Research Note: Retention Factors for New Zealand Graduate Customs Officers

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Abstract

This case study explored what employment value proposition attributes could contribute to the retention of Customs officers who graduated from the New Zealand Customs Service Trainee Induction Programme between July 2005 and July 2008. The findings suggest six attributes of remuneration, nature of work, career development, leadership quality, people and organisation as employment value proposition attributes could contribute to the retention of this employee group. In an organisation that has to make considerable investment in recruitment and induction an understanding of the core employment value proposition attributes that could contribute to the retention of Customs officers is a business imperative. [Key words: Retention factors, employment value proposition]

Introduction

One of the major people challenges, for many organisations, is employee retention. This is especially so for organisations such as Customs, Police and Fire Services where because of the specialist nature of the work carried out by frontline employees, significant investment in recruitment and specialised training has to be made before these employees can be deployed into the frontline workforce. To achieve a return on this investment, employee retention is critical. Within this context an understanding of the specific employment related attributes that could motivate and encourage employee commitment and retention becomes a business imperative. The concept of employment or employee value proposition has emerged from different aspects of the attributes of employee motivation and satisfaction theories (Herzberg, Mausner & Snyderman, 1959; Herzberg, 1966; Maslow; 1943), which Heger (2007) described as "the value or benefit an employee perceives by serving as a member of the organisation" (p. 121).

Context

The New Zealand Customs Service offers a career structure that commences with frontline Customs officer roles and moves through the ranks of Senior Customs officer, Assistant Chief Customs' officer to Chief Customs' officer. Specialist roles in areas such Intelligence and Risk and Response are recruited almost exclusively from the ranks of frontline Customs officers. In July 2005, to address the issue of inconsistent recruitment practices, high turnover generally and variable training of new recruits Customs significantly changed the way in which they recruit and train new Customs officers. The new methodology centralised all aspects of Customs officer recruitment, introduced an assessment based selection process

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which is run three to four times a year, and established a rigorous residential based induction training programme. To July 2008 a total of 232 new Customs officers have been recruitment and inducted through this process. Each recruitment round brings in between 20 to 25 new recruits.

Analysis of turnover generally for frontline officers show that turnover is highest in the 2-5 year service band (57%) and in the up to 40 years of age band (49%). The majority of officers recruited through the new process fall into these categories in terms of age group and just over or approaching two years of service. Turnover for new officers was initially very low however in the past year it has increased to 16.8% and continues to increase. Anecdotal evidence from exit interview forms identified that the two main reasons given for leaving were the low level of remuneration and the lack of career progression opportunities. The issue of dissatisfaction, relating to the low level of remuneration for frontline staff, also emerged in the 2007 and the 2008 staff engagement surveys. The New Zealand Customs Service has a predominantly ageing workforce with 52% of staff in the 40 years and above age band and an increasing number of long serving officers retiring or reducing to part-time hours. For Customs to continue to build operational capability retention of frontline officers, especially those in the younger age bands, is critical.

In organisations such as border protection and Police agencies, where there is a significant lead time and in-house initial and ongoing investment required to ensure that officers are fully competent to carry out the legislative requirements of their role, minimising unplanned attrition is critical. Rosenberg (2007) reported that the United States Customs Agency is "plagued with retention and morale problems" (p. 1) and that the Agency told a Senate hearing that the common drivers of attrition for Customs officers were:

- High pressure to conduct inspections quickly
- Inadequate compensation
- Insufficient resources to carry out job responsibilities
- Lack of career advancement
- Lack of recognition for the work that they do.

A similar finding was made by Yearwood (2003) in his study of uniformed Police officers that identified that the low level of remuneration, lack of career advancement and lack of recognition for the nature of the work that they do, were the main contributors to attrition of frontline officers. An Australian Community and Public Sector Union publication (see Workers on line, 2004) claimed that inadequate pay was one of the top drivers of attrition amongst Customs officers in Australia.

Ticehurst and Veal (2000) outline many of the personal attribute and environmental risk and protective factors that are likely to contribute to employee turnover. They identify self-esteem, gender, age, housing tenure, education, social status, life satisfaction and marital status as significant personal characteristics influencing employee turnover. They also identify salary, social interactions, organisational size, job uncertainty, type of industry, job level and involvement in decisions as significant work characteristics influencing employee turnover. The literature regarding job turnover is significant in both its scope and size. A key finding worth noting for this current research is that job dissatisfaction is an antecedent to forming the intention to quit. Incongruence between perceived and actual job prospects, it is hypothesized, may lead to job dissatisfaction, and therefore increased turnover (Harter, Schmidt, & Hayes 2002). A comprehensive study into labour turnover in New Zealand

(Boxall, Macky, Rasmussen 2003), suggested that while motivation of job change is multidimensional, employees hold strong expectations regarding promotion pay and security that effect their retention decisions.

Robbins, Millet, Cacioppe, and Waters-Marsh (1998) state that job satisfaction can be identified as an individual's general attitude towards their job. This definition is developed by Ivancevich, Olekalns, and Matteson (2000) who state that job satisfaction results from an individual's perception of their job and the degree to which there is a good fit between the individual and the organisation. An employee's assessment of how satisfied or dissatisfied they are with their job is a complex summation of a number of discrete job elements. As suggested by Firth, Mellor and Moore (2003) these elements may have both extrinsic and intrinsic sources. For example, these might include external attributes or aspects such as pay, promotion opportunities, and relationships with supervisors and co-workers. It also includes further factors of the work environment such as the supervisor's style; employment policies and procedures; work group affiliation; working conditions; and fringe benefits. As well, an individual's sense of self-worth and ability to cope with change are often cited as intrinsic or personal factors influencing job satisfaction (Firth et al., 2003). A customs employee who has started out as an ambitious, happy motivated employee excited about their new job, who is driven to succeed and do their best, if they believe that there may not be the job prospects or promising career path that they had hoped would come to fruition, this may lead to the fact that they become disillusioned about their future with the company, or even let down and bored by their position, and soon feel that it is time to move on. As Nicholson (2003, p. 26) notes, the effect of these 'broken promises' at work is to transform a person's positive energy into negative.

The aim of this current study was to examine what core employment value proposition attributes could contribute to retention of Customs officers recruited through the Trainee Induction Programme over the past three years. The definition of employment value proposition attributes adopted for this current research study is described by Heger (2007), as "the value or benefit an employee perceives by serving as a member of the organisation" (p. 121). The Corporate Leadership Council (2006) description of employment value proposition is given "as a set of attributes that the labour market and employees perceive as the value they gain through employment in an organization" (p. 30). For the purposes of this current study 'attribute' is defined as an aspect of the employment relationship that an employee values.

Method

This case study utilised focus groups and semi-structured interviews as the qualitative data collection method. The case study is an example of a methodology which focuses on understanding the dynamics present within a single setting (Hussey & Hussey, 1997). The rationale for the selection of a case study methodology using qualitative methods (Yin, 2003), for this current research project, was the nature of the insights, the knowledge sought and the research objective (Ghauri, Gronhaug & Kristianslund, 1995). Archer (1988) argues that by using qualitative methods one can pay detailed attention to micro-level aspects that are barely accessible to quantitative methods. Further he contends that qualitative methods permit access to the 'real stuff' of human interaction. Given that the research question, posed for this current study, focused especially on the interaction with the variables within the Customs

environment, adoption of qualitative methods was considered as more likely to generate the required rich data.

Data Collection

The total target population available for sample selection was the 193 officers recruited and graduated between July 2005 and July 2008 and who were currently employed by the New Zealand Customs Service. The majority (95%) were based in the main centres of Auckland, Wellington and Christchurch and worked in two operational groups of either Airports or Trade and Marine. The distribution of graduate officers was Auckland 83%, Wellington 7%. Christchurch 5%. The remaining 5% of graduate officers were spread across the ports of Tauranga, Napier, Nelson and Dunedin. Based on the small numbers and spread of locations the remaining 5% were not included in the sample selection process.

In this current research project a random sample size of thirty-five officers were selected on the criteria of intake group (which also identified length of service), then by location, work group and finally rostered for duty on the day and times that focus groups would be held. Table 1 provides an overview of the demographics of the sample selected. Table 2 shows the location and numbers involved in the six focus group semi structured interviews. The questions were:

- 1. In your work environment what attributes are most important for you to have?
- 2. What is beneficial for you (if anything) about being employed by Customs?
- 3. What is not so beneficial (if anything) for you about being employed by Customs?
- 4. What needs to be happening (if anything) for you to consider Customs as a long-term career?

Table 1 Focus Group Participant Demographics

	NUMBER OF PARTICIPANTS
GENDER	
Males	21
Females	14
AGE BAND	
Under 25 years	11
25 - 30 years	11
30 – 35 years	9
35 – 40 years	4
YEARS OF SERVICE BAND	
< 1 year	2
1-2 years	24
2-5 years	9

Table 2 Focus Groups by Location and Participant Numbers

LOCATION	NUMBER OF GROUPS	TOTAL NO. OF PARTICIPANTS
Auckland International Airport	2	10
Auckland Trade and Marine	2	11
Wellington Combined	1	8
Christchurch Combined	1	6
TOTALS	6	35

Data Analysis

Data collected from each focus group session was analysed and coded immediately on conclusion of each session. This was done through identifying and collating, from the data captured, any patterns of repetitive words, phrases or comments in the responses to each question and entering a code for a specific attribute against each (Yin, 2003). The codes used were identified from the type of repetitive data that was emerging and reference was also made to the attribute names used in the Corporate Leadership Council (2006) and the Heger (2007) studies.

It is recognized that the extent of generalization from the research is limited, but this is concordant with the nature of qualitative and case study research, which seeks to form a unique interpretation of events that is transferable to other contexts rather than produces generalizations. The credibility and dependability of the research was enhanced by triangulating the data involving relevant Customs documentation and literature (Maylor & Blackmon, 2005; Stake, 2008; Yin, 2003). The reporting of the descriptive responses in the case study report attempts to convey the holistic understanding and meaning of the phenomena under study (Merriam, 1998). Ethical issues considered were, confidentiality of participants contributions and identities, (e.g., audio tapes and interview transcripts), data storage, use of data, minimization of harm, and informed consent.

Results and Discussion

There was a high degree of consistency amongst participants and between the groups studied. Six employment value proposition attribute themes emerged from the data, remuneration, the nature of work, career development, leadership quality, people, and organisation.

Remuneration

From the literature reviewed remuneration for Customs officers is an issue not only for Customs officers in New Zealand but also in the Australian Customs Service (Workers on line, 2004) and in the United States (Rosenberg, 2007). The finding in this current study of remuneration as an employment value proposition attribute was not unexpected. This was also the case for the level of pay and pay parity with other border agencies. For a variety of historical reasons pay rates for frontline Customs officers, at the time that the first five focus groups were held, was well below the public sector medium. In each of the first four focus groups the first response to the first question on what attributes are important for them was pay parity, this would come up again in response to what is not so beneficial about being employed by Customs and yet again in identifying what needs to be happening for them to consider Customs as a long term career. From the high level of emotion and importance expressed on the pay parity issue it was clearly evident that remuneration in terms of Herzberg, Mausner and Snyderman's (1959) theory is a "hygiene" factor and in terms of Maslow's (1943) theory clearly linked to not meeting esteem and self actualisation needs:

- We should be paid what we're worth.
- We do important work for New Zealand.

When the fourth focus group was held this was less evident as at that time ratification of a new Collective Employment Agreement and remuneration framework had commenced. As a result a number of participants commented that they were waiting to see "what I get out of it."

However, just over a week later when the sixth and last focus group was held, in comparison to the other five groups, no emotion was expressed on the level of pay. The comment "pay's okay now" describes the view of the group. What did emerge in a different form was the pay parity with another sector. "For the important work we do we should be paid in line with commercial sector organisations."

In terms of Equity theory (Adams, 1965), this finding suggests that expectations of being fairly rewarded, compared to their perception of the level and value of their contribution, is not being fulfilled. The risk indicated in terms of Equity theory is that unless pay level and pay parity is rectified employee commitment could be affected with a consequential impact on intention to stay in Customs. The construct of Expectancy theory (Porter & Lawler, 1968), is also indicated in the current study's findings through the theme of not feeling valued because of the pay parity issue and also in wanting recognition for "when we have vacancies we cover for them it's a lot of extra work we don't get recognition for." This suggests that from the participants' viewpoint, effort and performance is present but the expectancy that this will lead to an outcome of value for them, is not being delivered. The potential combined implication of all of the above propositions is that whilst a new remuneration framework has since been implemented the indications are that remuneration is a core employment value proposition attribute that could contribute to the retention of this group of employees. As such considerable attention needs to be focussed on this attribute. However, in doing so note should be taken of Herzberg's (1966), contention, that based on the results of his studies eliminating the cause of dissatisfaction would not result in a state of satisfaction, but would instead, result in a neutral state. The findings in Melbourne's (2007) study indicated that the majority of employees leave organisations for reasons other than money should also be noted.

Nature of Work

Melbourne (2007) proposes that once an individual is employed by an organisation, the single most important factor in achieving satisfaction and value from their role is the nature of the work that the individual performs. In this current study the nature and variety of the work performed was seen as one of the attractions and benefits of working for Customs. A high level of pride was evidenced in the work that they do, that is: "What we do is important and protects New Zealand".

However, of concern is the level of dissatisfaction expressed where participants had experienced long periods on repetitive type of work, for example, "I spent six month doing passports in a booth – boring and repetitive - almost put me off working here." Also, of concern is where officers have been required to rotate to another type of work either before they considered they were ready or at short notice:

- Don't make people shift if they don't want to, give them an option.
- I got three days notice I was rotating, I wasn't ready to move yet.

Herzberg (1966) noted the importance of the nature of work in contributing to employee satisfying experiences and for an employee to be truly motivated he contends that they need to have the opportunity for achievement, recognition, stimulation, responsibility and advancement. Matching these contentions against the finding of this current study it is obvious that this is an area of importance and value to participants and as a consequence could influence their commitment to stay or leave the organisation. To positively influence commitment and retention insights from employee engagement studies and consideration of

intergenerational workplace factors assist. Stairs (2005) asserts that job design is a factor in gaining rational commitment and meaningful work and leadership culture in gaining emotional commitment and that both forms of commitment need to be present to enhance employee retention. Taking into account the importance of job design and meaningful work the other important and relevant factor for Customs to consider is the age band within which the majority of graduate Customs officer fall and the predominantly older age band of people in roles that can influence the way in which work is carried out. This is often referred to as the generation X and Y factor (Flynn, 1996; Su, 2007; Zemke, Raines & Filipczak, 2000). Su (2007) contends that workers in the younger generation learn from practical experience, take responsibility for their learning, and like to be engaged in energetic activities. Customs needs to ensure that the nature of work for this group of employees enables them to have variety, action and offers learning opportunities:

• ... at the airport every day is different with new things to learn - I like that.

Career Development and Leadership Quality

Career development and leadership quality were found to be closely linked for many with a clear theme that access to career development opportunities such as training and secondments are dependant on either the relationship with their manager and/or the level of interest that their manager has in enabling them to access these types of opportunities:

- If you don't have a good CCO then you're stuffed.
- My new boss is great I have a plan now and I know what I need to do to progress.

Opportunities for career development was seen by the majority of participants as an important attribute for them, it was also frequently mentioned as one of the main attraction factors to joining Customs and considered by most to be a definite benefit of working in the Customs Service. The comment of "Customs is a career not just a job" was frequently articulated by participants. Alongside these comments was the consistently recurring theme that they viewed their managers as "gate keepers of getting on training courses and being able to go on other opportunities, such as secondments."

The ability and the role of the leader to determine and influence access to training and development opportunities is obviously an important aspect that the organisation needs to address, particularly as exit interviews, from Customs officers who were recruited through the Trainee Induction Programme and have since resigned, cited lack of career progression opportunities as one of the reasons for leaving:

- I couldn't see any opportunities for me here.
- I felt blocked to progress to a specialist role.

Furlong (2008), argues that one of the reasons that employees leave an organisation is the lack of career progression available to them but all too often this can be prevented with strong leadership providing a sense of support and direction over internal career management. The indication for Customs is that there needs to be a stronger focus on increasing leadership behaviour that provides a more consistent approach to ensuring equitable access to training and development opportunities. This would align with the findings of this current study and the leadership expectations articulated by participants that they want:

• More mentoring, more access to training opportunities and more career advice.

Gupta-Sunderji (2004) lends support to the need to have a more consistent leadership approach to supporting access to training and development opportunities with her contention that leaders have the ability to impact positively or negatively on an employee's access to opportunities and on their sense of achievement. Mason (2008) takes this further in that she proposes that leaders have a crucial role to play in both formal and informal learning and in encouraging the generation of new ideas and that this is particularly important for younger employees.

Leadership quality was indicated as important with significantly no groups indicating that this was a benefit and four groups indicating that positive and supportive leadership needs to be happening for them. The majority of participants were very articulate in describing what they wanted and what they expected from people in leadership roles:

- Good management is supportive managers who are role models, inspiring, positive, innovative, caring leading by example.
- My Chief leads by example he is positive and helpful, no favouritism and gives me constructive feedback.

In describing the behaviours that they experienced and did not want there was a high level of emotion:

- ... need managers that stick to what they say they will do.
- We get treated like children.
- Old school mentality, never gives recognition for good work so never know if done okay or not.

Sheahan (2006) warns that all workers, but especially the younger generation are demanding a new kind of opportunity and a new kind of leadership style. Implementing strategies to ensure people in leadership positions respond proactively and positively to the challenge of providing quality leadership and career development opportunities that deliver on the employment value position attributes, is imperative in contributing to retention of graduate Customs officers.

People and Organisation

The attributes of people and organisation were both identified as important, beneficial and valued aspects of employment at Customs. Whilst the overall results for both these attributes did not indicate that anything needs to happen, Bentley (2007) and Stairs (2005) both argue that when it comes to retention positive relationships with colleagues and with the organisation are even more critical than direct manager relationships. Given that the research findings indicate more needs to be done in terms of leadership quality then ensuring that a clear focus is kept on continuing to develop and gain leverage from the attributes of people and organisation is vital.

All groups were strongly supportive of the Trainee Induction Programme as a way of new Customs officers joining the Service, but there were mixed views on whether the programme was "too long, could do study while on the job," or conversely "cohort programme great way to join the Service – people met on the course still friends."

Contrary to this was a recurring theme from a number of participants that there needs to be a more realistic picture of the role given at recruitment. The issues relating to this theme are captured by the comment that the "reality is more routine than glamorous." It would be beneficial for Customs to further investigate this theme especially as it has implications for the psychological contract (Bellou, 2007; Wilson, 2006) and for the expectations of the role that are likely to be formed during the recruitment and early stages of employment with Customs. This is supported by Melbourne (2008) who contends that the retention intentions of employees is formed at recruitment and validated, or not, in the early stages of the employment relationship.

Participants considered that feeling valued by the organisation was important to them. They identified the Safe, Fit and Well Programme run by Customs and the Comptroller's approach of "being aware of his people at the lower level" as an indication to them that they were valued by the organisation.

The attribute findings from this current study are consistent and two other employment value proposition studies (Corporate Leadership Council, 2006; Heger, 2007) (see Figure 1).

Figure 1 Employment Value Proposition – Comparison of Attribute Findings between Three Studies

EMPLOYMENT VALUE PROPOSITION	CURRENT STUDY (2008)	CORPORATE LEADERSHIP COUNCIL STUDY	HEGER STUDY (2007)
ATTRIBUTE		(2006)	
REMUNERATION	Retention Attribute	Attraction Attribute	Retention Attribute
NATURE OF	Attraction &	Retention Attribute	Retention Attribute
WORK	Retention Attribute		
CAREER	Attraction &	Attraction & Retention	Retention Attribute
DEVELOPMENT	Retention Attribute	Attribute	
LEADERSHIP	Retention Attribute	Retention Attribute	
QUALITY			
PEOPLE	Retention Attribute	Retention Attribute	

Conclusions

The findings of this current study suggest six themes relating to employment value proposition attributes of remuneration, nature of work, career development, leadership quality, people, and organisation. These attributes were indicated as important and of most benefit and value to Customs officers recruited through the Trainee Induction Programme. Significant concentration needs to be given to improving the first four attributes at the same time as ensuring that attention is kept on the last two attributes of people and organisation. A visual model of the components identified from the research that underpins the six employment value proposition attributes identified for this group of officers is presented in Figure 2.

The findings of this current research study may be transferable to other groups of Customs officers as employment value proposition attributes and may also form the basis for further investigation of training and retention initiatives particularly in other uniformed law enforcement service organisations. Consideration be given as to how Customs can ensure that prospective and new recruits have a clear picture and understanding of the overall nature of Customs work so that they fully understand that such work can be routine as well as interesting and action orientated.

Figure 2 New Zealand Customs Service – Employment Value Proposition Graduate Customs Officers



Regardless of the dramatic downturn in the global economy and the likely flow on effect to the New Zealand employment market, for organisations such a Customs and other uniformed law enforcement agencies, where considerable investment has to be made before employees can be operational, the need to retain competent employees will remain. The model developed through this current research study maybe a useful base to investigate employment value proposition attributes for officers within other uniformed law enforcement services.

With an ageing workforce the challenge ahead for the New Zealand Customs Service is how to lead, develop and retain a generation of people that it may not understand but can ill afford to ignore (Sheahan, 2006). Creating and delivering a compelling employment value proposition for each of its key employee groups is critical if the organisation is to retain new officers, gain a return on investment and build technical capability for the future.

Retention and leadership will be fundamental components in meeting this challenge. For Customs with the majority of current leaders in an older generation, and the majority of newer Customs officers in a younger generation, the contention of Sirias, Karp and Brotherton (2007) that effective leadership of intergenerational teams lies in adopting a salad bowl approach, where each generation is valued for the strengths they bring rather than a melting pot approach, where all are expected to meld together, needs to be further explored.

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