AN ASSESEMENT OF PROMOTION PROCESSES FOR LOCAL GOVERNMENT EMPLOYEES IN TANZANIA:
A CASE STUDY OF ILALA MUNICIPAL COUNCIL
AN ASSESSMENT OF PROMOTION PROCESSES FOR LOCAL GOVERNMENT EMPLOYEES IN TANZANIA: A CASE STUDY OF ILALA MUNICIPAL COUNCIL

By
Christina Kyaruzi

A Research Dissertation Submitted in Partial Fulfillment of the Requirements for the Award of the Degree of Master of Public Administration (MPA) of Mzumbe University Dar es Salaam Campus College

2013
CERTIFICATION

The undersigned certify that he has read and hereby recommend For Acceptance By Mzumbe University Dar-Es-Salaam Campus A Dissertation Titled: “An Assessment of Promotion Processes for Local Government Employees in Tanzania: A Case Study of Ilala Municipal Council”, as a partial fulfillment of the requirements for the award of degree of Masters of Public Administration.

Major Supervisor

Internal Examiner

External Examiner

Accepted for the Board of MUDCC

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DECLARATION

I, Christina Kyaruzi, do hereby declare that this dissertation is my own original work and that it has not and will not be submitted in any other University for similar or any other degree award.

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Finally I wish to take full responsibility of all the blames in case of errors in this work, none of the mentioned persons should be associated with such mistakes I remain solely responsible.
DEDICATION

This dissertation is dedicated to my beloved parents Mr & Mrs Theonest P.N Kyaruzi. My beloved husband Christopher C. Mwita as well as all my family members whose prayers, devotion, encouragements, financial assistance and deep understanding of the importance of education have made their longtime dream a reality.
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<tr>
<td>IMC</td>
<td>Ilala Municipal Council</td>
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<tr>
<td>LGA</td>
<td>Local Government Authority</td>
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<tr>
<td>OPRAS</td>
<td>Open Performance Review Appraisal System</td>
</tr>
<tr>
<td>PMO</td>
<td>Prime Minister Office</td>
</tr>
<tr>
<td>RALG</td>
<td>Regional Administration and Local Government</td>
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<td>WDC</td>
<td>Ward Development Committee</td>
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This study examined local government staff promotion procedures and it takes Ilala municipality as its case study. The study indicates that staff promotion is an important component of staff management that must be effective executive. The research employed sampling techniques and in-depth interviews in selecting respondents, while informants were selected as responses of respondents suggested. The data were analyzed using statistical packages and in-depth analysis approach.

The research findings show that, Ilala municipal has clearly stated processes that determine promotion of the employees. The process involves identifying the batch within which an employee follows. These are determined basing on the year of employment and the education level. Thus promotion within the batch go to certain level beyond which an employee will be required to either undergo further education or accumulate three or above years of service to qualify next post of promotion. There are also annual promotion which is based on salary increment, benefits and more responsibilities that one is undertaking. However employees do not regard this second as promotion.

Procedures for promotion involve annual promotion review exercise which is done to all employees by their immediate supervisors called open performance review and appraisal system (OPRAS). The findings and recommendation of this process are further reviewed by the departmental promotion committee with approval of the human resource department before effective promotion occurs. Some of the criteria that are regarded are seniority, level of education, ability to perform and above all outstanding performance.

The findings further suggest that, promotion as it is being practiced in the Ilala municipal is to some extent effective. This has been gauged basing on the extent to which respondents feel, out of promotion their level of work engagement; satisfaction and self-esteem have been improved. This research suggests that employees would exert more effort and hence lead to less conflict, more responsible
character and eventually more productivity. These are some of the advocated benefits of the promotion process.

However, the municipal is facing some possible obstacles as they implement their promotion within the municipal. These obstacles result from the existing loopholes within the system. When there is limit of promotion of employee in the batch, some start to use rent seeking behavior and favoritism to acquire their way to next level. If these remains unchecked will lead to total reluctant among the employees on the entire process and hence makes the entire exercise meaningless. Findings of the study show, Promotion practices are implemented in Ilala municipal at moderate level and without clear structure.

However, the use of Promotion for motivational purposes is not at the desired level and very low in the municipal. Additionally, Promotion is used by employees’ close supervisors is not such a motivational approach as it lacks objectivity. Rather, it consists of mixed interests which makes it vague, particularly to be used for the purposes of determining warnings, retentions or discharging low performing workers. The study reveals that such mixed interests rather discourage workers from competitive workings and creativities.

Hence the study recommends the Ilala municipal council to take all the necessary initiatives to impalement good practice of employee’s promotion and leveraging on it as a tool to enhance human resources development for employee’s job satisfaction, engagements and productivity.
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CHAPTER ONE

INTRODUCTION

1.1 Background Information
Local government refers collectively to administrative authorities over areas that are smaller than a state. The term is used to contrast with offices at nation-state level which are referred to as the central government, national government or federal government. Local governments only acts within powers delegated to it by legislation or directives of the higher level of performance (Chabal, 1999).

In the main land Tanzania, the local government authorities exist for the purpose of consolidating and giving more power to the people to competently participate in the planning and implementation of development programs within their respective areas and generally through the country. Local governments like the Ilala Municipal Council usually have the same powers as national governments do. For instance, they have some power to raise taxes, though these may be limited by central legislation.

Promotion stimulates self-development and creates interest in the job or responsibility being discharged. According to (Yoder, 2008) promotion provides incentive to initiative, enterprise and ambition, minimizes discontent and unrest, attracts capable individuals, necessitates logical ranking for advancement and forms an effective reward for loyalty and cooperation and ensures commitment of employees for long service.

Promotion is an activity as well as a process and this is justified by the fact that the process involves sequential steps including, analyzing the positions, determining the neutral criteria, developing a promotion policy, training and hiring managers, analyzing the position systems and avoiding specific promises. The study intended to investigate specifically on how the processes of promoting employees are done in the Tanzania local governments and particularly in Ilala Municipality Council and the study reflected questions like, what are the factors influencing the promotion of
local employees in the local government within Ilala Municipality, what are the qualifications for any employee to be promoted in the local government, what are the necessary laid down procedures for promoting employees in the local government within Ilala Municipal Council as well as existing obstacles in the employees promotion processes in the local government at Ilala Municipal Council.

In any local government municipality like Ilala municipality, human resource policies are important to maintain and enhance productivity and effectiveness of the workforce. These policies must have the set of well-defined guiding principles, among others; recruitment, promotion and selection of employees and clear policy on the recruitment and selection will attract new employees and retain existing labour force. The Government of Tanzania came up with the Public Service Management and Employment Policy in 1999 to address these issues.

The Policy opened the new era in Human Resource Management in the Public Service where all municipal employees are part of the public service. The overall objective of the policy was to introduce ethics and best practices, which guide the transformation of Public Service of Tanzania through promotions, recruitment and staff management among others, to institute meritocratic principles.

Therefore, the study intends to find out how the process of promoting employees in the Local Government specifically in the Ilala Municipal Council is guided with the stipulated policy, the set procedures, necessary conditions and grounds for promoting local employees in the Local Government, and also to identify possible obstacles encountered in the process of promoting local employees in the Local Government within Ilala Municipal Council.

1.2 Statement of the Problem.
Local government in Tanzania is a distinctive pillar in the state administration and it is through local government that the citizens can be best served through the provision of public services since it has a wider administrative structure compared to the central Government. There are general feelings among employees and general public
that employees within the local government are either appointed on the pleasure of the president, some employed on contract terms and others are promoted without proper procedures.

In most Tanzania local government structures like Municipal Councils, there are general feelings among the employees that the promotion, recruitment and appointment of local employees into public service at that level, are not based on competences and abilities. There were no established criteria for the administration of vacancies, so employment was done to fill improperly determined vacancies. The operations of appointment committees were not very transparent thus limiting the effectiveness of management in employment decisions in ministries and regions.

Promotions were based more on longevity of service than merit. Decision on who to promote were often based more on intuition and subjective criteria than on institutional development.

Therefore, this study intended to find out how the processes of promoting local government employees in the Ilala Municipal Council are conducted. Specifically the study examines the procedures, necessary conditions and grounds for promotion. It will determine the obstacles encountered in the process of promoting local employees and possible solutions to overcome identified obstacles. (Chabal, 1999).

1.3 General Objective.
The study intended to examine processes of promoting employees in the local government in Tanzania and specifically in the Ilala Municipal Council.

1.3.1 Specific Objectives
(i) To determine the process of promoting employees within the Local Government and specifically in the Ilala Municipal Council.
(ii) To identify the procedures and the criteria for promoting employees in the local government.
(iii) To explore on the effectiveness of existing procedures in the promotion of employees within the local government.

(iv) To find out the possible obstacles encountered in the process of promoting employees in the local government within Ilala Municipal Council.

1.4 Research Questions.

The study reflected the following research questions.

(i) What is the process used for employees’ promotion practices in the local government?

(ii) What are the procedures and criteria for promoting employees in the local government?

(iii) To what extent are the existing procedures in the promotion of employees within local government effective?

(iv) What are the obstacles encountered in the process of promoting employees in the local government authorities?

1.5 Significance of the Study.

The study explored on the processes of promoting employees in the local Government and this will help the promoting authorities within Ilala Municipal Council to adhere to the promotion procedures, observe the promotion pre-requisites and this will in turn establish a transparent promotion process.

Further, the study helped the researcher to understand and acquire more knowledge on the procedures, conditions and qualification for promoting employees in the local Government. Similarly, the study will help policy actors in using the findings established by the researcher in eliminating obstacles faced in the process of promoting employees in the local Government. The study will also be used as the base for more research on the topic and lastly but no means the least the study will enable the researcher fulfill the partial requirements for the awards of MBA by Mzumbe University Campus of Dar es salaam.
1.6 Scope of the Study
This study assessed promotion processes for Local Government Employees in Tanzania drawing reference from Ilala Municipal Council in Dar es Salaam region.

1.7 Limitations of the Study
This study was carried out under such constraints as time, and finance. These constraints do have impacts on both during undertaking of the study and on the final findings.

It is also worth admitting the fact that the survey was conducted and concluded in Dar es Salaam city only using one firm as the case study. This would have different outcome if respondents from other municipals were parts of the sample.

Few respondents were not willing to participate in this study, however majority of them were willing and were very cooperative this was after I established good relationship with them by introduced myself and show them introduction letter from Mzumbe University and permission letter to conduct research from Ilala Regional Office.

The study also was limited in reaching as many members of the Ilala Municipal Council as possible due to the fact that some of these members were in the budget session which was proceeding in Dodoma.
CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter reviews the theoretical and comparative literature related to the employee promotion process in the Local Government settings. The goal of this chapter is to provide a framework that will be used when assessing the way promotion process is being implemented in the Ilala Municipal which is the case study of this study. The chapter also reviews empirical evidences where available on the way promotion has been implemented in various public institutions in Tanzania and other African countries.

2.2 Theoretical Literature Review

Tanzania has a long history of Local Governments, going back to the pre-colonial days. The purpose of taking cognisance of the history of Local Government in Tanzania is to look at where we came from with the view of improving the present and the future. There are many lessons to learn from the various episodes of the evolution of local government in the country. Nevertheless, it can be said that since Independence, the government has been taking deliberate steps to improve the effectiveness and efficiency of local government culminating into the current local government reform program (Doriye, 1992).

Local Governments have both political and economic purposes. Politically, local governments being the levels of governments closest to the people are suitably situated to provide a way for ordinary citizens to have a say in how their communities are governed. Local governments provide opportunities for democratic participation of citizens in matters that affect them directly. They facilitate closer interaction between citizens and elected representatives (Mutahaba, 2005).
Economically, local governments provide basic services that affect people in their area of jurisdiction. Being close to the people, Local governments are supposed to know better the needs of the local area and not only what the people can contribute but also how to engage them in economic activities. Therefore, Tanzania has a two-tier system of government: the central government and local governments. Local governments are either urban authorities (city, municipal and town councils), or rural authorities (district councils). The latter incorporate small towns (such as township authorities) as well as village council’s highlights of the evolution of local government.

The local government structure runs parallel with the district administration. Both share the same geographical area and population. The latter represents the central government at the district level in matters of law and order, and policy matters. Thus, the district administration consists of a District Commissioner who is a political cum, Chief Administrator of a district, and is also appointee of the President. He is assisted by a small secretariat comprising a District Administrative Secretary and a small number of a supporting staff. The former consists of an elected organ (council) whose members are popularly and democratically elected after every four years. The council has a mandated and corporate status. In the performance of its functions and duties, the council is assisted by an executive organ. It comprises of an Executive Director, with Heads of the entire social services sector and development, and a number of supporting staff (Mutahaba, 2005).

Below the council, there are a number of ward executive officers (WEOs) responsible for administrative and development issues in their respective wards. Each WEO is the secretary to the ward development committee (WDC). The structure of the LGA is streamlined further to village level where there is a village/street (in the case of urban), government and council headed by elected village chairman and a village executive secretary. A village council comprises of all residents of a village. Each village council has a village development committee. Below the village is Neighbourhood (“Kitongoji”) which represents a number of households within the same village. Their structure of an LGA is provided in the law for two specific
purposes” (i) to enable the transfer of power to the people below; and (ii) to promote participation of the people in the governance of the council and development program. The re-established Authorities continued to have a number of fundamental problems particularly limited resources and poor performance. By the late 1980s there was general agreement within the government and the ruling political party that local government needed reform (Mutahaba, 2005). The fundamental problems faced by local authorities were categorized through institutional and legal framework, roles, functions and structures, Governance, finances, human resource capacity and management and the capacity for the central government institutions (URT, 1996).

The institutional and legal framework, which regulates the relations between central and local government was complex and was somewhat ambiguous and fragmented. There were also overlaps and conflicts between major pieces of legislation. Some of the problems emanated from the framework set up during the decentralization era, which remained intact despite the restoration of local authorities. The central government continued to exercise excessive controls over local governments such as approving their revenue sources and budgets, and their by-laws.

The uniform roles, functions and structures of the local government authorities translated in the mismatching of council tasks and capacities. The limited capacity of councils did not prevent them from centralising authority within them, compared to lower tiers of administrative set-up, which are wards, mitaa, village governments, communities and user groups. Moreover, local government authorities had no incentive to rationalise and restructure their set-ups to improve their performance.

Governance problems emanated from the fact that the relations between political leaders at national and local level, civil society organizations and the local government authorities were not clearly structured and sometimes antagonistic with conflicting overlaps. Within some Authorities friction existed between councilors and technical staff. Second, the problems of governance concerned the weak representation at central government level of the views from the councils, through national local government associations such as ALAT in matters of vital interest for
the Local Authorities and especially with regard to their ability to provide services. The third set of governance problems was related to finance and human resources.

In terms of human resource capacity and management, most staff working in the local government authorities were not accountable to them, but to the local government service commission and/or parent ministries.

The management of Local authority staff was fragmented and suffered from understaffing, promotion based on political affiliations, patronage and any promotion was not made on technical competencies, under financing and subterfuge. Most authorities faced a shortage of trained, skilled and young and energetic manpower. Women were also glaringly under-represented in key posts in the local authorities (Meena 2003& Suvi, 2009). Finally, there was limited capacity of the relevant central government institutions to design, develop and implement measures that would help promote a stronger local government system (Doriye, 1992).

According to Human Resource Management and general business management experts, the success of any business depends largely on the employees’ productivity in that business. Thus various business establishments do focus on measures that would ensure employees’ productivity is well managed and fully harnessed. There are various ways that affect the employees’ productivity in any establishment ranging from productivity of other factors, efficacy of the working tools used, working environment, human resource management practices and many others. Within the human resource management practice, one of the important items as far as employees’ productivity is concerned is promotion of employees within the establishment.

According to Lazear, 1992 promotions are the primary means by which workers can increase their long-run compensation and hence feel motivated to produce more.

So far the underlying theoretical discourse on the subject of promotion is viewed from two perspectives of content theories and process theories (Iguise, 2009).
Among the motivational theories, there are Maslow’s need hierarchy, Herzberg’s two-factor theory and McCelland’s three-factor theory. Maslow’s need hierarchy theory was developed by Psychologist Abraham Maslow in the 1940s. This theory organizes dozens of different needs into five basic categories arranged in the hierarchy. At the top of the hierarchy is self-actualization, which represents the need for self-fulfillment – a sense that one’s potential has been realized.

The needs hierarchy theory says that people are motivated by several needs at the same time, but the strongest source is the lowest unsatisfied need. While self-actualization is known as a growth need because it continues to develop even when fulfilled. The most serious limitation of this model is its assumption that everyone has the same needs hierarchy.

Second in the series of content theory is McClelland Learned Needs Theory. This theory expanded on Maslow’s idea that need strength is reinforced or weakened by personal values and social influences (culture, norms, and so on). Specifically, McClelland suggested that need strength is reinforced through childhood learning, parental style, and social norms. He paid attention to three learned needs: achievement, power and affiliation (McClelland, 1961). The lesson here is that managers can strengthen or weaken employees need for achievement, power, and affiliation, such as by supporting an achievement-oriented culture, rewarding those who demonstrate achievement orientation, and hiring co-workers who developed a strong achievement orientation in their upbringing.

Third is Vroom Expectancy Theory holds that people will be motivated to pursue the achievement of a desired goal if they believe in the worth of the goal; and also they believe that their actions will ensure the attainment of the goal. In a more detailed form, this theory propose that a person’s motivation to perform will depend on the value the person places on the outcome of his efforts multiplied by his confidence that the efforts will actually help to desired goal. Thus this theory suggests that managers should communicate how employees goals, such as promotion, more pay,
recognition, and so on, can be earned in terms of what behavioral patterns are known to employees, such patterns should form the basis for administering rewards.

Second school of thought is that which is guided by what is termed as process theories where the Four-Drive Theory is the main one, which presents four drivers of promotion namely driver to acquire, driver for bond, driver to learn and drive to defend. The key point here is that the four innate drives determine which emotions triggered in each situation (Hill et al 2008).

Thus from these theories the benefits of the motivation can be summarized as follows: That puts human resources into action every concern requires physical, financial and human resources to accomplish the goals. It is through motivation that the human resources can be utilized by making full use of it. This can be done by building willingness in employees to work; this will help the enterprise in securing best possible utilization of resources.

Second fact is that promotion improves level of efficiency of employees. The level of a subordinate or a employee does not only depend upon her qualifications and abilities. For getting best of her work performance, the gap between ability and willingness has to be filled which helps in improving the level of performance of subordinates. This will result into increase in productivity, reducing cost of operations, and improving overall efficiency.

Third is that Leads to achievement of organizational goals. The goals of an enterprise can be achieved only when the following factors take place i.e there is best possible utilization of resources, there is a co-operative work environment, the employees are goal-directed and they act in a purposive manner. Goals can be achieved if co-ordination and co-operation takes place simultaneously which can be effectively done through motivation.
Fourth is that promotion builds friendly relationship. Motivation is an important factor which brings employees satisfaction. This can be done by keeping into mind and framing an incentive plan for the benefit of the employees. This could initiate the following things: Monetary and non-monetary incentives, promotion opportunities for employees, disincentives for inefficient employees, effective co-operation which brings stability.

Fifth is that promotion will reduce industrial dispute and unrest among employees? The employees will be adaptable to the changes and there will be no resistance to the change. This will help in providing a smooth and sound concern in which individual interests will coincide with the organizational interests; this will result in profit maximization through increased productivity.

Thus promotion can have multifaceted definition or meaning to various organizations. Literatures have brought these different views as additional of higher level responsibilities, increase in pay grade, band or level, new title or new department for the promoted employee. There are various procedures for promotion that are suggested for the public sector like the municipal.

These procedures entails appointment, by way of promotion exams, by way of competitive process, basing on seniority as stipulated in the Civil Service Act, 1971. However as one would expect that, sometimes what is foreseen is not what is eventually implemented due to the challenges that are encountered in the process. Some of the possible challenges related to the implementation of the promotion procedures in the public sector are length procedures to be followed, too much bureaucracies and ignorance. These have been sited as the most challenges according to (Worldatwork, 2010) promotion procedure publication.

The applicability, procedures and challenges are going to be explored in the practice as documented in the empirical literature.
2.4 Empirical Literature Review.

In the process of promoting local employees in the local government at the municipal levels, human resource policies are important to maintain and enhance productivity and effectiveness of the workforce. These policies must have set well-defined guiding principles on recruitment, selection and promotion. Clear policy on the recruitment and selection will attract new employees and retain existing labour force. Tanzania government came up with the public service management and employment policy 1999 to address the above (Mutahaba, 2005).

The Policy opened the new era in human resource management in the public service. The overall objective of the policy was to introduce ethics and best practices, which guide the transformation of public service of Tanzania, among others, to institute meritocratic principles.

The historical trend of promotion, recruitment and selection in the Tanzania public service, can be traced back from the period after Independence. During this period, the government did not have clear and well defined human resource policies governing recruitment and selection. It was operating with public administration system which was inherited from colonial period. The process of filling the vacant posts during that period was guided by the general orders, administrative circulars and staff circulars. Graduates and secondary school leavers were recruited by direct employment through manpower allocation committee of the central establishment.

Later, the power to appoint graduates up to middle level employees was delegated to civil service commission, Local government service commission and teachers service commission. Each Commission put in place its modalities, standards and procedures for filling vacant posts. These differences resulted into the Public servants receiving unequal treatments on matters of appointment and promotions and common cadres (operational service), were recruited and promoted by applying for a job to the employers and were approved by appointment committee (KAMUS). Internal recruitment was done through promotions and transfers (Mutahaba, 2005).
Without clear definition and understanding of separation of duties, governance of Saccos may be compromised. To fully participate in decision making, board members must have basic skills to interpret financial statements and standards. In absence of these skills, board members should be willing to go through a comprehensive training program to acquire direction and leadership skills. They should also show their commitments to the Saccos by attending meetings, adhering to policies, contributing to the success of the institution and speaking one voice.

With proper governing principles, public organizations have the opportunity to become institution of choice in any society, Cecelia (2009). A well-managed municipal therefore, with leaders who view themselves as stewards and guardians of the collective interest of the people will become a powerful force for good in the community and a highly effective means to bring the citizens out of poverty and to economic prosperity.

Johnson and Simmons, (2004) found that the need for effective education and training for human resource is now generally accepted in UK. Moreover, in UK a focus on increasing member participation and voice in the public organizations is occurring in the context of a growing emphasis of employees’ participation and voice within public services.

Both the board of top leaders and senior management are accounting for the internal governance of the organizations. Therefore, senior management must be accountable for implementation of policies, preparation of the budget and the strategic plans. It is thus important to clearly define in writing the role and responsibilities of the political leadership, professional leadership and senior management. This is the essence of good governance.

But in order to address the existing deficiencies in the promotion in public organizations, recruitment and selection of employees in the local government, the public service management and employment policy was introduced by the government. The policy advocates that filling the vacancies both externally and
internally shall be conducted by open competition and it insists on the creation of selection criteria that covers academic or professional qualifications and other aspects such as experience, track records and learning potential.

Therefore, in order to improve organisational performance, staff must be hired, fired, promoted and transferred on basis of merit principles. But employees without motivation and promotions (intrinsic and/or extrinsic) will not work towards fulfilling organisational mandates. In addition, the organization’s management must help to structure work in an appropriate manner and to encourage cooperation, communication and promotions to meaningful jobs for the employees (Mukandala, et al. (2004).

However, organisational performance also depends on the context in which the organisation operates – its ‘enabling environment’ and the norms prevailing in that environment (self-interest, dedication to family and ethnic group, patronage, service to the country, etc). Obviously, these four factors interact. Merit based recruitment and promotion of staff does not enhance performance if employees are not motivated; staff management – and the political, economic context - may influence staff motivation; etc. Moreover, each of the four factors needs to be specified in relation to concrete organizations for them to enhance performance. There is, however, more to the improvement of organizational performance than this simple ‘formula ‘suggests: financial resources for investment and implementation, competitive pressures; accountability mechanisms, but for the emphasis promotion must be on merit, motivation and staff management (Boesen, 2004).

In the Tanzania public service context and by reflecting the local government process of promoting employees, the promotion and selection process or procedures is governed by the following statutes, namely, the Public Service Act No.8 of 2002 as amended by Act No.18 of 2007, the Public Service Regulations, 2003, the Public Service Scheme 2003, the Employment guidelines, the Scheme of service, the establishment Circulars and the Public service Act.
The above statutes and policies dictate on how the process of recruitment and promotion of local employees in the public service and since this study centers on the process of promoting local employees in the local government, then the study intends to examine the entire process of promoting local employees in the Local government specifically focusing on Ilala Municipality and establish whether the promotion process is done on merit, transparent and whether it acknowledges the pre-requisites of the above laws and policies, the necessary requirements for promotion and the obstacles faced in the promotion process (Mukandala, et al 2004).

2.5 Definition of Some Key Terms Used
Promotion refers to an upward movement in the present job leading to greater responsibilities, higher status and better salary. Promotion may be temporary or permanent and this depends upon the organizational requirements. Similarly, according to Clothier and Spriegel (2001), they define promotion as the transfer of an employee to a job which pays more money or one that carries some preferred status (Clothier, 2011).

Local Government can be defined as a sub-national, semiautonomous level government discharging its functions in a specified area within a nation (Jerve et al 1990).

Employment Batch: refers to the group/cohort in which an employee was employed. These differ with the year, hence they are identified by the year in which that cohort was employed.

2.6 Literature Gap
The performance of both employees and the organization is dependent on the way employees are promoted, selected, recruited and motivated. Upon the literature reviewed in respect of this study, most previous scholars have written and focused their research objectives on motivation, recruitment, staff management in the local government and the issue of the way local employees are promoted in the local government specifically in the municipal councils has not been an area of interest.
and research and this justifies that there is a literature gap on the process followed, procedures set, the prerequisites and the obstacles faced by the promoting authorities in the local government and specifically at the municipal council levels.

2.7 Conceptual Framework.
Promotion stimulates self-development and creates interest in the job or responsibility being discharged. According to (Yoder, 2008), promotion provides incentive to initiative, enterprise and ambition, minimizes discontent and unrest, attracts capable individuals, necessitates logical ranking for advancement and forms an effective reward for loyalty and cooperation and ensures commitment of employees for long service (Debrah, 2004).

Promotion is an activity as well as a process and this is justified by the fact that the process involves sequential steps including, analysing the positions, determining the neutral criteria, developing a promotion policy, training and hiring managers, analysing the position systems and avoiding specific promises sand this study is intended to investigate specifically on how the process of promoting local employees is done in the local Government and particularly in Ilala Municipality Council (Adu, A. L. (1969).

The conceptual framework developed from literature review sheds the light for the methodology of this study. Promotion of employee depends solely on individual performance, human relationship with supervisor as well as knowledge and the skills that one has, influencing factors depends on employees’ age, sex, the difficulty of work given, the relationship with core workers as awe as the working experience that employees have. That means for these factors to influence efficiently the promotion of employees, depend son factors like the knowledge and skills acquired, human relationship with supervisor, and individual performance.

The process of promoting employees in the local government has been exposed to, the historical trend of promotion, recruitment and selection in the Tanzania public service, can be traced back from the period after Independence. During this period,
the government did not have clear and well defined human resource policies governing recruitment and selection. It was operating with public administration system which was inherited from colonial period. The process of filling the vacant posts during that period was guided by the general orders, administrative circulars and staff circulars. Graduates and secondary school leavers were recruited by direct employment through manpower allocation committee of the central establishment. (Nyang'oro, 2004).
CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Research Design.
The research design that will guide the researcher in the study is exploratory in nature and this is because this research design involves reviewing literatures, generating new ideas, increasing the researcher’s familiarity with the research problem and interviewing experienced persons in the area of study. (Adam, J, et al. 2008).

3.2 Location of the Study/Study Area.
The location of the study will be Dar es Salaam region and specifically within Ilala Municipality being one of the three distinct districts or municipalities within the Dar es Salaam Region and this is justified by the fact that the researcher is based in Dar es Salaam and has interests in investigating on the process of promoting employees the Local Government within Ilala Municipality. Further, the research has interest in studying a population within Ilala Municipal Council.

3.3 Population
The study population in this work is composed of all employees in the Ilala Municipal who are by nature the one who are subjected to the promotion procedures in that Municipal. Because by implication, one would expect that all the employees in the Municipal will be aware of the promotion process, practice and outcome, then becomes part of the study population. It is from this population the sample of respondents has been derived and questionnaires and interviews were administered to get their views and understanding of the promotion as being practiced in the municipal. This study focuses on analyzing the procedure, process and practices of promotion as being implemented in the Ilala Municipal whose outcome would motivate or demotivate employees.
3.4 Sampling Frame

The research used the non-probability sampling in the sampling process of obtain information or the relevant data from the study population. This is justified by the fact that this type of sampling does not provide any basis for estimating on the probability that each item or entity in the study population has a chance of being included in the sample size. However, the research used the accidental sampling which will guide him on the availability, willingness of the items/entities in the study population to fully and collaboratively participate in the study.

Further, the research was guided by the snowball sampling type as a supplementary in the sampling process and this helped in the allocation and identification respondents who have relevant data through those who have been already interviewed in regard to the research problem and the selection criteria considered variables like, knowledge on local government policies, the credibility of their information and the willingness to cooperate in the study process.

3.5 Sample Size

Data and the relevant information obtained and or collected from the entire population under study. However, the study covered over 200 employees working within different Ilala Municipal administrative structures and employees from different departments. Since the researcher intends to use the accidental sampling process, inferences will also be drawn from the list of those employed within the municipality and those who have been promoted between 2011 and 2013.

3.6 Sampling Procedure

3.6.1 Purposive Sample Technique

This sampling method involves purposive or deliberate selection of particular units of the universe for constituting a sample which represents the universe. When population elements are selected for inclusion in the sample based on the ease of access (Kothari, 2004).
Purposive sample technique used in this study to secure data from Ilala municipal council whereby interviews conducted to employees in that particular day of the interview. Interviewees were considered as representative of the population.

3.6.2 Conveniene Sample Technique

Convenience sample technique was also involved in selecting Respondents primarily on the basis of the availability and willingness to respond (Shaughnessy et al, 2000). It was an ideal technique to use this technique in this study as respondent were easily accessed once they are have time to respond i.e you may only find them for an interview once they are ready and willing to do so. The closest people at that particular moment were chosen as the respondents. The advantage of this approach relies on time and money saving (Kamuzora, 2008).

3.7 Tools of Data Collection

The research used but relied not only on qualitative data. In order to investigate on how the process of promoting local employees is conducted within the Ilala Municipal Council, Dar es Salaam and further, the research relied on both primary and secondary sources of data.

3.7.1 Self-Administered Questionnaires

To ensure data management, the structured questionnaires and check list of leading questions were personally administered. These were used to collect information from employees at Ilala municipal council. According the Kamuzora (2008) questionnaires are series of questions, each one providing a number of alternative answers from which the respondents can choose. Looking at employees ‘promotion processes in local government questionnaires were suitable due to the fact that the respondents, who are not easily approachable, can also be reached conveniently and larger samples can made results more reliable. These questionnaires were administered to Ilala municipal council administrators and employees from different departments. All respondents were reached at their workplace.
3.7.2 Interview Guide

This study used semi structured interview techniques to collect the information. This entails designing of the interview guide, which is the set of coordinated questions to guide the interviewer. The interviewer is not limited to the set of questions included in the guide, but is free to expand and ask more questions depending on the way respondent’s responds to the questions asked.

This guide and technique was adopted because enables the study to gather more view and perspectives of the interviewees regarding the quality of services and perceived attributes by the respondents. The guide approach intended to ensure that the same general areas of information are collected from each interviewee; this provided more focus than the conversational approach, but still allowed a degree of freedom and adaptability in getting the information from the interviewees.

The study by design intended to use systematic sampling to reach the respondents, but in the course of field work the combination of the systematic and convenience sampling which was the product of such factors as the availability of certain individuals who are otherwise difficult to contact, given their working/business schedules. Because the study aimed to generate an in-depth analysis, issues of representativeness were considered less important as attributed by Wardhaugh, 1996.

As for secondary data which provides second hand information and includes both raw data and published/unpublished ones, secondary data is highly supported by primary data, the key sources for secondary is processed and analysed from secondary literature sources including, textbooks, research reports/dissertations, journals, annual reports, local Government policies and laws and secondary data were of much relevancy to the study because it required little time and costs, the use of secondary data broadens the data base from which generalizations are made and secondary data is always permanent.
3.7 Data Analysis

Once the data were collected they were processed through editing, and since the research intended to use the qualitative method of data collection in the study process, the data and information collected will be analyzed through qualitative and methods and techniques.

The qualitative methods of data analysis used involved looking for themes, connections and patterns in the data collected, reading and re-reading the literatures, revisiting research questions and then interpreting the data all together.

3.8 Data Management

3.8.1 Data Management

To ensure that the data collected is properly managed proper recording data methodologies were used to enable data processing and analysis. Further, the research abided to research ethics in the collection and management of data and thereby taking into consideration issues of anonymity, confidentiality and interests of the respondents.

3.8.2 Reliability and Validity

Reliability is the ability to obtain similar results by measuring an object, trait or construct with independent but comparable measures. In this study, coefficient alpha was calculated to measure the reliability of the survey based on internal consistency (Peter, 1979). Coefficient alpha sets an upper limit to the reliability of tests constructed in terms of domain sampling model. If it proves to be very low, either the test is too short or the observed variable have very little in common (Avkiran, 1994).

Validity is the ability of measuring instrument or research study to measure what it claims to measure. To ensure validity, the measuring instrument (questionnaire) was pilot tested, so as to refine it and to ensure that respondents had no problem in answering the questions and that there would be no problem in recording data. This
enabled the researcher to obtain some assessment of the validity of questions and the likely reliability of the data that were collected.
CHAPTER FOUR

DATA PRESENTATION ANALYSIS AND INTERPRETATIONS

4.1 Introduction
This chapter is about presents the findings from the filed survey and interview that was conducted in the Ilala municipal. Two hundred and thirty four respondents in total responded to the questionnaire and some interview that were administered. The findings are organized and presented following the research questions of the study for easy of flow and reflection to the objectives of the study. In this regards, the discussion aims to answer the following research questions concerning the organizations under study: what are the determinants of promoting employees within the Local government and specifically in Ilala municipal; what are the procedures and the criteria of promoting employees in the Local Government; to what extent are the existing procedures for promotion in the local government effective; what are the possible obstacles that are encountered in the process of promoting employees in local government. The chapter begins by providing the description of the respondents in terms of gender, age, education, tenure of service and average monthly salary.

4.2 Profile of the Respondents.
In this sub topic the demographic information of the participant employees of the Municipal, is presented for analysis. The analysis tries to provide information related to sex, age, educational background and monthly salary and years of service of respondent employees.
4.2.1 Gender of the Respondents

Table 4.1: Composition of the Respondents

<table>
<thead>
<tr>
<th>Sex</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>53.4%</td>
<td>125</td>
</tr>
<tr>
<td>Female</td>
<td>46.6%</td>
<td>109</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>234</td>
</tr>
</tbody>
</table>

Source: Field data, 2013

According to the data the majority of the employees in Ilala Municipals Council were male accounting for (50.4%) of the respondents and the rest were female as shown on Table 4.1. The same can be shown on figure 4.1 below.

Figure 4.1: Composition of the Respondents by Gender

Source: Field, Data 2013
4.2.2 Age of the Respondents

Table 4.2: Age of the Respondents

<table>
<thead>
<tr>
<th>Age bracket</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 25</td>
<td>9.4%</td>
<td>21</td>
</tr>
<tr>
<td>25-40</td>
<td>56.2%</td>
<td>135</td>
</tr>
<tr>
<td>41-50</td>
<td>27.3%</td>
<td>63</td>
</tr>
<tr>
<td>Above 50</td>
<td>6.7%</td>
<td>15</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>234</td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

Figure 4.2: Respondents’ Distribution by Age

Source: Field, Data 2013

From Table 4.2 and Figure 4.2 above the majority (56.2%) of employees of Ilala Municipal were in the category of 25 to 40 years age. The second majority (27.3%) of employees were in the category of 41 to 50. Other employees who are in the category of above 50 years and less than 25 were 6.7% and 9.4% respectively.
4.2.3 Level of Education of the Respondents

Table 4.3: Education level of the Respondents

<table>
<thead>
<tr>
<th>Education level</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>M.A</td>
<td>8.6%</td>
<td>20</td>
</tr>
<tr>
<td>B.A</td>
<td>35.7%</td>
<td>83</td>
</tr>
<tr>
<td>Diploma</td>
<td>34.6%</td>
<td>81</td>
</tr>
<tr>
<td>Certificate</td>
<td>11.3%</td>
<td>28</td>
</tr>
<tr>
<td>Secondary</td>
<td>9.8%</td>
<td>22</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100%</td>
<td>234</td>
</tr>
</tbody>
</table>

*Source: Field, Data 2013*

Figure 4.3: Distribution of Respondents by Education

*Source: Field, Data 2013*

It was important to understand the level of education of the respondents as it has some bearing effects on the promotion process outcomes as it is sometimes used to represent experience. The findings as presented in Table 4.3 and Figure 4.3 shows that the majority (35.7%) of the employees are in the category of BA, closely
followed by those with Diploma (34.6%) , with Certificates are 11.3% while those with Secondary and Masters are 9.8% and 8.6% respectively.

4.2.4 Employees years of Service

Table 4.4: Length of Employee’s Service

<table>
<thead>
<tr>
<th>Years</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;5</td>
<td>22.0%</td>
<td>53</td>
</tr>
<tr>
<td>5-10</td>
<td>28.4%</td>
<td>66</td>
</tr>
<tr>
<td>11-15</td>
<td>16.4%</td>
<td>37</td>
</tr>
<tr>
<td>16-20</td>
<td>7.8%</td>
<td>18</td>
</tr>
<tr>
<td>21-30</td>
<td>20.1%</td>
<td>49</td>
</tr>
<tr>
<td>&gt;30</td>
<td>4.9%</td>
<td>11</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>234</td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

Figure 4.4: Employees turner of Service

According to the findings of the study as presented on the Table 4.4 and Figure 4.4, majority (28.4%) of the employees of Ilala Municipal have served for between 5 and 10 years of service, followed by those of less than 5 years. Surprisingly there is a
jump to those who have worked for between 21 and 30 years. The rest have worked in either 16 to 20 years or above 30 years.

4.2.5 Salary of the Employees (Take home in Tshs)

Table 4.5: Employees’ Monthly Salary

<table>
<thead>
<tr>
<th>Range</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>150,000-250,000</td>
<td>3.7%</td>
<td>9</td>
</tr>
<tr>
<td>250,000-350,000</td>
<td>22.4%</td>
<td>53</td>
</tr>
<tr>
<td>350,000-450,000</td>
<td>34.3%</td>
<td>79</td>
</tr>
<tr>
<td>450,000-550,000</td>
<td>18.7%</td>
<td>45</td>
</tr>
<tr>
<td>Above 550,000</td>
<td>20.9%</td>
<td>49</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>234</td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

Table 4.5 shows that, majority of the Ilala Municipal workers take home between 350,000 and 450,000 Tanzania shillings from their monthly salary. The next large group of employees (22.4%) is receiving between 250,000 and 350,000. This is also in line with the salary scales as provided regularly by the Public service department. Those who are getting more than Tsh. 550,000 are 20.9%, probably there are those at the senior levels.

4.3 The Practices and Processes of Promotion at the Municipal

All the respondents indicated that they are aware that the municipal had a promotion plan as it has been prepared by the Government through the issued guideline. However the respondents mentioned that, they were not involvement in the design process of the promotion plan within their municipal. Others mentioned they were “very involved” while some said they were not sure if they were involved at all, probably those who reported to have been involved are those in management level.

When asked to share about the importance of the promotion plan, respondents said it was a good guide to direct their management and supervisors as a tool to address goals and objectives, such as a blueprint to attain strategic direction, efficiency and
effectiveness of the organization’s objectives as far as the promotion processes are concerned.

The in-depth analysis of compensation, promotion and performance evaluation practices can be very fruitful for the managers of public sector organizations and the process will certainly increase the efficiency, profitability and level of job satisfaction of the employees.

Therefore, ideally promotions are often seen as the prize of a tournament in which several coworkers compete for a limited number of slots (Lazear and Rosen, 1981). The assignment to a particular job is usually based on relative rather than absolute performance: the individual who gets the promotion is the best, but this does not imply that his competitors are not suitable for the position.

According to the information from human resource department office of the Ilala Municipal Council and the Guideline issued by the Government of Tanzania; public officers are required to conduct among others regular assessment for the promotion of the qualified employees given the stipulated criteria as issued and revised regularly by the Public Service department. Among the inherent objectives of promotion are the following:

(i) To discourage absenteeism of employees
(ii) To encourage performance of employees
(iii) To encourage employees to enhance their education/skills level;
(iv) To discourage labour turnover;
(v) To reduce the grievances of the employees
(vi) To enhance the over all control of administrative activities; and
(vii) To help the management in exercising organizational control
(viii) To retain skilled and talented employees;
(ix) To reduce discontent and unrest;
(x) To utilize more effectively the knowledge and skills of employees; and
(xi) To attract suitable and competent employees.
The human resource officers attributed that, the promotion process starts with the employee’s assessment which is conducted by the employees’ immediate supervisor at the work place. The supervisors are given list of criteria which are normally used to monitor the conduct of the employee regularly and eventually the confirmation is done through the one on one interview, and where necessary especially for some positions with written quiz.

The process starts by conducting promotion review which is supposed to be done annually, but due to some resource constraints, including financial, the responsible authorities fail to conduct the review annually as required. Hence there are incidences that reviews are conducted after five years. The review are supposed to be done on areas of employee’s performance, execution of duties are stipulated in the job description, competency of the work, leadership ability and attitude to work. Some of these factors are unobservable and hence relay on the use of agreed proxies or assessment procedures like punctuality to work, attention to details and general relation with fellow employees and supervisors.

According to the human resource department of the municipal, the procedures for promotion within the municipal and public sector in general are different depending on the post and service of the officer concerned. In the municipal, there are well stipulated steps that compose the procedures to be followed after conducting the promotion review.

With a view to ensuring that promotion procedures are followed, the departments are requested to set up immediately departmental promotion committees where ever such committees do not exist. Such committees for promotion are formed to all categories of posts in the departments or heads of departments or any subordinate office. Normally the head of the department and two other employees should be included in the committee. Where there is need for co-opting any other specialist in view of the particular discipline for which promotion is being considered there should be provision for such co-option with approval of the head of human resource department in the municipal. For example, the promotion committee at the level of
the department should include the secretary of the department, the head of the
department and at least one other employee as representative of employees for them
the selection is made. Then the following procedures are followed:
First the committee will work with the supervisor closely to collect all the promotion
review outcomes and recommend the employees accordingly. The recommendations
should be in line with the limits existing in the particular batch of the employee.

Second, employee shall be promoted to the next higher post or grade against the
reserved vacancies irrespective of their position in the gradation list subject to satis
fication of prescribed minimum qualification and experience and found fit for such promotion by the immediate supervisor and approval by the human resource
department. In the event that there are no qualified candidate for the post, such post
will have to be reserved and re assessed to get the second best candidate for the post
among the existing employees before such post is made public.

Apart from the title related promotion, the municipal has general promotion practice
where employees’ promotion involves not change of tittle by, rise in the salary band,
increased responsibilities and other benefits. This is normally done to certain limit
where upon reaching it, the employee will be required to either upgrade the level of
education or accumulate the years of services to qualify any further promotion.

During the interview, this limit is what creates abuse where some of the employees
who basing on the procedures do not qualify for promotion are promoted basing on
unknown determinants. However the human resource officers who were interviewed
rejected presence of such practices within the municipal. They attributed the claims
by the employees to unfounded claims that are developed out of personal conflicts
and should be regarded as such. These views of the respondents are presented on
table 4.5 below.

Regarding the view of employees who responded to the questionnaire, the table 4.5
presents such views followed by brief discussion as follow.
Table 4.6: Respondents’ Views of the Process and Procedures that are used to Determine Promotion in the Municipal

<table>
<thead>
<tr>
<th>Option</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basing on seniority/tenure of the employee</td>
<td>40.1%</td>
</tr>
<tr>
<td>Basing on the age of the employee</td>
<td>13%</td>
</tr>
<tr>
<td>Basing on the education level of the employee</td>
<td>42%</td>
</tr>
<tr>
<td>Other factors like friendship and closeness with supervisor</td>
<td>4.1%</td>
</tr>
<tr>
<td>No structured process and procedures followed</td>
<td>0.8%</td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

From the table 4.6, it can be seen that employees regards education and tenure of service as the main determinants of promotion within the Municipal. The other factor that has been regarded by many to have some influence on promotion is age of the respondent, meaning that the elder the person the higher the possibility of being promoted. These views and the stipulated procedures are not marrying each other, where the municipal authority has described. This suggests that these procedures are not clearly communicated to them and hence could be the explanation of this divergent of views.

4.3.1 Procedures and Criteria for Promoting Employees at Ilala Municipal.

Normally the government provides the guiding principles for all the parastatotal organization including municipal governments to guide their actions when they implement the promotion exercises. However each of the same organization is at liberty to adopt and modify the guiding procedures to suit their peculiarity as long as such modifications do not conflict the original guiding procedures. This it can be regarded as the ‘blue print’ for the conduct of the promotion which can be modified.

The criteria used by Ilala municipal for promotion range from outstanding performance and good conducts tenure of services, departmental ranks and
education. Thus, according to the batch of employment, one can be promoted to certain level where promotion ends. That is, one can not be promoted beyond the batch with which he or she was employed with. When there are any needs that warrant such promotion has to be discussed between the departmental committee and top management and is determined basing on outstanding performance because under normal circumstances, those who were employed prior to that employee would qualify for the post.

The employees are assessed on the specific criteria that can be checked through characteristics like, cooperation on job: efforts shown to help co-worker, willingness to perform repetitive jobs without fade up, readiness beforehand to accept changes on the process of job, and readiness and willingness to work under pressure when the need for extra hour work is required. Ability of using working hours: meeting entrance to the job and exit from the job during the time given, and obligation to performing only Ilala Municipal Council or related tasks during working hours.

Knowledge of the job: ability to practice knowledge/training acquired, ability of performing assigned job qualitatively, ability of performing duties assigned within given time/ or submitting when required. Ability to follow up job in processing and executing, ability to resolve problems in countered while job in process, ability to adjust own self to changes in process and technology. Tendency on job: contribution to the functional section in constructive manner, efforts to genuinely caring for morale of other coworkers, willingness to accept criticism and evaluation on the job quickly. Relationship while on the job: working in harmony with coworker genuinely, working with supervisors in harmony by accepting order, willingness of participation in group work, ability of submitting reports of work done timely. Capability to perform job assigned to in organized and systematic ways: ability to accomplish assigned tasks in organized and efficient ways, ability to control different tasks at a time. Capacity of creativity: ability to perform tasks using own creativity, competency to pursue different methods to perform tasks using own creativity.
Concern for resource: concern for caring and keeping the Municipal’s property, concern for its resource and property. Efforts to fulfill customer satisfactions: effort shown to satisfy internal and external customers, ability to listen to customers demand patiently, attention to any customer grievance and demand patiently, and striving to solve their problems, ability to accept customers who arrives through written and telephone communication.

Best human resources practices requires that the principal criteria used to promote employees at any workplace to be clearly communicated to the employees and objectively determined so as to avoid the negative effect on productivity that can be brought by lack of clear and well-crafted criteria. Therefore, the study was interested to find out whether there are such criteria and to what extent the employees feel that the criteria are followed when promoting employees. The findings of employees’ perceptions are presented on table 4.7

**Table 4.7: Employees’ Awareness on the Criteria used for Promotion**

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>16.1%</td>
<td>37</td>
</tr>
<tr>
<td>Disagree</td>
<td>25.8%</td>
<td>60</td>
</tr>
<tr>
<td>Neutral</td>
<td>25.8%</td>
<td>60</td>
</tr>
<tr>
<td>Agree</td>
<td>25.1%</td>
<td>59</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>7.9%</td>
<td>18</td>
</tr>
<tr>
<td><strong>total</strong></td>
<td><strong>100%</strong></td>
<td><strong>234</strong></td>
</tr>
</tbody>
</table>

**Source:** Field, Data 2013

From the findings on table 4.7, the study presents the fact that majority (more that 32%) of the employees in Ilala municipal have strong feeling that they are not aware of the existing criteria used to determine their promotion, followed by those who are neutral (25.8%) and those who are aware (about 31%).

The findings have given the study grounds of the genesis of the existing dissatisfaction on the criteria used among the employees. There are wide spread feeling that, despite presence of a well-crafted criteria for promotion as issued by the
Public service Ministry of the United Republic of Tanzania, the same are not practiced in the implementing institutions like Ilala municipal.

There are feelings among the employees that ill criteria like personality, acquaintance with the supervisor, power to bribe and even ethnicity or political affiliation are being used to determine the promotion. Thus promotion is being used as a tool to rewards friends and those who are prepared to please in one way or another those in power; being it the human resources, the immediate supervisor or even higher ranks.

This situation is very dangerous as it has detrimental impact on the whole sense of introducing performance based promotion criteria as Rathnaweerage, 2010 and Abeysekela 2007 in their study on the impact of Human resources practices on promoting employees performance in the Banking sector and Companies respectively have categorically put it.

The officers from the Human resource department have turned down such claims from the employees; however the study could not persuade them further as such response was expected from them being the prime suspects of malpractices.

4.4 Effectiveness of the Existing Promotion Procedures and Practices.

The best outcome of promotion that is its impact on raising employees’ morale on production, employees engagements, increasing employees’ satisfaction and sense of belonging can be attained if the procedures and practices are effective. Thus there is need to assess the Ilala municipal’s promotion practices to ascertain their effectiveness to deliver these theoretical benefits. This is the focus of the current subsection.

4.4.1 The use of Information from Promotion Review Sessions to Motivate Employees.

One of the objective of promotion as per the Municipal is to motivate employees through reward and career development for the employees whose performance rating
is above the average standard for this purpose. Hence the study had to find out the extent to which the information collected out of promotion review sessions are used to that end. These findings are presented on Table 4.8.

**Table 4.8: Employees Level of Agreement on the Use of Promotion Review Information to Develop their Career by the Management/Administration**

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>18.7%</td>
<td>44</td>
</tr>
<tr>
<td>Disagree</td>
<td>17.5%</td>
<td>42</td>
</tr>
<tr>
<td>Neutral</td>
<td>19.4%</td>
<td>46</td>
</tr>
<tr>
<td>Agree</td>
<td>24.6%</td>
<td>55</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>19.8%</td>
<td>47</td>
</tr>
<tr>
<td><strong>total</strong></td>
<td><strong>100%</strong></td>
<td><strong>234</strong></td>
</tr>
</tbody>
</table>

*Source: Field, Data 2013*

From the table 4.8 it is possible to learn that of the total number of respondents at the municipal, majority (24.6%) agreed, while 17.5% disagreed, and 19.4% were indifferent, regarding the claim that the information generated through promotion review sessions were used for motivating employees.

This indicates the motivation of employees is very low, which in turn reflected on production/service quality. In practice, this hinders effectiveness and efficiency of the municipal; because motivated employees are committed employees who can increase efficiency and effectiveness by increasing the service quality of the municipal eventually maximizing the attainment of the goals.

Through in depth interview with the Human resources personnel and some supervisors, it was learned that, the information collected is not used to guide employee’s career growth and hence motivate them. It was also learnt that, since the payment of associated benefits like salary increment takes very long to materialize, the use of promotion review sessions have not been regarded as useful because the employees value the information when they also see monetary gain associated with it.
4.4.2 The Use of Promotion at the Ilala Municipal

One of the objectives of promotion according to Ilala Municipal is to encourage the employees to stay with municipal and stop searching processes aiming at changing the employer and hence retain them while embracing the working culture which eventually make them more productive in the municipal.

Developing employees’ morale to stay involves counseling and coaching for their weak performance and it is one of the human resource management functions. According to Armstrong (2009), counseling and coaching employee’s functions is a continuous and evolutionary process in which performance improves over time. It provides the basis for regular and frequent dialogues between supervisors and individuals employees about performance and development needs based on feedback and self-assessment. It is mainly concerned with individual performance but it can also be applied to teams/group of individual in the department. To know the level of agreement of employees of Ilala municipal about the information generated through promotion review process being used to help/guide employees this study present analyze the data in the table 4.9 below

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>11.9%</td>
<td>28</td>
</tr>
<tr>
<td>Disagree</td>
<td>31.3%</td>
<td>73</td>
</tr>
<tr>
<td>Neutral</td>
<td>18.3%</td>
<td>43</td>
</tr>
<tr>
<td>Agree</td>
<td>10.1%</td>
<td>24</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>28.4%</td>
<td>66</td>
</tr>
<tr>
<td><strong>total</strong></td>
<td><strong>100%</strong></td>
<td><strong>234</strong></td>
</tr>
</tbody>
</table>

**Source:** Field, Data 2013

From the table 4.9 majority (31.3%) and (11.9%) of employees disagree and strongly disagree from the respondents respectively, 10.1% agree that information generated through promotion review process and hence the entire promotion exercise
is used to counsel and coach employees and hence promote their extension of the
tenure with the municipal.

The use of performance promotion as counsel and motivational tool to enhance job
satisfaction to employees is very much needed, since any deficiency affects
effectiveness and efficiency. In this competitive world organization like Ilala
municipal should maximize their benefits by using such tools.

4.4.3 Promotion as a Means of Strengthening Organizational Control

The design of information generation out of promotion review process should be
done in such a way that it can strengthen the relationship between superiors and
subordinates. According to Henderson (1984), developing promotion system that
accurately reflects employee performance is a difficult task. Promotion review
systems are not generic or easily passed from one company to another; their design
and administration must be tailor-made to match employee and organizational
characteristics and qualities.

Thus if the design is tailored to the needs and characteristics of a particular
organization, then the performance of employee within the goals of the organization
and with human resource development and reward mechanisms that motivate
employees, good relationship can be maintained and strengthened.

Designing promotion structure without organizational goal achievement and
development and associated reward mechanisms for employees is questionable and
spoils the relationship between subordinates and superiors. Regarding the attitude of
the employees of Ilala municipal on the efficacy of the promotion to this end are
presented in the Table 4.10 below.
Table 4.10: Promotion System is used to Promote and Strengthening Organization Control by Administration

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of Respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>18.4%</td>
<td>45</td>
</tr>
<tr>
<td>Disagree</td>
<td>26.2%</td>
<td>63</td>
</tr>
<tr>
<td>Neutral</td>
<td>21.7%</td>
<td>52</td>
</tr>
<tr>
<td>Agree</td>
<td>22.1%</td>
<td>53</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>11.6%</td>
<td>21</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100%</strong></td>
<td><strong>234</strong></td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

The majority (26.2%) of employees of Ilala municipal disagreed, while (22.1%) agreed and (21.7%) were indifferent. The observed indifference perception among employees may be due to low capacity to understanding the questionnaire or because of a low level of understanding about the municipal promotion system and its purposes in municipal.

On the other hand, the heads of the departments of HRM and supervisors said that the existing practice of the performance appraisal was not clearly structured as one for fostering the relationship between superiors and subordinates and organizational control because some of the elements of promotion structure geared for it are not included, with no developmental and motivational purposes; it was rather used for punishments of those who are poor performers.

Thus, Ilala municipal leadership needs to do a lot to minimize the risk of the existing scenario of weak relationship between subordinates and supervisors emanating from the promotion weakness. More over there is need to sow and cultivate the seed of a good Promotion practicing mechanism in such a way that it maximizes the strength of the relationship between subordinates and supervisors and hence render the leaders the capacity to control the municipal.
4.4.4 Promotion as a Means of Helping to Improve Staff Job Satisfaction and Performance.

Promotion practices are useful not only to align employees with the goals and needs of the organizations; but also used for the development of the capacity of the employees in order to make them more productive. Improving job satisfaction and performance is improving job quality and efficiency. And this can be achieved through training and human resource development in terms of contributing to the municipal’s goals.

According to Gomez-Mejia (2001), development uses of promotion and appraisal systems are geared towards improving employees’ performance and strengthening their job skills, including counseling employees on effective work behaviors and sending them for training. The opinions of the respondents of the study about the adequacy of promotion system in helping to improve job satisfaction and performance are shown in the Table 4.11 below.

Table 4.11: Ability of Promotion Practice to Help Employees to Improve Job Satisfaction and Performance

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>19.5%</td>
<td>47</td>
</tr>
<tr>
<td>Disagree</td>
<td>21.0%</td>
<td>49</td>
</tr>
<tr>
<td>Neutral</td>
<td>24.0%</td>
<td>56</td>
</tr>
<tr>
<td>Agree</td>
<td>21.3%</td>
<td>49</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>13.9%</td>
<td>33</td>
</tr>
<tr>
<td>total</td>
<td>100%</td>
<td>243</td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

According to the Table 4.11 above the majority (24.0%) are indifferent, while 21.3% agree, and 21.0% disagree, about the ability of promotion expectation and practices in the municipal to help them to improve their jobs.
Combining those who are indifferent and those agreeing, it shows that the employees’ job level improved by promotion in the municipal is at moderate level, and this shows the role of the promotion practice towards increasing job satisfaction is not at desired level to improve the satisfaction of employees.

Thus, basing on the above analysis, it can be concluded that to some extent the promotion as being practiced in Ilala municipal has been effective to attain the advocated benefits of employees’ satisfaction, engagements, use the exercise as learning platform and enable the organization to strengthen organization capacity.

4.5 Potential Problems of Promotion Practices in the Ilala Municipal Council

According to Mathis and Jackson (1997), rater bias occurs when a rater’s values or prejudices distort the rating. Rater bias may be unconscious or quite intentional. If a manager has a strong dislike of certain ethnic groups, this bias is likely to result in distorted appraisal information for some people. Age, religion, seniority, sex, appearance, or other arbitrary classifications may be reflected in the outcome of the promotion recommendation from the biased supervisor. Hence the study wanted also to find out the extent of potential problem regarding promotion in this regards as was hinted out by the employees feelings on the criteria and practices used.

4.5.1 Supervisors’ Bias of Promoting by Personal Liking and Disliking

Regarding the possibility of personal like or dislike being influencing factor on the employee promotion within Ilala Municipal, the findings of the response are presented on table 4.12
From the table 4.12 above, it is clear that majority of the respondents (about 51.7%) against 17.8% had the perception that the superiors are biased when reviewing the employees for promotion on the bases of like or dislike. However, 28.5% of the respondents were indifferent whether such bias exists or not.

The study further inquired from the human resource department of the municipal and some of the supervisor to validate such perception by the employees. It was admitted that such kind of bias are possible to occur with varying degree of practice among the departments and with different level of severity.

Thus there is generally consensus form the employees and the management of the municipal that there is some degrees of bias basing on like or disliking a person. Regardless of the degree of severity, existence of such bias poses potential danger in entire human resource practice of the municipal.

### 4.5.2 Bias of Supervisors’ Conducting and Giving Promotion through Review Findings for Promotion Die to Fear of Negative Consequences that May Fall Them.

In some instances there are employees who are so powerful to the extent that they pose threat to their supervisor who are supposed to promote them. Such considerable powers of some employees prompt the supervisors to exercise their promotion
process with high caution avoiding giving the outcome that may have negative consequences to them.

When the researchers inquired from the responded employees on presence of such powerful employees who exert some threat to their supervisors to the extent of limiting the supervisor’s freedom to exercise professionalism on promoting the workers; they admitted with an emphasis that such bias exist and goes both ways.

That there are also some of the supervisors who avoid promoting some of the employees on the bases that when promoted they make cause danger to such supervisors. Hence there are two type of fear that may bias the supervisors, one from the possibility of being negatively affected by the unhappy employees using their powers or influences tin whatever sense or basing on the feeling that such promotion will make the promoted ones powerful and hence could pose potential danger the supervisors.

The findings of the study regarding presence of such feeling and/or practice in the Ilala municipal are presented on table 4.13

**Table 4.13: Employees’ and Supervisor’s Perception on the Existence of Some Fear among them which Bias the Promotion Recommendation**

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>24.8%</td>
<td>58</td>
</tr>
<tr>
<td>Disagree</td>
<td>16.5%</td>
<td>39</td>
</tr>
<tr>
<td>Neutral</td>
<td>33.1%</td>
<td>77</td>
</tr>
<tr>
<td>Agree</td>
<td>14.7%</td>
<td>34</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>10.9%</td>
<td>26</td>
</tr>
<tr>
<td><strong>total</strong></td>
<td><strong>100%</strong></td>
<td><strong>234</strong></td>
</tr>
</tbody>
</table>

**Source:** Field, Data 2013

From table 4.13, it can be learnt that majority of the employees in the municipal (about 40%) disagree on the possibility of having such fear against 26% who had the feelings that such fear do exists and hence affects promotion outcomes in the municipal. About 33.1% of the respondents were indifferent regarding our question.
Thus, the findings generally have failed to substantively support such claims. However the fact that there are some of the respondents who indicated that they have feeling on the presence of such fear warrants the need for the responsible offices to take corrective measures. This is because such perception leaves the weaker employees with no hope of being promoted and as a result negatively affects their job satisfaction and hence their productivity.

4.5.3 Employees Creating a Positive Impression in the Mind of the Supervisor.
Impression creation or formation is the activity of putting oneself in the mind of the others positively. Within an organization there may be some people with such behavior, seeking benefits from their organizations supervisors by creating positive impression in their minds. To find out possibility of having employees in Ilala municipal with such behavior questions were asked and are presented in the table 4.14 below for analysis.

Table 4.14: Respondent’s Perception on the Existence of Image Creation Practices by Some Employees

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>20.2%</td>
<td>47</td>
</tr>
<tr>
<td>Disagree</td>
<td>18.7%</td>
<td>44</td>
</tr>
<tr>
<td>Neutral</td>
<td>26.2%</td>
<td>61</td>
</tr>
<tr>
<td>Agree</td>
<td>23.6%</td>
<td>55</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>11.2%</td>
<td>27</td>
</tr>
<tr>
<td><strong>total</strong></td>
<td><strong>100%</strong></td>
<td><strong>234</strong></td>
</tr>
</tbody>
</table>

**Source:** Field, Data 2013

The findings as presented in table 4.14 above shows that majority of the respondents (about 39%) disagree that such image creation behavior exists among them, while 34.4 agreed and 26.2 were neutral. Thus there are possibilities that such practices of image creation may not exist in Ilala Municipal.
The management of the municipal when enquired to give their view on this aspect they had similar response as that of the responded employees. They however added that, if such practices do exist it will be in only low rate and probably will result from sex inclinations where a worker may have some sexual relationship with the supervisor with the intention of wining his/her heart to get un merited rewards. If that is the case then the prevalence are small and could easily be abolished by insuring that promotion in the municipal follow to the end all the stipulated procedure and is as transparent as possible.

Thus the study foresees the possibility of another somewhat similar behavior of some employees doing favor to the supervisor with the same purpose. Doing favors or having sympathy for people is good and customary in Tanzanian culture. But doing a favor in relation to gain advantage in the sacrifices of others or municipal benefit is unethical and unprofessional, hence the municipal leadership should ensure that there are no incentives for such behavior.

Hence it can be concluded regarding the possible obstacles on implementing promotion procedure that, expected officers like members of the committee and senior officer are biased in the process according to the perception of the employees. This makes the outcome unreliable and hence reduces the benefits that could be attained out of the practices.

4.6 Other Important aspects of Promotion for Consideration

Apart from responding to the research questions as presented above, the study has also analysed other factors as far as promotion in the Ilala municipal council is concerned with the aim of further benefiting from the collected information in relation to the research general objective.

4.6.1 Objectives of Promotion in Ilala Municipal Council

The outcome of promotion evaluation processes need to motivate employees through recognition and support. According to Armstrong (2009), the emphasis is on career development, although performance management is an important part of the reward
system through the provision of feedback and recognition and the identification of opportunities for growth. It may be associated with performance- or contribution-related pay but its developmental aspects are much more important.

Thus, the study was interested to find out the rationale of the Municipal when conduction promotion review processes. As mentioned in this section, the Municipal claims that the findings of the process are intended among others to help the employee to improve or to grow in their job, hence their immediate supervisor use such information to help them achieve such incentive. This study wanted to know the extent to which the employees of Ilala Municipal agree with such claims. The findings are presented on Table 4.15

Table 4.15: Respondents’ Level of Agreement with the use of Promotion Assessment Review Outcome

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>12.7%</td>
<td>30</td>
</tr>
<tr>
<td>Disagree</td>
<td>13.4%</td>
<td>32</td>
</tr>
<tr>
<td>Neutral</td>
<td>20.9%</td>
<td>49</td>
</tr>
<tr>
<td>Agree</td>
<td>32.5%</td>
<td>76</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>20.5%</td>
<td>47</td>
</tr>
<tr>
<td><strong>total</strong></td>
<td><strong>100%</strong></td>
<td><strong>234</strong></td>
</tr>
</tbody>
</table>

*Source: Field, Data 2013*

The majority (32.5%) of the total respondent employees of Ilala Municipal Council agree, while 13.4% disagree, and 20.9% are indifferent. Regarding the usage of this information for employees’ feedback the human resource department officials at the Municipal and some supervisors were interviewed as informants. And according to their information, the employees are given the right to see their performance rating and sign if they agree, and if they do not agree, they have the right not to sign the form.
Generally there are two groups of employees in the Municipal with regard to their agreement on the use of outcome of promotion review sessions. Thus the study can authoritatively conclude that, the level of agreement is moderate level and there is need for the Municipal administration to encourage the supervisors to share such information with their employees with the aim of increasing their learning process and also achieve the pre-determined objectives of the entire promotion exercise as presented in this study.

4.7 Knowledge about the Existence of Promotion Processes/Structures

Knowledge of the existence of performance based promotion is essential not only for employees, it is also important for the municipal and supervisors. The knowledge is essential for employees in order to help them understand what is expected of them and what they are expecting out of their performance.

On the other hand, municipal will benefit from such knowledge to the employees about the existence of performance based promotion and make effort in the job they are hired for and maximize their contributions. It also helps managers and supervisors in order to align the employees with the organizational goal so as to put a sense of order into the accomplishment of their responsibilities. The table 4.10 below present level of agreement of employees about their knowledge on the existence of performance based promotion system within the municipal.

Table 4.16: Employees Awareness on the Existence of Performance Based Promotion in the Municipal

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>5.2%</td>
<td>12</td>
</tr>
<tr>
<td>Disagree</td>
<td>5.2%</td>
<td>12</td>
</tr>
<tr>
<td>Neutral</td>
<td>6.7%</td>
<td>16</td>
</tr>
<tr>
<td>Agree</td>
<td>39.9%</td>
<td>93</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>42.9%</td>
<td>101</td>
</tr>
<tr>
<td>total</td>
<td>100%</td>
<td>234</td>
</tr>
</tbody>
</table>

Source: Field, Data 2013
From table 4.1, it is clear that majority of the employees of the Ilala Municipal (42.9%) strongly agree that they are aware of the existence of performance based promotion system in the municipal. While just few, 5.2% are strongly disagreeing and disagree on the existence of such system.

According to the information that the researcher collected during the in depth interview with the Human resources personal and some supervisors, the employees are aware of the existence of such system although that information is not often officially communicated to the employees. This suggested that, the employees get such information basing on the informal means like words of the mouth from colleagues and some supervisors who sometimes may tell some of the employees.

The study also found from the employees that, despite the fact that the information on the requirement of the performance based promotion in the municipal, such arrangement is rarely followed living the room for malpractice or at least sense of existence of unorganized and unrecognized means when it comes to promote the workers in the municipal.

This shows existence of weakness or just negligence among the human resources officials as one of the human resource management functions is managing the performance of employees in their respective organizations. Managing performance of employees involves informing, training, and coaching about the existence and objective of practicing performance based promotion system at the workplace. Thus, the study went further to inquire the respondent’s knowledge on the objective of conducting performance based promotion. This is discussed in the next section.

4.7.1 Employees’ Knowledge about the Purpose of Performance Based Promotion Practices
Knowing the existence of performance based promotion is one great thing as the study has found that there are some employees working in the municipal without knowing of its existence. However, the study wanted to find out to what extent do those employees who know the existence of performance based promotion system
really know the purposes? From the Human resource officials the purposes of performance based promotion is to inform, to develop, and to administer/instill the employees’ engagement and hence boost the overall municipal productivity.

The level of employees’ knowledge on such objectives of the performance based promotion in the municipal is presented on the study findings on table 4.17.

Table 4.17: Employees’ Knowledge on the Objectives of Performance Based Promotion in the Municipal

<table>
<thead>
<tr>
<th>Level of Agreement</th>
<th>Percentage</th>
<th>No of respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>39.6%</td>
<td>93</td>
</tr>
<tr>
<td>Disagree</td>
<td>36.2%</td>
<td>85</td>
</tr>
<tr>
<td>Neutral</td>
<td>8.2%</td>
<td>19</td>
</tr>
<tr>
<td>Agree</td>
<td>9.4%</td>
<td>21</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>6.7%</td>
<td>16</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100%</strong></td>
<td><strong>234</strong></td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

From table 4.17 the study has found out that, majority of the employees’ (39.6%) are not aware of the objective of the performance based promotion system. Those who are aware are just 6.7% which could be those in the supervisory or assistant supervisors.

This lack of awareness deny the municipal from benefiting from the exercise because the more the employees are aware of the objective of the system and practice, the more is their possibility to exert more effort on their performance hoping to be rewarded by being promoted subsequently. In that way the municipal will gain by having more productive employees and also better services to the customers/the citizens it is intending to serve.

In addition, the human resource department heads and supervisors were asked about the knowledge of employees regarding performance based promotion system in the municipal during the interview sessions, and their response was that they don’t think
the employees knew very well, as there was no training given to them, and they did not believe what they knew from informal communication among their friends was adequate as performance based promotion is a broad term with multiple objectives all aiming at enhancing employees career growth path while enhancing general municipal productivity/performance.

4.8 Some Statistical Outputs of Selected Variables
The study so far has been mainly on the descriptive analysis and in-depth study mainly due to the fact that, the design of the study has been mainly on the assessment of the situation with regards to the promotion processes in the Ilala municipal. However due to limited information that would be used to run the statistical analysis, it has been inevitable to dwell and focus much on the analytical aspect of the study.

In this section, the study will shift a focus on the variables which it has been able to gather the some information to run statistical analysis. These are presented in the subsequent sub-sections.

4.8.1 Whether Inadequate Promotion Policy and Supervision Capacities Affects the Implementation of Promotion Processes in the Ilala Municipal
The study had focused also to see to what extent the municipal promotional policy and practices are being affected by inadequate of the clear policy and strategy within the municipal. Thirty nine percent (39%) of the respondents felt that lack of promotion guidelines in place affects the outcome of the promotion review process, with 6% strongly satisfied with the practices. A combined 39 % said that working legislation in place does not necessarily enable their municipal practice accordingly the promotion of employee within the municipal. The statistical findings are shown on the table below.
Table 4.18: Promotion Policy and Guidance in Place enables the Ilala Municipal to Smoothly Practice Promotion

<table>
<thead>
<tr>
<th>Strongly disagree</th>
<th>Percentage</th>
<th>Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree</td>
<td>6.7%</td>
<td>17</td>
</tr>
<tr>
<td>Neutral</td>
<td>13.1%</td>
<td>30</td>
</tr>
<tr>
<td>Agree</td>
<td>25.5%</td>
<td>60</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>28.5%</td>
<td>66</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>234</td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

From Table 4.18 above the majority (about 57%) of the respondents believed that municipal promotion policy and guideline to be useful in their promotion practices as is currently done in the municipal. On the contrary, about 18% of the respondents disagreed that existing policies with regard to promotion practices to be useful to bring desired outcome of promotion review process.

### 4.8.2 Factors Affecting the Implementation of Effective Promotion Policy and Practices

This section checks whether the management of the municipal, organization structure, legislation and man power planning really affect the implementation and outcome of the employees’ promotion practices in the municipal. The approach used by the study is to cross tabulate the four variables with a variable capturing whether the management after implementation of promotion strategy is different from management before planning. The criterion is that if any of the factors of interest positively affects implementation, then the management style of the Ilala municipal should improve and vice versa. A chi-square statistic with an error probability of 0.05% or lower indicates that really there is a relationship between performance and influence of legislation, management, and organization structure and man power effects.
Table 4.19: The Role of Management in Influencing Promotion

<table>
<thead>
<tr>
<th>Management Committee</th>
<th>Strongly Disagree</th>
<th>Disagree</th>
<th>Agree</th>
<th>Strongly Agree</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Always Influences</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Promotion Process/Policy</td>
<td>0%</td>
<td>3.1%</td>
<td>6.3%</td>
<td>3.1%</td>
<td>3.1%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>% of Total</th>
<th>Count</th>
<th>% of Total</th>
<th>Count</th>
<th>% of Total</th>
<th>Count</th>
<th>% of Total</th>
<th>Count</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0%</td>
<td>3.1%</td>
<td>6.3%</td>
<td>3.1%</td>
<td>3.1%</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

Table 4.20: The Role of Management in Influencing Promotion

Chi-Square Tests

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>12.987a</td>
<td>6</td>
<td>.043</td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>10.200</td>
<td>6</td>
<td>.116</td>
</tr>
<tr>
<td>Linear-by-Linear Association</td>
<td>1.771</td>
<td>1</td>
<td>.183</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>234</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. 10 cells (83.3%) have expected count less than 5. The minimum expected count is .09.

Source: Field, Data 2013

Municipal leadership was influential in implementation of promotional plans by municipal. The municipal whose leadership was influential in implementing promotion plans had better management after implementation than those whose management was regarded seen as influential. This difference is confirmed by a statistically significant Chi-square statistic at 5% and 10% levels of significance shown above.
Table 4.21: The Influence of Organization Structure on Promotion Policy

<table>
<thead>
<tr>
<th>Organization Structure has Influenced the Way Promotion Policy are Implemented in Your Municipal</th>
<th>don't know</th>
<th>better than before</th>
<th>same as before</th>
<th>as Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>Count: 0</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>% of Total %</td>
<td>.0%</td>
<td>.0%</td>
<td>3.0%</td>
<td>3.0%</td>
</tr>
<tr>
<td>disagree</td>
<td>Count: 1</td>
<td>1</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>% of Total %</td>
<td>3.0%</td>
<td>3.0%</td>
<td>9.1%</td>
<td>15.2%</td>
</tr>
<tr>
<td>agree</td>
<td>Count: 1</td>
<td>18</td>
<td>0</td>
<td>19</td>
</tr>
<tr>
<td>% of Total %</td>
<td>3.0%</td>
<td>54.5%</td>
<td>.0%</td>
<td>57.6%</td>
</tr>
<tr>
<td>strongly agree</td>
<td>Count: 1</td>
<td>6</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>% of Total %</td>
<td>3.0%</td>
<td>18.2%</td>
<td>3.0%</td>
<td>24.2%</td>
</tr>
<tr>
<td>Total</td>
<td>Count: 3</td>
<td>25</td>
<td>5</td>
<td>33</td>
</tr>
<tr>
<td>% of Total %</td>
<td>9.1%</td>
<td>75.8%</td>
<td>15.2%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

a. 10 cells (83.3%) have expected count less than 5. The minimum expected count is .09.

Source: Field, Data 2013

Table 4.22: The Influence of Organization Structure on Promotion Policy

Chi-Square Tests

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>19.172a</td>
<td>6</td>
<td>.004</td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>18.032</td>
<td>6</td>
<td>.006</td>
</tr>
<tr>
<td>Linear-by-Linear</td>
<td>4.615</td>
<td>1</td>
<td>.032</td>
</tr>
<tr>
<td>Association</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>231</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. 10 cells (83.3%) have expected count less than 5. The minimum expected count is .09.

Source: Field, Data 2013

The organization structure was seen to seriously affect the way promotion policy is being implemented in the Ilala municipal. This is because the employee who responded who strongly agreed that organization structure has influenced the way promotion process is implemented the municipal also indicated management after implementation of promotion policy was better compared to that before the policy was fully followed. This is confirmed by the fact that the Chi-square statistic is significant at 0.05 level of significance.
Table 4.23:  The Municipal Leadership is Biased when Conducting Promotion Review Process * Compare the Leadership of the Municipal Currently to the Last 3 Years Cross Tabulation

<table>
<thead>
<tr>
<th>The municipal leadership is biased on implementation of promotion review exercises</th>
<th>don't know</th>
<th>better than before</th>
<th>same as before</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>strongly disagree</td>
<td>Count</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>% of Total</td>
<td>.0%</td>
<td>.0%</td>
<td>6.1%</td>
</tr>
<tr>
<td>disagree</td>
<td>Count</td>
<td>2</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>% of Total</td>
<td>6.1%</td>
<td>15.2%</td>
<td>.0%</td>
</tr>
<tr>
<td>neutral</td>
<td>Count</td>
<td>0</td>
<td>6</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>% of Total</td>
<td>.0%</td>
<td>18.2%</td>
<td>3.0%</td>
</tr>
<tr>
<td>agree</td>
<td>Count</td>
<td>1</td>
<td>10</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>% of Total</td>
<td>3.0%</td>
<td>30.3%</td>
<td>6.1%</td>
</tr>
<tr>
<td>strongly agree</td>
<td>Count</td>
<td>0</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>% of Total</td>
<td>.0%</td>
<td>6.1%</td>
<td>.0%</td>
</tr>
<tr>
<td>Count</td>
<td>% of Total</td>
<td>3</td>
<td>25</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>9.1%</td>
<td>75.8%</td>
<td>15.2%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

Table 4.24:  The Municipal Leadership is Biased when Conducting Promotion Review Process * Compare the Leadership of the Municipal Currently to the Last 3 Years Cross Tabulation

Chi-Square Tests

<table>
<thead>
<tr>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>21.865a</td>
<td>5</td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>19.102</td>
<td>5</td>
</tr>
<tr>
<td>Linear-by-Linear Association</td>
<td>11.002</td>
<td>1</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>230</td>
<td></td>
</tr>
</tbody>
</table>

a. 14 cells (90.02%) have expected count less than 5. The minimum expected count is .15.

Source: Field, Data 2013

The municipal leadership did not have significant effect on the outcome of promotion review exercise as compared to the performance of management before the implementation of policy. This is confirmed by the fact that the Chi-square statistic is not significant at 5% level of significance.
Table 4.25: How Does the Municipal Recruit Staff? * Compare the Leadership of the Municipal Currently to the Last 3 Years Cross Tabulation

<table>
<thead>
<tr>
<th>How does the municipal recruit staff?</th>
<th>compare the leadership of municipal currently to the last 3 years</th>
<th>don't know</th>
<th>better than before</th>
<th>same as before</th>
<th>as Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>open recruitment</td>
<td>Count % of Total</td>
<td>2 6.3%</td>
<td>22 68.8%</td>
<td>0 0.0%</td>
<td>24 75.0%</td>
</tr>
<tr>
<td>selection secondment</td>
<td>Count % of Total</td>
<td>1 3.1%</td>
<td>0 0.0%</td>
<td>2 6.3%</td>
<td>3 9.4%</td>
</tr>
<tr>
<td>referrals by ministry</td>
<td>Count % of Total</td>
<td>0 0.0%</td>
<td>0 0.0%</td>
<td>3 9.4%</td>
<td>3 9.4%</td>
</tr>
<tr>
<td>others</td>
<td>Count % of Total</td>
<td>0 0.0%</td>
<td>1 3.1%</td>
<td>1 3.1%</td>
<td>2 6.3%</td>
</tr>
<tr>
<td>Total</td>
<td>Count % of Total</td>
<td>3 9.4%</td>
<td>23 71.9%</td>
<td>6 18.8%</td>
<td>32 100.0%</td>
</tr>
</tbody>
</table>

Source: Field, Data 2013

Table 4.26: How Does the Municipal Recruit Staff? * Compare the Leadership of the Municipal Currently to the Last 3 Years Cross Tabulation

Chi-Square Tests

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>27.865a</td>
<td>6</td>
<td>.000</td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>29.122</td>
<td>6</td>
<td>.000</td>
</tr>
<tr>
<td>Linear-by-Linear Association</td>
<td>10.112</td>
<td>1</td>
<td>.001</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>232</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. 11 cells (91.7%) have expected count less than 5. The minimum expected count is .19.

Source: Field, Data 2013

Results show that the municipal has used various means of recruitment according to the respondents view. We have include this question because the manner of recruitment do contribute to how well managed an organization is; implying that it determines the successful implementation of promotion plan of such an organization. The chi-square findings are significant at 0.005 showing that the recruitment procedure of the municipal was more transparent as per respondents.
From these findings, we find that, the descriptive and statistical findings have got some differences as far as the best practices of the promotion procedures within the Municipal. This implies that, the complains that are being brought forward by the employees have to be qualified as some of them are not well substantiate by data and hence they could be just speculations.
CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 Introduction.
In chapter 4 the presentation and analysis of the research findings were done basing on the information collected out of questionnaire and interview with the respondents from Ilala municipal in Dar es Salaam. Basing on the findings analysed, the study presents the conclusion and recommendations in this chapter and will end up by hinting on the challenge met and potential areas for further research.

5.2 Main Conclusion
According the analysis and findings presented on chapter 4, Ilala municipal have got in place promotion practice system and guidance which is supposed to guide the promotion process.

The study found that Ilala municipal council was using promotion practices for motivation of employees at moderate level, which shows the use of it for motivational purposes is not at the adequate level and very low. Moreover, it consists of mixed interest which is vague so that it hurts the moral of employees and demoralizes them from working hard and being creative. Thus, employees who are not hard working and creative could be cost to the municipal.

Further the study found that, the information collected on the review process with the intention of promoting employees was not adequately used and hence deny the municipal from benefiting out of such information. Such information could be used to help the employees in the municipal to learn their weakness and hence improve.

The criteria and objectives of promoting the employees are not clearly stipulated and communicated to the employee. Hence limit the employees from exerting required efforts and professionalism as they serve the citizens, hence lower the municipal productivity. The more criteria and objectives of promoting employees becomes
clear among them, the higher the possibility of them to do better expecting to be according rewarded as attributed in various literatures.

The study also found that there are some biases in the way promotion exercises were conducted in some departments. The bias emanate from some employees creating their positive image in the mind of their supervisor and others using some techniques that aim at attracting favor from the supervisor and hence bias the supervisor’s opinion when it comes to recommend such employee for promotion.

Thus the study concludes that, Ilala Municipal Council apart from the fact that it implements the promotion practices as stipulated on the employees promotion policy and guidelines they have, such guidelines are not fully followed. Thus there are some malpractices where promotion is not properly done which lead to grievances among the employees. There is a need to ensure that, the promotion guidelines are communicated to all employees so that they become clear with what to expect out of their hard work. This is in line with the tournament principles of promotion as presented by Lazear and Rosen 1991.

5.3 **Recommendations**

On the basis of the study findings, the following recommendations are brought forward for the municipal with regards to their promotion structure:

(i) The municipal councils and other public serving institutions should be good example in better implementation of Human resources practices with the aim of enhancing employees’ morale to work and hence raise productivity.

(ii) That the institutions which conducts well stipulated review with the intention of awarding promotion to the employees, should use the information collected to develop their human resources through training them on areas employees are poor, warn the employees where they seem to be lazy, or even motivate them were such need seems to be necessary; since motivation enhances employees’ moral for creativity and competition, creative mind innovates new product or services that shall improve productivity/service
quality which as a result brings about maximizing efficiency and effectiveness. This eventually brings about the attainment of municipal goals.

(iii) The Ilala municipal council needs to maximize the use of promotion practices in their managerial systems, in order to correct the behavior of employees with low performance and make them more efficient and effective. This is expected to increase the level of satisfaction among the employees while reducing their grievances and hence increase performance. Moreover, the municipal should consider the question of retention or discharge in order to minimize cost and maximize benefit of the organizations.

(iv) There is need for the municipal to use the promotion practices to strengthen the relationship between the supervisors and subordinate by implementing motivational scheme, creating transparency, avoiding bias, and improving employees attitude by giving training and development to the employees in order to help to avoid employees’ self-perceptions wrongly which have negative consequences to the performance of the municipal.

(v) The municipal should strictly follow the procedures stipulated in the Management and Employment policy (1999) as issued by the Government of the United Republic of Tanzania through the Ministry for Public services to avoid malpractices which brings negative effect that cannot easily be redressed.

(vi) Biases of different types, such as personal liking and disliking, avoiding giving objective promotion review outcomes to some employees may have negative consequences to employees; this can be managed if the municipal develop their policy that can guide and control the existence of such practices.
5.4 Challenges faced by the Researcher.

In the course of conducting the field study, the research had faced several challenges which in one way or another have had some negative impact on the work. First are the financial constraints; at times it was needed to travel and follow the respondents where they were since there was low chance of meeting all of them at their office. Actually most of the time these incidences were many that the researcher had foreseen during research designing.

Second is the challenge of respondents to respond timely. It has taken long time than expected due to the fact that the rate of responses was very low. The researcher had more often to use interview technique to collect more information as some of the questionnaires that were filled had quite a number of questions which were either not answered or inadequately answered.

Third was the challenge of getting all the necessary reading materials. There are limited accesses to the leading journals that would expose the researchers to the more recent work that have been done on the subject. As a result, the researcher had to relay on some of the previous old work which could easily be accessed on line and some government papers.

5.5 Areas for Further Studies

The subject of promotion practices is very wide and by no means can this study pretend to have exhausted it. Hence there are some related areas which the study could not tackle given time constrain. For instance, the dynamic of human resource practices and their impact on employees’ job satisfaction and organization productivity could very much feature in the study of promotion practice within the municipal. This is because; promotion is but just one aspect of the complex human resources practice.
Thus, as the study has found out that there are some linkages with other factors beyond the scope of promotion which equally affects the entire impact of harmonious industrial relation at the workplace. To have a somewhat more complete picture, this study recommend that a separate study on the Human resources practices and their impact to industrial and national productivity should be persuade. This study could not persuade the area due to limited scope and resource constrains.
REFERENCES


APPENDICIES

Appendix 1: Questionnaire Used For Data Collection.

INSTRUCTIONS:
1. The objective of this study is to explore on the process within which employees are promoted within the local government.
2. The answers in this questionnaire should be written in the space provided.
3. Kindly answer the question clearly and honestly and the researcher hereby guarantees that the information given shall be solely used for the study and shall be treated with high confidentiality.

EMPLOYEE’S INFORMATION

Questionnaire Number

I. PERSONAL INFORMATION
1. Name of the Respondent

................................................................................................................................. (Not Necessary)

2. Gender of Respondents (Tick the appropriate answer)
   (i) Male
   (ii) Female

3. Age of the Respondents
   (i) Under 20
   (ii) 21-40
   (iii) Over 41

4. Education background of the respondent (Tick the appropriate answer)
   (i) None
   (ii) Primary School level
   (iii) Secondary School level
   (iv) Tertiary Education level
   (v) Other..............................................................................................................
5. Marital Status
   (i) Single ( )
   (ii) Married ( )
   (iii) Divorced ( )
   (iv) Widow ( )
   (v) Widower ( )

6. What is your position?
   ……………………………………………………………………………………………
   ……………………………………………………………………………………………
   ……………………………………………………………………………………………

7. For how long you have been working at Ilala Municipal council?
   (i) 1 - 5 years ( )
   (ii) 6 - 10 years ( )
   (iii) Over 10 years ( )

II. INFORMATION ABOUT ILALA MUNICIPAL COUNCIL.
8. Briefly state the core functions of Ilala Municipal Council:
   ……………………………………………………………………………………………
   ……………………………………………………………………………………………
   ……………………………………………………………………………………………

9. Does the Municipal Council have any varying administrative structures from other municipalities?
   (i) Yes ( )
   (ii) No ( )

   If Yes, why
   ……………………………………………………………………………………………
   ……………………………………………………………………………………………
   ……………………………………………………………………………………………
III. KNOWLEDGE ABOUT EMPLOYEES RECRUITMENT AT ILALA MUNICIPAL COUNCIL.

10. How are employees recruited in the Ilala Municipality?

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

11. Briefly mention five basic conditions for recruiting employees in the Ilala Municipal council?
   (i) ..................................................................................................................................
   (ii) ..................................................................................................................................
   (iii) ..................................................................................................................................
   (iv) ..................................................................................................................................
   (v) ..................................................................................................................................

IV. INFORMATION ABOUT EMPLOYEES’ PROMOTION PROCESSES IN LOCAL GOVERNMENT.

12. Do you know any policy regulating employees’ promotion within the Local Government?
   (i) Yes (         )
   (ii) No (         )

If yes, mention employees’ promotion policies/procedures that you know
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13. How is/are this/these policies/regulations implemented at Ilala municipal Council?
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14. How effective is the implementation of this/these policies/regulations?

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……………………………………………………………………………………
……………………………………………………………………………………

15. Have you ever participated in formulation or implementation of any employees’ promotion policy?
(i) Yes ( )
(ii) No ( )

If yes, briefly state at what level did you participate in?
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……………………………………………………………………………………
……………………………………………………………………………………

16. State precisely how did you participate?
……………………………………………………………………………………
……………………………………………………………………………………
……………………………………………………………………………………

17. Are there any steps followed in promoting of employees in the Local Government?
(i) Yes ( )
(ii) No ( )

If yes, briefly explain the steps or the criteria followed in promoting employees in the Local Government.
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……………………………………………………………………………………
……………………………………………………………………………………
18. What is/are the Authority(s) responsible for promoting employees in the Local Government?

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19. Are there forms of employees’ promotion in the local Government?

(i) Yes (  )

(ii) No (  )

If yes, what are these forms?

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20. Briefly explain each form and how it is applied.

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21. What factors are considered when promoting employees in the Local Government?

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22. In your opinion does the Ilala Municipality has absolute mandate to promote employees in the Municipality?

(i) Yes (  )

(ii) No (  )

If Yes or No, briefly state why,

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V. INFORMATION ABOUT OBSTACLES FACED IN PROMOTING EMPLOYEES IN THE LOCAL GOVERNMENT

23. Are there any obstacles faced in the process of promoting employees in the Ilala Municipal Council?
   (i) Yes ( )
   (ii) No ( )

24. In your opinion, briefly list any obstacles faced in the process of promoting employees.

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25. In your opinion, how can the above problems be resolved?

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