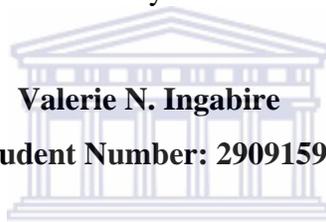




UNIVERSITY *of the*
WESTERN CAPE

**Human Resource Capacity Building and Retention:
a Challenge for the Rwandan Public Sector**

by



Valerie N. Ingabire

Student Number: 2909159

UNIVERSITY *of the*

A mini-thesis submitted in partial fulfillment of the requirements for the degree of
Master of Public Administration

School of Government, Faculty of Economics and Management Sciences

University of the Western Cape

Supervisor: Professor John Bardill

May 2011

TABLE OF CONTENTS

Table of contents.....	i
Declaration.....	vi
Dedication.....	vii
Acknowledgement.....	viii
Key words.....	ix
List of Acronyms.....	x
Definitions of terms	xi
Abstract	xii
CHAPTER ONE: INTRODUCTION AND BACKGROUND	1
1.1 Introduction	1
1.2 Problem statement.....	2
1.3 Research questions.....	2
1.4 Purpose and Objectives.....	2
1.5 Specific objectives.....	3
1.6 Motivation for the study.....	3
1.7 Significance of the study.....	3
1.8 Ethical considerations.....	3
1.9 Organization of the study.....	4
CHAPTER TWO: LITERATURE REVIEW.....	5
2.1 Introduction.....	5
2.2 Comparative insights.....	5
2.3 Africa’s human capital flight: magnitude and causes.....	6
2.4 Human Resources capacity building in Rwanda.....	7
2.5 Human Resource capacity retention and utilization in Rwanda.....	9
2.6 Conceptual framework.....	10
2.7 Review of the Capacity Building and Retention Challenges facing the Rwandan Public Sector.....	11
2.8 Human Resource Skills Shortage and Retention Challenges.....	12

2.9 The Contextualization of Capacity Building and Retention Problems within the Broader Literature.....	13
2.10 Summary.....	16

CHAPTER THREE: RESEARCH DESIGN AND METHODS17

3.1 Research setting.....	17
3.2 Study population.....	17
3.3 Sample size and sampling techniques	17
3.4 Selection criteria	17
3.5 Data collection.....	18
3.5.1 Instruments.....	18
3.5.2 Data collection procedure and time frame	18
3.5.3 Data analysis.....	18
3.5.4 Validity of the instruments.....	19
3.5.5 Reliability of the instruments.....	19
3.5.6 Language that was used for data collection.....	19
3.6 Ethical considerations.....	19

CHAPTER FOUR: DESCRIPTION OF THE RESEARCH FINDINGS.....20

4.1 Introduction.....	20
4.2 Biographical Information of the Respondents	20
4.2.1 Gender of the respondents.....	21
4.2.2 Age group of the study respondents	21
4.2.3 Respondents marital status.....	22
4.2.4 Level of education of the respondents.....	22
4.3 Additional Biographical Information	23
4.3.1 The job title of the respondents.....	23
4.3.2 Working experience of the respondents.....	24
4.3.3 Respondents’ salary in Rwandan Francs and Rand currency equivalency.....	24
4.4 The Respondents’ Capacity Building Opportunities In The Public Sector.....	25

4.4.1 Capacity building in the past.....	25
4.4.2 Structures of capacity building in the past.....	26
4.4.3 Past and current sponsorship.....	26
4.5 Respondents’ Current Area Of Specialization.....	26
4.6 Respondents’ Home Departments And Organizations.....	27
4.7 The respondents future relations with the public sector.....	28
4.7.1 Respondents future employment choices after training.....	29
4.7.2 Respondents that signed contract to return home to work in the public sector after training.....	29
4.7.3 Length of contract by respondents.....	30
4.7.4 Cross referencing respondents’ future relations with other variables.....	30
4.8 Respondents Future Employment and Country Of Choice.....	31
4.8.1 Future employment sector.....	31
4.8.2 Country of choice.....	31
4.9 Reasons Why Respondents Intend to Quit the Public Sector After Capacity Building.....	32
4.10 Conditions That Would Induce Respondents to Stay in the Public Sector	35
4.11 The Top Five Conditions Highlighted by Respondents that Would Induce them to Stay in the Public Sector.....	42
4.12 Challenges Facing the Rwandan Public Sector.....	44
4.12.1 Organizational Challenges.....	44
4.12.2 Performance Management Challenges.....	46
4.13 Suggested Strategies to Improve Public Sector Employee Morale.....	47
4.14 Summary.....	49
CHAPTER FIVE: ANALYSIS OF THE RESEARCH FINDINGS.....	51
5.1 Introduction.....	51
5.2. Biographical Factors for Quitting The Public Sector.....	51
5.3 Reasons why Civil Servants quit the Public Sector after Training.....	54
5.4 Challenges related to the Workplace Environment.....	56

5.5 Measures To Improve Capacity Retention in The Public Sector57

5.6 Summary.....62

CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS63

6.1 Brief Summary of the Research Findings.....63

6.2 Recommendations.....63

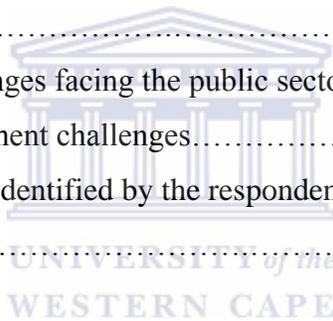
6.3 Conclusion.....64

REFERENCES:.....66



LIST OF TABLES

Table 4.2 Biographical information of the respondents.....	21
Table 4.3 Additional biographical information of the respondents.....	23
Table 4.4 Capacity building opportunities experienced by the respondents.....	25
Table 4.6 Capacity building opportunities based on institutional needs.....	27
Table 4.7 Respondents future employment choices after training.....	29
Table 4.8 Futur employment and choice of country.....	31
Tale 4.9 Organizational and social structure reasons for quitting the public sector.....	32
Table 4.10.1 Conditions under which respondents would wish to stay in the public sector.....	36
Table 4.10.2 Additional Conditions under which respondents would wish to stay in the public sector.....	40
Table 4.11 Top five conditions that would induce respondents to stay in the public sector.....	43
Table 4.12.1 Organizational challenges facing the public sector.....	44
Table 4.12.2 Performance management challenges.....	47
Table 4.13 Motivational strategies identified by the respondents to improve public sector employee morale.....	48



LIST OF FIGURES

Figure 1: Respondents' current area of specialization.....	27
--	----

DECLARATION

I declare that: “**Human Resource Capacity Building and Retention: a challenge for the Rwandan Public Sector**” is my own unaided work, and has not been submitted for any degree or examination in any other University, and all the sources I have used or quoted are indicated and acknowledged by references.

Signature: _____
VALERIE N. INGABIRE



DEDICATION

This mini-thesis is dedicated to my family, my husband Egide K. Ntagungira, thank you for making me feel special and a wonderful woman, my children Linda N. Pretty and Levin N. Precious.



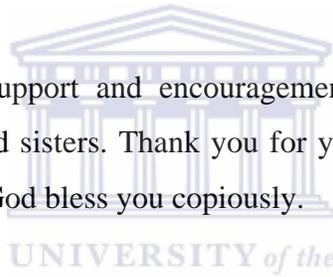
ACKNOWLEDGEMENT

First and foremost I would like to thank my Creator Almighty God for His love, guidance and protection. It would not have been possible for me to complete this work without his blessings and guidance.

Secondly, I acknowledge with many thanks my supervisor Professor John Bardill, whose advice and criticism were critical throughout the preparation of this manuscript. Thank you for your patience, understanding, guidance, support and morale uplift throughout my research.

My sincere thanks and gratitude also goes to the Kigali Heath Institute for granting me study leave to complete my studies.

I would not like to forget the support and encouragement I received from my family, especially my parents, brothers and sisters. Thank you for your inspiration and advice. This work is dedicated to you all. May God bless you copiously.



Furthermore, my sincere thanks and gratitude goes to the Rwandan community in Cape Town whose support in one way or the other contributed to making this thesis a reality. May God bless you all.

Last but not least my heart of thanks goes to my cherished husband for his love, guidance, advice, financial and moral support, encouragements that have helped in my endeavors. I appreciate you more than words can say. I pray that I have become the best part of you that you wanted me to be and may God preserve you for his purposes.

KEY WORDS

Human Resource

Capacity Building

Retention

Public sector

Civil servants

Post-graduate

Universities

Capacity building scheme

Challenges

Rwanda



LIST OF ACRONYMS

- ACBF:** African Capacity Building Foundation
- CPUT:** Cape Peninsula University of Technology
- CSCBS:** Civil Servants' Capacity Building Scheme
- EDPRS:** Economic Development and Poverty Reduction Strategy
- HRD:** Human Resource Development
- IMF:** International Monetary Fund
- IOM:** International Organization for Migration
- MDGs:** Millennium Development Goals
- MINADEF:** Ministry of Defense
- MINALOC:** Ministry of Local Government, Good Governance, Rural Development and Social Affairs
- MINEDUC:** Ministry of Education
- MININFRA:** Ministry of Infrastructure
- MININTER:** Ministry of Lands, Environment, Forestry, Water and Mines
- MINISANTE:** Ministry of Health
- NEPAD:** New Partnership for Africa's Development
- PhD:** Philosophiae Doctor or Doctor of Philosophy
- PRS I:** Rwanda's first generation Poverty Reduction Strategy.
- PRSP:** Poverty reduction strategic papers
- SPSS:** Statistical Package for Social Sciences
- UCT:** University of Cape Town
- UN:** United Nations
- UNCTAD:** United Nations Conference on Trade and Development
- UNDP:** United Nations Development Programme
- US:** University of Stellenbosch
- USA:** United States of America
- UWC:** University of the Western Cape

DEFINITION OF KEY TERMS

Human Resource Capacity Building: Refers to the process of equipping individuals with the understanding, skills and access to information, knowledge and training that enables them to perform effectively (UNDP Briefing Paper, 1992)

Human Resource Capacity Retention: Human resource capacity retention refers to policies and practices organisations use to prevent valuable employees from leaving their jobs.

Brain Drain

According to Wickramasekera, (2002:2) brain drain refers to “the permanent or long term international emigration of skilled people who have been the subject of considerable educational investment by their own societies.” Other scholars however, define brain drain as a “scientific mobility” because they argue that the concept of brain drain is heavily loaded with nationalistic value in the era of globalization. While in the context of higher education in Africa, brain drain has been described as a process through which a significant number of academic staff is lost to other sectors within the country or to other countries. (Logue, D. 2007).

WESTERN CAPE

ABSTRACT

In Rwanda, there is a serious concern that the human resource capacities to formulate and implement policies and programmes and deliver quality services to meet the Government's development priorities are not only limited but are eroding as well, despite efforts to the contrary. The purpose of this study is to examine the challenges of Human Resource capacity building and retention in the Rwandan Public Sector. Specific objectives are (i) to identify the civil servants' perceived reasons that make them quit the public sector after acquiring the desired skills by their working institutions; (ii) to identify the civil servants' perceptions on the measures to improve capacity retention in Rwandan public sector; (iii) to review the capacity building and retention challenges facing the Rwandan public sector; (iv) to contextualize problems of capacity building and capacity retention within the broader literature; and (v) to make recommendations regarding the specific strategies the Rwandan Public Sector should adopt to retain civil servants.

The study was carried out in Western Cape Province, at the Universities of University of the Western Cape (UWC), Cape Peninsula University of Technology (CPUT), University of Cape Town (UCT) and University of Stellenbosch (US). The eligible study participants were post-graduate Rwandan students pursuing masters and doctoral studies in various fields. A descriptive quantitative study design was used to collect data on the participants' perceived reasons as to why, after training, civil servants are likely to quit the public sector, together with the measures participants feel the Rwanda Public sector could put in place to retain the employees after training, as well as the human resource challenges facing Rwandan public sector. All 40 Rwandan postgraduate students pursuing masters and doctoral studies at the selected universities (based on Rwandan Embassy Records for 2010) were the sample for this study, and there was a 100% response rate. A structured self-administered, close-ended and pre-coded questionnaire was used to collect data. Data was analysed using the SPSS software programme, and descriptive statistics were used to describe various variables to answer the research questions. With regard to research ethics permission was granted by the Higher Degrees Committee of UWC and ethical clearance was obtained from the Research Grants and Study Leave Committee at UWC. Permission to conduct the study among Rwandan

masters and doctoral students on capacity building programmes supported by the Government of Rwanda was granted by the Rwandan Embassy. The purpose of the study was explained to the participants using the participants' information sheet. Signed informed consent both written and verbal was obtained from each individual participant. Participation was voluntary, anonymity of participants was assured, participants information was kept confidential and voluntary withdraw from the study at any time was guaranteed to participants. The findings demonstrate that 45% of the respondents do not intend to continue working in the Public Sector after training due to both financial considerations and workplace working conditions. The findings also indicate that 55% of the respondents intend to work in the public sector after training. The research recommends, amongst other things, that a larger survey be conducted among Rwandan students on study abroad programmes to ascertain if the reasons for quitting and perceived measures to remain in the public sector after training hold for all the civil servants on capacity building programmes.



CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

In Rwanda, there is a serious concern that the human resource capacities to formulate and implement policies and programmes and deliver quality services to meet the government's development priorities are not only limited but are eroding as well, despite efforts to the contrary. There has been a steep increase in the attrition rate, due in part to poor remuneration packages, unattractive recruitment policies, and insecurity of tenure, poor working environment, and a lack of ethical and professional standards, coupled with declining motivation of civil servants.

In Rwanda human resource capacity is in short supply in terms of qualified personnel for the current and envisaged tasks. There is a lack of competent management and administrative capacities to cope with the requirements of development as stipulated in the government's Vision 2020 and Poverty Reduction Strategic Plan (PRSP). This situation imposes limits to the absorptive capacity of the economy of Rwanda (Twahirwa & Muyango, 2002).

In spite of concerted efforts in capacity building by the Government of Rwanda, significant constraints are identified in capacity utilization and retention. They include inadequate resources to provide appropriate incentive packages to attract and retain qualified and competent personnel, lack of confidence and job security in the public sector, problems of task definition and misallocation of skills in appointments. In order to bridge this human capital gap, a number of initiatives and programmes have to be put in place. The Rwandan public sector loses qualified, skilled and talented professionals to other countries, and regions which no doubt has significantly hampered the nation's development endeavors (Republic of Rwanda, 2007).

1.2 PROBLEM STATEMENT

Training opportunities are available to Rwandan civil servants, and the country is availing long term capacity building opportunities to civil servants to go and study abroad. However, many do not return home on completion of their studies. Those that do return home are often attracted by the private sector and other projects that give them better pay and conditions than in the public sector. Attention to addressing staff attrition through improving conditions of service including a built in salary increment based on formulated salary scales is clearly essential for the Rwandan public sector (MIFOTRA/UNDP, 2007). The challenge in particular that Rwanda faces today is how to balance its capacity building and retention of its human resources for the development purposes. It is clear that there are difficulties in retaining trained staff in the public sector. Many positions are either vacant or filled with unqualified personnel. A voluntary departure of qualified staff is common and sizable in the public administration. For instance, between January and September 2002 some 700 out of 8,500 civil servants left, mainly for better paid jobs (Republic of Rwanda, 2002).

1.3 RESEARCH QUESTIONS

Many research questions were utilized during the data collection process, but the major questions include the following;

- ❖ What makes Rwandan Civil Servants quit the public sector after they have acquired the desired skills?
- ❖ What are the possible measures that Rwandan Public Sector can employ to retain its human resource after capacity building?
- ❖ What are some of the main challenges facing the Rwandan public sector in human resource capacity building and retention?

1.4 PURPOSE AND OBJECTIVES

The overall purpose of the study is to examine the challenges of Human Resource capacity building and retention in the Rwandan Public Sector.

1.5 SPECIFIC OBJECTIVES OF THE STUDY

The specific objectives are:

- ❖ To investigate the civil servants' perceived reasons that incline them to quit the public sector after acquiring the desired skills by their working institutions.
- ❖ To identify the civil servants' perceptions on the measures for capacity retention in the Rwandan public sector.
- ❖ To review the capacity building and retention challenges facing the Rwandan public sector.
- ❖ To contextualize problems of capacity building and capacity retention within the broader literature.
- ❖ To make recommendation regarding the specific strategies the public sector should adopt to retain civil servants.

1.6 MOTIVATION FOR THE STUDY

There is a huge challenge of staff leaving the public sector every year for greener pastures and this has imposed a continuous capacity gap in public institutions and other sectors of Rwanda. The researcher, who is Rwandan, felt the need to investigate why civil servants leave the public sector in a country like Rwanda many of whose skilled human resource perished in 1994 genocide.

1.7 SIGNIFICANCE OF THE STUDY

To date in Rwanda, there is little focus on capacity building, utilization and retention. It is hoped that this study will provide information and recommendations to inform policy makers about alternative strategies to motivate, attract and retain civil servants in the public services, especially those whom the government has supported in their capacity building and development.

1.8 ETHICAL CONSIDERATIONS

Permission was granted by the Higher Degrees Committee of UWC and ethical clearance from the Research Grants and Study Leave Committee at UWC, as well as permission from the Rwandan Embassy to conduct the study among the Rwandan post-graduate students on

capacity building schemes at Higher Education Institutions in the Western Cape in South Africa. The purpose of the study was explained to the respondents using the participant's information sheet. Both verbal and written informed consent was obtained from respondents, participation was voluntary. Respondents were assured of their anonymity and the confidentiality of their information. Voluntary withdraw from the study at any time was guaranteed. Respondents were assured of access to the study findings after analysis.

1.9 ORGANISATION OF THE STUDY

This study is organized into six main chapters. Chapter one is the introductory part of the study. It provides a brief summary of the study, together with details of the research problem and research questions, aims and objectives, motivation and the significance of the study, as well as an ethical statement.

Chapter two provides a review of the comparative literature on human resource capacity building and retention . It focuses in particular on the causes and magnitude of human capital flight in Africa as whole, and as well as literature on capacity building and retention in Rwanda. It also provides a conceptual framework for the study.

Chapter three outlines the research design and methodology of the study; it also outlines the methods that were employed in the process of gathering information for the research.

Chapter four presents and describes the research findings.

Chapter five analyses and discusses the major findings of the study guided by the study objectives, making references to relevant literature to support the study findings.

Chapter six provides the summary of the study findings, recommendations of the study based on the analysis and discussion of the results and the general conclusion.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter provides a theoretical background on the human resource capacity building and retention within Rwandan public sector. Section 2.2 presents comparative insights for the study. Section 2.3 focuses on the causes and consequences of Africa's human capital flight. Section 2.4 discusses human resource capacity building in Rwanda. Section 2.5 deals with the human resource capacity retention and utilization in Rwanda. And Section 2.6 provides details on the conceptual frame work for the study.

2.2 COMPARATIVE INSIGHTS

The flight of human capital is a phenomenon that has been of concern to academics and development practitioners for decades. Termed as the brain drain, it represents the loss of highly skilled professionals from a source country to a recipient country. Migrants leave one country for another as a result of strong attractions associated with differentials in pay and living conditions, opportunities for professional advancement, and the existence of an environment that is conducive to peace and security. The term brain drain gained currency in the 1950s. Then it referred to emigration of scientists to the United States from countries such as Britain, Canada, and the former Soviet Union. Today, the concept is used to denote the flight of highly skilled professionals and academics from developing to developed countries (Woldetensae, 2007).

According to the UN economic and Social Council (2004), it is contended that people are the lifeblood of any organization and the agents of reform and renewal in public administration. The brain drain has been caused by a number of interrelated factors, such as more attractive remuneration in the private and non-governmental sectors, loss of pride in the concept of public service, increased politicization and lowering of professional standards, and the gradual decay of national governance systems.

2.3 AFRICA'S HUMAN CAPITAL FLIGHT: MAGNITUDE AND CAUSES

For Africa, the brain drain challenges capacity building, retention of skilled workers, and sustained growth on the continent. Unless it is effectively addressed, the flight of skilled professionals and academics from Africa will severely undermine prospects of gains expected from implementing the New Partnership for Africa's Development (NEPAD) initiative.

According to estimates of the International Organization for Migration (IOM), Africa was already losing in excess of 20,000 skilled individuals per year between 1990 and 2000. The IOM study reported that the continent has already lost one-third of its skilled human capital and is continuing to lose its skilled personnel at an increasing rate. A recent World Bank report estimated that on average 23,000 qualified academicians were emigrating from Africa each year leading to an acute shortage of skilled human resource in the continent. The brain drain reduces the already low quantity of skilled manpower available in African countries and increases dependence on foreign technical assistance (Chacha, 2007).

Soumana (2002) contends that the loss of trained and highly skilled Africans to the industrialized countries has intensified the capacity constraints facing the public and the private sectors and thus the deficit of skilled manpower, which African countries so badly need for poverty reduction and sustainable development.

The World Bank (1990) states that human capital flight has reached huge proportions in Zimbabwe, with the worst hit sector being the health professions. Doctors and nurses have migrated to countries such as Britain, the United States, Canada, and South Africa. South Africa has also been hit by the brain drain. The departure of skilled professionals particularly in the health sector, since the end of the apartheid era has been spurred on by crime, low salaries, limited prospects for career advancement, and deteriorating medical facilities. Official statistics show that 10,000 professionals emigrated from South Africa in 2000 (World Markets Research Centre, 2002).

Ekaju examines the topic from the perspective of the highly detrimental effects on the developing countries arising from the loss of their brightest minds. Countries with the outflow of workers lose critical human capital in which they have invested resources through education and specialized training and for which they will not be compensated (Ekaju, 2000).

By analyzing the American Medical Association 2002 master file, Hagopian, (2004) found that a total of 5334 physicians from Sub-Saharan Africa are working in the USA, a number that represents more than 6% of physicians practicing in Sub-Saharan Africa. Such a brain drain has posed serious challenges to African higher education and socio-economic development. Until recently, African governments have expressed relatively little concern about the loss of their skilled people; while development agencies have often compounded the problem by obliging recipient countries to hire foreign expatriates, as part of the conditions attached to aid (Ainalem, 2005).

2.4 HUMAN RESOURCES CAPACITY BUILDING IN RWANDA

In the Rwandan experience, a capable state needs to be able to provide efficient and effective services to the people. Productive activities cannot develop in the absence of a healthy and educated population that are engaged and participate fully in their own development (Republic of Rwanda, 2007).

Surveys in the country have revealed significant gaps in human resource capacity, particularly in technical specializations in the health and the agricultural sectors. Reasons for this lie in the effects of genocide, which considerably reduced national human capital, and in previous education systems which were not adapted to providing required skills to drive economic development. In spite of concerted efforts in capacity creation in the period since the genocide of 1994, significant constraints have been identified in capacity utilization and retention. These include inadequate resources to provide appropriate incentive packages to attract and retain qualified and competent personnel, lack of confidence and job security in some sectors and problems of task definition and misallocation of skills in appointments (Republic of Rwanda, 2007).

Realizing that development will best be achieved through investment in the people, Rwanda's most important and abundant resource, the government has embarked on an extensive programme of human resources development. The education system has been restructured to fill the enormous skills and competence gaps and enable the public sector to meet the expectations of the people (Republic of Rwanda, 2007).

The African Capacity Building Foundation (2002) speculates that the challenge therefore, is for Rwanda to bridge the gap in capacity building and capacity retention so as to make good utilization of the developed capacity rather than losing it through the brain drain nationally, regionally or internationally. Although the Government of Rwanda has recently embarked on the elaboration of a pay and capacity retention policy, such a policy has never existed before. This lack of capacity utilization and retention policy has created lifelong capacity gaps for the country's national and international development strategies. (Rwanda Sector Working Group Joint Report, 2009).

Rwanda so far has gained little return from its investment in its human resource capacity building efforts since a high proportion qualified personnel leave or fail to return home at the end of their studies. Instead there have been difficulties in retaining trained staff. Many positions in the public sector are either vacant or have been filled with unqualified personnel with inappropriate skills and attitudes. The disruption caused by the brain drain of senior staff coupled with weak information flows and management of information gaps with regard to capacity building has limited horizontal and vertical linkages among institutions which are supposed to collaborate and coordinate their activities. (Twahirwa & Muyango, 2002).

Rwanda's capacity challenges are complex and are shaped by three unique features: a pre-genocide public administration characterized by over centralization; a genocide that led to the loss of many lives and severe professional de-capitalization; and a post genocide era marked by a still weak public administration despite many efforts at improvements. In particular, it is recognized that inadequate capacity played a major role in impeding the effective implementation of Rwanda's first generation Poverty Reduction Strategy (PRS). Consequently this is being addressed in a more systematic and coherent manner in the

context of the latest Economic Development and Poverty Reduction Strategy (EDPRS, 2007-2011).

2.5 HUMAN RESOURCE CAPACITY RETENTION AND UTILIZATION IN RWANDA.

In the area of human resource development, capacity utilization and retention remain a major constraint for the Rwandan public sector. An insufficient skills base is compounded by an inadequate skills development framework for utilization and retention. The public sector in particular, faces the challenge of attracting and retaining competent and highly qualified personnel, because of more attractive remuneration packages in the private sector and international organizations. Recent public sector reforms have addressed the issue with incentives in professional development through study scholarships, as well as housing and transport facilitation through soft loans. Human resources development institutions are still inadequate and often lack specialized trainers and experts. In order to create a competitive human resource base in the context of regional integration and globalization. The civil society sector has particular problems of shortage of qualified human resources and inability to retain those they have because of inadequate financial resources to provide incentives to the workers (Republic of Rwanda, 2007).

Human Resource Development (HRD) gaps exist in all ministries of Rwanda, which often translates into routine requests for more staff. This gap is also related by the high reliance on foreign technical assistance. Examples are the Ministry of Infrastructure (MININFRA), the Ministry of health (MINISANTE) and the Ministry of Education (MINEDUC) where technical assistants are nearly always hired from abroad and at great cost. The highest numbers of technical assistants are in the Ministry of Health where there are many Chinese doctors. Another ministry with a high number of technical assistants is MINEDUC with many imported lecturers, the majority being from Kenya, India and Belgium. Other technical assistance is drawn from countries such as Uganda, Russia, Mauritius, Germany, UK, Italy, and Sierra Leone.

Little is known about the current situation of human resource capacity building, retention and utilization in Rwanda as little research has been done on this current topic. However, a reflection on the ever increasing number of technical assistants that the country hires is evidence that the country is undergoing critical human resource crises especially in the public sector.

2.6 CONCEPTUAL FRAMEWORK

Herzberg's two-factor motivational theory is used to provide the analytical framework for this study to help the researcher understand the push and pull factors for capacity retention in the Rwandan Public Sector. The researcher felt it was imperative to understand the factors promoting job satisfaction and dissatisfaction among Rwandan civil servants particularly those on capacity building programme outside of Rwanda.

In his theory, according to Manisera, Dusselodorp and Van der Kooij, (2005), Herzberg believes that there are two groups of factors, those that cause job satisfaction and others that can cause job dissatisfaction. When people are satisfied, they attribute their satisfaction on job itself and while people are dissatisfied they attribute their dissatisfaction on their workplace environment. Herzberg argues that these two-factors are separable and they are independent of the other.

According to Herzberg, job satisfaction is influenced by a group of factors related to work itself such as achievement in the work, possibility of personal growth and promotion opportunities, recognition, opportunities to do the outstanding work and to excel in one's chosen specialty, increased responsibility, and opportunities for advancement. These factors are called the satisfiers or motivators by Herzberg since they are capable of motivating people to higher performance levels. On the other hand however, there are also job dissatisfaction factors that are related to the surrounding environment in which the work is done. Such factors include the physical environment at the workplace, working conditions including interpersonal relations, organizational policies and administration, job security, salary and benefits, the quality of supervision at work, and job status. These are called the

hygiene factors. It is crucial to highlight that hygiene factors serve only to prevent dissatisfaction. They do not promote job satisfaction and motivation (Manisera et al. 2005).

2.7 REVIEW OF THE CAPACITY BUILDING AND RETENTION CHALLENGES FACING THE RWANDAN PUBLIC SECTOR.

In this section, the researcher draws from the Rwandan broader literature on capacity building and retention problems in particular. Capacity building activities are underway in Rwanda, and the efforts are addressing three aspects of capacity, namely; individual, organizational and institutional. However the organizational capacity building appears to be the main focus of much of the capacity building support. Although significant recourses are being devoted to human resource development much of the support is going to short-term and medium term programmes, especially training programmes, because of resource constraints, and has mainly been targeted towards middle level managers and professionals in priority areas of development in specific public institutions.

Like other sub-Saharan African countries, Rwanda's socio-economic development is impeded by endemic capacity challenges. However, Rwanda's capacity challenges are complex and shaped by three unique features: a pre-genocide public administration characterized by over centralization, a genocide that led to the loss of many lives of severe professional de-capitalization and a post-genocide era marked by a still weak public administration despite many efforts at improvements. Capacity constraints continue to be a bottleneck, and it is recognized that inadequate capacities played a major role in impeding the effective implementation of Rwanda's first generation of economic development and poverty reduction strategies (Government of Rwanda, 2008).

Among others, the capacity building and retention challenges that are facing the Rwandan public sector include human resource skills shortage and retention, resource constraints, and conceptual issues. Other challenges include workplace environment conditions as well as their direct and indirect effects on employee behavioral and ethics challenges.

2.8 HUMAN RESOURCE SKILLS SHORTAGE AND RETENTION CHALLENGES

According to the National Skills Audit Final Report (2009) and Rwanda capacity development and building a capable state, country report, (2007), Rwanda has very low levels of human capital, the result of historical and under investment in education and workforce development, compounded by the 1994 genocide. This constitutes one of Rwanda's most critical development challenges. Although progress has and continues to be made through capacity building initiatives, evaluations, such as the 2009 National Skills Audit, continue to highlight capacity constraints as one of the main impediments in programme implementation (Government of Rwanda, 2009)

In the area of human resource development, capacity utilization and retention remains a major constraint. An insufficient skills base is compounded by inadequate skills development framework for capacity utilization and retention. The Rwandan public sector in particular faces the challenge of attracting and retaining competent and highly qualified personnel, because of more attractive remuneration packages in the private sector and international organization (Government of Rwanda 2007).

Recent public sector reforms have addressed the issue of capacity retention with incentives in professional development through study scholarships, but human resource development still remains a developmental challenge as skills gaps continue in all sectors, particularly in capacities to translate policies into concrete programmes. Furthermore, human resource gaps exist in all ministries which are often reflected by routine requests for more staff. This gap is also indicated by a high level of technical assistance. The public service has fewer workers since the reform and this has increased the work load for some institutions, the question of staff attrition was noted due to low salaries. Within the public sector, there is lack of skilled middle managers to boost capacities, enhance service delivery and the effective utilization of aid in the context of Rwanda's economic development and poverty reduction strategy (Government of Rwanda, 2007).

The Skills Audit Report (Government of Rwanda 2009) highlights the depth of the shortage of human capital in Rwanda and confirms that capacity in terms of quantity and quality is a

critical challenge to the development and competitiveness of the country. This is one of the main reasons why the country has embarked on offering scholarships to the public employees to pursue masters and doctoral studies, who would eventually design, formulate and implement programmes.

Despite the Government's efforts to invest in its human resources, those that have been sent to study abroad often do not return home after training to benefit the Rwandan public sector, certainly according to the empirical evidence of this current study.. As will be seen in more detail in Chapter 4, 45 percent of the respondents have no intention of continuing to work in the public sector after their current training, despite the large amounts of funding the Government has spent on their skills development.

2.9 THE CONTEXTUALIZATION OF CAPACITY BUILDING AND RETENTION PROBLEMS WITHIN THE BROADER LITERATURE.

This section covers views from the body of knowledge in a broader context pertinent to capacity building and retention problems. Comparative insights are drawn from the various literature searches from both developing and developed countries.

To begin with, the problems of capacity building and retention are broad and complex. Some are country and continent specific, others are programme or project related and others are organizational as well as task or job related problems. However for this study this section covers the more general problems that affect capacity building and retention efforts and initiative regionally and globally.

The problem of capacity building and retention is a global one that affects both developing and developed countries. Tetey (2006) asserts that the African continent faces a huge challenge in terms of skilled human resource capacity, which has a debilitating affect on its ability to make strides in the areas of socioeconomic and political development. While various efforts have been made to address the problem, there seems to be little progress, due to a variety of reasons, particularly, the inadequate investment in education and other training

programmes. To make matters worse, even the narrow high skill base that exists is being eroded at a very fast rate by the outflow of professional to more developed countries of the world. Indeed staff development and retention remains a major challenge, indicating that not much progress has been made. This is highlighted, for example, in the evidence presented by Blair and Jordan (2003) on the problems and challenges posed by high turnover in their study of seven African universities. This view is shared by Ndulu (2004) who demonstrates that that low levels of human capital, particularly skills deficiencies, are a drag on the investment and growth in Africa. The author demonstrates that progress in overcoming the shortages of skilled and trained manpower seems to be disappointingly low, despite substantial resources devoted by both governments and donors to this effort during the last three decades.

Researchers on skills migration, for instance Langaas and Odeck (2007), attest that the focus was on developing the individual through scholarships and on the job-training. Serious failures have been witnessed in this approach as institutional capacity building is concerned. Many of those who received scholarship never returned, and those who returned were often attracted by better job opportunities in the private sector or international organizations. Similarly Tetey (2006) indicates that many institutions are negatively affected by the fact that some students, who are sent to pursue further education abroad, do not return because of both push and pull factors. Meyer (2001) recognizes that students mobility is an integral part of skills migration with its implications for developing countries where numbers of highly qualified persons are much smaller, and where even a minimal loss of skills can make a critical difference

Tetey (2006) indicates that Africa is losing, in significant numbers, a fundamental resource in socio-economic and political development. The author contends that as the process of globalization take shape, it is becoming abundantly clear that full, effective, and beneficial participation in the world that is increasingly emerging will depend, in no small measure, on the ability of societies to build and take advantage of their human resources capabilities. In the absence of such capabilities, African countries cannot expect to compete at any appreciable level with their counterparts, not only in the industrialized world, but also from other developing areas which have made the investment and developed the relevant

capacities. For example, according to Physicians for Human Rights (2004:17) 38 of the 47 sub-Saharan countries do not meet the World Health Organization's (WHO) recommended minimum of 20 physicians per 100,000 and 100 nurses per 100,000 for the least developed countries.

Ndulu (2004) concurs with Tettey (2006) that the problem of human capital in Africa is not solely due to low levels of education and training, but also to the fact that most African countries have been unable to retain a large proportion of their skilled and professional personnel. The International Organization for Migration (IOM) (2000) estimates that a significant percentage (perhaps as high as a third) of the skilled and professional classes in the developed world are made up of skilled Africans who have migrated to these areas. Ndulu (2004) adds that although much of the evidence is sporadic and anecdotal, one can nevertheless obtain a good sense of the magnitude of the problem. Of the African students training abroad, at least a third do not return to the region. The author continues to comment that the main concern about the outward flows of skilled people from Africa arise from the negative consequences on growth and income levels. This effect is in addition to the unaffordable loss of the considerable investment undertaken in generating these skills, thereby creating slower economic progress and living standards in poor countries. Already poor source countries lose their potentially most enterprising and ambitious young population, stifling the development of a more dynamic private sector.

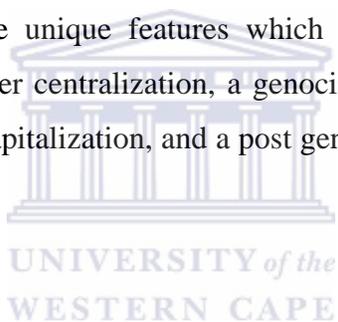
The UNDP (2002) contends that the skills lost through brain drain are not easily replaced given the limited capacity of higher education and training capacity in developing countries and the paucity of the means for acquiring these elements elsewhere. The brain drain can reinforce the limited ability to generate needed skills in poorer countries as it reduces their capacity to train a new generation of professionals.

Tettey (2006), attests that in the face of skilled labour shortages in the developed world, the more developed countries have devised strategies to attract skilled professionals from the developing world. Tettey (2006) further contends that the challenges to capacity building and retention in African institutions also emanates from health related problems. He indicates in

particular that the impact of HIV/AIDS has taken an important toll. The levels of sickness and death from this disease have added burdens to the already weak institutions.

2.10 SUMMARY

In summary, this chapter provides background on human resource capacity building and retention challenges within Rwandan public sector in particular and in Africa in general. It also summarizes the reasons why many skilled workers and professionals from Africa have been attracted to migrate to developed countries for better living conditions (although in some cases also for political sanctuary). Furthermore, this chapter reviews how capacity utilization and retention in Rwanda remains a major constraint. The chapter goes on to examine the highly detrimental effects on the developing countries arising from the loss of their brightest minds. It also presents how Rwanda's capacity building challenges are complex and are shaped by three unique features which include a pre-genocide public administration characterized by over centralization, a genocide that led to the loss of many lives and severe professional, de-capitalization, and a post genocide era that was marked by a weak public administration.



CHAPTER THREE

RESEARCH METHODS AND DESIGN

3.1 RESEARCH SETTING

The study was carried out in the Western Cape Province at the Universities of the Western Cape, Cape Town, Stellenbosch and Cape Peninsula University of Technology. These Universities were selected because of their partnership with the Government of Rwanda in facilitating Rwandan civil servants to pursue their post-graduate studies in particular fields that the country needs for its scarce and critical development needs and priorities.

3.2 STUDY POPULATION

The eligible study participants were post-graduate Rwandan civil servants pursuing masters and doctoral studies in various fields at the selected Universities in the Western Cape Province. All the participants were on capacity building programmes supported by the Government of Rwanda.

3.3 SAMPLE SIZE AND SAMPLING TECHNIQUE

All 40 Rwandan postgraduate students (civil servants on capacity building programmes) at the selected universities were studied for this mini-thesis. The list was provided by the Rwandan Embassy based on 2010 records. Because each participant's information was important and valuable, all students that met the selection criteria were approached to participate in this current study.

3.4 SELECTION CRITERIA

The researcher decided that the participants should have the following attributes to be included in the study. These were that participants should be:

- ❖ A Rwandan post-graduate student pursuing a Masters or PhD degree at the selected Universities.
- ❖ Currently registered for the academic year 2010.
- ❖ On Rwandan Government scholarship for capacity building scheme
- ❖ Employees of the Rwandan public sector.

- ❖ Willing to take part in the study

3.5 DATA COLLECTION

3.5.1 Instruments

A structured, self-administered, close-ended, pre-coded questionnaire was utilized to collect the data from the 40 respondents. The questionnaire had five sections. Section A was about demographical data, B comprised items related to the capacity building in Rwandan public sector, C focused on the perceive reasons why civil servants quit the public sector after training, D related to measures identified by the respondents that the public sector could put in place to retain qualified staff, and section E covered the challenges facing the Rwandan public sector.

3.5.2 Data collection procedures and time frame

Permission to access respondents from their data base was requested from the Rwandan Embassy in Pretoria. This was granted. Having obtained permission contacts were made with respondents through e-mail with an information sheet and consent form attached. The information sheet explained the purpose of the study while the consent form requested respondents to indicate their willingness to participate in survey on a voluntary basis. The researcher met with the participants at a meeting that brought together all the Rwandan students in Western Cape Province that took place on April 7 2010. It was during this meeting that the questionnaire was circulated to those who met the inclusion criteria. It was decided at the meeting that two weeks was necessary to return the questionnaires from the date of the meeting. After one week the researcher sent a first reminder e-mail to all the respondents reminding them that the return of the questionnaire was due soon. Questionnaire collection units were arranged at all four campuses on the agreed date all the questionnaires were returned at the collection units. All 40 questionnaires were returned fully completed giving a 100% response rate.

3.5.3 Data Analysis

Data was analyzed using the SPSS software programme. Questionnaires were checked for completeness prior to data entry. Double data entry was captured into excel for thorough data

cleaning and data quality. Cleaned data was transferred into SPSS for analysis. Descriptive analysis was used to analyze data using frequency tables and cross tabulations. Because the sample was so small, data analysis was limited to descriptive analysis only since inferential statistics could not find any correlations between variables due to the nature of the sample.

3.5.4 Validity of the instruments

The questionnaire was pilot-tested among a different group of students who were not part of the main study to ensure internal and content validity of the instrument.

3.5.5 Reliability of the instrument

For the reliability of the instrument, a test-retest of the instrument was carried out following the pilot study. The same participants that were studied in the test were requested to undergo the retest two weeks after administration to check for the instrument consistency prior to the main study.

3.5.6 Language that was used for data collection

English was used for data collection as all participants were able to express themselves in English and used it as a medium of instructions at their respective universities.

3.6 ETHICAL CONSIDERATIONS

Permission was granted by the Higher Degrees Committee of UWC and ethical clearance from the Research Grants and Study Leave Committee at UWC as well as permission from the Rwandan Embassy to conduct the study among the Rwandan post-graduate students on capacity building scheme. The purpose of the study was explained to the respondents using the participant's information sheet. Both verbal and written informed consent was obtained from respondents. Participation was voluntary. Respondents were assured of their anonymity and the confidentiality of the information provided. Voluntary withdraw from the study at any time was guaranteed. Respondents were assured of access to the study findings after analysis.

CHAPTER FOUR

DESCRIPTION OF THE RESEARCH FINDINGS

4.1 INTRODUCTION

This chapter presents the main findings of the study based on the respondents' views and perceptions regarding capacity building and retention in the Rwandan public sector. In accordance with the research questions and objectives of the study, they are presented under the following seven subheadings:

- ❖ Biographical data
- ❖ Capacity building opportunities for the respondents
- ❖ The respondents' future relations with the public sector
- ❖ Reasons why respondents may quit the public sector after capacity building
- ❖ The measures that might induce the respondents to stay in the public sector.
- ❖ The challenges facing Rwandan public sector
- ❖ Perceived strategies to improve the morale of public sector employees.

The data on the above areas was collected and obtained from 40 Rwandan post-graduate respondents on capacity building programmes at the four universities in the Western Cape Province. The information was obtained from a structured self-administered questionnaire.

Of the 40 respondents, 12 (30% of the sample) were at UWC, 22 (55%) at UCT, 4 (10%) at CPUT and 2 (5%) at US.

4.2 BIOGRAPHICAL INFORMATION OF THE RESPONDENTS

The social variables of the respondents that were surveyed include the following; gender, age group; marital status; prior level of education and currently pursued level of education, job titles; working experience and salary. The information is presented in table 4.2 below.

Variables	Description	UWC N=12		UCT N=22		CPUT N=4		US N=2		Total N=40	
		F	%	f	%	f	%	f	%	f	%
Gender	Male	8	66.7	14	63.6	3	75	2	100	27	67.5
	Female	4	33.3	8	36.4	1	25	0	0	13	32.5
Age group	20-29	1	8.3	5	22.7	1	25	0	0	7	17.5
	30-39	9	75	15	68.2	3	75	0	0	27	67.5
	40-49	2	16.7	1	4.5	0	0	2	100	5	12.5
	50-59	0	0	1	4.5	0	0	0	0	1	2.5
Marital status	Single	7	58.3	14	63.6	4	100	0	0	25	62.5
	Married	5	41.7	7	31.8	0	0	2	100	14	35
	Divorced	0	0	0	0	0	0	0	0	0	0
	Widow	0	0	1	4.5	0	0	0	0	1	2.5
	Others	0	0	0	0	0	0	0	0	0	0
Prior level of education	Diploma	8	66.7	0	0	0	0	0	0	8	20
	Bachelor's Degree	0	0	18	81.8	4	100	2	100	24	60
	Masters	4	33.3	4	18.2	0	0	0	0	8	20
Current pursued level of education	Masters	8	66.7	18	81.8	4	100	2	100	32	80
	PhD	4	33.3	4	18.2	0	0	0	0	8	20

N: Number of respondents f: Frequency %: Percentage

4.2.1 Gender of the respondents

Of the respondents, 67.5% were males and 32.5% were females. This gender imbalance can possibly be attributed to the cultural factors. Many females in Rwanda are married at a young age and take up family responsibilities rather than continuing with their education.

4.2.2 Age group of the study respondents

As displayed in table 4.2 above, the majority of the respondents (67.5%) fall under the second designated age group (30-39), while 17.5% fall under the first designated age group (20-29) and 12.5% fall under the third designated age group (40-49). Only one person out of 40 falls under the fourth designated age group (50-59).

This finding is linked to the fact that many people acquire their undergraduate degree and then look for jobs rather than immediately continuing their studies. After gaining experience, they start aspiring for improved career development opportunities, for which they require

additional qualifications and capacity building. This is perhaps the main reason why majority of the respondents fall under the age range 30-39 years.

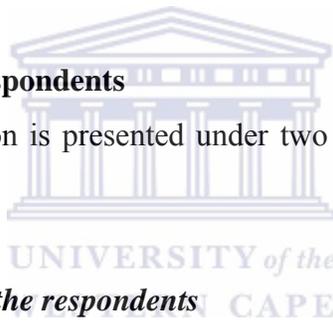
4.2.3 Respondents' marital status

The majority of the study participants (62.5%) were single and 35% were married. Only 1 person was a widow. None of the respondents fell under the other designated marital status categories.

The high proportion of single respondents seems to be linked to the fact that many young people after completion of their first degree take time to find a job and don't have the means to marry and start a family. At the same time married individuals often find it hard to combine studying with family responsibilities.

4.2.4 Level of education of the respondents

The respondents' level of education is presented under two levels; prior level of education and currently level of education.



4.2.4.1 Prior level of education of the respondents

Sixty percent of the respondents have a bachelors' degree, 20% have diplomas and the remaining 20% have a masters' degree. All the diploma holders are registered at the UWC while many of the bachelor degree holders are registered at UCT. This finding indicates the fact that a large proportions of public employees are in need of further career development opportunities.

4.2.4.2 Current level of education

The majority of respondents (80%) are currently pursuing masters' degree, with 20% studying for doctoral degrees. Of the doctoral students 50% are registered at UWC and 50% at UCT.

This finding partly reflects the government's commitment to human capital investment and skills development for the realization of socioeconomic development. Public sector employees are recommended for masters rather than doctoral studies because there is a

pressing need for highly skilled personnel with high mastery of technical work such as the design and implementation of national policies.

4.3 ADDITIONAL BIOGRAPHICAL INFORMATION OF THE RESPONDENTS

The job title, working experience and salary of the respondents are other socioeconomic variables that are presented in table 4.3 below.

Variable	Description	UWC N=12		UCT N=22		CPUT N=4		US N=2		Total N=40	
		f	%	f	%	f	%	f	%	f	%
Job Title	Administrator	1	8.3	0	0	2	50	0	0	3	7.5
	Lecturer	4	33.3	3	13.6	1	25	0	0	8	20
	Consultant	0	0	2	9.1	0		0	0	2	5
	Legal Advisor	0	0	12	54.5	0	0	0	0	12	30
	Health personnel	7	58.3	1	4.5	0	0	2	100	10	25
	Lawyer/Judge	0	0	1	4.5	0	0	0	0	1	2.5
	Others	0	0	3	13.6	1	25	0	0	4	10
Working experience	= or <1year	0	0	3	13.6	0	0	0	0	3	7.5
	2-3years	4	33.3	16	72.7	3	75	0	0	23	57.5
	4-5Years	6	50	1	4.5	0	0	1	50	8	20
	>5Years	2	16.7	2	9.1	1	25	0	50	6	15
Salary	100,000-200,000rwf (R.1250-R.2500)	7	58.3	0	0	3	75	0	0	10	25
	200,001-300,000rwf (R.2500-R.3750)	2	16.7	15	68.2	0	0	0	0	17	42.5
	300,001rwf-400,000rwf (R.3750-R.5000)	3	25	7	31.8	1	25	0	0	11	27.5
	400,001-500,000rwf (R.5000-R.6250)	0	0		0	0	0	2	100	2	5

4.3.1 The job title of the respondents

The respondents are from a diverse range of professionals. The largest group (30%) comprises legal advisors, followed by health professionals (25%) and lecturers from higher learning institutions (20%). Ten percent are from other professions including a human resource officer in charge of recruitment and promotion, a crime investigator, a statistics officer and a programme officer. Another 7.5% are administrators, 5% are consultants and one out of 40 (2.5%) is a lawyer.

Legal advisors, health professions and lecturers are highly represented compared to other professionals. The government has embarked on the recruitment of the legal advisors due to the fact that Rwanda has to reinforce the rule of law in all public institutions to help eliminate corruption and other related illegal tendencies that promote corruption.

Secondly given the fact that Rwanda is still recovering from genocide with its social, political and economic implications, there has been a need for legal advisors to help the government investigate crime at all the governance levels.

Health professionals and lecturers are highly represented because health and education are the priority areas as the government is striving to achieve the millennium development goals by 2015. The country is developing human capital with the necessary skills to promote health and education for sustainable socioeconomic development.

4.3.2 Working experience of the respondents

The majority of respondents (57.5%) have worked for 2-3 years, 20% have worked for 4-5 years, while 15% have worked for more than 5 years and 7.5% of the respondents have worked for 1 year or less.

The majority of the respondents had working experience of 2-3 years because of the recruitment policy which stipulates that an employee that aspires for further training must have worked for two to three years at least. However this is subject to change in accordance with the institution's priorities.

4.3.3 Respondents salary in Rwandan Francs and Rand currency equivalency.

As displayed in the table 4.3 above, the monthly salary of 42.5% of the respondents fell between 200,001-300,000rwf (R2500-R3750), while 27.5% were paid between 300,001-400,000rwf (R3750-R5000). Twenty five percent were paid 100,000-200,000rwf (R1250-R2500) and only 5% were paid between 400,001-500,000rwf (R5000-R6250).

It is clear that the respondents are poorly paid comparatively when one considers their job titles and working experience.

4.4 THE RESPONDENTS' CAPACITY BUILDING OPPORTUNITIES IN THE PUBLIC SECTOR

Based on the institutional needs, the government has provided capacity building opportunities for the employees for the realization of institutional goals. The capacity building opportunities in place are designed for particular employees working in particular priority key areas of the national development. This has given some of the respondents opportunities and access to capacity building as opposed to those working in less prioritized areas. Some employees have had more than one capacity building opportunity especially those whose skills are highly needed for institutional development.

Variables	Description	Universities									
		UWC N=12		UCT N=22		CPUT N=4		US N=2		Total N=40	
		F	%	f	%	f	%	f	%	F	%
Capacity building in the past	Yes	4	33.3	8	36.4	0	0	0	0	12	30
	No	8	66.7	14	63.6	4	100	2	100	28	70
Structure of capacity building in the past	Career development workshops and seminars	1	25	2	25	0	0	0	0	3	25
	Short term training leading to certificate	0	0	1	12.5	0	0	0	0	1	8.3
	long term training leading to Diploma	1	25	0	0	0	0	0	0	1	8.3
	Long term training leading to Masters	2	50	5	62.5	0	0	0	0	7	58.4
Sponsor in the past	Student Financing Agency of Rwanda (SFAR)	4	33.3	8	36.4	0	0	0	0	12	30
Current sponsor	SFAR	12	30	22	55	4	10	2	5	40	100

4.4.1 Capacity building in the past

Thirty percent of the employees have undergone capacity building in the past. This finding indicates that some employees have had opportunities for skills development both in the past and presently. This in part illustrates the government's commitment to the human capital development for the sustainable development.

4.4.2 Structures of capacity building in the past

Quite a large number of respondents (58.4%) have previously undergone long term training abroad that offered masters degrees. Twenty five percent of the respondents underwent career development workshops and seminars that were locally conducted. Two of the respondents were trained locally at the certificate level and received trainings locally at the diploma level.

It is clear by this finding that the capacity building is constantly enhanced both locally and abroad based on the institutional development needs.

4.4.3 Past and current sponsorship

All those who underwent capacity building in the past as well as all those currently on training programme in south Africa were sponsored by the Student Financing Agency of Rwanda (SFAR). SFAR is a national skills development and capacity building institution that offer loans to public employees recommended by their institutions for capacity building.

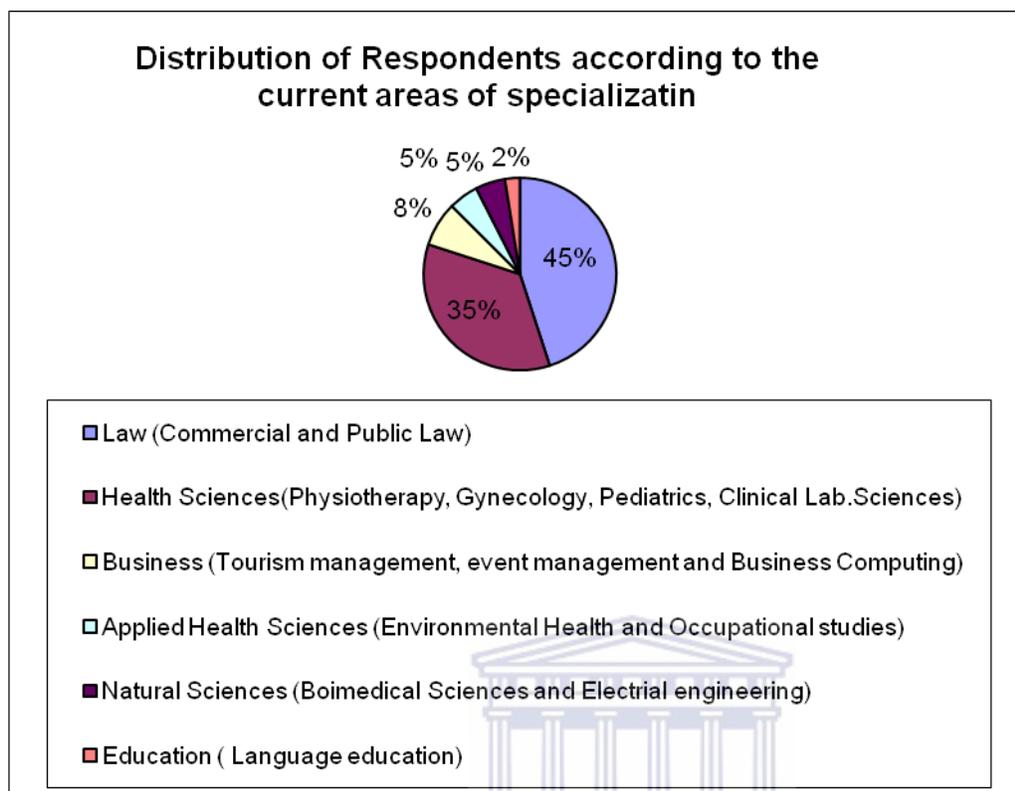
4.5 RESPONDENTS' CURRENT AREA OF SPECIALIZATION

The current respondents' areas of specialization are in accordance with the development needs and priorities of the Government of Rwanda. The Government has priority areas according to its envisaged Vision 2020 particularly to areas in which capacity is limited or lacking.

The areas of specialization reflect the priorities set by the Rwandan Government. As Figure 1 below shows, of the respondents, 45% are majoring in law followed by 35% in health sciences. Seven percent are specialization in business, five percent in applied health sciences, another 5% in natural sciences and one person is specializing in education.

Law is highly represented perhaps due to the fact that the country is faced with high numbers of genocide perpetrators that must be brought to justice and at the same time lawyers are needed in public institutions to reinforce the rule of law.

Figure 1: Respondents' current area of specialization



4.6 RESPONDENTS' HOME DEPARTMENTS AND ORGANIZATIONS

This section presents the respondents' home working institutions and organizations.

Table 4.6 Capacity building opportunities based on institutional needs

Variables	University at which respondents are registered at.										
	Description	UWC N=12		UCT N=22		CPUT N=4		US N=2		Total N=40	
		F	%	f	%	f	%	f	%	F	%
Respondents Institution of work	Ministry of foreign Affairs	0	0	0	0	3	7.5	0	0	3	7.5
	Ministry of public services and labour	0	0	1	2.5	0	0	0	0	1	2.5
	Ministry of justice	0	0	9	22.5	0	0	0	0	9	22.5
	Ministry of education	3	7.5	5	12.5	1	2.5	0	0	9	22.5
	Ministry of health	8	20	0	0	0	0	2	0	10	25
	Supreme court	0	0	3	7.5	0	0	0	0	3	7.5
	Rwanda Bureau of standards	1	2.5	0	0	0	0	0	0	1	2.5
	Others	0	0	4		0		0	0	4	10

Others include: Rwanda Free Zone Company, the office of the public protector, students financing agency for Rwanda and Rwanda Revenue Authority.

Twenty five percent of the respondents are from ministry of health, 22.5% from the Ministry of Education, while another 22.5% are from the ministry of justice. Ten percent of the sample worked with other institution which include; the Rwanda Free Zone Company, the Office of the Public Protector, the Students Financing Agency for Rwanda and Rwanda Revenue Authority. Three were from the Ministry of Foreign Affairs and another 3 were from the Supreme Court. One was from the Ministry of Public Services and Labour.

The above finding shows that health, education and justice are the most government's key priorities of capacity building for skills development and institutional development.

4.7 THE RESPONDENTS' FUTURE RELATIONS WITH THE PUBLIC SECTOR

The Government of Rwanda is faced with a serious challenge of limited human resource with skills to formulate policies, design and implement programmes and deliver improved and effective services to the public. The Government's envisaged Vision 2020 cannot be realized without skilled personnel to help the country achieve its development plans. It is against this background that the Government embarked on capacity building for its socioeconomic development. Respondents across the key priority areas such as justice, health, education, science and technology were provided scholarships both locally and abroad for the acquisition of specific skills in accordance with the country's development needs.

It was therefore imperative for the researcher to investigate if the respondents on capacity building programmes in the four Universities in the Western Cape Province aspire to continue working in the Rwandan public sector after they have acquired the desired skills.

Variable	Description	UWC N=12		UCT N=22		CPUT N=4		US N=2		Total N=40	
		f	%	F	%	f	%	f	%	f	%
Respondents with intention to return home to work in public sector	Yes	12	100	8	36.4	1	25	1	50	22	55
	No	0	0	14	63.6	3	75	1	50	18	45
Respondents who signed contract to return to Public sector after training	Yes	12	100	8	36.4	1	25	1	50	22	55
	No	0	0	14	63.6	3	75	1	50	18	45
Respondents' length of contract to work in the public sector after the current training	=< or =1Year	0	0	3	37.5	0	0	0	0	3	13.6
	2-3 Years	5	41.7	3	37.5	0	0	0	0	8	36.4
	4-5 Years	2	16.7	1	12.5	1	100	1	100	5	22.7
	> 5 Years	5	41.7	1	12.5	0	0	0	0	6	27.3

4.7.1 Respondents future employment choices after training

The majority of the respondents (55%) indicated that they intended to return home to continue working in the public sector after training, while 45% said that they do not intend to continue working within the public sector after training. Despite the Government's investment in their training, the above finding revealed that close to half of the respondents on the capacity building had no intention to return home to continue working in the public sector.

4.7.2 Respondents that signed contracts to return home to work in the public sector after training

It was indicated by the findings that the 55% of respondents who indicated the desire to continue working in the public sector after training had contractual agreement with their home institutions undertaking the commitment to return home and continue to work for the public sector. The 45% of respondents who were not contractually bound indicated that they did not intend to continue to work in the public sector after training. This suggests that an

even higher proportion would choose to leave the public sector if it had not been the fact that they contractually bound.

4.7.3 Length of contract by respondents

Of the respondents who signed the contract to return home and continue to work in the public sector after training, 36.4% undertook a contract of 2-3 years, 27.3% for 5 years and above, 22.7% for 4-5 years and 13.6% for less than 1 year.

4.7.4 Cross referencing respondents' future relations with other variables.

The respondents' future relations with the public sector and gender revealed that of the 45% of those who considered quitting the public sector after training, 32.5% were males and 12.5% were females. Therefore males considered quitting more than females.

The above finding is linked to the fact that females are more content to work in the public sector despite the low pay, because the public sector offer them other benefits such as three months maternity leave with full pay. At the same time, females often do not find time to look for the alternative jobs in the private sector due to family responsibilities compared to their male counterparts.

Respondents' marital status and future relations with public sector showed that 52% of single individuals considered quitting compared to 28.6% of married individuals.

Similarly, the respondents' age group and their future relations with the public sector revealed particular relationship with particular age groups. More than half (59.1%) of those aged between 30-39 years old considered quitting compared to 22.7% of those aged between 20-29 years, and 18.2% of those aged 40-49. None of 50-59 age considered quitting.

This finding is linked to the fact that most individuals in the age group 30-39 years have high hopes and ambitions for their future, and are therefore more likely to leave the public sector for other better paid means of employment than staying in the public sector with the low salaries they earn monthly.

4.8 RESPONDENTS' FUTURE EMPLOYMENT AND COUNTRY OF CHOICE.

The 18 respondents who intend to quit the public sector after training said that they were considering other employment alternatives in the private sector a self-employment. Some also said they would consider working in other countries as indicated in the table below.

Variable	Description	Employment country of choice					
		Rwanda		Other Countries		Total	
		F	%	f	%	f	%
Future employment sector	Private sector	11	77.8	0	0	11	61.1
	Self-employment	3	22.2	4	100	7	38.9

4.8.1 Future employment sector

Of the group who intend to quit, 61.1% said that they would consider working in the Rwandan Private Sector after the current training, while 38.9% indicated that would engage in self-employment. One of the possible reasons for this is that civil service salaries do not compare well to Private Sector and Self-Employment.

4.8.2 Country of choice

A large proportion of respondents (77.8%) of those that had decided to quit the public sector said that they intended to work in private and self-employment in their home country, while 22.2% indicated that they intended to work in other countries. It can be presumed that other countries have a better pay and environment conducive for self employment compared to their home country without forgetting that there are other factors make civil servants quit the public sector to work in the Private sector and self-employment.

4.9 REASONS WHY RESPONDENTS INTEND TO QUIT THE PUBLIC SECTOR AFTER CAPACITY BUILDING.

Table 4.9 below shows the main reasons for quitting mentioned by the 18 respondents who indicated they intended to quit the public sector after capacity building. These are related to organizational and social structure factors.

Variable	Description	UCT N=22		CPUT N=4		US N=2		Total N=40	
		F	%	f	%	f	%	f	%
Financial considerations	Yes	14	100	3	100	1	100	18	100
	No	0	0	0	0	0	0	0	0
Poor working environment	Yes	12	85.7	3	100	1	100	16	88.9
	No	2	14.3	0	0	0	0	2	11.1
Low morale amongst employees and line-managers	Yes	10	71.4	3	100	0	0	13	72.2
	No	4	28.6	0	0	1	100	5	27.8
Little or no motivation of employees	Yes	13	92.9	3	100	1	100	17	94.4
	No	1	7.1	0	0	0	0	1	5.6
Lack of strategic direction in place	Yes	11	78.6	3	100	0	0	14	77.8
	No	3	21.4	0	0	1	100	4	22.2
Lack of leadership and communication	Yes	9	64.3	3	100	0	0	12	66.7
	No	5	35.7	0	0	1	100	6	33.3
Poor work challenges	Yes	7	50	3	100	0	0	10	55.6
	No	7	50	0	0	1	100	8	44.4
Lack of empowerment opportunities	Yes	0	14	100	3	100	1	18	100
	No	0	0	0	0	0	0	0	0
Lack of career development procedures	Yes	12	85.7	3	100	0	0	15	83.3
	No	2	14.3	0	0	1	100	3	16.7
Resistance to reform and retrenchment changes	Yes	11	78.6	3	100	1	100	15	83.3
	No	3	21.4	0	0	0	0	3	16.7
Poor leadership and management style	Yes	8	57.1	2	66.7	1	100	11	61.1
	No	6	42.9	1	33.3	0	0	7	38.9
Lack of effective communication and grievance procedures	Yes	12	85.7	2	66.7	1	100	15	83.3
	No	2	14.3	1	33.3	0	0	3	16.7

4.9.1 Financial considerations such as poor salaries

Of the 18 respondents who indicated their intention to leave the Public Sector, 100% indicated this decision was motivated by financial consideration as indicated in table 4.9 above. In addition the respondents argued that their salaries do not increase much even after

training which they said encouraged them to look for better paying jobs in the private sector and self-employment.

4.9.2 Poor working environment

Most of the respondents (88.9%) of those that intend to leave the public sector said that they were not comfortable to work in an environment that is not suitable for them and hence decided to quit and find an alternative job with an appropriate working environment. This finding is linked to lack of appropriate and reasonable facilities and service in the workplace to help respondents perform the duties expected of them.

4.9.3 Low morale amongst employees and line-managers

A large proportion of the respondents, (72.2%) pointed to low morale as the reason for their quitting. This finding can possibly be attributed to a failure on the part of Public managers to bring out the best in their employees.

4.9.4 Little or no motivation of employees

Most of the respondents (94.4%) highlighted the absence of motivation among employees as a reason for them to leave the public sector. This finding could be linked to the fact that respondents are dissatisfied with the income that they earn which does not allow them to meet their basic needs. They therefore lose their aspiration to carry out their duties and do not welcome responsibilities and job related challenges because there is no reward or recognition for a job well done.

4.9.5 Lack of strategic direction in place

A majority (77.8%) of the respondents indicated the lack of strategic direction in place in the Public Sector as an incentive to quit the public sector. The above finding could be explained by the fact that respondents are not involved and informed about where they will be both in short and long-term strategic plans. They are not aware of policy provisions such as skills development opportunities in place, and the future prospects of both institutions and employees.

4.9.6 Lack of leadership and communication

More than half, (66.7%) of the respondents that decided to leave the public sector stated that the reason for quitting was poor leadership and poor communication that are prevalent in public institutions. They said that leadership and communication in the public sector is poor. Information is not accessed or shared. They don't know what is going on, they have no clue about the priorities or what they should be doing.

4.9.7 Poor work challenges

More than half, (55.6%) of the respondents who decided to change their job indicated that the reason was poor work challenges. Most of the respondents claimed that they were not well placed into the jobs that they were qualified for. Often they had no clear job descriptions and they realized that their skills and potential were not being fully utilized.

4.9.8 Lack of empowerment opportunities for employees

All the respondents, (100%) who intend to quit the Public Sector indicated an important reason was the lack of empowerment opportunities for the employees. The respondents highlighted the lack of experience and limited breadth of skills that they needed to perform their duties as another important reason why they considered quitting. With the Public Sector failing to develop and empower its employees, respondents indicated the concern that they were often charged as incompetent when they could not deliver as expected, whereas they had not been provided with the right support and information to help them do their jobs effectively.

4.9.9 Lack of career development procedures

A large proportion, (83.3%) of the respondents who intend to quit the public sector claimed that the lack of career development procedures in the public sector inclined them look for alternative jobs outside the public sector. Although career development opportunities in the Public Sector were available, the policy procedures in place were not well communicated or respected by government departments in many cases..

4.9.10 Insecurity about reform and retrenchment changes

The majority (83.3%) of those that intended to quit the Public Sector said they were uncertain about the ongoing reform in the public sector. Respondents feel insecure regarding their jobs for the reason that the ongoing Public Sector reform process might adversely affect them. Hence the decision to start looking for alternative jobs in the private sector.

4.9.11 Poor leadership and management style

Many of the respondents, (61.1%) stated the reason for quitting was poor leadership and management style amongst their supervisors. Respondents indicated the concern that Public Sector managers are often not supportive and do not facilitate the employees to deliver effectively. Employees do not feel the sense of ownership which adversely affects their morale.

4.9.12 Lack of effective communication and grievance procedures

The majority, (83.3%) of those who intended to quit the Public Sector indicated the lack of effective communication and lack of effective grievance procedures in the Public Sector. Sometimes work is not done because employees are not effectively informed as to what should be done which in turn cause misunderstandings that leads to conflicts and lack of morale at work. In addition, employees find it difficult to bring their feelings of dissatisfaction, discontent or injustice that might have unfairly happened to them to the notice of the manager, which affects the manager-employee relations and contributes to low productivity.

4.10 CONDITIONS THAT WOULD INDUCE THE RESPONDENTS TO STAY IN PUBLIC SECTOR

Although 45% of the respondents indicated that they intend to quit the public sector they highlighted conditions that would induce them stay working in the public sector. These conditions include administrative and management factors, compensations and benefits, institutional factors, as well as management and governance, as displayed in the tables 4.10.1 and 4.10.2 below.

Table 4.10.1 Conditions under which respondents would wish to stay in the public sector									
Variable	Description	UCT		CPUT		US		TOTAL	
		f	%	f	%	f	%	f	%
Increase of salaries	Yes	14	100	3	100	1	100	18	100
improved working conditions	Yes	13	92.9	3	100	1	100	17	94.4
	No	1	7.1	0	0	0	0	1	5.6
High morale amongst employees and line-managers	Yes	11	78.6	3	100	0	0	14	77.8
	No	3	21.4	0	0	1	100	4	22.2
Improved motivation of employees	Yes	14	100	3	100	1	100	18	100
Having strategic direction in place	Yes	9	64.3	3	100	1	100	13	72.2
	No	5	35.7	0	0	0	0	5	27.8
Effective leadership and communication	Yes	10	71.4	3	100	1	100	14	77.8
	No	4	28.6	3	100	1	100	4	22.2
Better work challenges	Yes	11	78.6	3	100	1	100	15	83.3
	No	3	21.4	0	0	0	0	3	16.7
Empowerment opportunities for employees	Yes	12	85.7	3	100	1	100	16	88.9
	No	2	14.3	0	0	0	0	2	11.1
Career development procedures in place	Yes	13	92.9	3	100	1	100	17	94.4
	No	1	7.1	0	0	0	0	1	5.6
Negotiate changes rather than imposing it on employees	Yes	14	100	3	100	1	100	18	100
Good leadership and management style	Yes	12	85.7	3	100	1	100	16	88.9
	No	2	14.3	0	0	0	0	2	11.1
Recognition of employees' performance	Yes	13	92.9	3	100	1	100	17	94.4
	No	1	7.1	0	0	0	0	1	5.6
Fair and performance based appraisal systems	Yes	13	92.9	3	100	0	0	16	88.9
	No	1	7.1	0	0	1	0	2	11.1

4.10.1 Increase of salaries

All the respondents (100%) who intend to leave the public sector stated that an increase in their salaries would encourage them to stay. This finding indicates that civil service salary scales have a pivotal role to play in the efforts to retain civil servants.

4.10.2 Improved working conditions

The majority, (94.4%) of those that have decided to change job stated that if workplace conditions could improve they would stay in the public sector. This finding shows how a suitable work environment is critical to the employee motivation and retention and vice-versa.

4.10.3 High morale amongst employees and line-managers

Many of the respondents, (77.8%) that have decided to quit said that high morale amongst employees and line-managers would induce them to continue to serve the public. It is worth acknowledging that better manager-employee relations can remove the wall between the respondents and their institution by increasing their sense of belonging and ownership of whatever they do to increase their aspirations to perform even much better.

4.10.4 improved motivation of employees

All the respondents (100%) that have decided to quit agreed that improved motivation of employees in public sector would make them stay. Employees as human beings enjoy the feeling of appreciation about the well done job. According to this finding it is clear that public sector employees are not motivated as much as they need and this has reduced their morale to fulfill their job responsibilities.

4.10.5 Having strategic direction in place

A large proportion (72.2%) of those that aspired for other job alternatives indicated that having a strategic direction in public sector would induce them to stay. Based on this finding, it is clear that respondents in Rwandan public sector are uncertain about the organizations aspirations and priorities because they lack strategic direction.

4.10.6 Effective leadership and communication

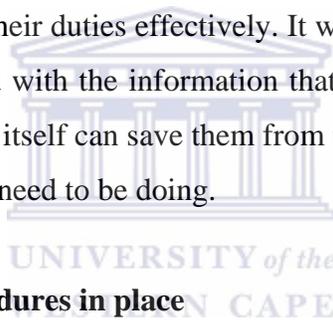
Many of the respondents (77.8%) that intend to quit the public sector indicated that if there was effective leadership and communication in the Public Sector, they would be inclined to stay. Effective leadership and communication are major tools that any organization can use to realize its mandates. It is possible to deduce that when respondents quit public institutions it is an indication of weakness in leadership. It is possible that respondents are not well-informed about what they should be doing and how to do it. The lack of communication in the Rwandan public sector can cause misrepresentation and misunderstanding that leads to conflicts at workplace.

4.10.7 Better work challenges

Most of the respondents, (83.3%) that intend to quit, indicated that better work challenges in public sector could motivate them to stay. It is clear that many of the employees at some point are obliged to perform duties that might not necessarily match their professional skills or are sometimes posted in areas that are less challenging and do not help them gain experience. In other words they are not developed and do not have the opportunity to use the skills they have acquired.

4.10.8 Empowerment opportunities for employees

Many of respondents (88.9%) that intend to quit the Public Sector indicated that if there were improved empowerment opportunities for employees, they would stay in the Public Sector. Respondents said that it is equally important to provide them with the appropriate and correct information to help them perform their duties effectively. It was said by respondents that they would stay if they could be helped with the information that they need regarding what they should do and how to do it and this itself can save them from the ambiguity frustration caused by lack of knowledge of what they need to be doing.



4.10.9 Career development procedures in place

Almost all the respondents, (94.4%) that intend to quit indicated that the presence of career development procedures in public sector would induce them to stay. The Rwandan public sector is characterized by limited career development opportunities. It is only in scarce and critical skills that civil servants are given career development opportunities based on the institutional needs.

4.10.10 Negotiate changes rather than imposing it on employees

All the respondents (100%) who intend to quit the Public Sector highlighted the concern that employers changes and decisions are often imposed from above. They said that if the public managers could negotiate change rather than imposing it on the employees it would induce them to stay. In the public sector, subordinate employees are not involved or consulted when important decisions are made and this shocks them when certain decisions are imposed on the

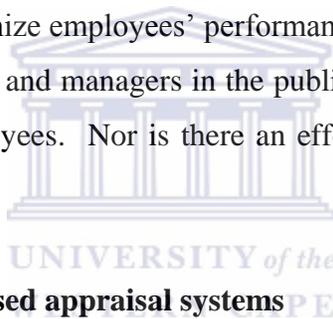
employees without their consent. The assumption that they must comply accentuates employees' dissatisfaction.

4.10.11 Good leadership and management style

Most respondents (88.9%) that intend to quit indicated that having a good leadership and management style in the public sector would induce them to stay. Respondents indicated that public sector leaders and managers are not supportive of their subordinate employees. At times employees feel overwhelmed by too much work that might not even be part of their job description. Employees are often required to work extra time that they are not even paid for.

4.10.12 Recognition of employees' performance

Almost all the respondents, (94.4%) who intend to quit highlighted that if Public Sector leaders and managers would recognize employees' performance, they would be more induced to stay. They indicated that leaders and managers in the public sector often do not appreciate and recognize the efforts of employees. Nor is there an effective performance appraisal or rewards system in place.



4.10.13 Fair and performance based appraisal systems

Most respondents (88.9%) that intend to quit agreed that if the Public Sector could ensure that fair and performance based appraisal systems were in place, they would be inclined to stay. It was revealed that some employees who are not qualified or well-trained have been promoted based on favoritism rather than on performance.

Additional reasons that could well encourage employees to stay in the Rwandan public sector, after attending capacity building programmes, are listed in Table 4.10.2 below.

Variable	Description	UCT		CPUT		US		TOTAL	
		F	%	f	%	f	%	F	%
Performance based promotion rather than seniority	Yes	13	92.9	3	100	1	100	17	94.4
	No	1	7.1	0	0	0	0	1	5.6
Impartial recruitment procedures	Yes	12	85.7	3	100	1	100	16	88.9
	No	2	14.3	0	0	0	0	2	11.1
Clear employees roles and job description	Yes	13	92.9	3	100	1	100	17	94.4
	No	1	7.1	0	0	0	0	1	5.6
Offer monetary and accommodation incentives to employees	Yes	13	92.9	3	100	1	100	17	94.4
	No	1	7.1	0	0	0	0	1	5.6
Optimal human resource utilization	Yes	10	71.4	3	100	1	100	14	77.8
	No	4	28.6	0	0	0	0	4	22.2
Introduce, safety, health and employees wellness	Yes	14	100	3	100	1	100	18	100
Providing recreational facilities	Yes	12	85.7	3	100	1	100	16	88.9
	No	2	14.3	0	0	0	0	2	11.1
Rewards for better performers	Yes	12	85.7	3	100	1	100	16	88.9
	No	2	14.3	0	0	0	0	2	11.1
Job security	Yes	13	92.9	3	100	1	100	17	94.4
	No	1	7.1	0	0	0	0	1	5.6
Open channels of communication and sharing information	Yes	14	100	1	100	1	100	18	100
Line-managers ensure respect for employees as individuals	Yes	14	100	3	100	1	100	18	100
Exercising trust among employees	Yes	13	92.9	3	100	1	100	17	94.4
	No	1	7.1	0	0	0	0	1	5.6

4.10.14 Performance based promotion rather than seniority

Almost all the respondents (94.4%) that intend to quit indicated that if the public sector could assure them of performance based promotion rather than seniority, they would stay. This has made civil servant lose interest in the public sector because individuals gain promotions on the grounds of seniority even if they are not delivering. It discourages hardworking employees who are overlooked for promotion despite their hard work.

4.10.15 impartial recruitment procedures

The majority (88.9%) that intend to quit stated that the implementation of impartial recruitment procedures in the Rwandan Public Sector would incline them to stay. Many of

the respondents indicated that recruitment is often based on favouritism and nepotism rather than on merit.

4.10.16 Clear employee roles and job description

The majority of the respondents (94.4%) that intend to quit the Public Sector said that they would consider to continue working in the public sector if there were clear roles and job descriptions for each individual employee. Employees resent performing duties and responsibilities that are not really in the scope of their job descriptions.

4.10.17 optimal human resource utilization

Many of the respondents (77.8%) that intend to quit the public sector said that they would stay if their skills were optimally utilized. In most cases respondents are not assigned duties based on their initial training, and they were often put in areas that do not challenge them to develop their skills.

4.10.18 Introduce safety, health and employees wellness

All respondents (100%) who intend to leave the public sector indicated that introducing safety, health and employees' wellness would induce them to stay. In the public sector there are few if any employee safety measures and health and wellness programmes in place.

4.10.19 Providing recreational facilities

Many of the respondents (88.9%) that intend to quit stated that introduction of recreational facilities at workplaces would induce them to stay. Most respondents work from 7am until 5pm which makes it difficult for those who would like to exercise before heading home. Besides most of the employees use public transport and get home when it is too late to exercise.

4.10.20 Job security

Almost all the respondents (94.4%) that intend to quit the Public Sector agreed that they would stay if they would be assured of their jobs. Respondents were worried about losing

their jobs because of the public reform that is underway and the budget cuts that are being introduced.

4.10.21 Line-managers ensure respect for employees as individuals

All respondents (100%) who intend to quit the Public Sector indicated that if line-managers in the public sector could ensure respect for employees as individuals they would be induced to stay. In most cases public institutions are led by autocratic managers who rarely respect their subordinates. This discourages them from continuing to work in the public sector, especially if they have alternative opportunities (for example in the private sector), either inside or outside the country.

4.7.22 Exercising trust among employees

The majority of the civil servants (94.4%) that intend to quit the Public Sector indicated that they would stay in the public sector if employers could help to improve trust amongst employees and especially amongst employees and their managers. In any working environment there is a need to work together and to base teamwork on trust. If there is little trust, as indicated by most of the respondents, then working relations and motivation are bound to be adversely affected.

4.11 THE TOP FIVE CONDITIONS HIGHLIGHTED BY RESPONDENTS THAT WOULD INDUCE THEM TO STAY IN THE PUBLIC SECTOR

When the 18 respondents who indicated that they are likely to quit the public sector were asked to highlight the top five conditions that would induce them to stay, they pointed to the factors indicated in Table 4.11 below.

4.11.1 Increase of Salaries

Eight out of the 18 respondents (44.4%) indicated that a salary increase would induce them to stay in the public sector. This was clearly the most important factor, reflecting concern with the current low salary levels in the Rwandan public sector.

Table 4.11 Top five conditions that would induce respondents to stay in the public sector								
Variable description	UCT		CPUT		US		TOTAL	
	f	%	F	%	f	%	f	%
Increase Salaries	7	38.9	0	0	1	5.6	8	44.4
Negotiate change rather than imposing it on the employees	2	11.1	0	0	0	0	2	11.1
Fair and performance based appraisal systems	0	0	3	16.7	0	0	3	16.7
Impartial recruitment procedures	2	11.1	0	0	0	0	2	11.1
Job security	3	16.7	0	0	0	0	3	16.7

4.11.2 Job security

Three out of the 18 respondents (16.7%) indicated that assurance of their job security would incline them to stay. The respondents are not sure of sustaining their jobs as a result of public reforms processes, including retrenchment, that are currently under way.

4.11.3 Fair and performance based appraisal systems

Another 3 respondents indicated that a fair and performance based appraisal systems in the public sector would induce them to stay.

4.11.4 Negotiate change rather than imposing it on the employees

Two out of the 18 respondents indicated that if the public sector would practice negotiation of change rather than imposing it on the employees, this would induce them to stay.

4.11.5 Impartial recruitment procedures

Another two respondents indicated that they would be inclined to stay if more impartial recruitment procedures were put in place. This finding demonstrates that respondents are not comfortable with the biased nature of current recruitment procedures and practices in the public sector.

4.12 CHALLENGES FACING THE RWANDAN PUBLIC SECTOR.

This section covers different forms of challenges that are facing the Rwandan public sector based on the views of all 40 respondents. These are divided into organizational challenges and performance management challenges.

4.12.1 Organizational Challenges

Organizational challenges are particularly related to the working conditions of the employees, such as compensation, advancement opportunities, benefits, work environment, training, and performance evaluation, quality of supervision, management culture, job security, and overall job satisfaction, as displayed in Table 4.12.1 below.

Table 4.12.1: Organizational challenges facing the public sector

Variable	Description	Very dissatisfied		Dissatisfied		Not fully satisfied		Satisfied		Very satisfied		Total	
		f	%	F	%	f	%	F	%	f	%	F	%
Challenges of working conditions	Compensation	1	2.5	8	20	25	62.5	6	15	0	0	40	100
	Advancement opportunities	3	7.5	11	27.5	21	52.5	5	12.5	0	0	40	100
	Benefits	2	5	8	20	23	57.5	7	17.5	0	0	40	100
	Work environment	2	5	7	17.5	21	52.5	9	22.5	1	2.2	40	100
	Training	2	5	10	25	18	45	8	20	2	5	40	100
	Performance evaluation	2	5	9	22.5	19	47.5	9	22.5	1	2.5	40	100
	Quality of supervision	2	5	9	22.5	19	47.5	7	17.5	3	7.5	40	100
	Management culture	3	7.5	9	22.5	21	52.5	6	15	1	2.5	40	100
	Job security	2	5	8	20	13	32.5	15	37.5	2	5	40	100
	Overall job satisfaction	3	7.5	5	12.5	18	45	14	35	0	0	40	100

Compensation

More than half of the respondents, (62.5%) said that they were not fully satisfied about the compensations they received at work. Twenty percent were dissatisfied, 15% were satisfied and only 1 person was very dissatisfied with the compensations at their workplace. It is evident from the respondents views that they were not really satisfied about the salary they earned.

Advancement opportunities

Just over half of the respondents, 52.5%, were not fully satisfied with the opportunities for advancement. 27.5% were dissatisfied, and 7.5% were very dissatisfied. Only 12.5% were satisfied about the advancement opportunities at the workplace.

Benefits

The majority (57.5%) of the respondents said they were not fully satisfied, followed by 20% that were dissatisfied, and 5% that were very dissatisfied. Only 17.5% were satisfied about the benefits they had at the workplace.

Work environment

A high proportion of the respondents (52.5%) indicated that they were not fully satisfied with their work environment. A further 17.5% were dissatisfied, and 5% said they were very dissatisfied. 22.5% were satisfied and only one person fell under the very satisfied category.

Training

Forty five percent of the respondents indicated that they were not fully satisfied about the training they received at the workplace. 25% said they were dissatisfied and 5% indicated that they were very dissatisfied. 20% were satisfied 5% indicated that they were very satisfied about the training opportunities at the workplace.

Performance evaluation

Most of the respondents (47.5%) were again not fully satisfied about the performance evaluations at workplace. 22.5% were dissatisfied and 5% were very dissatisfied. 22.5%, however, were satisfied and only one person was very satisfied about the performance evaluations systems in place at the workplace.

Supervision

Almost half of the respondents (47.5%) were not fully satisfied with the quality of supervision at work. 22.5% were dissatisfied, 5% were very dissatisfied, while 17.5% said they were satisfied and 7.5% were very satisfied.

Management culture

More than half of the respondents (52.5%) said they were not fully satisfied with the management culture at the workplace. 22.5% were dissatisfied, 7.5% were very dissatisfied, while fifteen percent were satisfied and only 2.5% were very satisfied.

Job security

Most of the respondents (37.5%) said they were satisfied with their job security at work. Another 32.5% indicated that they were not fully satisfied. 20% were dissatisfied, while 5% were very dissatisfied and another 5% said they were very satisfied with the job security at the workplace.

Overall job satisfaction

Forty five percent of the respondents said they were not fully satisfied with their jobs in the Rwandan public sector. However, 35% indicated that they were satisfied, while 12.5% were dissatisfied and 7.5% said they were very dissatisfied about their job satisfaction. It is evident from the table 4.6 that the majority of respondents were not fully satisfied with their working conditions, indicating that this was a “push factor,” especially for those respondents who indicated that they intended to quit the public sector after completing their training in the Western Cape.

4.12.2 Performance Management Challenges

The questionnaire responses also revealed a number of performance management challenges in the Rwandan public sector, related in particular to the lack of appropriate execution by workplace supervisors of their roles and responsibilities. These challenges were stressed by the respondents when they were asked to point out and prioritize what concerned them most about their jobs. These responses are presented in Table 4.12.2 below.

The majority of the respondents (60%) complained that their workloads were too demanding and stressful. Twenty percent indicated that bureaucracy at their workplace imposed an important challenge. Even relatively simple decisions had to be processed by several different levels, thereby delaying the response time and impacting adversely on delivery and

customer service. A further 7.5% of respondents indicated that rigid and discriminative career development procedures at the workplace de-motivated them, and 5% indicated that they were uncomfortable when decisions were imposed on them without their consent. One person pointed to lack of information as a challenge that affected their work. One other was concerned with poor policy implementation, while another pointed to the lack of clear roles and job descriptions as the most important challenge.

Table 4.12.2: Performance management challenges

Variable	UWC		UCT		CPUT		US		TOTAL	
	F	%	F	%	F	%	F	%	%	%
Too much work over load	6	50	13	75	3	75	2	100	24	60
Bureaucracy	2	5	6	15	0	0	0	0	8	20
Lack of information	1	2.5	0	0	0	0	0	0	1	2.5
Rigid and discriminative career development procedures	1	2.5	2	5	0	0	0	0	3	7.5
Imposition of decisions	1	2.5	1	2.5	0	0	0	0	2	5
Poor policy implementation	1	2.5	0	0	0	0	0	0	1	2.5
Lack of clear roles and job description	0	0	1	2.5	0	0	0	0	1	2.5

The above finding shows that respondents were mainly concerned about work overload, bureaucratic rigidities, the prevalence of discriminative career development procedures. and the imposition of decisions from above. Other challenges though mentioned, were under represented perhaps because the study population was quite small.

4.13 SUGGESTED STRATEGIES TO IMPROVE PUBLIC SECTOR EMPLOYEE MORALE

The respondents were asked to suggest and prioritise motivation strategies that they thought improve the Public Sector Employee morale at workplace in Rwanda. The results are displayed in 4.13 below.

Table 4.13 Motivational strategies identified by the respondents to improve public sector employee morale

Variable	Frequency	Total %
Increase Career development opportunities	4	10.0
Increase and improving the exaggerated salary differences	18	45.0
Recognize of employees efforts	3	7.5
Improve on working conditions	1	2.5
Supportive and Caring employer	5	12.5
Performance based promotion appraisal systems	2	5.0
Appropriate information sharing	1	2.5
Offer employees monetary and accommodation incentives	1	2.5
Objective, fair and just recruitment procedures	1	2.5
Enhancement and reinforcement of laws and policies	3	7.5
Narrow the bureaucracy gap	1	2.5
Total	F=40	%=100

The majority (45%) of the respondents said that addressing salary gaps among public sector employees would improve employee morale. For instance, most of the diploma holders were paid the same salary as the holders of bachelors degrees. In some cases they were paid the same salary as the holders of masters level qualifications. This finding is indicative of the fact that civil service salaries are not harmonized according to employees' qualifications. There are often exaggerated salary differences among employees across sectors. Some employees earn quite high salaries, whilst others earn significantly less despite having the same qualifications, experience and responsibilities. This has de-motivated many of the respondents.

Of the respondents, 12.5% said that having supportive and caring employers in the public sector could raise the employees' morale, while ten percent suggested that increasing the employees' access to career development opportunities could improve their morale. Another 7.5% suggested that the recognition of the employees' efforts by their workplace managers would increase the employees' morale at work, while a further 7.5% suggested that the enhancement and consistent reinforcement of laws and policies related to public sector employment would have a positive impact. Five percent of the respondents indicated that

performance based promotion and a fair and effective appraisal system would improve employees morale.

One person out of the 40 respondents suggested that improving working conditions would improve morale, another one respondent highlighted the need for improved information sharing, a further one respondent suggested that morale could be improved by better monetary and accommodation incentives, and another one respondent felt that the introduction of more objective, fair and just recruitment procedures in public sector would help to increase morale.

4.14 SUMMARY

In summary, the above chapter presents the main findings of the study based on the respondents' views and perceptions regarding capacity building and retention in the Rwandan public sector in accordance with the research questions and objectives of the study. The data was collected and obtained from 40 Rwandan post-graduate respondents on capacity building programme at the four universities in the Western Cape Province.

The findings indicate that, whilst the majority of the respondents (55%) indicated that they intended to return home to continue working in the public sector after training, a significant number (45%) said that they had no such intention. All those who indicated that they intended to return home to work in the public sector were bound to do so due to the conditions of their bursaries from the Rwandan Government. The 4% who indicated that they planned to quit the public sector were not bound in this way. This suggests that a larger number of respondents may well have been inclined to quit had they not be bound by their bursaries.

Of the 18 respondents who indicated their intention to leave the Public Sector, the decision was motivated largely by financial consideration. They indicated in particular that their salaries often do not increase very much even though their qualifications have improved, a factor which they said encouraged them to look for better paying jobs in the private sector or self-employment. Other factors that motivated them to leave the public sector included poor

working conditions, low morale amongst employees and line-managers, lack of strategic direction, lack of effective leadership and communication, inadequate challenges in their jobs, and insecurity about reform and retrenchment changes.



CHAPTER FIVE

ANALYSIS OF RESEARCH FINDINGS

5.1 INTRODUCTION

This chapter discusses and analyses the major findings of the study, guided by the study objectives and research questions, and making references to relevant literature to compare the study findings. The discussion of the findings include the demographical findings, descriptive findings about the perceived reasons why civil servants quit the public sector after training, the perceived measures that might induce them to stay and the broader challenges facing the Rwandan public sector.

5.2 BIOGRAPHICAL FACTOR FOR QUITTING THE PUBLIC SECTOR

Demographic information about the respondents demonstrated some indicative relationships concerning the decision to quit the public sector. However, the sample was too small to undertake inferential statistical analysis to check for correlations between demographic variables and the intention to quit.



5.2.1 Gender

The findings reveal that of the 18 respondents who indicated that they intend to quit the public sector after training, 72% were males and 28% were females. Although not statistically significant because of the small number of females in the sample, it is indicative of the fact that females may be more reluctant to quit their public sector jobs, most probably due to their family responsibilities which discourage them from seeking riskier though potentially more financially rewarding jobs in the private sector or self employment. This is in line with the findings of a study conducted by Kankaanranta et al. (2007) into health professionals in Finland. This showed that male physicians had a significantly higher tendency than their female counterparts to switch from public sector to private sector employment.

5.2.2 Age

The study reveals that those with the intention to quit were concentrated in the 30-39 age groups. Very few respondents in the age range 40-49 had this intention and none from the 50-59 age groups. This may be partly explained by the fact that older employees may be more realistic about their job expectations than young ones. Additionally, older employees may gain esteem simply by virtue of time spent on the job. Oshagbemi (2003), in his study of UK Universities, for example, cites several reasons for the variance in job satisfaction between older and younger workers. Younger workers are generally more dissatisfied than older employees, simply because they demand more than their jobs can provide. The author argues that as older workers possess more seniority and work experience, this enables them to move easily into more rewarding and satisfying jobs. As a result they place less emphasis on autonomy or promotion, therefore making them more satisfied than their younger counterparts.

5.2.3 Marital Status

The study reveals that single individuals are more likely consider quitting than married individuals. This is in line with the findings of other studies, for example, Kuo and Chen's (2004) study of individual demographic differences and job satisfaction among IT personnel in Taiwan, which found that married employees experienced higher levels of job satisfaction in comparison to that of their single counterparts. One reason for this was that married couples, especially those with families to support, tended to be more settled in their jobs and geographical locations. They were therefore less likely to be looking for new job opportunities, especially if these would involve relocation to other parts of the country.

5.2.4 Educational Level

The majority of those who indicated the intention to quit the public sector (80%) are currently pursuing masters and 20% are on doctoral studies. Cohen and Wheeler (1997:315-316) stated that in Kenya elite external master's degrees are, in effect, passports out of the public sector. Mussie and Ng'oma, (2009:45), in their study of Eritrea, found that 64% of 674 Eritrean nationals who were awarded overseas scholarships for postgraduate study did not return

home to work in the civil services as expected, which in turn deprived the government of the services of the qualified citizens it needed to engender sustainable development.

It is equally regrettable that Rwanda's human capital investment through capacity building at both masters and PhD levels in critical and scarce skills development are not likely to be achieved when those given scholarships to study abroad do not return home with the acquired skills to help the country to realize the country's vision for economic development and poverty reduction.

Rwanda's target for capacity building is to increase the number of master's in critical and scarce skills from 80 students per year to 200 per year by 2012, as well as to increase the number of doctoral students studying abroad. However, the skills acquired will not make a major contribution to national economic and social development, if large numbers of those studying abroad do not return home to work as planned for the public sector. It is worth noting, however, that the findings of the present study reveal that not all those that have intention to quit the public sector have the desire to work in other countries. For instance (77.8%) of those that had decided to quit the public sector said that they intended to work in private and self-employment in their home country as opposed to 22.2% who indicated that they intended to work in other countries other than their home country.

It is also clear that most of the 55% of the respondents who indicated their intention to return home and continue serving in the public sector did so because they were bound by the contractual agreement they had with their institutions of work. Had they not been bound, many of those surveyed in this study indicated that they would also be inclined to leave the public sector for better paying jobs in the private sector or self employment.

Okaro, Eze, and Ohagwu (2010) reveals similar finding in their study among radiographers in South-Eastern Nigeria. The authors asserted that the radiographers were satisfied with their job but they admitted that given a choice they would have preferred another job. The implication is that the radiographers were merely happy to keep a job but would take up another job if there was an opportunity.

5.3 REASONS WHY CIVIL SERVANTS QUIT THE PUBLIC SECTOR AFTER TRAINING

The study reveals that the decision to quit the public sector after training was motivated by a range of factors. These included poor salaries, poor working environment, low morale amongst employees and line-managers, little or no motivation of employees, lack of strategic direction in place, lack of effective leadership and communication, poor work challenges, lack of empowerment opportunities for employees, lack of career development procedures, resistance to reform and retrenchment changes, poor leadership and management style, as well as lack of effective communication and grievance procedures in the public sector.

The findings are similar to those in the study carried by the Department of Public Works Policy on employee retention in the Province of KwaZulu-Natal (2008). This study found that employees leave the department for various reasons which included financial considerations where employees leave because they are offered better salaries and benefits elsewhere, working environment, low morale amongst employees and little or no motivation of employees, lack of or limited strategic direction, lack of leadership and communication, poor work challenges and lack of empowerment opportunities. Other factors were the lack of career development, where employees cannot grow within their existing environments and pursue career opportunities elsewhere, resistance to change, where employees leave the department as they do not agree or cannot adapt to the changes in the department, leadership and management problems, where employees leave the department as they believe the management style is stifling growth or where managers are not people-focused and employees growth is stifled due to inaccurate performance assessments and the failure to identify appropriate development opportunities. Lack of effective communication and grievance procedures, also result in employees becoming disillusioned and frustrated resulting in employees leaving the department (Department of Public Works Policy, Province of KwaZulu-Natal, 2008).

Studies by Abassi and Hollman (2000) and Samuel and Chipunza (2009) identified the main reasons for high employee turnover as hiring practices, managerial style, lack of recognition,

lack of competitive compensation systems, and a toxic workplace environments. Other factors included the lack of interesting work, lack of job security, lack of promotion, and inadequate training and development opportunities.

Similarly, Cohen and Wheeler (1997), in their study of Kenya's retention challenges in the Public Sector, identified the following push factors that negatively affected retention rates in Kenya:

- ❖ low government salaries and benefits,
- ❖ inability of government to allocate more resources to recurrent salaries and benefits,
- ❖ unwillingness of the government to 'top-up' salaries for critical professional posts,
- ❖ the government's resistance to aid agency arguments for performance related pay' approaches,
- ❖ absence of merit promotion,
- ❖ promotion within the public sector takes more time than established rules require,
- ❖ civil service rules that retard career development,
- ❖ poorly designed career ladders and career progression opportunities,
- ❖ poor organizational structure with diffuse responsibilities and unfocused roles and job descriptions.
- ❖ inadequate senior-level monitoring and management of newly trained public sector professionals,
- ❖ unjustified transfers of professionals trained for specific target posts in specific ministries and departments,
- ❖ absence of computer-based equipments and other infrastructures,
- ❖ failure to properly mentor and manage younger professionals,
- ❖ low morale generated by increasingly visible public corruption.

The authors conclude that the above factors have driven skilled personnel out of the Public Sector, and in some cases, out of the country. (Cohen and Wheeler (1997)).

Mussie and Ng'oma, (2009) contend that deteriorating incomes, poor working conditions, lack of peace and security, poor management and the lack of good governance has made

Eritrean civil service professionals demoralized and de-motivated. The Eritrean public sector is therefore increasingly unable to attract, motivate and retain qualified personnel and, as a consequence, civil servants tend, once they have obtained better qualifications through training, to move over to the private sector or the international NGOs or simply migrate overseas (Mussie and Ng'oma, 2009).

Netswera, Rankhumise and Mavundla, (2005), in their study of South African Higher Education Institutions, state that unfavorable working conditions and low and unattractive remuneration has led to skills migration, between jobs and between countries. However, they also point out that remuneration, though important, is by no means the only factor that induces skilled employees to leave. To remain in their posts employees who are creative, self-motivated and energetic require stimulating work opportunities, personal challenges, recognition, and opportunities for personal growth and career development. If such employees find that their jobs no longer provide these conditions, they are very likely to leave for a jobs that they feel will do so. (Netswera et, al. 2005).

Nevertheless, as this current research study demonstrates, clearly remains an important factor. The study findings show that 100% of the respondents rated low salaries as one of the main reasons for quitting the public sector after training. This is in line with similar studies. In their study of Kenya, for example, Cohen and Wheeler (1997) point out that a new graduate with technical skills, such as computer programmer could earn far more in the private sector, due to the inability of government to allocate more resources to recurrent salaries and benefits and the unwillingness of the government to 'top-up' salaries for critical professional posts.

5.4 CHALLENGES RELATED TO WORKPLACE ENVIRONMENT

The current study findings shows that the Rwandan public sector faces multifaceted and complex challenges related to the nature of work itself and physical work environment related challenges. The majority of the respondents asserted that they were by no means fully satisfied with compensation, advancement opportunities, benefits, the physical working environment, training, performance evaluations, quality of supervision, management culture,

and job security. When respondents were asked about what they disliked about their jobs, they pointed to work overload, bureaucracy, lack of information about the job, rigid and discriminative career development policies, autocratic imposition of decisions, poor policy implementation and lack of clear roles and job descriptions. The lack of overall job satisfaction was highlighted as one of the most important challenges that respondents experienced and witnessed while working in the Rwandan public sector prior to their current training.

Hertzberg in Nosheen F.W and Kanwal A, (2010), states that motivation factors (satisfiers) such as recognition, work itself, advancement, responsibility and achievement contribute to increase in job satisfaction and higher productivity of employees. On the other hand, 'hygiene factors,' such as pay and conditions, can prevent job dissatisfaction but do not necessarily motivate employees to work harder. According to Herzberg, if an organisation does not pay sufficient attention to hygiene factors this can easily promote job dissatisfaction. But if does pay attention and eliminates job dissatisfaction, this may well lead to greater organisational peace but not to greater motivation or job satisfaction. Employees may well like to work there, but they will not necessarily be motivated to work harder or better. It is only the motivating factors, therefore, that will encourage employees to perform more productively. This is why organisation's should strive to make work more interesting and challenging, to recognise and reward achievement, and to create improved opportunities for individual responsibility, growth and advancement.

The findings from this research study indicate that, if the Rwandan Public Sector wishes to retain its skilled employees, much more needs to be done to improve both the hygiene and motivation factors.

5.5 MEASURES TO IMPROVE CAPACITY RETENTION IN THE PUBLIC SECTOR.

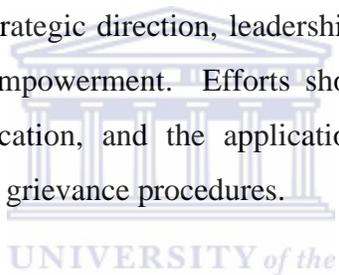
Based on the responses by respondents, and drawing on the broader comparative literature, this section presents measures that the public sector needs to adopt so as to better retain skilled civil service employees.

The respondents surveyed in this study highlighted a range of measures that they felt were needed to improve the retention of skilled personnel in the Rwandan Public Sector. These included increased salaries, improved working conditions, **improved morale and motivation of employees, clearer** strategic direction, effective leadership and communication, and better work challenges. Also highlighted were improved career development opportunities and procedures, and the negotiation of change and reform rather than merely imposing this from above. Other measures included the recognition of employees' performance, fair and performance based appraisal systems, performance based on promotion rather than seniority, impartial recruitment procedures, clear employees roles and job descriptions, optimal human resource utilization, improved health, safety and employees wellness, and improved recreational facilities. Rewards for better performance, improved job security, open channels of communication and information sharing, and greater recognition and respect from line-managers were also stressed.

The above are consistent with those of other studies. For example, according to a report by the Eastern Cape Provincial Administration (ECPA, 2006), staff attraction and retention involves motivating staff by covering both the psychological aspects of the employees, their perceptions, goals, behaviours and the operational aspects attached to the job or tasks for which they were appointed. The ECPA report indicates that people no longer see loyalty in terms of the number of years spent with the employer, but rather in terms of the contributions, advancement and the value they add to the organization during their period of employment. Because employees are mobile, employers are no longer expected to just assume they are looked after for life. Instead, employers need to manage employee turnover to ensure as little disruption in the workplace as possible and therefore staff retention needs to be seen as a strategic human resource intervention in this regard.

The ECPA report further identified that staff retention is directly influenced by the human resource management systems. Such systems include human resource planning, recruitment and selection, human resource utilization, human resource development, compensation and benefits, employee and labour relations, safety and wellness. The ECPA report stresses that the better each of these is managed, the more likely it is that staff will be attracted to public services and the less likely they will leave. The more compatible public service goals are to the employee's expectations and personal preferences, it is more likely that the employees will stay.

The ECPA report further identified that a poor working environment leads to employees being unhappy at work and makes other job options attractive to them. In order to retain staff, management should create a work environment which takes into consideration employee morale, motivation, provision of strategic direction, leadership and communication, positive work challenges, and employee empowerment. Efforts should also be made to improve upward and downward communication, and the application of fair and consistent HR procedures and practices, including grievance procedures.



In this research study of Rwanda, the introduction of improved leadership and management styles was cited by the respondents as one of the factors that might encourage them to stay. This finding was consistent with the ECPA study which recommended the introduction, amongst other things, of management styles and practices which encourage employee growth and empowerment.

The Rwandan case also emphasizes the need for improved career development opportunities. This is again consistent with the ECPA study which recommended that the development of career development opportunities is essential for the retention of skilled and capable employees.

Respondents in the current study indicated that improving salaries and closing unfair salary gaps would help to encourage them to stay in public sector employment. Similar findings were made by Cohen and Wheeler (1997) in their study of retention in the Kenyan public

sector. The authors argued that addressing salary and benefit constraints, reflected in the large disparity that exists between civil service wages and benefits and those available in the private sector, parastatals, and international organizations, would induce skilled personnel to stay in the public service (Cohen and Wheeler, 1997).

In this current study, factors such as high morale amongst employees, better work challenges, recognition of employees' performance and optimal human resource utilization were highly rated by the respondents. This was consistent with Cohen and Wheeler's (1997) findings that staff who have returned from postgraduate training abroad need to be assigned tasks that allow them to apply their new skills and knowledge (Cohen and Wheeler, 1997).

In this current study, respondents said that the presence of fair and performance based appraisal systems, performance based promotion rather than seniority, and impartial recruitment and retention procedures would induce them to stay in the public sector. This is in line with Cohen and Wheeler's (1997) study, which argues that the reform of civil service regulations would help retain highly skilled employees, through effective management and promotion, governed by progressive, transparent, and equitable personnel systems, regulations and procedures affecting retention and capacity building efforts.

It was identified by the respondents in this current study that the presence of improved working conditions in the public sector would induce them to stay, as many of them were apparently working in unsuitable and unequipped environments without the necessary materials and facilities to execute their work responsibilities effectively. In line with this, Cohen and Wheeler (1997) stress that investment in facilities and equipments, designed to make the targeted personnel more effective, has been identified as a key measure to improve the retention of Kenyan public sector employees returning from postgraduate training overseas.

In this current study, it is important to underline that respondents cited an inter-play of multiple variables that would induce their stay in the public sector. It is equally crucial to understand the importance of both intrinsic and extrinsic variables cited by the respondents as

important for their effective retention. These were in line with Herzberg's two factor theory discussed in earlier sections of this study. As cited in Bassett-Jones and Lloyd (2005), Herzberg argued that employees are motivated by internal values rather than values that are external to the work. In other words, motivation is internally generated and is propelled by variables that are intrinsic to the work. Herzberg called these "motivators". These intrinsic variables include achievement, recognition, the work itself, responsibility, advancement, and growth. Conversely, certain factors cause dissatisfying experiences to employees; these factors largely results from extrinsic variables linked more indirectly to the work itself. These variables are referred to by Herzberg as "hygiene" factors. Although they do not motivate employees, they must nevertheless be present in the workplace to avoid positive dissatisfaction. Hygiene factors include company policies, salary, co-worker relationships and supervisory styles.

Empirical research carried out in the study edited by Samuel and Chipunza, (2009) reveals that extrinsic factors such as competitive salary, good interpersonal relationships, friendly working environment, and job security were cited by employees as key variables that influenced their retention in their organizations. The studies also found that intrinsic factors, such as training and development, sense of belonging to the organization, job security, challenging and interesting work and freedom for innovative thinking, were equally important in influencing retention amongst employees.

Other findings consistent with this current study include those by Munga and Mbilinyi (2008) in their study of Tanzanian health workers. As a means of encouraging health workers to remain in their posts, they stressed the importance of non-financial incentives, including training, leave, promotion, housing, and a safe and supportive working environment. There was general consensus from both the health workers and managers that interventions such as training and education, and the provision of safe working and living environments, are important elements of an effective and sustainable retention strategy.

In a comparative study of the challenges in retaining health care workers in resource-constrained countries, Yumkella, (2009) contends that most of the countries surveyed

(Uganda, Tanzania, Zambia, Kenya, Swaziland and Liberia) used a mix of non-financial and financial incentives to retain their human capital stock. These included the provision of work autonomy, flexibility in working time and recognition for work well done. Financial incentives included basic salary, bonuses and loans. The evidence shows that providing both financial and non-financial incentives is key to the development and retention of skilled personnel.

5.6 SUMMARY

This chapter discusses the major findings of the study making references to relevant literature to compare the study findings. The discussion of the findings include the demographical findings, descriptive findings about the perceived reasons why civil servants quit the public sector after training, measures that could induce them to stay and the challenges facing Rwandan public sector. It also discusses measures to improve capacity retention in the public sector.

The respondents surveyed in the study highlighted a range of measures that they felt were needed to improve the retention of skilled personnel in the Rwandan Public Sector. These included improved salaries and working conditions, improved motivation and morale, clearer strategic direction, effective leadership and communication, better work challenges, improved career development procedures and practices, negotiation rather than imposition of change, and more effective leadership and management styles. Other factors highlighted by the respondents included recognition of employees performance, fair and performance based appraisal systems, performance based on promotion rather than seniority, impartial recruitment procedures, clear employee roles and job descriptions, optimal human resource utilization, improved health, safety, and employees wellness, better recreational facilities, rewards for good performance, improved job security, open channels of communication and information sharing, and improved recognition and respect by line-managers for their employees. All or most of these factors would have to be considered by the Rwandan Government to ensure that skilled personnel can be more effectively retained within the public service.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 BRIEF SUMMARY OF THE RESEARCH FINDINGS

The findings of this mini-thesis indicate that a significant proportion of (45%) of the Rwandan public service employees on sponsored capacity building programmes at higher education institutions in the Western Cape do not intend to continue working in the Public Sector after training, due to both financial considerations and working conditions. Some of the main factors that were responsible for this decision included poor remuneration packages, unattractive recruitment policies, insecurity of tenure, the lack of career development opportunities, and the lack of motivation and employee morale. Although the findings also indicated that 55% of the respondents intend to continue working in the public sector after training, this was largely due to the fact that they were bound by the conditions attached to their bursary programmes. If such conditions were not attached, it seems likely from this study, that a larger proportion of the study population would also have been inclined to seek alternative employment (in the private sector or self employment) following their return to Rwanda.



6.2 RECOMMENDATIONS

The findings of this current study identified a number of strategies that the Rwandan Public Sector could usefully adopt in order to more effectively retain its skilled workforce.

Firstly the public sector should improve the salaries of its employees and base these on employee performance. Salaries should also reflect more accurately changes in the cost of living, and should be benchmarked more closely to salary levels in the private sector.

Secondly the public sector need to improve working conditions in ways that will help to motivate employees and improve morale. These include the introduction of a clearer strategic direction for the public sector, more effective leadership and communication, better work challenges, improved career development and empowerment opportunities for

employees, improved communication and information sharing, and the negotiation rather than imposition of change and reform.

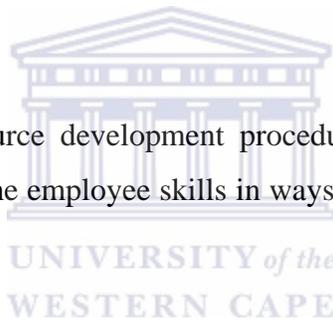
Thirdly, fair and more effective performance appraisal systems need to be put into place to help develop, recognize and reward employee performance.

Fourthly, The Rwandan public sector should also base promotion on performance rather than seniority as at present.

Fifthly, impartial recruitment procedures should be put in place.

Sixthly, clearer job descriptions and responsibilities need to be put in place to help employees deliver as expected.

Seventhly, improved human resource development procedures should be put in place to ensure the effective utilization of the employee skills in ways that contribute to both personal and organizational development.



Eighthly, more effective channels of communication and information sharing between management and employees should be put in place.

Ninthly, the Government should take steps to improve job security, as well as employee health, safety and wellness.

6.3 CONCLUSION

The findings shows that certain variables were important in influencing respondents either to leave or remain in the public sector after training. Such variables that led them to leave include poor salaries, poor working environment, low morale amongst employees and line-managers, little or no motivation of employees, lack of strategic direction in place, lack of effective leadership and communication, poor work challenges, lack of career development and empowerment opportunities for employees, resistance to reform and retrenchment

changes, poor leadership and management style, as well as lack of effective communication and grievance procedures in the public sector.

More effective strategies will need to be developed and implemented by the Rwandan Government to address such concerns, if the Rwandan public sector is to retain a larger proportion of its skilled personnel.

The findings and suggested strategies for improvement identified in this study are admittedly based on a relatively small sample of Rwandan public servants on study abroad capacity building programmes. Clearly, a more comprehensive survey of all the study abroad programmes would be helpful in testing whether the findings and conclusions of this current study hold for all or the majority of the civil servants on Rwandan capacity building programmes in South Africa, the continent and elsewhere in the world.



REFERENCES

Abassi, S.M. & Hollman, K.W. (2000). Turnover: the real bottom line. *Public personnel management*, 2(3):303-342.

Barker, R.L. (2003). *The social work dictionary* (5th Ed.). Washington, DC: NASW Press.

Blair, R. & Josephine, J. (1993). *Staff Loss and Retention at Selected African Universities: A report to the ADEA Working Group on Higher Education*. Washington DC: World Bank.

Brink, H. (1996). *Advantages and disadvantages of purposive sampling method*. Cape Town: Creda Press.

Cohen, J. M. & Wheeler, J. (1997). *Building sustainable professional capacity in African public sectors: Retention constraints in Kenya. Public administration and development*. Harvard Institute for International Development.

Cohen, J. M. & Wheeler, J. R. (1997). Training and retention in African public sectors: capacity building lessons from Kenya, in Grindle, M. S. (ed), *Getting Good Government: Capacity Building in the Public Sectors of Developing Countries*. Harvard: Harvard University Press.

Eastern Cape Provincial Administration (2006). *Attraction and retention strategy*. Foreword by the director general. ECPA.

Ekaju, E. (2000). Africa's Tragic Brain Drain That Benefits No One, *The East African*, 16 June.

Government of Rwanda, (2007). *Draft Economic Development and Poverty Reduction Strategy* (EDPRS), 2007-2011. Kigali.

Government of Rwanda (2008). *Mapping of Ongoing and Planned Capacity Building Activities in Rwanda*. Ministry of Public Service and Labour/ United Nations Development Programme, Kigali.

Hagopian, A., Thompson, M.J., Fordyce, M. Johnson K.E, & Hart, L.G. (2004). *The migration of physicians from sub-Saharan Africa to the United States of America: measure of the African brain drain*. Human Resource Health 2004. (Online) available <http://www.eprints>

Hewitt Associates. (2006). *Asian Countries to battle rising attrition rates*. (Online). Available <http://www.hewittassociates.com/mtl/ap>

International Organization for Migration, (2000). *Migration in Africa*: Addis Ababa, Ethiopia: IOM.

Kankaanranta, Terhi, Tapio, N., Jari, V., Hannu, H., Harri Hypp, Mauri Isokoski, Santero Kujala, Esko Kumpusalo, Kari Mattila, Irma Virjo, Jukka V`ansk`, Pekka Rissanen, (2007). *The role of job satisfaction, job dissatisfaction and demographic factors on physicians' intentions to switch work sector from public to private*. Tampere, Finland: University of Tampere.

Kinnear, L. & Sutherland, M. (2001). Money is fine, but what is the bottom-line? *Institutue of Personnel Management*, 19 (1): 15-18.

Kuo, Y.F., & Chen, L.S. (2004). Individual demographic differences and job satisfaction among Information Technology personnel: An empirical study in Taiwan. *International Journal of Management*, 21(2):221-231.

Langaas, M. D. & Odeck, J. (2007). *Institutional Capacity Building: Review of Road Sector Projects in Developing Countries*. PIARC Technological Exchanges and Development Commission.

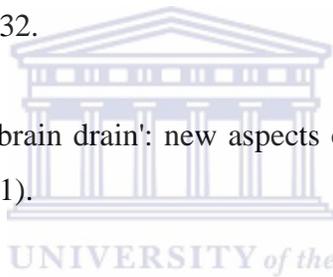
Logue, D. (2007). *Global Policy on scientific mobility 1990-2007: the role of Universities*. Oxford: Oxford University Press.

Maertz, CP. & Griffeth, R.W. (2004). Eight motivational forces & voluntary turnover: A theoretical synthesis with implications for research. *Journal of Management*, 30(5): 667-683.

Marica, M., Dusseldorp, E. & Van der Kooij A.J. (2005). *Component structure of job satisfaction based on Herzberg's theory*. Department of quantitative methods, University of Brescia, Italy.

Meudell, K. Rodham, K. (1998). Money isn't everything – or is it? A preliminary research study into money as a motivator in the licensed house sector. *International Journal of Hospital Management*, 10(4):128-132.

Meyer, J.B. (2001). Dossier: The 'brain drain': new aspects of the South/North exodus. *The Courier ACP-EU* (July-August 2001).



Munga, M. & Mbilinyi, (2008). *Non-financial incentives and the retention of health workers in Tanzania: combined evidence from literature review and a focused cross sectional study*. EQUINET: Network for Equity in Health in Southern Africa.

Mussie, T. T. & Ng'oma, A.M. (2009). Challenges of retaining skilled employees. The case of Eritrean public sector. Eritrea, *International Public Management Review*. (Online). Available <http://www.ipmr.net>

Ndulu, B. (2004). Human Capital Flight: Stratification, Globalization and the Challenges to Tertiary Education in Africa. *JHEA/RESA*, 2, (1), 2004, pp. 57–91

Netswera, R. & Mavundla, (2005). Employee retention factors for South African Higher education institutions, *South African Journal of Human Resource Management*, 3 (2): 36-40.

Nezaam, L. (2005). *Job satisfaction amongst employees at a public health institution in the Western Cape*. Unpublished Masters thesis. Cape Town: University of the Western Cape.

Nosheen, F. W. & Kanwal, A. (2010). *What motivates LIS professionals in the institutions of higher learning: a case of Pakistan*. Paper presented at the 76th IFLA World Library and Information Congress, Gothenburg, Sweden, 10-15 August, 2010.

Okaro, A.O., Eze, C.U. & Ohagwu, C.C. (2010). Survey of Job Satisfaction among Nigerian Radiographers in South-Eastern Nigeria, *European Journal of Scientific Research*. 39 (3): 448-456.

Oshagbemi, T. (2003). Personal correlates of job satisfaction: empirical evidence from UK universities, *International Journal of Social Economics*, 30 (12): 1210-1232.

Physicians for Human Rights. 2004. *An Action Plan to Prevent Brain Drain: Building Equitable Health Systems in Africa*. Boston: Physicians for Human Rights.

Republic of Rwanda (2004). *Public Administration Country profile*. Division for Public Administration and Development Management (DPADM). Department of Economic and Social Affairs (DESA) United Nations.

Republic of Rwanda, (2007). *Capacity development and building a capable state*, Rwanda Country Report, Kigali.

Republic of Rwanda, (2009). National skills audit report. Ministry for public service and labour. Training and technical assistance. (Sector Study No. 13449). Washington, DC: World Bank.

Samuel, M. O. & Chipunza, C. (2009). Employee retention and turnover: Using motivational variables as a panacea. *African Journal of Business Management*, 3 (8): 410-415.

Soumana, S. (2002). *Brain Drain and Africa's Development: A Reflection*. Published by: African Studies Association. (Online) Available: <http://www.jstor.org/stable/1167086>

Tettey, W. J. (2006). *Staff retention in African universities: elements of a sustainable strategy*, Alberta Canada: University of Calgary Press.

Twahirwa, D. & Muyango, D. (2002). *Assessment of Existing Capacity Building Activities in Rwanda*. Report to the Ministry of Finance and Economic Planning, Kigali Rwanda.

United Nations Development Programme (1992). *Human Development Report*. New York: UNDP.

United Nations, (2004). *Economic and Social Council Committee of Experts on Public Administration: role of human resources in revitalizing public administration*. New York, 29 March-2 April.

Wickramasekara, P. (2002a). *Brain Drain and Gain: Reflections on Migration of Highly Skilled Persons from Developing Countries*. Symposium on "Brain drain, brain gain or brain transfer?" Brussels, University of Leuven and the Flemish Interuniversity Council.

Wickramasekara, P. (2002b). *Asia Labour migration: Issues and Challenges in an era of globalization*, International Labour Organization, International Migration Papers: (Online). Available, <http://www.ilo.org/Public>.

Woldetensae, Y. (2007). *Optimizing the African Brain Drain: Strategies for Mobilizing the Intellectual Diaspora towards Brain-Gain*. Paper Presented to the Association of African Universities (AAU) at the Conference of Rectors, Vice Chancellors and Presidents of African Universities (COREVIP) Libya, Tripoli.

Yumkella, F. (2009). *Worker retention in human resources for health: catalyzing and tracking change*, The Capacity Project.



UNIVERSITY *of the*
WESTERN CAPE