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## Factors Leading to Employee's Turnover in Tanzania's Government Institutions, the Case of Zanzibar

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### Abstract:

*This paper aimed at analysis of the factors leading to employees' turnover within Zanzibar Government Institutions with special concentration on semi- autonomous Institutions. In achieving this aim the study examined the following objectives; to investigate the effectiveness of recruitment/selection procedures; to find out control measures taken to avoid unnecessary employees' turnover; to examine employees' participation in decision-making process; to assess ways used by management to retain employees. This study therefore examines as to whether the said factors might be the contributing factors to high staff turnover rate in Zanzibar Government Institutions or not. This study attempts to cast and shed light to factors that lead to increasing turnover rate in Zanzibar Government Institutions; strategies and ways that can be used by planners especially Department of Human Resources Planning Zanzibar and President's Office-Public Service and Good Governance to retain competent human resource personnel as recommended by Zanzibar Public Service Reform Program are also highlighted. The data collected from standardized questionnaire, interviews and Focus Group Discussion (FGDs) is analyzed by using both automated statistical methods, excel software and descriptive methods. The study found and indeed it concludes that low salary, lack of motivation, incentives and rewards are the major causes of employees to leave government institutions and turn either to Tanzania Mainland Institutions or other corporate organizations. This study therefore tends to strongly recommend that the institutions should work hard to improve workplace motivation packages, career development programs, quality recruitment systems, leadership style, workplace participation, workplace culture and provision of clear structures for job description and division of labor*

**Keywords:** Labor turnover, employee motivation, job satisfaction, career development, employee participation, strategic leadership, workplace culture, job description, division of labor

## 1. Introduction

### 1.1. Background to the Study

Zanzibar is a semi-autonomous state within the United Republic of Tanzania, comprises of two main islands – Unguja and Pemba, which lies about 40km and 60km respectively off the eastern cost of mainland Tanzania. Zanzibar is the most densely populated part of East Africa with a population of over 1.2 million. Zanzibar has its own Government with its President as a leader of these two islands. It has over 13 Ministries with 15 semi autonomous institutions that include Commissions, Authorities and Boards.

Of the recent, there is a problem in Zanzibar government ministries that causes employees to shift between private sectors, union Government institutions and elsewhere. In short, they move to where the green pasture is ready for them, thereby leaving Zanzibar Government establishments suffer due to lack of insufficient professionals and competent workers. At this time whereby Revolution Government of Zanzibar (RGoZ) is in the process of reviewing civil service management and implements its comprehensive Public Service Reform Program, it is not fair to let this situation to continue at the same level, but rather to find out those factors leading to employee's turnover and dealing with them effectively

It should be noted that, employees are among important and scarce resources; whereby their knowledge and experience lead to sustainability of organization and determine the organization's position in labor market (Sisk, et al 1981). There is also a consensus from empirical evidence that the human resource is a valuable asset of any organization including civil servants (Livinga et al, 2009). Due to the importance of human resources, scholars on human side of an organization have strongly emphasized on better humanistic treatment systems at the work (Mullins, 2010; Armstrong, 2005). Despite the variability of employee turnover in Zanzibar Government institutions but it is better to consider the factors responsible for the turn over very urgently in order to avoid unnecessary costs. Bearing in mind with the above concept, the study aims to find those factors and make recommendation to Zanzibar Government, to take appropriate action on factors leading to employees' rate of turnover in Government institutions by creating suitable plan and

techniques, to ensure that employees are retained and that the employees' turnover rate is controlled (Gupta, 2007; Armstrong, 2006)

### 1.2. Statement of the Problem

Zanzibar Government's intention and target is to improve its services of seeking, delivering high quality, affordable public service, maintain the capacity and ability, ensure availability of adequate quantity and quality of personnel at a time (DAI Europe, 2007). To achieve this goal, it needs qualified, skilled and experienced employees who are retained for a time in a certain organization to perform job effectively and efficiently (Abdulhamid, 2010; Khan, 2006; Turner, 2002)

To go with this target Zanzibar Government, authorize approved consultants' who did thorough study on Public Services on which finally in July 2009 Situational Analysis on the State Public Reform in Zanzibar reported. The analysis covers many areas including Human Resources Management Reform. According to this report, the effectiveness and efficiency in the delivery of services largely depends on the manner and extent to which the key practice area in Human Resources Management are carried out in the civil service entity. The data collected in this report gives highlights on weak areas and reform challenges in public sectors including human resources in public services. Among the pointed areas are reviewing of scheme of service and to make proper selection and recruitment decisions and analysis of staff turnover and stability rates

In connection to the above Government target and implementation of key pointed areas shown in Situational Analysis Report (2009), Chief Secretary of Zanzibar Revolution Council, Dr. Abdulhamid announced that, the preparation of scheme of service had been completed. According to him, the purpose of this exercise was sought to retain qualified workers and consequently reduce the rate of employee's turnover within Government establishments. Simultaneously, Civil Service Department started to get the matter into control by recruiting only graduates to most of their posts, expecting them to remain permanently, offering and providing better, efficient and effective services

## 2. Literature Review

### 2.1. Introduction

Employees' turnover is among the problem facing many organizations in Zanzibar, although its rate differs from one organization to another. The problem is also stated as a threat in Situation Analysis Report for Human Resources Development Policy, 2006. There are those with high rate, which indicate inadequate inventory level, which may lead to loss, while those with minimum rate are likely to enjoy greater competitive advantage than those whose rate is relatively high. High rate of employees' turnover in an organization is a critical problem and disturbing; hence it impacts on production, lowers morale, growth and development of an organization. It should be borne in mind that the higher turnover rate, the more replacement costs and inefficiency of organization service or production (Torrington et al, 2002; Khatri, 2005). In fact employees' turnover plays a pivot role in reducing quality, increasing recruitment costs and reducing marketability of an organization (Khan, 2006). It is in the major interest of this study to stimulate key managerial attention to these turnover factors especially for improving twenty first century Management and workplace motivation in third world countries institutions such as Zanzibar government institutions and United republic of Tanzania at large

### 2.2. Conceptual Framework and Key Definitions

The concept of employee's turnover refers to the movement of employees, in and out of a business. The term labor turnover is also defined as the rate at which employees leave the factory or company (Hornby, 1996). Others define it as the rate at which an employer gains and losses of employees. According to Cascio, 1995 labor turnover is any permanent departure beyond organizational boundaries. However, the term is commonly used to refer only to wastage or the number of employees leaving (Armstrong, 2005; Gupta, 2007). The diagram below depicts that motivation, career development, employees' participation and reward and other work place financial and non financial incentives may lead to employees' satisfaction and hence reduction of employees' turnover

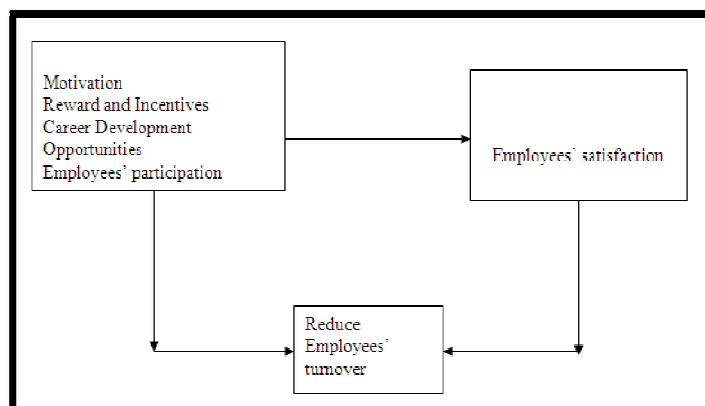


Figure 1: Workplace Employee Turnover Framework

Source: Deshpande's Model, 2015; Slightly Adapted from Armstrong, 2005 Pg. 40

### 2.3. Recruitment Procedures in Zanzibar

Currently, human resources allocation, development and utilization in Zanzibar Government institutions is done through the Civil Service Department (CSD). This is the Government agent to approve all requests for filling vacant positions in the civil service and parastatals. The process begins from and every sectoral Ministry to prepare its manpower requirement plan annually in the form of nominal roll. The manpower requirement plan is then submitted to the Civil Service Department where recruitment and allocation of manpower is made according to needs and requirements of a particular MDA. However, the Civil Services Department does employ measures such as available financial resources, national plan, policy and objectives to reach a decision. According to the Situational Analysis on the State of Public Reform Program, 2009 the current recruitment and selection process indicates and confirms many gaps that need immediate action to save the said situation

### 2.4. Factors Leading to Employee's Turnover

Employee's turnover is not always constant; it varies from time to time, and it is contributed by a number of leading factors. There are those whose occurrences are due to "motivation, incentives, boredom, participation, etc. while others are caused by employee performance, ability to work, employer satisfaction" (Torrington, et al, 2005). According to Khatri, 2005 among those factors three are controllable (e.g. job satisfaction, organization commitment and justice) and remaining two are uncontrollable (e.g. job hopping and alternative employment opportunities)

There are many factors leading to employees' turnover, but the problem of dissatisfaction with work on the organization is argued as the common factor of unwanted turnover. According to Taylor, 2002 most of the employees who are not satisfied may seek alternative places when they feel that they no longer enjoy working for their current employer due to different unsatisfying workplace factors. Authors and researchers explain factors that lead to employees' turnover differently, although in general they categorize them as follows:

#### 2.4.1. Functional Factors

According to Torrington, et al. (2002), this category includes all resignations that are welcomed by both employer and employee alike. The major examples are those, who stem from an individual's poor work performance or failure to fit comfortably with an organisational or departmental culture. While such resignations are less damaging than others from an organisation's point of view they should still be regarded as lost opportunities and as an unnecessary labour turnover and cost. Failure to select high caliber employees due to ineffective recruiting procedures may result in poor job and organization fit, which in turn increases turnover and the associated costs (Tracey, et al. 2008). Several researchers have drawn attention to the importance of the recruitment and selection process in reducing high turnover during the early months of employment (Wanous, 1992, Hom and Griffeth 1995). Organisations should make sure that the job advertisement shows clearly and in realistic words, which will not mislead candidates, about the nature of the work that they will be doing. Realistic job previews are most important when candidates are entering in the organization. It is also stressed by Sturges and Guest (1999), that unmet expectations is one among the explanation for staff turnover in their work places. The concern here is that, the recruitment procedure should be done properly, ensuring that the right person with the right qualification are the selected person to fill the vacant post. Employers should ensure that best candidates are selected and avoid minimum pay candidate with lower qualifications (Rothwell, 2003). It is true that a new employee always has his objectives when joining the institution, thus the idea to quit the job after a few days is due to observes changes that could lead to dissatisfaction. The experience of having one's high hopes of new employment dashed by the realisation that it is not going to be as enjoyable or stimulating as anticipated is a major cause of job dissatisfaction, and hence of high staff turnover (Torrington, et al. 2005)

#### 2.4.2. Push Factors

This is a category of factors leading to employees' turnover, which includes insufficient development opportunities, boredom, ineffective supervision, and poor levels of employee involvement and straightforward personality where clashes are the most common precipitating factors (Torrington, et al. 2005). Organisations need better supervision in order to control their staff and a bad relationship with their immediate supervisor is a common factor of employees, turnover (Torrington, et al. 2002)

Career advancement to employees is an important factor to consider. Many employees choose to leave just because they do not see the sign of developing their career (Davis, 2005). There are broader notions of career development; some employees wish to move into new areas of work for which there are better opportunities elsewhere, the chance to work with particular people, and more practical questions such as commuting time (Shehan, 2005). If there is no opportunity to voice concerns, employees who are unhappy will inevitably start looking elsewhere (Torrington, et al. 2002). An employer should have take serious action to their employees, to reduce negative perception that they were not being given sufficient career development opportunities and bad relationship with their immediate supervision

Employers have got a big role to play in order to reduce labour turnover in their organizations, this is by involving them in decision-making process. Participation in decision-making has a big impact in retaining employees, by so doing employees will feel that they are part and parcel of an organization. Not only that, but also appreciation of their contributions in one-way or another will boost an organization's development. Employees choose to quit from one organization to another because they do not believe that their work is appreciated and that the company values their contribution (Sheridan, 1998). There is no doubt that, involving employees on allocation of organization resources and distribution of their benefits should reduce employees' turnover (Davis, 2005). An employer who allows individual

employees to choose how they make up their own remuneration package will generally be more attractive than those who do not (Torrington, et al. 2005)

#### 2.4.3. Pull Factors

This category includes the attraction of rival employers, which means pay levels and opportunities offered to employees. Employees always need attractive or a broadly comparable packages, opportunities and other incentives. The emphases here are on effective communication of any 'unique and attractive organization' and of the extent to which opportunities comparable to those offered elsewhere are given (Torrington, et al. 2002)

Pay is often a factor; employees leave in order to improve their living standards. Pay is said to be the factor to retain employees, although there is a debate on it. Raising pay levels may thus result in greater job satisfaction where people are already happy with their work, but it will not deter unhappy employees from leaving (Sturges and Guest, 1999). There is questionnaire-based evidence that suggests that pay is a good deal less important than other factors in a decision to quit one's job (Bevan et al. 1997, Hiltrop 1999). However the consensus among researchers specializing in retention issues is that pay has a role to play as a satisfier, but that it will not usually have an effect when other factors are pushing an individual towards quitting

Attractive or comparative package to employee are among the agreed motivators and factors to reduce employees' turnover. Employees are more attracted with highly motivated corporation for advancement of their career (Stovel, M. et al. 2002). In such conditions it is argued that, though motivation factors may have come to the fore, there is a danger that the more fundamental hygiene factors or safety needs of employees are neglected. Managers also need to monitor both the extrinsic and intrinsic sources of job satisfaction available to employees. These activities could assist in maintaining and increasing job satisfaction, reduce labor turnover and commitment to the organization (William K. et al, 2004)

According to Herzberg, 1966 satisfaction and dissatisfaction on the job come from two different sets of factors. One set is referred to as the "motivating" factors, which are related to internal satisfaction that include Recognition, Achievement, Responsibility, Opportunity for advancement, and the job itself. In fact, when someone is internally satisfied it is not easy to quit the job, for that reason an organization should emphasis on motivating factors which will reduce employees' turnover. Paying employees well may motivate them to stay with the organization longer. That is why there is a positive relationship between employee performance, motivation, and turnover (Khaila, S., 2003). Employees may stay longer with organizations if they are well paid and motivated (Gunu, 2008)

Herzberg, 1966 propounded other set as "hygiene" factors, on which include, salary, company policies, and Working conditions. For him salary is observed as a 'hygiene factor' rather than a motivator. This means it can be a cause of dissatisfaction at work, but not of positive job satisfaction. Working conditions is also a factor, especially to graduate employees.

Incentives and rewards is also agreed as a factor for employees turnover, taking into consideration that everyone is working under a specific goal in order to meet his/her needs and wants. With respect to this statement, employers should find means of motivating their employees by introducing incentives and rewards system which will top-up their income to satisfy their needs, simultaneously use it as the way to reduce employees' turnover of a certain organization. Employees want to feel as if they are being adequately rewarded for the job they are performing in a company. Employers who offer the most attractive reward packages have lower attrition rates than those who pay poorly (Gomez-Mejia and Balkin, 1992). It is argued that organization in which particular incentives such as staff discounts, holiday entitlements and private healthcare schemes are practiced, are more likely to have a low staff turnover than those which simply pay higher base wages. Veldhuizen, 2006 generalize that "To reduce turnover rate, employers should address that effects of overall company moral and apply the following strategies; Offering competitive compensation and employee benefit; flexibility with work and family balance; Performance reviews incentives holiday or such holiday

#### 2.4.4. Outside Factors

On top of the above categories, there is a small category that is called as "outside factors", this relate to situations in which someone leaves for reasons that are largely unrelated to their work. The most common instances involve people moving away when a spouse or partner is relocated. Others include the wish to fulfill a long-term ambition to travel, pressures associated with juggling the needs of work and family and illness. This category of employees' turnover is also known as voluntary turnover (Stovel, et al, 2002)

#### 2.5. Development of Retention Plans

Labour turnover is not a disease but is a symptom or a signal that something is wrong somewhere in your organization. Employers are always profit oriented, most of them are not encouraging their employees or use hard approach in managing their employees, in the sense that they measure them as like other resources; if that is the case employees will quit the organization now and then (Turner, 2002). To save the situation, it needs to concrete methods to reduce it by improving the organization's retention plans and reduce the high cost of replacing the new staffs (Curry, 2006).

Pension plans are important since they will reduce worry about employees' financial future when reaching retirement age. Employees are no exception, and many will seek out an employer who can offer a pension or retirement plan (Taylor, 2000). Potentially the same is true of pension schemes, which are associated with relatively high levels of staff retention

Apart from that, organization should develop to have Reward and Incentive Plan that will assist to motivate new employees. In addition to that, Career Develop Plan, which will enhance employees to develop their career through training and alike are equally important (Armstrong, 2006)

For the employer who loses people by lower pay there are two main ways to plan and implement in order to attack the situation. First, there is a need to be aware of what other employers are offering and to ensure that as far as possible at least a broadly comparable package of pay and opportunities is offered. Many organizations use pay rates as their prime weapon in retaining staff (Cappelli, 2000). The second requirement involves trying to ensure that employees appreciate what they are currently being doing

### 3. Research Methodology

#### 3.1. Research Design

This research is a case study research for which its data was collected from different sources. Secondary data had been collected from documents and publications and that data collected from it used to support the study finding while primary data had been collected direct from employees in all selected Commissions and organizations

#### 3.2. Study Population

The study population included all 15 existing semi-autonomous establishments in Zanzibar Government

#### 3.3. Sample Size and Sampling Technique

The sampled semi autonomous establishments of the study are the Commission for Tourism (CFT), Labor Commission, Zanzibar AIDS Commission (ZAC), Wakf Commission and Commission for Agriculture Research and Extension Services. These Commissions were estimated to have about 464 employees in total were selected on the basis of their importance, duration of their establishment and Employees' education qualifications/competences for each of the Commission and/or organization

#### 3.4. Data Collection Tools

Data were collected using interview method with all 5 heads of the selected commissions. The processes started after seeking ethical clearance and consent from all leaders of the said institutions; giving them introduction and purpose of the study. All heads of the Commission confirmed to receive questionnaires and agreed to participate in the interview. In addition to that, a total of 100 questionnaires were distributed to employees of those institutions and 84 of them responded. The Tables Table 1, 2 and 3 below, provide details of different categories of the respondents involved in this study project

S/No	Name of organization	Frequency	Percent
1	Commission for Agriculture and Extension Services	29	34.5
2	Labour Commission	24	28.6
3	Commission for Tourism	13	15.5
4	Wakf Commission	10	11.9
5	Zanzibar AIDS Commission	8	9.5
	Total	84	100.0

Table 1: Respondents Distribution by Organization

S/No	Name of organization	Sex		Total
		Male	Female	
1	Commission for Agriculture and Extension services	19	10	29
2	Labour commission	15	9	24
3	Commission for Tourism	12	1	13
4	Wakf Commission	8	2	10
5	Zanzibar AIDS Commission	4	4	8
	Total	58	26	84
	Percent	69%	31%	100%

Table 2: Respondents distribution by Sex  
Source: research findings, 2015

Name of Organization	Age			Total
	25 to 40	41 to 55	Above 55	
Commission for Agriculture and extension services	19	9	1	29
Labour Commission	19	4	1	24
Commission for Tourism	7	6	0	13
Wakf Commission	5	5	0	10
Zanzibar AIDS Commission	5	3	0	8
Total	55	27	2	84

Table 3: Respondents Distribution by Age

There were also 16 questionnaires distributed to leavers (Job dropouts) from 3 commissions; Commission for Labour, Commission for Tourism, and Wakf Commission where 10 out of the total responded. Unfortunately all 10 respondents were previously employed by the Commission for Labour. Table 4 below indicates age and sex of those dropouts as follows:

Age	Sex		Total
	Male	Female	
25-40	5	2	7
41-55	2	0	2
above 55	1	0	1
Total	8	2	10
Percent	80%	20%	100%

Table 4: Respondents by Age and Sex (Job Dropouts)

Source: Research Findings, 2015

In addition to that, data was collected from 100 respondents from four Focus Group Discussions (FGDs), combined different employees from all selected institutions. There were 30 employees from Commission for Agriculture and Extension Services, 30 employees from Commission for Tourism, 30 respondents from Commission for Labour and 10 from Wakf Commission. The groups had 65 males and 35 females of different age groups

### 3.5. Data Analyzing Procedures

After collection of data from respondents, through questionnaires, interview, and contribution from Focus Group Discussion, the researcher analyzed data by using decision analysis techniques. The findings are presented in different ways, that is tables, graphs and pie charts. This assists the researcher to achieve a better conclusions and recommendations of the study problem

## 4. Analysis of Study Findings

### 4.1. Demographic Characteristics

The demographic characteristics and descriptive statistics of the sample are presented in tables 5, 6, 7, 8 for employees of all selected institutions and dropouts. The average ages of the respondents were 25 – 40 years while male respondents show that they lead by having 69% of respondents. This situation shows that, despite of government policy of having gender balance in its institutions there is still a gap between male and female employees. The researcher includes these important parties in order to justify the impact of age and sex on employees' turnover.

Number of years	Employees		Dropouts	
	Frequency	Percent	Frequency	Percent
0-1 year	9	10.7	3	30.0
2-5 years	17	20.2	2	20.0
6-10 years	25	29.8	1	10.0
11- 15 years	5	6.0	1	10.0
16-20 years	8	9.5	1	10.0
21 and above	20	23.8	2	20.0
Total	84	100.0	10	100.0

Table 5: Respondents' Period of Service by Age

Source: Research Findings, 2015

### 4.2. Method Used by Respondents to Obtain Jobs in the Organization

According to the literature review on the current employment procedures it was found that institutions send their employment needs to the Civil Servant Department. Employees are interviewed in order to get a clear picture on the actual practice as to how prospective recruits join different government institutions; whether they applied or nominated. The

results on this question show that 36 respondents (equivalent to 43%) of the existing employees and 4 respondents which is equivalent to 40% of dropouts were nominated while 48 respondents (57%) of the existing employees and 60% of dropouts joined the organization through normal applications. This situation portrays that there is no specific method or guidance used by Civil Servant Department in recruiting employees as both methods are used simultaneously.

#### 4.3. Individual Decision in Joining Organization

People have always had specific reasons to join certain organization. The study found that respondents' decision to join organization differ as shown in figure XI below.

S/No	Individual decisions	Employees		Dropouts	
		Frequency	Percent	Frequency	Percent
1	Career development	10	11.9	2	20
2	No other alternative	11	13.1	1	10
3	Direct employment	8	9.5	4	40
4	Generating income	9	10.7	3	30
5	Interest	13	15.5	-	-
6	Profession	28	33.3	-	-
7	Transfer	5	6.0	-	-
	Total	84	100.0	10	100.0

Table 6: Respondents Decision to Join Organization

The Table 2 above shows that the major reason for employees who joined the organization due to their professions covers about 33% of the respondents. This situation indicates that there is a possibility for employees who join government institutions because of their professions to quit the job at early stage, hence nothing had convinced them to join that job except their expertise. This category consists of graduates from universities and colleges for different years. The motivation to join such organizations for this category of employees lies in their expectations to fulfill their basic needs and career advancement. Career Development Plans, salary and incentives are the appropriate ways to maintain this important group of workforce in the organization for a longer period of time.

The category of respondents who joined the institutions just because of their interests and providing service is 15.5%, while those who had no other alternative in joining the organizations stands at 13% and 10% employees and dropouts respectively. The data also shows that 11.9% and 20% of employees and dropouts decided to join the organisation so as to develop their career

The analysis shows that about 10.7% of the existing employees and 40% of dropouts' respondents are from the category of those who are directly posted to that job by Civil Service Department. In analysing the percentage of dropouts in this category, the current procedure of Civil Servants Department to allocate direct graduates in government institutions seems to have problem to some extent.

Furthermore, there are respondents that comprise more than 9 percent who joined the organization with the main aim to generate their income that they expected to get from salary and other benefits. Besides, 30% of the dropouts are those who decided to join the organization with this same goal. In other words employees joining government institutions with main purpose of getting high salary and other income benefits will be on high position to quit when their expectations are not met

There is a possibility for this category also to think on quitting in government institutions due to the real situation of low salary grades and incentives in Zanzibar Government Institutions. According to Situation Analysis (2009), salary grades in Public Organizations in Zanzibar seem to be relatively low and do not serve as a motivational device for civil servants compared to other private and Union Government Institutions.

Finally, there is a small portion of 6% who join the organisation by normal transfer. The group covers accountants and auditors whose transfers are controlled by the Accountant General through the Ministry of Finance and Economic Affairs

In consideration to the collected data as shown in the table XII below, the said category covers more respondents whose age is between 25 – 40 years than other age categories, indicating an obvious situation of the possibility of youth professionals to quit government institutions. If this situation persists, continuity and sustainability in public services will be lost. The end result is having poorly experienced and skilled personnel who would not make any improvement in services delivery.

Age	Reasons to Join the Organization							
	Career development	No other alternative	Direct employment	Generating Income	Interest	Profession	Transfer	Total
25 - 40	7	6	4	5	8	21	3	55
41 - 55	3	5	3	3	5	6	2	27
Above 55			1			1		2
Total	10	11	8	9	13	28	5	84

Table 7: Respondents' Decision to Join the Organization by Age

Source: Research Findings, 2015

#### 4.4. Assessment of Recruitment Process

The recruitment process is the first and important process in the organization by which, if properly organized, leads to the organization to have the right persons at the right place. It is also mentioned quite earlier that the problem of ineffective recruitment process may cause employee to quit the organization at earlier stage. From this point of view the researcher inserted the question of recruitment in this study so as to see whether there are some loopholes in the said process that contribute to increasing rate of employees' turnover in Zanzibar Government institution or not.

In order to measure "effectiveness of recruitment process" respondents were asked to give their views regarding advertisement, interviewing, selection and finally orientation. Many questions in this part are directed to the management due to their responsibility for recruitment process. The data collected by researcher shows that there are some gaps on the implementation, and thus its analysis will be supportive to the Situation Analysis on the State of Public Service Reform, 2009 which argue that review of documents and interviews did not reveal significant changes in the manner recruitment and selection function are carried out. In this regard the analysis pointed out some flaws on which the Revolution Government of Zanzibar (RGoZ) was advised to consider them seriously so as to have efficient and effective recruitment process in the organizations. Among the pointed out areas are; Lack of Policy that guides recruitment in civil service; Civil Service Department is not based on transparent criteria hence posts are not publicly advertised; Lack of/ No job analysis in order to delineate job specifications and job descriptions for all jobs in the civil service.

##### 4.4.1. Advertisement

Respondents were asked about vacant positions, and whether they are advertised or just filled by decision makers of the institutions; that includes Commissioners and Directors. The results show that among the five Commissions only one institution (i.e. ZAC) uses advertisement on the media including newspaper. The remaining four Commissions which is equivalent to 80 percent of the respondents said that the advertisement for job vacancies is only done on special cases and for special posts via radio and news papers. For other posts the applicants are referred to the Civil Service Department. To a certain degree, this tried and tested formula indicates that there is low competition among applicants in government institutions; hence advertisement is stifled and bearing in mind that not all Zanzibar's graduates are aware on the process of recruitment in Public Services; and since jobs are not advertised the entire pool of graduates is not informed about vacant positions. This way of ignoring advertisement of vacant posts may impact Zanzibar Government institutions to continue suffering with lack of competent workers forever.

In considering the above, the researcher continues in asking through Focus Group Discussion as to whether their organizations use internal advertisement as an alternative way to fill the vacant posts to members of organization who qualifies on that job/post or not. The majority argued that it is a new phenomenon to them and never practiced in their organizations. Employees, especially of lower cadres responded that they are not aware on the process used to fill vacant posts in their organizations. Under normal circumstances, the management may use this ordinary way of internal recruitment as a promotion and incentive method to its employees.

These findings reveal that employees do not have much information on recruitment policy. Specifically, the management seems to have no transparency and corporation between them and lower level employees. This implies that internal recruitment, which is among the way that might be used to career advancement and retention, is not well practiced in government institutions.

##### 4.4.2. Job Description

In order to measure the context of the advertisement by the organisation, respondents were asked about Job description as part of job advertisement. Normally, job specification should indicate professional qualification, working condition and in other case payment grades for the posts. This question was asked to both management and employees.

The management explained that working conditions are specified in all posts advertised in the media while those sent to the Civil Service Department do not include this section. On the other hand the data shows that 63 % of the respondents were not aware on working conditions before they joined the organization. In addition to that, the results of Focus Group Discussion showed that 100% of the groups were neither aware on working conditions nor salary grade prior to joining the institution.

The current procedure of the Civil Servants Department to allocate graduates without introducing them to the working conditions including pay and job specification may continue to be a leading factor of increased employees' turnover in Zanzibar Government Institutions.

The figure 2 below shows result of respondents on awareness of working conditions before joining the organization.



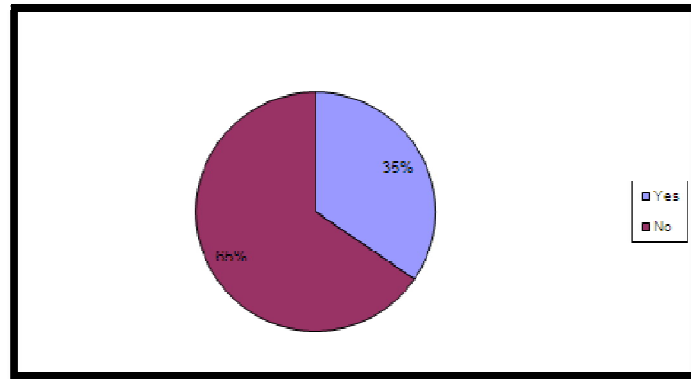


Figure 2: Employees' Awareness of Working Condition

To clear doubt on the issue of job specification, the researcher goes further institutionally to see whether the observed situation covers all institutions or not.

The result show that 75% of the respondents from Zanzibar Aids Commission were clear on job specification (required qualification and working condition) before joining the organization, while others only 24%, 33%, 30%,7%, and 40% of respondents from Commission for Agriculture and Extension Service, Labour Commission, Commission for Tourism and Wakf Commission respectively were clear on the above issue. Observing the existing situation, we may justify that in an organization where employees are aware of their working condition there is less rate of turnover compared to those where such information is not made available. The table XIII below shows the respondents awareness on working condition.

Organisation	Results				
	No	%	Yes	%	Total
ZAC	2	25	6	75	8
Commission for Agriculture and Extension. Services	22	76	7	24	29
Labour Commission	16	67	8	33	24
Commission for Tourism	9	69	4	31	13
Wakf Commission	6	50	4	40	10
Total	55	65	29	35	84

Table 8: Organizational Respondents' Awareness on Working Condition  
Source: Research Findings, 2015

4.4.3. Interview and Selection Procedures

Furthermore, the analysis shows that in most cases all recruited employees are interviewed, although there are some cases where the employees join organization without this important process. The figure 3 below shows that 69% of the respondents were interviewed before joining the organizations while 31% of them were not.

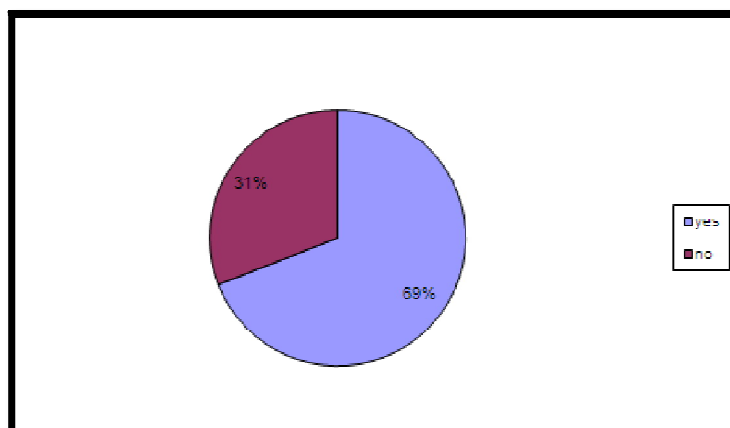


Figure 3: Employees' Respondents on Interview Process

4.4.4. Management Selection Procedure

Within this context of interview, the researcher observes that there is no uniformity among Government Institutions on how to carry out this critical and important process

The analysis showed that 60% of the study population uses Interview panel to interview new applicants while 20% of them still apply a traditional procedure of using personnel officer of a Ministry to conduct an interview. The remaining 20% showed that they use Interview panel in collaboration with their Executive Committee or Board in this process. The data also shows that, accountants, tutors, administrators and internal auditors are the common cadres that were not interviewed on their first appointment while most of the clerks and officers were interviewed. In some organizations members of interview panel or personnel officers take physical checking on original certificates of the applicants before continuing with the interview process. The data shows that, 20% of the institutions have the tendency of asking the applicants to provide three names of three professionals' referees to support their applications. More over organizations consult the National Examination Council of Tanzania for further clarification of certificates. The organizations also apply the rule of probation period for 6 months as per Employment and Labour Relation Act NO. 11 (2005); or a period of 12 months as directed by General Order (G.O) before employee's confirmation.

**Orientation**  
The researcher questioned to organization's management about orientation to new staff. All institutions' leaders agree that they conduct orientation to new entrants from the beginning or early period of their employment, although ways used on orientation differ from one organization to another.

**4.5. Respondents' Expectations**

The employees were asked about their expectations while joining the organization and whether they are met or not. This question aimed to see whether unmet expectations have an impact to employees' turnover or not. The diagram below shows the respondents' expectations.

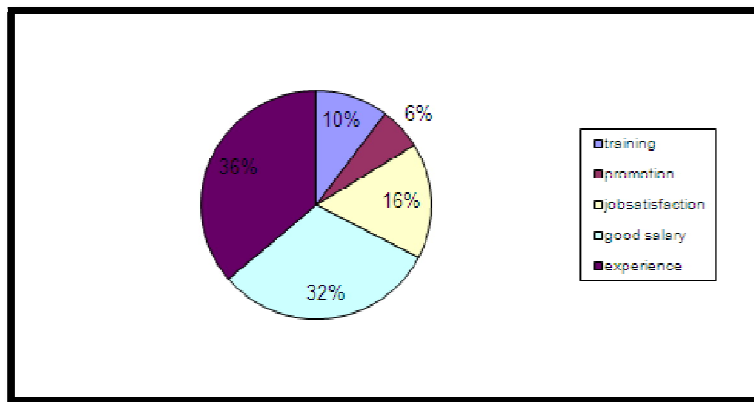


Figure 4: General Expectations of Respondents (Existing Employees)  
Source: Research Findings, 2015

In referring to the above chart, the data shows that the main expectations of the respondents (existing employees) in general, is getting more experience, enjoying a good salary and job satisfaction while working in the organization. On the other hand training and promotion are the minor expectations to most of the respondents.

Furthermore, the figure below which presents the respondents' expectations of dropouts shows that 33%, 24% and 19% of those who leave the government institutions are those whose main expectations are good salary, getting promotion and job satisfaction respectively.

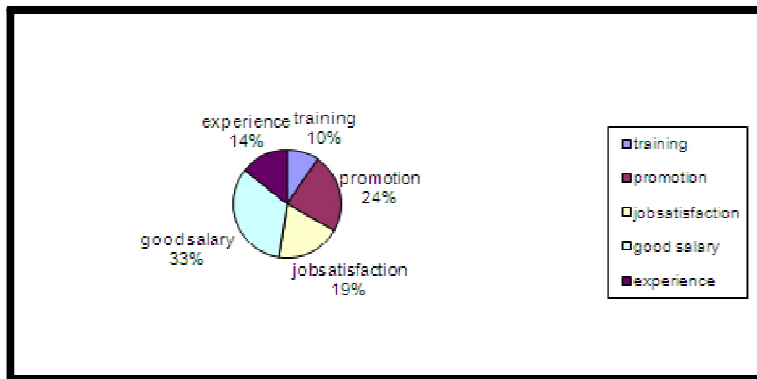


Figure 5: General Expectations (Dropouts)  
Source: Research Findings, 2015

The results show that the main expectation among majority of employees in the Focus Group Discussions is good salary and job satisfaction. This is similar to results shown by dropouts.

Employees were asked as to whether the said expectations are met or not. This question was raised to support human resources philosophy, which states that unmet expectation is among the factor of employees' turnover (Sturges and Guest 1999). The data collected on unmet expectations shows that 48% of respondents did not meet their expectations; while 52% agree that they met their expectations as shown in Figure 6 below

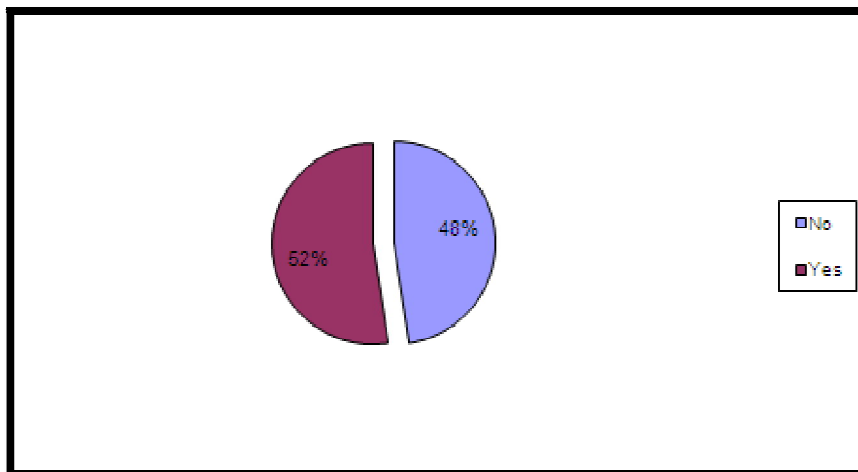


Figure 6: Employees' Responses on Meeting Their Expectations  
Source: Research Findings, 2015

Despite the existing employees' respondents, the data collected show that 100% of dropouts are those who unfortunately did not meet their expectations. On average about 33% of them were on the same category of "expecting good salary and incentives." The situation implies that unmet expectations contribute on employees' turnover in Zanzibar Government Institutions

In examining this issue further, respondents were asked on "hindrances of fulfilling their expectations." The data show that 60 (72%) respondents among the existing employees and 8 (80%) dropouts agree that lack of scheme of service hinder their expectations. On the other hand 24 (28%) existing employees and 2 (20%) dropouts said that an unfavourable working condition hinders their expectations. The figure 7 On page 52 illustrates respondents' situation of unmet expectations.

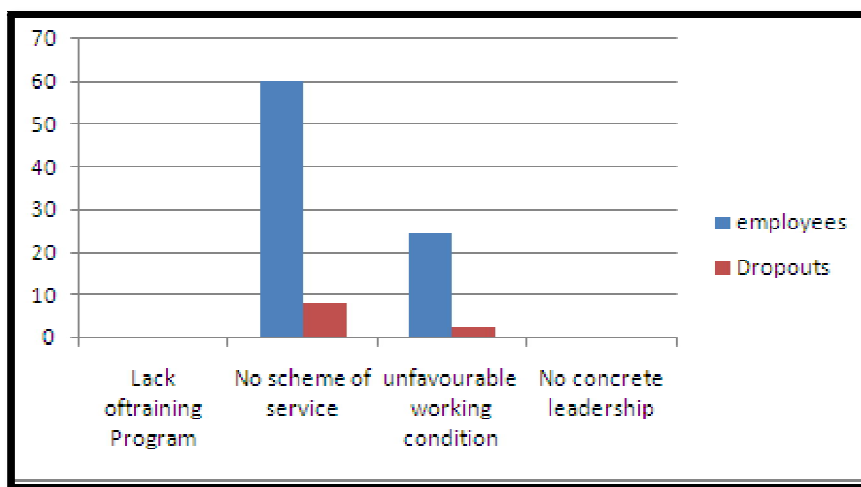


Figure 7: Respondents' Reasons for Unmet Expectation  
Source; Research Findings, 2015

4.6. Measures Taken by Management to Control Unnecessary Turnover

Management through interview question number (2) was further asked about the control measures they use to ensure unnecessary employees' turnover. In fact the directors and commissioners of all institutions agree that they are conversant with all control measures that should be taken to ensure unnecessary turnover. The following measures were mentioned; Keep conducive working condition; develop motivation and incentive packages; develop and implement career advancement plan; introduce job scope, roles and responsibilities; and paying reasonably good salary. Despite the management awareness on the above-mentioned measures, there are some hindrances on their implementation. The Commissions have no mandate to implement their own proposals concerning employees' salaries or other packages without the intervention of the Government. Currently Government salaries and other allowances are

formulated by the Civil Service Department and introduced for implementation by all Ministry department and agencies (MDAs)

#### 4.7. Negative Situations Observed in Government Institutions

Besides, the above hindrances mentioned by management on implementation of control measures, there are other control measures that should be clarified at organizational level. For instance, the management has the responsibility in ensuring a conducive working environment, clear job descriptions and responsibilities, appropriate utilization of skills acquired by employees and involvement of employees in decision-making. The dropouts and employees were asked on the negative situations observed to see how management activates internally those negativities. This question generated different responses from the groups

According to dropouts' responses low salary, lack of participation and promotion was the leading negative factors. The analysis from employees' data shows that participation, matching of skill acquired versus work done by employees and lack of job description are the leading negative factors within the management as indicated in the diagram overleaf

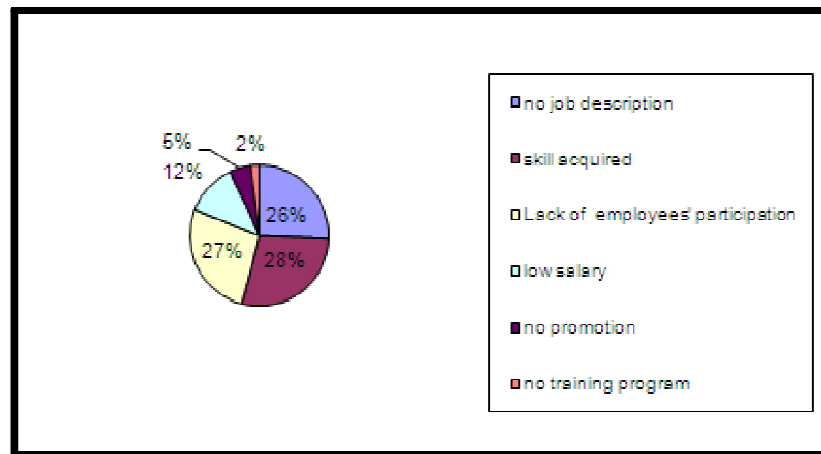


Figure 8: Negative Situations Observed by Employees

The following section illustrates important aspects regarding work situations.

##### 4.7.1. Job Description

A question was asked on important issues concerning individual job requirements. Job description was indicated to be important as it guides employee to know their roles and responsibilities. The analysis shows that 26% of the job respondents do not have job descriptions. This situation shows that employees are working in an ambiguity situation hence they do not know their roles, job scope and whom to be accounted for. Under normal circumstances, hard working employees plan their day-to-day activities, this issue of not having job directions; can be taken as a starting point to search to different place. Not only that but also the situation may lead to negative perception to management, and sometimes feeling that the organization they joined is just a way of wasting their time and knowledge which finally result in leaving the job after a short time.

In probing this issue to discussion groups, there were some respondents who had been working in these organizations for many years without knowing their roles and responsibilities. Among this group there are some employees who describe that they were given job descriptions while working. Within this context it is possible that employees work in a disorganized environment. To some extent this situation may automatically lead to misunderstanding among employees, inefficiency, lowering employees' morale and finally leave the organization. Due to the importance of job description as the governing tool to employee, the researcher include it in the list of factor in question number 9 on questionnaire for leavers and 11 on questionnaire for employees and for directors to see its repercussion on labourturnover. According to the responses, the question of clear job descriptions and division of labouratthis level is insignificant as factors leading to employees turn over in Zanzibar Government. Only 6% and 7% among existing employees and dropouts put these two categories as factors for employees' turnover (see figure 9 on page 60) and 10 on pg 64). More over the situation should be taken into consideration by making arrangement that will assist new employee to know their job descriptions from the beginning of employment contract.

##### 4.7.2. Utilization of Skills Acquired

Among the important things is to ensure appropriate utilization of human resources. In considering its importance the researcher asked the question as to whether the employees fully utilize their skills acquired or not. The results show that 28% of respondents' skills are underutilized. To some extent this may cause boredom to some employees and sometimes leads to voluntary turnover

#### 4.7.3. Lack of Employees' Participation

A question was asked to employees to see whether they are participating in decision-making or not. The response data show that 27% of existing employees and 30% of dropouts do not participate in decision-making. It seems that many employers or management are not consistent in applying the principles of human resource management in their organisation. They are not considering the whole issue of participation as the way to improve cooperation between managers and their employees

At some point, it may be possible that the management decisions are in top-down system as employees receive directives and orders from leaders without the chance to share ideas. The question of participation is among the key points to be observed in this study in which the researcher expects to get results as to whether it has contribution on employees' turnover rate in Zanzibar Institutions.

The same question (see interview question number 3) was also asked to the management in order to see how well employees' participation in the organization is practiced. The management agrees that their employees participate in decision-making process in different ways. It was observed that management of internal decisions process in the institutions is through administrative meetings in which majority of its members are taking part. The structures of the organization committees do not give adequate opportunities to employees to make contributions. The representatives from lower cadres in some of the committees are just members who are there to present their problems and not contributions on management issues

#### 4.7.4. Low Salary

In continuing to the question of negative situation observed by employees, the analysis shows that Low salary is among the major negative factors observed by 60% of dropouts while to the existing employees it is about 12%. The implication is that most of dropouts join the institutions with the intention of getting high salary, while the remaining existing employees obviously had either prior information on low salary issued by Zanzibar Government Institutions or lack of alternative job because of their education level which force them to remain in the institutions for longer period.

#### 4.7.5. Promotion and Training Program

According to figure 8 (see page 55) and table XIV on page 54, these two categories seems to be of less concern to employees while joining the organization hence only 5% and 10% of existing employees and dropouts on promotion and 2% on Training Program agree that it is a factor for employees turnover. The above data indicates that employees are not aware on their career or promotion while working in a certain organization

#### 4.8. Contributing Factors of Employees Turnover

As it is shown in the main objective of this study that is to find out factors that lead to employees' turnover in Zanzibar Government Institutions, the researcher framed out the question and categorized it into the possible factors to the concerned subject. This question was asked to all respondents, management, employees and dropouts. The respondents asked to select three important contributing factors which leads to employees' turnover, the general data for all respondent's portion on the categorized factors by employees are as shown in figure over-leaf.

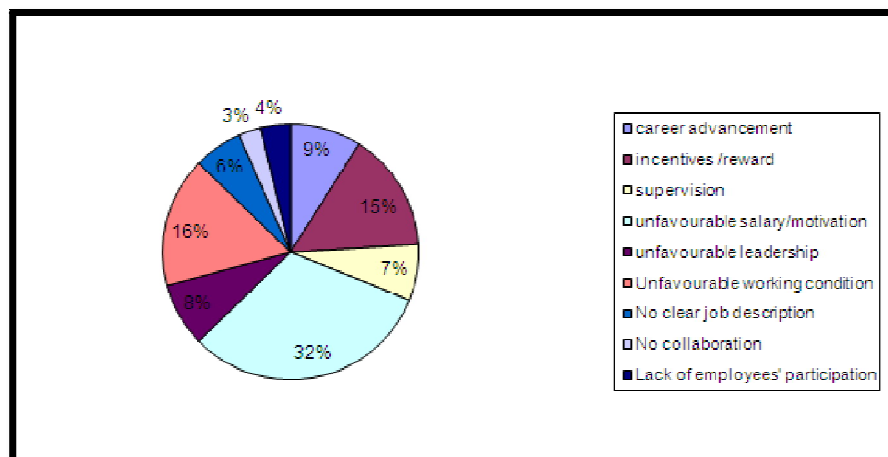


Figure 9: Contributing Factors of Employees' Turnover  
Source: Research Findings, 2015

#### 4.8.1. Lack of Career Advancement

It has been said in the second chapter that training and development has a complex relationship with labour turnover. Studies have been pointed out indicating that organisations that provide mobility of the professional skills of the employees can anticipate a lower turnover rate (Tracey et al, 2008). However, there are also studies that show employees tend to have a greater possibility of succumbing to voluntary turnover (Khatri, 2005). Referring to the above figure, these points seem to have a reflection

About 9% of the existing employees and 4% of dropouts (see figure 10 on page 64) show that career advance is among the contributing factors of employees' turnover

#### 4.8.2. Lack of Incentive and Rewards

Many authors agreed that incentive and reward that are categorised as pull factors might be used as an alternative way to retain qualified and experienced employees in an organization. As shown in figure 9 that 15% of employees agree that incentive and reward are the contributing factors. On top of that, the data collected from dropouts as illustrated in figure 10 page 64 show that 36% agree that incentive and rewards are among the factors that lead to quit from previous organisations. Furthermore, the data collected at the management level for all 5 organisations show that lack of incentives/rewards is the second important factor contributing to employees' turnover. From these findings it is clear that incentive and reward in Zanzibar Government Institutions is meager or never practiced

#### 4.8.3. Lack of Supervision

The question of supervision is asked by researcher in order to see its contribution on rate of turnover issue of employees'. Similarly, the employees were asked this question as whether or not their supervisors make them feel valued and appreciated, bearing in mind that a bad relationship with supervisor is a common factor of employees' turnover. The data from figure 9 on page 60 shows that 7% of the respondents agree that lack of supervision is among the contributing factor of employees' turnover, while dropouts and management are silent in this contributing factor. In analysing this situation it shows that the question of supervision in Zanzibar Government Institutions is not a serious issue in labour turnover although it needs improvement in its implementation.

#### 4.8.4. Unfavorable Salary and Motivation

Salary and motivation in many organizations seem to be of high priority to almost all respondents. The data collected give clear picture on this component indicating salary and motivation to be the first contributing factor of employees' turnover. About 31% of the existing employees (see figure 9 on page 60) and 36% of the dropouts (see figure 10 on page 64) agreed on this assertion. Apart from employees, data from all managements also show that they see unfavorable salary and motivation packages as the first contributing factors of employees' turnover. These findings are supported by a discussion on chapter II where it has indicated that salary and motivation are very important elements to ensure retention and also they are among the most observed negative factors leading to employees' turnover. For instance, the Chapter II indicates that voluntary turnover is directly affected by wages and career opportunity. In the same manner, there is a positive relationship between employee performance, motivation and labour turnover

#### 4.8.5. Unfavorable Leadership

It is common knowledge that leadership in an organization has contribution in employees' retention. The data collected from this category though indicate otherwise as only 7% and 4% of existing employees and dropouts respectively agree, it may still be a factor for employees' turnover

#### 4.8.6. Unfavorable Working Condition

As indicated by the respondents that among the reasons for unmet expectation are unfavorable working condition. The following question was asked in order to see that if "unfavourable working condition" can contribute to labour turnover rate or not. The data shows that 16% of the respondents and 14% of the dropouts agree that unfavorable working condition is among the factor leading to employees' turnover

#### 4.8.7. Collaboration

"Team work" seems to be a new phenomenon in many Zanzibar organizations as most employees did not respond to this question. According to the data collected the few that responded (3%) agreed that it is a leading factor of employees' turnover.

#### 4.8.8. Lack of Employees' Participation

The level of participation in organization has contribution in performance. However, the data collected shows that 4% of existing employees positively agree that it is among the contributing factor, see figure below.

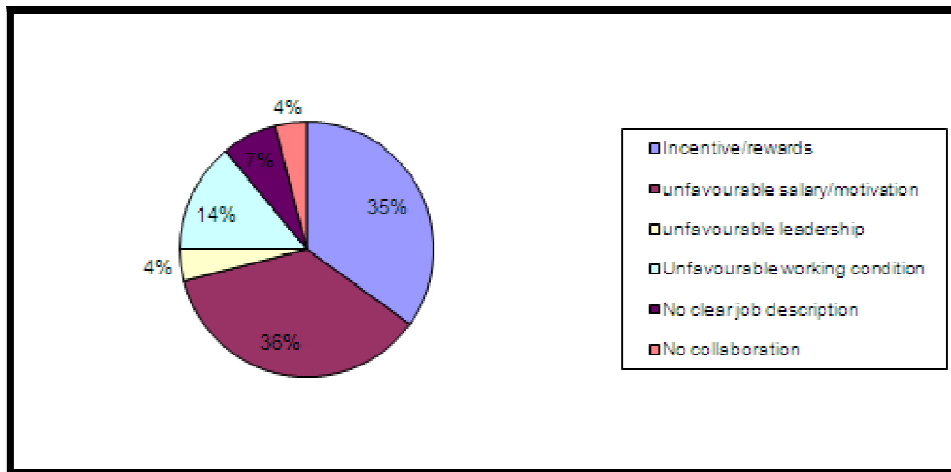


Figure 10: Respondents on Factors Contributing Employees' Turnover (Dropouts)  
Source: Research Findings, 2015

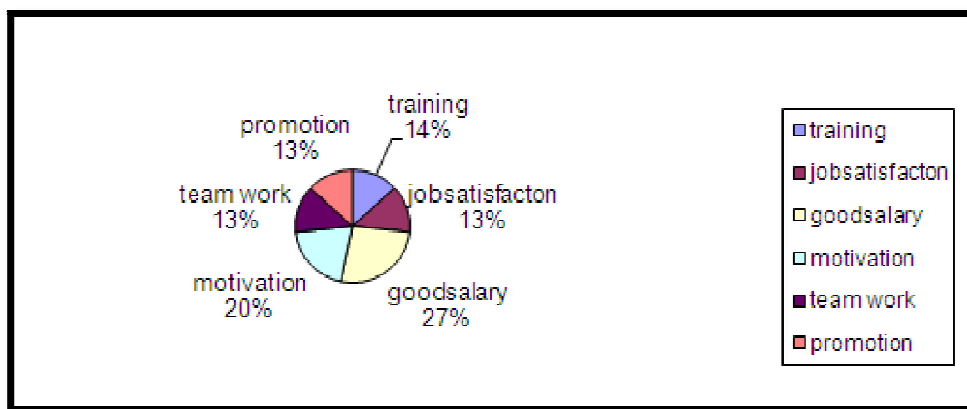


Figure 11: Respondents' Opinions to Save the Situation

4.9. Dropouts Current Organisation and Their Reasons to Quit

Sets of questions were formulated to dropouts to identify their current organisations and the reason for joining and whether their planned objectives were achieved. The findings shows that six respondents are working in the Immigration office, two respondents at the Institute of Social Work Dar-es-Salaam, one at Zanzibar Electrical Company (ZECO) and one at ZANTEL Dar-es -salaam.

The data collected from respondents concerning their desire to get employed in the current organisation shows that good salary and motivation packages (33%) and incentives and rewards (33%) are the major reasons while conducive working condition (17%). Career development and participation (7% and 10 %) respectively are second reasons for them to change job

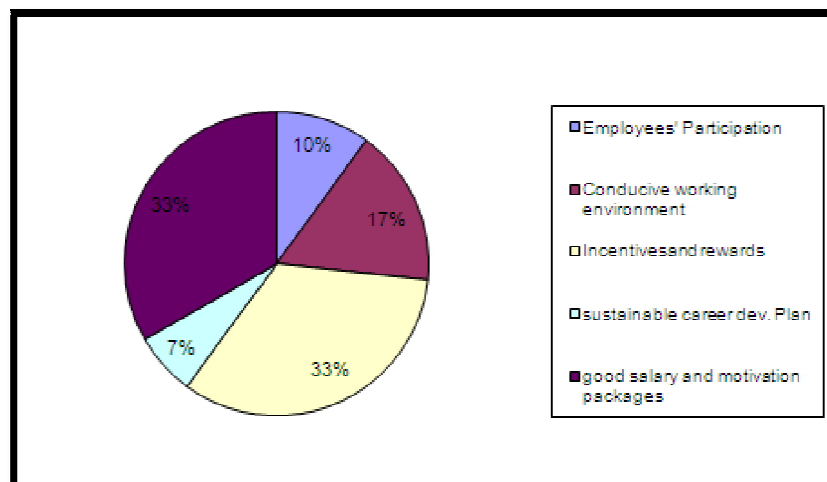


Figure 12: Respondents' Reasons for Application to Current Organisation

On the other hand, the collected data on the planned objectives of the respondents indicate that 100% of them achieved their planned objectives, with high percentage on good salary and incentives (70%) followed by promotion, training, job satisfaction and teamwork by 20, 6, 2% and 2% respectively (as illustrated in the figure 12); The findings imply that there is big gap on payment packages between Zanzibar Government institutions, corporate organisations and Tanzania Mainland institutions.

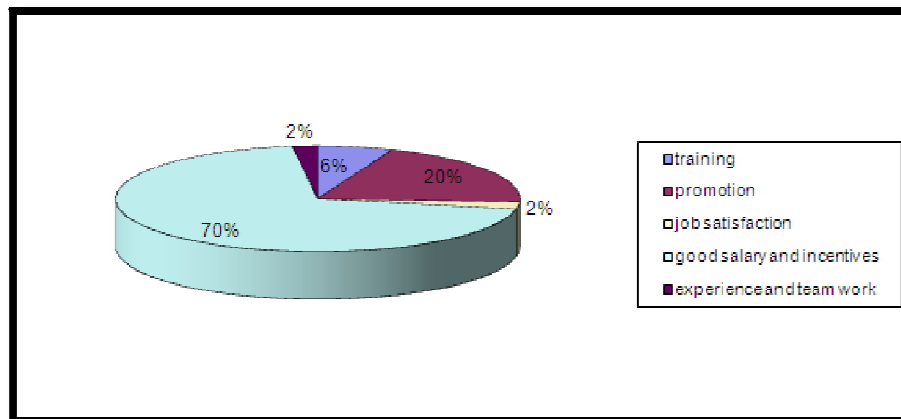


Figure 13: Respondents' Achievement on Planned Objectives  
Source: Research Findings, 2015

## 5. Conclusion and Recommendations

### 5.1. Conclusion

The labor turnover has become one of the most important discourses in recent organizational studies and twenty first century management writings. This study serves as another important attempt to explore and dig out the details of the key factors responsible for workplace turnover. The study concludes the following; Lack of scheme of service and Training Program in many Zanzibar Government institutions are among the hindrances of employees' expectations; Push factors such as career advancement, ineffective supervision, poor involvement in decision making process and boredom which are normally caused by unfavorable leadership or under utilization of skills acquired by employee also have significant influence in labor turnover; Institutional motivation and incentive plans proposed by Government Establishments cannot be implemented due to lack of a defined decision making process; Pull factors such as pay, attractive packages and incentive and rewards are the most leading factors to employees' turnover in Zanzibar Government institutions; the comparison of payment packages among institutions has a major influence on labor turnover

### 5.2. Recommendations

This study makes the following recommendations;

- There is a need for Zanzibar Government to review General Order and make amendment to all articles that give loopholes to employees through leave without pay in order to reduce unnecessary costs to Government. The question of General Order that for the time being used as reference for all public service management matters, in general is indicated as a Key Results Area (KRA) in Zanzibar Public Service Program (2010), which is addressed as "formulation and implementation of Public Service Management Regulations" as measures that need to be taken to improve the management of human resources and the appropriate application of the twenty first century principles of management and workplace governance ;
- Zanzibar Government through the Presidents' Office Public Service and Good Governance should prepare appropriate guidelines on recruitment procedures to be followed by Ministries that will lead to effective recruitment process;
- The President's Office Public Services and Good Governance should change the current way of filling organizations' vacant posts. They should take a role of regulatory board only and let individual Ministries to recruit their own work force;
- Despite the revised salary structure made by government and rationalization of allowances and consolidated into pay in 2007, still pay levels continue to remain unattractive especially for technical and professional staff. (Zanzibar Public Service Reform Programme 2010). At this stage the Revolutionary Government of Zanzibar (RGoZ) through President's Office - Public Service and Good Governance should institutionalize and speed up the implementation of newly developed scheme of service to increase employees' morale and reduce inefficiency at working places;
- The on-going process of reviewing salary payment for Zanzibar Government employees should base in reality; as evidenced by the fact that Zanzibar publicservants earn less than their counter-parts in neighbouring countries and current pay levels do not match minimum cost of living (Zanzibar Public Service Reform Program 2010) the



result of this is to avoid pay differences between Tanzania Mainland organizations and Zanzibar and automatically reduce employees' turnover rate;

- Special efforts should be done to ensure that appropriate motivation and career development plans are developed and implemented accordingly. To have sustainable plans will assist competent workers to remain and attract qualified ones to join in Zanzibar institutions;
- Zanzibar Public Service Reform Programme (ZPSRP 2010) also focus to strengthen institutions and develop human resources, it is true that the results of it give hints on how to start. It is time for the Revolutionary Government of Zanzibar to go thorough on all recommended area in the Program so as to ensure Zanzibar establishments match with autonomy given to them in order to get better and meaningful results as introduced in Mission and objectives of those establishments

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