in the institution?
   ...........................................................................................................................................

5. To what extent do you involve staff in decision-making?
   ...........................................................................................................................................

Section B: Reward System and motivation

6. Are the any promotions opportunities linked to performance?
   ...........................................................................................................................................

7. Do you think your reward is fair to your employees?
   ...........................................................................................................................................

8. What kind of incentives do you provide to motivate your employees?
   ...........................................................................................................................................

9. What is your labour turnover? Do you think these figures are acceptable?
   ...........................................................................................................................................

10. In your opinion do you think your employees are motivated?
    ...........................................................................................................................................
Section C: Retention strategies

11. How do you retain employees in your department/division?

12. What policies are in place to retain employees?

13. Why do you think are the reasons for some of your employees to leave the organization?

14. Does your organization offer any exit interviews for employees leaving the organization?

15. Do you think these strategies are effective in your department?

16. Do you promote good relation among employees in your institution?

Thank you for taking your time to answer the questions!
Annexure E: Ethical clearance letter

DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT
RESEARCH ETHICS REVIEW COMMITTEE

Date: 1 November 2016

Dear Ms Namweda

Ref #: PAM/2016/030 (Namweda)
Name of applicant: Ms IN Namweda
Student #: 37052349

Decision: Ethics Clearance Approval

Name: Ms IN Namweda, 37052349@mylife.unisa.ac.za, tel: +264 81 249-5342
[Supervisor: Mr Paul R Motsoeneng, 012 429-6312, motsorp@unisa.ac.za]
Research project: Retention of employees in the Department of Transport in the Ministry of Works and Transport in Namibia

Thank you for the application for research ethics clearance by the Department: Public Administration and Management: Research Ethics Review Committee for the above mentioned research. Final approval is granted for the duration of the project.

The decision will be tabled at the next College RERC meeting for notification/ratification.

For full approval: The application was expedited and reviewed in compliance with the Unisa Policy on Research Ethics by the RERC on 1 November 2016. The proposed research may now commence with the proviso that:

1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.

2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to this Ethics Review Committee. An amended application could be requested if there are substantial changes from the existing proposal, especially if those changes affect any of the study-related risks for the research participants.

3) The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study.

Kind regards

Prof Mike van Heerden
Chairperson:
Research Ethics Review Committee

Prof MT Mogale
Executive Dean: CEMS

University of South Africa
Pretoria 0001, South Africa
PO Box 392 UNISA 0003 South Africa
Telephone: +27 12 429 3111 Facsimile: +27 12 429 4150
www.unisa.ac.za
To whom it may concern

This is to confirm that I, David Kaplan, a professional editor and proofreader, have edited Ndahafa Namenda’s research study as per protocol and, furthermore, that I believe it to be of a very high standard.

Kind regards,

David Kaplan

(This is a digital copy and is hence left unsigned)