

**CHALLENGES FACING PROMOTION OF TEACHERS IN
PUBLIC SECONDARY SCHOOLS:
THE CASE OF ILEMELA MUNICIPAL COUNCIL**

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PUBLIC SECONDARY SCHOOLS:
THE CASE OF ILEMELA MUNICIPAL COUNCIL**

By

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**A Dissertation submitted in Partial/Fulfillment of the Requirements for the Award
of Degree of Masters of Science in Human Resource Management (MSc/HRM) of
Mzumbe University**

2015

CERTIFICATION

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, a dissertation entitled ***Challenges Facing Promotion of Teachers in Public Secondary Schools: the Case of Ilemela Municipal Council***, in fulfillment of the requirements for award of the degree of Masters of Science in Human Resource Management (MSc/HRM of Mzumbe University.

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I, Denice Mwijage, declare that this dissertation is my own original work and that it has not been presented and will not be presented to any other university for a similar or any other degree award.

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DEDICATION

This dissertation is dedicated to my beloved mother, Mrs. Adelina K. Bakuza, whose guidance and encouragement influenced me to study hard. Special dedication is due to my beloved future wife, Lightness Charles, who was tolerant and encouraging throughout the period of study.

LIST OF ABBREVIATIONS

AEO	-	Assistant Education Office
EO	-	Education Officer
HRD	-	Human Resource Department
IMC	-	Ilemela Municipal Council
MD	-	Municipal Director
MSEO	-	Municipal Secondary Educational Office
OPRAS	-	Open Performance Review and Appraisal System
POPSM	-	The Presidents' Office and Public Service Management
PSS	-	Public Secondary Schools
PSST	-	Public Secondary Schools Teachers
SAEO	-	Senior Assistant Education Officer
SEO	-	Senior Education Officer
SSA	-	Sub-Saharan Africa
TGTS	-	The Tanzania Government Scale for Teachers
TSD	-	Teachers' Service Department
TSS	-	Teachers Service Scheme
TTU	-	Teachers Trade Union

ABSTRACT

This study intended to investigate the challenges facing Public Secondary Schools in the promotion of teachers in Ilemela Municipal council, Mwanza region. The population of the study included officers from the TSD and HRD, MD, MSEO and teachers from Ilemela Municipal council who were obtained through both probability and non-probability sampling techniques whereby simple random sampling and purposive sampling techniques were used. The study sample comprised 64 respondents. Also, the methods of data collection employed were questionnaires, interview and documentary review. The data were analysed using both qualitative and quantitative methods. Besides, a Statistical Package for Social Scientists (SPSS) was used for quantitative data.

The findings indicate that there are some delays in the promotion of PSST. The reason for delays include the negligence of the responsible officials, some teachers reaching the bar, poor record keeping in the TSD office, the delay to get the TSD number and budget deficit. The challenges facing the TSD, HRD, MSEO and the MD were identified and how the situation can be improved through both primary and secondary data from the case.

The study recommends the following: Trainings should be given to PSST in IMC on the promotion criteria and procedures so as to make them aware of these criteria and procedures; Record keeping and information management should be improved for promotion reasons; Mechanisms to minimise bureaucracy in the promotion process should be designed in order to reduce the time to process teachers' promotions; Promotion rights for promoted employees should go timely with employees' rights such as salary increment; There should be a special fund allocated separately and adequately for promotion of PSST; The management should promote the PSST accordingly and immediately after they have attained the required qualifications.

TABLE OF CONTENTS

CERTIFICATION	i
DECLARATION AND COPYRIGHT	ii
ACKNOWLEDGEMENTS	iii
DEDICATION	iv
LIST OF ABBREVIATIONS	v
ABSTRACT	vi
TABLE OF CONTENTS	vii
LIST OF TABLES	xi
LIST OF FIGURES	xii
CHAPTER ONE	1
INTRODUCTION AND PROBLEM SETTING	1
1.0 Introduction	1
1.1 Background to the Problem	1
1.2 Statement of the Problem	6
1.3 Objectives of the Study	7
1.3.1 General Objective	7
1.3.2 Specific Objectives	7
1.4 Research Questions	8
1.5 Significance of the Study	8
1.6 Limitations of the Study	9
1.7 Delimitation/scope of the Study	10
1.8 Definition of Key Terms	10
CHAPTER TWO	11
LITERATURE REVIEW.....	11
2.0 Introduction	11
2.1 Theoretical Literature Review	11

2.1.1 The Concept of Promotion.....	11
2.1.2 Types of Promotion	13
2.1.3 Requirements for Appointment and Promotion.....	13
2.1.4 Importance/Significance of Employee’s Promotion.....	14
2.1.5 Methods of Promotion	14
2.1.6 Criteria for Promotion.....	15
2.1.6.1 Seniority as a Basis of Promotion.....	15
2.1.6.2 Merit as a Basis of Promotion	16
2.1.6.3 Seniority-cum-merit.....	17
2.1.6.4 Performance Appraisal as a Base for Employee Promotion.....	17
2.1.7 Challenges/Problems with Employees’ Promotion	18
2.1.8 Measures to Solve Problems of Employees’ Promotion	19
2.1.9 Promotion Policy	19
2.2 Teachers’ Promotion	21
2.3 Empirical Literature Review	22
2.4 Research Gap.....	25
2.5 Conceptual Framework	26
CHAPTER THREE	30
RESEARCH METHODOLOGY	30
3.0 Introduction	30
3.1 Research Design	30
3.2 Area of the Study.....	31
3.3 Population of the Study/ the Target Population	32
3.4 Sampling.....	32
3.4.1 The Sampling Techniques	32
3.4.2 Sample Size.....	34
3.5 Data Collection.....	35
3.5.1 Methods of Data Collection.....	35
3.5.1.1 Questionnaires	35

3.5.1.2 Interview	36
3.5.1.3 Documentary Review	37
3.6 Tools of Data Collection	37
3.6.1 Questionnaire Guideline	38
3.6.2 Interviews Questions.....	38
3.6.3 Documentary Review Schedule.....	38
3.7 Validity and Reliability	38
3.8 Data Analysis	39
3.9 Ethical Considerations.....	40
3.9.1 Observing Protocol	40
3.9.2 Informed Consent of Respondents.....	41
3.9.3 Confidentiality of the Information Sources	41
CHAPTER FOUR.....	42
RESEARCH FINDINGS, ANALYSIS AND DISCUSSION.....	42
4.0 Introduction	42
4.1 Respondent's Characteristics	42
4.1.1 Gender Distribution of Respondents.....	42
4.1.2 Age Distribution Of Respondents.....	43
4.1.3 Marital Status of Respondents	44
4.1.4 Respondents' Level of Education	44
4.1.5 Experience of Respondents at Work.....	45
4.2 The Policy and Institutional Framework Guiding the Promotion of PSST in IMC	46
4.2.1 Awareness of any Promotion Policy in IMC	46
4.3 Procedures and Criteria for Teachers' Promotion in IMC	50
4.3.1 Awareness and Knowledge of Promotion Procedures.....	50
4.3.2 Awareness of the Promotion Criteria.....	52
4.3.3 Knowledge on the Promotion Criteria	53
4.4 Situation of Promotion of PSST in IMC	55

4.4.1 Status of promotion.....	55
4.4.2 Interval of Promotion Before Receiving Another Promotion.....	55
4.4.3 Reasons for not being Promoted.....	57
4.5 The Ratio of Timely and Delayed Promotion of PSST in IMC	58
4.5.1 Frequency of Delayed Promotions	58
4.5.2 Reasons for Delayed Promotions.....	59
4.5.3 Impact of Delayed Promotion.....	61
4.6 Fairness of Promotion Practice.....	63
4.6.1 Reasons for Promotion Being Unfair.....	64
4.7 Problems/Challenges Leading to the Delayed Promotions of PSST in IMC	65
4.8 Suggestions for improving the promotion situation/what should be done	71
CHAPTER FIVE.....	74
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS	74
5.0 Introduction	74
5.1 Summary	74
5.2 Conclusions	76
5.3 Recommendations	77
5.4 Need for further studies	79
REFERENCES	80
APPENDICES	86

LIST OF TABLES

Table. 3.1: Population and sample size through simple random sampling:.....	33
Table. 3.2: Population and Sample size through purposive sampling	34
Table. 3.3: Population and Sample size distribution of the study	34
Table 4.1: Gender distribution of respondents	43
Table 4.2: Age distribution of respondents	44
Table 4.3: Marital Status of Respondents	44
Table 4.4: Professional levels of Respondents.....	45
Table 4.5: Experience of respondents at Work	46
Table 4.6: Any promotion policy	47
Table 4.7: Promotion criteria 2010/2011 for PSST:	49
Table 4.8: Awareness of promotion procedures	50
Table 4.9: Awareness of the promotion criteria.....	52
Table 4.10: Respondents' knowledge on the promotion criteria	53
Table 4.11: Showing the promotion situation in IMC	55
Table 4.12: Interval of receiving another promotion	56
Table 4.13: Reasons for not being promoted	58
Table 4.14: Ratio of timely and delayed promotion	58
Table 4.15: Frequency of delayed promotions.....	59
Table 4.16: Reasons for delayed promotion	60
Table 4.17: Impacts of delayed promotion to teachers and students	61
Table 4.18: Fairness of promotion	63
Table 4.19: Availability of challenges	66
Table 4.20: Suggestions for improving the promotion situation.....	71

LIST OF FIGURES

Figure. 1.1 Conceptual Framework.....	28
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CHAPTER ONE

INTRODUCTION AND PROBLEM SETTING

1.0 Introduction

This chapter consists of the background of the study, statement of the problem, objectives of the study, research questions, and significance of the study, the scope of the study, limitation of the study, delimitation of the study and the definitions of the key terms.

1.1 Background to the Problem

Promotion is the advancement of an employee from one job position to another job position that has a higher salary range, a higher level job title, and, often, more and higher level job responsibilities. It is an upward movement of an employee in the organization's hierarchy. This can also mean ability to command, more responsibilities, better working conditions and better working environment.

Prasad (2003) argues that, promotion is one of the internal human resources mobility (movement to higher hierarchical levels). The need for this kind of internal mobility of personnel arises to satisfy the expectations of existing personnel. It is an essential feature of an individual career. It is advancement in the organisation which involves a change from one job/position to another that is better in terms of status and responsibility. It is normally accompanied with increased monetary compensation privileges.

A successful organisation largely values the role of its employees through promoting them; promotion procedures must be properly implemented to avoid the negative attitudes among employees towards the organisation like reduction of work morale and sense of belonging to employees, increase in labour turn over, lack of competent and suitable employees for some positions which may result into the failure of an organization to properly deliver that service. Employees who are properly promoted are highly needed in today's organisations because they help organisation to survive, they

are more productive, and to be effective, organisations are supposed to have clear policy and procedure for promotion.

Promotion facilitates the achievement of corporate goals in both private and public organization. Promotion is adopted by organisations for various purposes including rewarding and motivating employees for their job performance (Scarborough 1999:196). Unfair promotion practices and policies cause labour turnover, also lack of promotion opportunities creates discontents and frustrations among employees. This in turn leads to low output, indiscipline and absenteeism (Gupta 2005). Jordan (2009) in his study about promotion discovered that, in order to make the promotion exercise effective; transparency, proper records and finance should be available in the entire organization.

Nyoni (2007) points out that, promotion procedures in the public organizations have not been correctly open to some of the employees. In the case of the Ministry of Foreign Affairs and International Cooperation, he discovered that many employees were not aware that after three years of services in the same position the particular employee has to be promoted. He also discovered that, factors that hindered effectiveness of promotion in that organization was lack of transparency, outdated circulars, poor records, financial constraints, lack of qualifications to the employees and lack of vacancies to be filled by promoted servants.

Promotion opportunities have also been facing a lot of challenges in the education sector at the global level, continent and in the country of Tanzania at large. As in many other professions (Rabore & Travers, 2000, as quoted by Mugweru, (2013) promotion of teachers is directly linked to an incremental remuneration structure based on hierarchical job groups which determine upward mobility. Wong & Wong (2010) observe that teacher promotion is an important issue particularly because pay levels in education unlike in the business world are relatively fixed leaving promotion as an important reward tool through which teachers can strive to meet standards set by their employers. Although promotion is a complex issue that may depend on many factors simultaneously, motivational factor is the most dominant outcome. Through promotion,

teachers are enabled to find roles which satisfy them at different positions in the job hierarchy reversing possibilities of negative reaction mechanism when teachers are dissatisfied with their current job positions.

Haq and Islam (2005) in their study about teacher motivation and incentives in Bangladesh identifies that Promotion prospects for most teachers are very limited. Consequently, only around 5-10 percent of teachers manage to get promoted to higher positions during their careers. This impacts teachers' performance since teachers' motivation is crucial for effective delivery of education. They comment that a demotivated teaching force is a liability to the education system as well thought through reforms will remain sterile in the hands of teachers who are not committed to the goals of educational reform. Low motivation impacts on teacher behaviour and shows itself in attitudes to attendance, punctuality, time on task, and ultimately the performance output of teachers.

A study conducted in SSA focusing on teacher motivation and incentives (Bennel & Akyeangpong, 2007) found that teachers were facing motivation crisis and as a result, learners were not taught properly due to low job satisfaction and motivation levels among teachers. One of the reasons cited was apparent irregular promotions particularly in rural schools.

Also, a study on secondary school teachers' satisfaction in Transkei, South Africa (Mwamwenda, 2000) found no significant difference between respondents when salary was used as the criteria of satisfaction. There was however a significant difference when promotion was used as the criterion. A similar research done in Eastern Cape of South Africa (Mwamwenda, 2004) made similar observation with 48% satisfaction and 52% dissatisfaction when salary was used as the criterion for satisfaction. More teachers were however for the view of dissatisfaction on using promotion as the criterion of satisfaction compared to salary. They felt that the process of promotion was not fair.

Promotion opportunities within the profession are often limited in SSA. As a result, many skilled teachers leave the classroom, while others become demotivated by the lack

of status and recognition (VSO, 2002). In many countries, teachers are demoralized by the lack of transparency and information in the promotion process (Gaynor, 1998).

There are evidence of recurring weakness in the management of education systems in Sub-Saharan Africa (Mingat, 1998), there are many difficulties which are frequently reported among others is the promotion problem. Questionable promotion procedures where teachers often feel that the allocation of promotional posts is biased or corrupt (Gaynor 1998; Gottelmann-Duret and Hogan 1998). Mulkeen et al. (2007) suggests Transparency as one among the solutions that can be used to reduce the problems and challenges related to management of education system including promotion opportunities. In South Africa, for example, transparency of the promotion system has been enhanced through the participation of the school board and teachers' union representatives in the process.

Adelabu (2005) in his report concerning with Teacher motivation and incentives in Nigeria identifies the key conditions that must be met by teachers in order to be promoted, these are: Satisfactory performance on the job of a teacher, technical skill in teaching methodology, evidence of impact on student learning achievement, an unblemished character and good relationship with students, colleagues, school authorities and parents.

However, according to Nigerian Union of Teachers officials, teachers have often expressed dissatisfaction with the promotion system because, in practice, teachers are promoted on the basis of their qualification and years of service rather than on the basis of the stipulated conditions for promotion. As corroborated by stakeholders interviewed, the promotion exercise tends to ignore evidence of teacher performance, and emphasize years of experience, irrespective of the quality of that experience. Consequently, in most cases, both good and bad teachers are promoted together. This has resulted into the Nigerian educational system to appear to be staffed by teachers with poor morale and low levels of commitment to their work.

Studies in Kenyan schools have over the years continued to underscore the link between teacher promotion and teacher satisfaction that potentially enhances motivation to perform better. For instance, a study focusing on satisfaction levels of secondary school teachers in Githunguri division in Kiambu district (Kamau 2003) shows that policies and procedures in promotion were a great source of dissatisfaction among 70 % of the teachers (73% for men and 67% for women).

A survey conducted by TSC (Siringi, 2010) as quoted by (Mugweru, 2013) to find out employer/customer satisfaction found that teachers wanted among other things faster promotions and review of methods used to reward hard working teachers. Promotion procedures were found to be slow and merit was not adequately considered resulting to stagnation in the same job group which negatively affects teachers' job satisfaction and motivation. Some teachers take up to twenty years before promotion beyond the common establishment grade (L) (Machio, 2011).

Promotion is still a big problem in various organizations and the public sector in Tanzania and other different parts of the world, most organizations fail to appropriately promote their employees in the public sector and hence cause dissatisfaction among the employees. Officers and departments concerned with promotions must make sure that policies and regulations for promotion are adhered to not to disappoint employees but motivating them for better performance and improved morale of work, this stimulated the researcher to carry out the study so as to investigate the challenges facing the IMC in promoting public secondary school teachers as there are many complaints from teachers on the issue of promotion.

This study intended to investigate the promotion exercise of the public secondary schools teachers in Tanzania with the focus on the duties and functions of the Ilemela Municipal Council, challenges facing the same and suggesting the means to improve its functioning in relation to the promotion of Public Secondary School Teachers.

1.2 Statement of the Problem

Before the introduction of public service reform in 1990's, promotion opportunities in the public sector were not in good situation and the government has been making and reviewing as well as changing various promotion policies in order to cope with changes and assist the whole process of promoting employees in the organizations, for example, the promotion policy in the handbook of Public Service Management and Employment Policy of 1999. The policy stated that; promotion would be based on merit through open competition for the vacant position and open to both internal and external candidates. The main criterion for selection being the suitability of the applicant for the job in question as demonstrated by his or her academic qualification, skill and personal qualification.

Again the government introduced the public service Regulations of 2003 by which section 12(4) insists on the use of merit criterion at high weight than seniority. It states that, candidates having the same degree of preferred qualification and experience, proved merit and suitability for the post in question shall be accorded greater weightage than seniority.

In recognizing the performance and potential of an individual, the government of Tanzania in 2004 introduced the other criterion that is Open Performance Review and Appraisal System (OPRAS). This is the modern system of assessing, reviewing and appraising employees' performance into organization (Mfuko, 2006).

Because of various review, the newly given promotion policy in the handbook of public service management and employment policy of 2008 second edition insists that promotion of employees should be done basing on merit, seniority and the new promotion criteria that is OPRAS. Therefore, the vacancy should not be competed for instead be filled according to the Scheme of Service of the cadre concerned.

With the establishment of the Employment policy, the public service Act No.8 of 2002 and the new public service Regulation of 2003, the conduct of promotion exercise has somehow changed. The focus now is meritocracy.

But the concern was raised that promotion opportunities in public organizations in Tanzania are not open to all employees and some of them are not aware that after three years of services in the same position a particular employee is due for promotion. The main reservation raised is that the promotion policy is not effectively implemented in the public organization (Chiduwoli 2007; Nyoni, 2007).

Despite the fact that there is a clear scheme of service about teachers' promotion in Public Secondary Schools, there were still some complains about teachers' promotions delay or not promoted at all (TTU, 2008), which is an indicator that there are challenges facing the public sector in the promotion of its employees and these are the issues the researcher wanted to investigate. The study therefore intended to investigate the challenges facing the promotion of public secondary school teachers in Tanzania taking Ilemela Municipal Council (IMC) as a study case.

1.3 Objectives of the Study

1.3.1 General Objective

The general objective of the study was to investigate the challenges facing the promotion of Public secondary school teachers in Tanzania using Ilemela Municipal Council as a case.

1.3.2 Specific Objectives

Specifically this study intended;

- i. To find out the policy and institutional framework guiding promotion of PSST;
- ii. To identify and asses the procedures and criteria used to promote the PSST;

- iii. To establish and explain the ratio of timely and delayed promotion of PSST in IMC;
- iv. To find out the challenges leading to delayed promotions of PSST in IMC.

1.4 Research Questions

The study on the challenges facing the promotion of Public Secondary School Teachers attracted the following questions;

- i. What is the policy and institutional framework guiding the promotion of PSST?
- ii. What are the procedures and criteria for promoting the PSST?
- iii. What is the ratio and explanations for timely and delayed promotions of PSST in IMC?
- iv. What are the challenges leading to delayed promotions of PSST in IMC?

1.5 Significance of the Study

Due to the importance of promotion to the employees and the organizations, the study is therefore very significant in the following ways:

- i. The study will provide an insight on the policy and institutional framework guiding the promotion of PSST where the policy concerned with promotion of PSST were identified and clarified as well as the institutional framework regarding the same.
- ii. The study will give an insight on the challenges facing the promotion of the PSST that leads to the delays of promotions of PSST and in this case the challenges which were identified may help academicians as a ground for more researches that may lead to establishment of some policies to reduce these challenges and hence to improve the promotion process.
- iii. The study will add the knowledge to the field of study of HRM and specifically on promotion as an important HR policy since it will give an insight on a variety

of issues regarding to promotion of teachers and more especially the process and criteria used to promote PSST.

- iv. The findings will help the academicians as a source and base for further research or scientific rationale and academicians who are interested to undertake a research on the same or related problem.
- v. Also, as an academic research the study is a part of the requirement and fulfillment of Master Degree in HRM to a researcher.

1.6 Limitations of the Study

In this study, there were some limitations that were encountered, these were as follows;

- i. Lack of enough resources such as financial resource to cover for stationary and to cover for the big sample for the whole period of the field, especially given that the researcher was self-sponsored. In handling this limitation a researcher used cost effective means to cut down costs for conducting the research, this included using public means of transport for field trips.
- ii. Biasness from respondents especially from TSD, HRO and MD in favor of their departments/offices concerned which could not be always correct hesitating to provide information due to suspicions of the misuse of the information provided. For this limitation, confidentiality was assured to the respondents on the information provided.
- iii. It was a bit difficult to get the information that was considered confidential and sensitive fearing of being in violation of organization policies with regards to handling confidential information; this could have affected the effectiveness of the study to achieve the intended objectives. With regard to this the researcher assured the respondents that any information obtained from them would be treated with much care and confidentiality.

1.7 Delimitation/scope of the Study

The study was restricted to a single organization that is to say IMC in Mwanza Region, Tanzania. The study was therefore delimited to only 5 public secondary schools in the Illemela Municipal Council with limited sample of respondents. In addition the research study focused on investigating the challenges facing the IMC in the promotion of PSST.

1.8 Definition of Key Terms

This part provides the definitions of the key terms used in the study. Such concepts include; promotion and teacher.

Promotion

Gupta (2012: 18.7) defines promotion refers to the advancement of an employee to a higher post carrying greater responsibilities, higher status and better salary. It is the upward movement of an employee in organization's hierarchy, to another job commanding greater authority, higher status and better working conditions.

“Teacher”; the Tanzania Education Act (section 353 R-E 2002) section 2 (1) defines a teacher as ‘any registered person in accordance with the Law’. Section 46 of the Education Act (section R-E 2002) stipulates that, a person who has been registered by the commissioner for Education and being awarded a teaching license will be regarded as a teacher (the Tanzania Education Act, 2002).

Senge (2000) defines a teacher as an expert who is capable of imparting knowledge that will help learners to build identify and to acquire skills that will be used to face the challenges in life. The teacher also provide to learners knowledge, skills and values that enhance development.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter covers three sub sections which are theoretical literature review, empirical literature review and conceptual frame work covering the idea of promotion as advanced by different scholars and their perception. In research, literature review means the work the researcher consulted in order to understand and to investigate the research problem. A literature review therefore is an account of what has been published on a topic by accredited scholars and researchers (Kombo, 2006).

2.1 Theoretical Literature Review

This sub section is an evaluative part which covers a review of various literatures related to the study. It gives the review by describing, summarizing, evaluating and clarifying the literature. It gives the theoretical base for the research and helps the researcher to determine the nature of the research. It covers a review on the concept of promotion, types of promotion, significance/importance of employee promotion, methods of promotion, basis for promotion, promotion policy, refusal of promotion, measures to solve the problems of promotion.

2.1.1 The Concept of Promotion

Promotion is one among the essential human resource functions carried out in any organization. The management of promotion needs to be done in the required manner for the purpose of increasing employee morale to work effectively and efficiently and in turn leading to the achievements of organizations set goals.

The concept of promotion has been defined by different scholars in different ways; however their definitions are more less the same with similar meanings: According to Gupta (2012: 18.7) promotion refers to the advancement of an employee to a higher post

carrying greater responsibilities, higher status and better salary. It is the upward movement of an employee in organization's hierarchy, to another job commanding greater authority, higher status and better working conditions. When an employee is assigned a higher level job with more pay and power, he is said to be promoted. Promotion may be temporary or permanent depending upon the needs of the organization. When an employee is assigned to a higher level job without increase in pay, it is called 'dry' promotion.

Promotion is the transfer of an employee to a new position that commands higher pay, privileges or status compared with the old. In other words it is vertical move in rank and responsibility (Gosh 2000:103). Myers and Pigours (1981:304) defines that, promotion involve change of job with increase in status, authority and salary. It is the movement of an employee to a higher level job with increase in authority, status and pay where it is done vertically as a motivating tool to the employee. Promotion is an act of moving an employee up to an increase in responsibility and status and a better pay remuneration package. It is linked with the upward career progression and usually arises as a result of excellent performance (Herry, 2001:286-287).

Sisk and Williams (1981:237) perceives promotion as involving change from one job to another that is better in terms of status and responsibilities. Ordinary, increased pay and privileges accompany the change to a higher job. When a worker has his salary increased in often loosely referred as promotion although strictly speaking, that person should be doing some other job it is really a promotion. Promotion involves a change of status and usually means appointment to higher grade-post with greater responsibilities (Denyer, 1969). Stoner (1971:497) also considers promotion as a type of transfer which deals with the shift of people to higher positions in the hierarchy, usually with added salaries, status, authority and opportunity. Graham (1992:211) defines promotion as a move of an employee to jobs within the company which has greater importance and usually higher pays.

2.1.2 Types of Promotion

Prasad (2005) identifies three types of promotion:

- (i) Dry promotion; refers to increase in responsibility and status without any increase in pay or other financial benefits. Example when a professor in a University becomes the Head of Department (HOD), there is no increase in salary.
- (ii) Horizontal promotion; this type of promotion involves an increase in responsibility and pay with change in the designation. However, the job classification remains the same. For example, a lower division clerk is promoted as an upper division clerk. This type of promotion is referred to as upgrading the position of the employee.
- (iii) Vertical classification; this type of promotion leads to changes in job status, responsibility, job classification and pay, sometimes this type of promotion changes the nature of the job completely. The job involved at these two positions is completely different. This type promotion motivates an employee to work harder as it is accompanied with pay increase and in turn performance improvement.

2.1.3 Requirements for Appointment and Promotion

The public service scheme of 2003 clause 30 provides that, an individual shall be eligible for appointment or promotion after meeting the following necessary requirements:

- i. Academic qualification determined by a certain level of education requirement.
- ii. Professional competence determined by the skill level of that profession.
- iii. Age qualification determined by the date of birth from the birth certificate or other documents legally accepted.

- iv. Good character and integrity by his or her appearance and interaction with other people.

2.1.4 Importance/Significance of Employee's Promotion

Promotion of employees has a considerable number of benefits not only to the employee but also to the organization in which they work. Chruden and Sherman (1980) view promotion as the means to ensure effective utilization of skills and abilities of those individuals who have been developed. Promotion creates a feeling of satisfaction with the situation and conditions and encourages continuing working with the company or institution. There are two main reasons behind promotion in organisations, first is to enhance employee's motivation and ultimately achieve organizational success and second to ensure the achievement of the interactions of the individual employees (Armstrong 1984).

According to Yoder (1977) promotion provides incentive to initiative to initiate enterprise and ambition; minimizes individual's discontent and unrest; attracts capable individuals; necessitates logical training for advancement and forms an effective reward for loyalty and cooperation and long life service. Flipo (1961) argues that promotion include a change from one job to another that is better in terms of status and responsibilities. Ordinarily, the change to the higher job is accompanied by increase in pay and privileges.

2.1.5 Methods of Promotion

There are two ways in which organizations may promote its employees; these are management decision and internal advertisement. Bennet and Graham (1992) explain these ways as follows:

- i. Management decision; here an employee is selected for promotion on the basis of information already known to the management. This method is quick and inexpensive and obviously suitable for small organizations. It is often used when

management has complete and update employee's records which can be used to identify all possible candidates for any job. Under this method an employee is not involved in the interview or any other assessment.

- ii. Internal advertisement; employees are told by notes that are vacant and they are invited to apply. Some or all candidates are interviewed and one who fits is finally selected. It is comparatively, expensive and time consuming method but is particularly suitable to large organizations in which management cannot be expected to have personal knowledge of possible candidates.

2.1.6 Criteria for Promotion

Gupta (2012:18.8) identifies three criteria of promotions in an organization which are seniority, merit or a combination of both.

2.1.6.1 Seniority as a Basis of Promotion

Seniority implies relative length of service in the same organization. Seniority is suggested as the criteria for promotion on the plea that there is a positive correlation between length of service and talent. This system is also based on the tradition of respect for older people (Gupta, 2012).

The author provides the following advantages of seniority as the basis of promotion; it is relatively easy to measure length of service and there by judge the seniority of an employee. This is due to the fact that an employee should have worked for certain period of time in order to be promoted. Also, the system is simple to understand and operate. Every employee can himself find his place in the promotion list.

Again it is an objective criterion where there is no scope for favoritism. Therefore, it creates a sense of security among employees and avoids grievances and conflict arising from promotion decision. Due to that fact it helps to reduce labour turn over because every employee has a chance for promotion provided he remains with the organization.

Moreover, this system enjoys full support of trade unions and therefore, contributes to cordial industrial relations as it provides the sense of satisfaction to senior employees.

Disadvantages of seniority as a base of promotion have also been provided as follows; the assumption that length of service indicates talents is not valid. Beyond a certain age a person may not learn. So oldest is not always the ablest. Again in this system the performance (worth) and potential of an individual is not recognized. Therefore, it demotivates and demoralizes the young employees who are talented. They have to wait for long to get promotion and may, therefore, leave the organization due to frustration.

The system kills ambition and zeal to improve performance because everybody will be promoted without improvement. Also, the efficiency of the organization suffers in the absence of incentive for hard work and self-development and hence the concern fails to attract young and hardworking employees.

Stoner also focuses on seniority system that cherishes the relative duration the employee has served. He terms seniority plan as old as civilization itself. The author says, “The eldest son succeeded his father as Chief, King and Emperor of a state as inheritor of power of his father” (Stoner, 1997:83).

2.1.6.2 Merit as a Basis of Promotion

Merit implies the knowledge, skills and performance record of an employee. According to Scott (1977) when management claims to promote on the merits, it places a burden on itself to establish control that will recognize merit minimizing any chance of malpractices.

The advantage of merit as a base of promotion according to the author is that it motivates competent employees to work hard and acquire new skills. Also, it helps to maintain the efficiency of the organization by recognizing talent and performance and it helps to attract and retain young and promising employees in the organization.

The disadvantages of merit based promotion are; it is very difficult to judge merit and subjective judgment involved as it may be dominated by favoritism. This leads to trade unions and workers' distrust on the integrity of management in judging merit. Therefore, employer-employee relations may be strained. On the other hand merit indicates past achievement. It may not denote the future potential and past experience of an employee. Also, when young employees are promoted over older employees, the old and experienced people may leave the organization as old employees feel insecure.

2.1.6.3 Seniority-cum-merit

Gupta (ibid) suggests that both seniority and merit suffer from certain limitations. None of them is by itself is a complete criterion. Therefore, sound promotion policy should be based on the combination of both seniority and merit. A proper balance between the two criteria can be created in several ways as follows;

Minimum length of service may be prescribed. For example, employees with five years of service or more are made eligible for promotion. Among these merit is used as the sole criteria to select the employee for promotion. Relative weightage may be assigned to senior and merit. For instance, 40% for senior and 60% for merit weightage may be used. Employees with a minimum performance record and qualifications are treated eligible for promotion. Seniority is used to choose from among the eligible candidates.

2.1.6.4 Performance Appraisal as a Base for Employee Promotion

Cole (2002) argues that, performance appraisal is among the source for personal professional satisfaction, usually relate to the assessment of staff or managerial performance and not to that of manual workers. There are two categories of appraisal that is, informal and formal. Informal appraisal is the continuing assessment of an individual's performance by his manager in the normal course of work. This kind of assessment is an ideal nature and a natural by-product of the day to day relationship between managers and subordinates. This determined by intuitive feeling as factual

evidence of result. Formal appraisal is more rational, orderly, systematic and planned assessment of employee's performance in an organization or firm.

There are several reasons to why appraisals are carried out in an organization. These include identifying employee's strength and weaknesses enabling employees to improve their performance, providing basis for rewarding employees in relation to their contribution to the organizational goals, motivate individuals, identifying training and development needs and providing information for succession planning.

2.1.7 Challenges/Problems with Employees' Promotion

According to Jordan (2009) citing Donnelly (1984) and Schermerhorn (1996) there are two problems of promotion as follows;

Disappointment: Some employees who are not promoted will be disappointed when their colleagues with similar qualification and experiences are promoted either due to favoritism or lack of systematic promotion policy. Employees may develop a negative attitude and reduce their contribution to their organization and individual advancement.

Refusal of promotion: Normally an employee accepts promotion when promoted. But there are several incidents where employees refuse promotion. The incidents include promotion with transfer to remote places, promotion to that level where the employee feels that he will be quite incompetent to carry out the job, delegation of unwanted responsibilities and when trade union leaders feel that promotion causes damage to their position in trade unions.

James and Charles (1987) as cited in Jordan (ibid) points out that even when promotions are fair and appropriate, they still have a number of problems; Organizational members bypass promotion; frequently feel resentful and it may affect their morale. A staff report may contain an assessment of what an individual is doing rather than what the individual is capable of doing. The different skills and knowledge on professional jobs should be identified in advance.

2.1.8 Measures to Solve Problems of Employees' Promotion

Jordan (ibid) suggests that an organization should provide a uniform distribution of promotion opportunities throughout the organization. It means the ratio of internal promotions to external recruitment must be the same in all departments. Otherwise there will be discouragement and frustrations in the department where this ratio is lower, therefore equal opportunities for promotion should be provided to all categories of jobs in all the departments.

The basis of promotion should be clearly specified. Criteria should be laid down for judging length of service, merit and potential. The assessment and responding should be objective. Also, appropriate authority should be entrusted with the responsibility of taking decision on promotion and the function of promotion should rest with the concerned line executive; the personnel department should only suggest the names along with their records.

Suitable training and development opportunities should be provided so that employees can prepare themselves for advancement. Lastly but not least, the promotion policy should be in writing and should be communicated to the employees. The policy also should specify that wherever senior person is not selected for promotion he/she will be told the reason.

2.1.9 Promotion Policy

Gupta (2012:18.11) suggests that, every organization should formulate a sound policy regarding promotion of its employees. The company that has no recognized promotion policy is likely to have frustrated and restless employees as they have no opportunity for advancement. The main features of a good promotion policy are as follows;

It must provide for a uniform distribution of promotion opportunities throughout the company. It means the ratio of internal promotions to external recruitment must be the same in all departments. Otherwise there will be discontent and frustration in the

department where this ratio is lower. Therefore, equal opportunities for promotion should be provided to all categories of jobs in all the departments.

It must tell employees the avenues of advancement available to them. Multiple chain promotion charts may be prepared for this purpose. In such a chart each position is linked to several other positions to which promotions can be made. The charts showing ladders or path of advancement or promotion routes are called opportunity charts or fortune sheets. Dead end jobs should be labeled and the upward path should be well marked on the chart.

The basis of promotion should be clearly specified. Due weightage should be given to seniority, merit and future potential of an employee. Clear cut norms and criteria should be laid down for judging length of service, merit and potential. The assessment and reporting system should be objective. Also, appropriate authority should be entrusted with the responsibility of taking decision on promotion. The final authority to sanction a promotion should rest with the concerned line executive. The human resource department should only suggest the names along with their records.

Again suitable training and development opportunities should be provided so that employees can prepare themselves for advancement and detailed records of service and performance should be maintained for all employees. More importantly, the policy should be fair and impartial. Arbitrariness, favoritism, etc. should be eliminated and it should be consistent, i.e., it should be applied uniformly irrespective of the person concerned. Also, it should be correlated with career planning. Sudden spurt of promotions (bunching) and long period of no promotions (promotion draught) should be avoided.

However, a suitable system of follow-up, counseling and review should be established. All promotions should be on a trial basis and the progress of the promoted employee should be monitored to ensure that all is going on well. Counseling and guidance should be provided to the employees rejected for promotion. Alternatives like up gradation may be provided for deserving candidates.

A provision for appeal against the management's decision and its review should be made. This is necessary to satisfy employees who accuse management of being biased. Provision should be made for timely release of the promoted employees from his present superior. In addition to, the promotion policy should be in writing and should be communicated to the employees. The policy may also specify that whenever a senior person is not selected for promotion, he will be told the reason for his suppression and the policy should be flexible. Internal staff should be given a fair chance of promotion before higher level posts are filled from outside.

2.2 Teachers' Promotion

As in many other professions Rabore & Travers (2000), points out that promotion of teachers is directly linked to an incremental remuneration structure based on hierarchical job groups which determine upward mobility. Wong & Wong (2010) observe that teachers' promotion is an important issue particularly because pay levels in education unlike in the business world are relatively fixed leaving promotion as an important reward tool through which teachers can strive to meet standards set by their employers.

Promotion in teaching on the other hand usually involves movement out of teaching into positions of management and administration. In secondary schools there are complex structures of senior and middle management which give career and promotion opportunities to many teachers. The head teacher position is currently the peak, the top management post in schools (Evetts, 1992).

Although promotion is a complex issue that may depend on many factors simultaneously, motivational factor is the most dominant outcome. Through promotion, teachers are enabled to find roles which satisfy them at different positions in the job hierarchy reversing possibilities of negative reaction mechanism when teachers are dissatisfied with their current job positions. A report by South East Asia Ministers of Education Organization (SEAMAO) on achieving EFA goals by year 2015 recognized the great role played by teachers and consequently recommended teacher motivation

strategies through pay and regular performance based promotions besides other measures as key component of education development plans (Jeradechakul, 2011).

According to Glickman (2009), motivation shifts depending on the age of employees. Young employees thrive on challenge, training and new opportunities while older employees are motivated by freedom, balance in their lives and transferable retirement packages. Leithwood, Begley & Bradley (1994) classify stages of career development in teaching as; launching career, stabilizing stage, new challenges and concerns, professional plateau and finally preparing for retirement. The first stage is accompanied by reality shock in trying to motivate and discipline students simultaneously. At stabilizing stage, teachers are committed to their work seeking promotions and participation in many school activities. The third stage involves self-assessment of success in and out of work after which one group of teachers stop striving for promotions and concentrate on teaching while the other group stagnate, become bitter and disinterested in further professional growth. The first group becomes the pillar of the school while the second is usually critical and frustrated.

The UNESCO report (2004) on education and gender recommended entrenching gender in education policies and plans to ensure parity suggesting that disparities are prevalent along gender lines. Along the same line an ILO report (2004) on labour standards advocated for equal opportunities in international labour markets to redress ‘gender inequality’ at work.

2.3 Empirical Literature Review

The empirical literature review is concerned with reading other researchers’ works similar to the topic in order to explore on how far the study on the topic has been reached by other researchers and to discover the gap in their studies (Kombo, 2006). Different researchers have investigated on the promotion and came out with the following findings;

Mugweru (2013) conducted a study on Promotion of Secondary School Teachers by Gender, Experience and School Type in Kenya and found out the following weaknesses through the principals who noted among other things lack of fairness, corruption, few slots for promotion, low funding for promotion, unqualified teachers being promoted, lack of proper information on promotion opportunities and lack option for those who are left out as some of the problems associated with promotions. Also, from the district education human resource officers where they noted very few vacancies and a large number of qualified teachers as a handicap to effective promotions making many qualified teachers not to attend interviews.

Chiduwoli (2007) researched on “An assessment of promotion in the local government Authorities, a case study of Mbinga district council”. He concluded that ineffective implementation of promotion lead to number of complaints from the employees. He recommended that;

- i. Personnel department should make sure that promotion policy are made clear and open to all employees regardless their positions.
- ii. The open performance review and appraisal system (OPRAS) should be used.
- iii. Training program should be launched to employees so as to upgrade their qualification so that they can be promoted.
- iv. Promoted employees should get new salaries in time so that to make promotion process meaningful.

The researcher in his study did not concentrate on the challenges facing the promotion of teachers in the public secondary schools rather employees in general in Mbinga district council, but the researcher in this study intends to investigate on the challenges facing the promotion of PSST.

Adamson (2007) studied about promotion procedures concerning bank workers and study was conducted at Azikiwe branch. The objective was to assess the procedure for

promotion of workers in the branch. He discovered some problems facing the promotion procedures as follows; lack of education, fund, favouritism, lack of proper records of workers performance, lack of awareness of the merit system and merit system as a limiting factor to a number of employees to be promoted. The study focused much on the promotion procedures concerning bank workers but did not touch anything about the promotion of teachers in the PSS which is the area of the focus of the researcher in this study.

The study by Ngui (2010), aimed at assessing the effectiveness of promotion practices as a means of motivating employees in Tanzania organizations with a special reference to Sokoine University of Agriculture (academic staff). The assumption made was that effective promotion practices of employees in most public organizations are considered as major factors contributing to work performance. Furthermore, the study assumed that effective promotion practices would lead to high organizational performance; while unsatisfactory promotion practice would lead to low organizational performance. The researcher recommended that; promotion is a sensitive issue to any worker and therefore fair judgments should be adhered to when it comes to its practice for instance, a team of experts should be used in order to review recommendations made by students towards a lecturer to come up with a conclusive answer.

Units/weight/value given to teaching task should be reviewed periodically in order to motivate lecturers to devote much time in classes, as most of their time is basically spent looking for what to write and publish as this seems to fetch more units as compared to teaching. The researcher concentrated on the effectiveness of promotion practices in Sokoine University of Agriculture which is not the main focus of my study.

Jordan (2009) studied the problem and measures of employee promotion in local government a case study of Rungwe District. His concern was to understand the problems facing the promotion procedures and the consequences of those problems in the working performance as well as the measures taken to address the problems. Jordan concentrated only on problem and measures of promotion but in my study the focus is

on investigating the challenges facing the promotion of PSST in Tanzania a case of IMC which was not touched by Jordan.

Zebida (2011) examined the factors contributing to effective promotion procedures in public service management. The study findings shown that the problem that TANESCO encountered in implementation of promotion procedure were lack of proper record management for reference, improper qualification for internal employees who have been promoted, lack of openness and transparency on promotion criteria, lack of vacancies and lack of training. The researcher concentrated on the factors contributing to effective promotion procedures in public service management but he did not pay any attention on the challenges facing the promotion of PSST especially in IMC which is the main focus of my study.

2.4 Research Gap

From the above discussion, it was observed that, the empirical literature review was supportive of the research objectives and that there is a research gap that has been revealed which becomes the focus of this study.

A lot has been written on employees' promotion, but the question remains why do many organizations still experience a lot of weaknesses in the promotion of employees?

However, observation made from empirical literature review revealed that, most of the research studied about Promotion of Secondary School Teachers by Gender, Experience and School Type, promotion in the local government Authorities, promotion procedures concerning bank workers with the objective of assess the procedure for promotion of workers in the branch. Other studies were assessing the effectiveness of promotion practices as a means of motivating employees in Tanzania organizations, the problem and measures of employee promotion in local government and the factors contributing to effective promotion procedures in public service management.

Furthermore, it was noted that, these studies paid little attention on the challenges facing the promotion of teachers in the public secondary schools, policies governing the

promotion practice, criteria and procedures considered during promotion, thus it influenced the researcher to conduct this study to fill this gap.

2.5 Conceptual Framework

A conceptual framework is an assemblage set of research concepts cum (combined with) variables together with their logical relationships often represented in the form of; diagrams, charts, pictographs, flow-charts, organ gram or mathematical equations. Conceptual research framework unveils studies phenomenon of concepts cum variables into simple set of relations that can be easily understood, modeled and studied (Ndunguru, 2007:47). Further a conceptual framework is a set of broad ideas and principles taken from relevant fields of enquiry and used to structure a subsequent presentation (Reicher & Rainey cited in Kombo, 2006:49).

In order to investigate the research problem of this study which is the challenges facing the IMC in the promotion of secondary school teachers, the following aspects (variables) were examined;

- i. Budgetary constraints (Financial Problem),
- ii. Delay of the approval from the POPSM,
- iii. Big number of teachers to be handled by the Municipal,
- iv. Negligence and delay in filling OPRAS forms,
- v. Poor personnel recording,
- vi. Lack of teachers awareness on promotion criteria

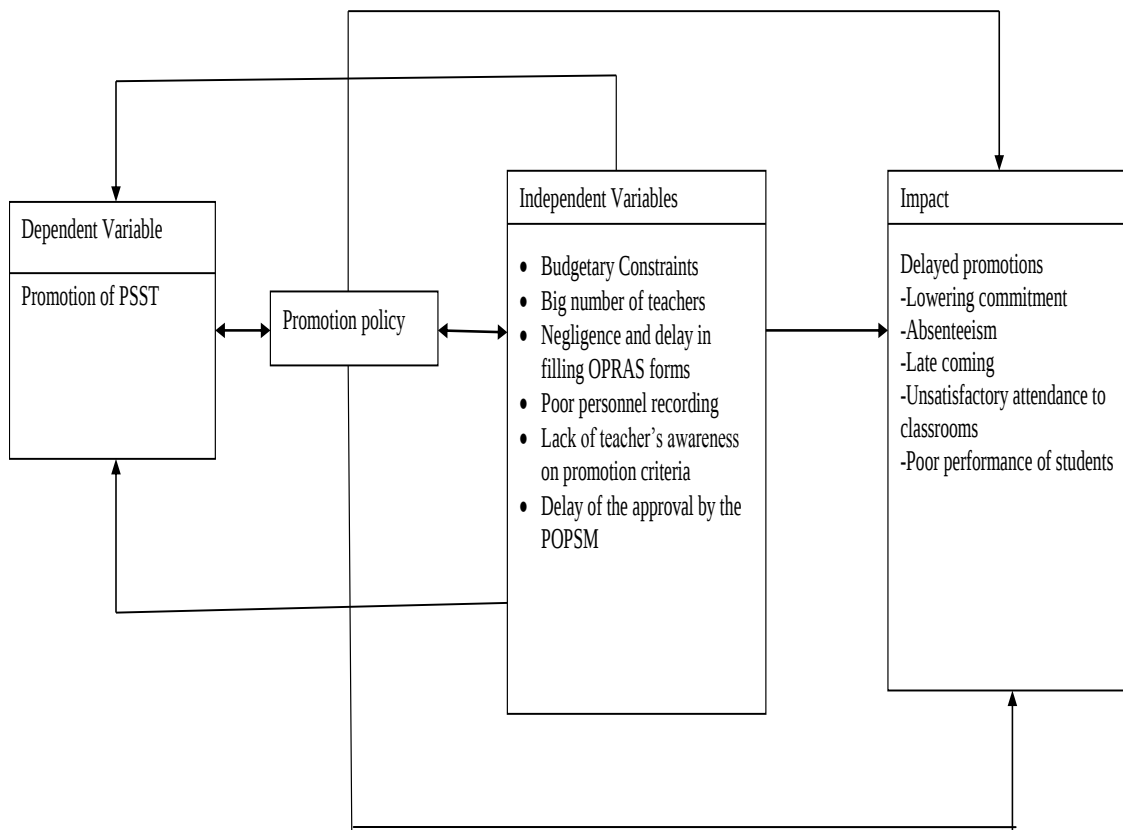
Explanation of Variables

Budgetary constraint is a limited estimate of income and expenditure for a set period of time or the amount of money needed or available for a purpose of supporting the Municipal. Delay of the approval from the presidents' office and public service means when the names to be promoted are sent to the president's office often delay to be

approved. Big number of teachers to be handled by the Municipal implies that teachers are many as compared to the capacity of the Municipal to handle. OPRAS is an open, formal and systematic procedure designed to assist both employers and employees in planning, managing, evaluating and realizing performance improvement in the organization with the aim of achieving the organizational goals. Personnel are people employed in an organization or engaged in an organized undertaking and in this case they are public secondary school teachers. Teachers' awareness is the situation where some teachers may not be aware of the promotion criteria and fail to give support to the authority concerned with their promotion.

These variables are clearly shown in the chart below against the dependent variable which is promotion of PSST and the promotion policy which in turn may lead into delay in promotion and lowering commitment of teachers which can be observed through absenteeism, lowering of teachers' morale, late coming and poor performance of students.

Figure 1.1: Conceptual Framework



Source: Researcher (2014)

Explanation of the Diagram

Promotion policy is at the center of the promotion process which is the guideline for promotion and it affects the whole process of promotion. If the promotion process is good it may improve the promotion function but it may at times be affected during the implementation by factors like budgetary constraints, delay of the approval by the POPSM, big number of teachers, negligence and delay in filling OPRAS forms, poor personnel recording, lack of teachers awareness on promotion criteria which all these are the independent variables that challenges the promotion of PSST. Again these challenges may lead into the following impact if they are not addressed: delayed

promotion is the main impact of these challenges which in turn my lead into lowering commitment of teachers and morale, absenteeism and late coming as well as poor performance of students.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter presents the methodological approach used in conducting the study (during the research work). It covers the research design, study area, target population, sample size and sampling techniques, data collection techniques and the data analysis techniques.

3.1 Research Design

A research design is the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure. (Kothari, 2004). Again research design is needed because it facilitates the smooth sailing of the various research operations, thereby making research as efficient as possible yielding maximal information with minimal expenditure of effort, time and money. Research design stands for advance planning of the methods to be adopted for collecting the relevant data and the techniques to be used in their analysis, keeping in view the objective of the research and the availability of staff, time and money (Kothari, 2004).

The researcher used a case study design as a mode of investigation so as to come up with viable and specific findings. The design focused on a particular case as a unit under investigation across a variety of characteristics. The reason behind this design was because of its support to disclose more detailed information about the case (of a unit) which contributes to the success or failure of such unit. Also, it allows a combination of primary and secondary data collection methods that is through qualitative and quantitative techniques that include interview, questionnaires and documentary reviews that include - letters, diaries, an employee records which were all used to explore a lot of information about the challenges facing the promotion of PSST in Ilemela Municipal

Council from the government officials including the MD, HRD, TSD, MSEO and from PSST.

Ndunguru (2007:71) argues that, the aim in a case study is to investigate the unit across a variety of characteristics since it is characterized by a thorough study of a unit over a range of variables but always maintaining the unitary nature of the unit of enquiry, it is flexible in terms of data collection methods and analysis. Also, a case study design is characterized by depth and breadth: it is an intensive study of the case.

3.2 Area of the Study

The study was specifically conducted in Ilemela district; one of the seven districts of Mwanza region in Tanzania. It is bordered to the north by the Nyamagana district, to the east by Magu district, to the east and south by Misungwi district and to the west by the Mwanza Gulf of Lake Victoria. Mwanza city is located on the southern shores of Lake Victoria in Northwest Tanzania. It is situated between latitudes 20 15 south-20 45 just South of the Equator and between longitudes 320 45'-33.000east. Administratively, Ilemela district was a sister component of Mwanza City Council (MCC) along with Nyamagana district until October 2012 when it was declared a full-fledged municipal council. By the end of 2013, the district had 24 numbers of public secondary schools with a total number of 893 teachers. Mwanza region was randomly selected from a list of 5 Lake Zone regions in Tanzania.

The selection of a Lake Zone region was justified on the ground of easily accessibility and affordability to the researcher in the process of data collection. On the other hand, Ilemela district was purposively selected as a specific area of study on the basis of its dualistic nature of both rural and urban characteristics such that the study findings can serve as appropriate representative of both rural and urban environmental settings.

3.3 Population of the Study/ the Target Population

The target population is the group of people that a researcher wants to study (Mertens, 1998). The target population in this study involved officers in the TSD, MSEO, HR Department and the Municipal Director (MD) who were supposed to justify what has been provided by the primary informants and teachers from 24 Public secondary schools being the main victims of promotion challenges facing the IMC who were expected to provide valuable information regarding the promotion issue with the focus on the challenges. This accomplished a total number of 903 members.

3.4 Sampling

Sampling is the term used to denote the collection of information and the drawing of inferences about the population (Babbie, 1989). The sample normally is useful as it is very expensive to obtain information from the entire population, which also consumes a lot of time. Saunders (2003) suggests that sampling is one of the best systematic techniques of choosing a group of individuals being small but enough to be representative of the population from which it was derived.

Sampling also may be defined as the selection of some part of an aggregate or totality on the basis of which a judgment or inference about the aggregate or totality is made. In other words, it is the process of obtaining information about an entire population by examining only a part of it. In most of the research work and surveys, the usual approach happens to be to make generalizations or to draw inferences based on samples about the parameters of population from which the samples are taken (Kothari, 2004).

3.4.1 The Sampling Techniques

In selecting the sample for this study, two main types of sampling techniques were employed which were; simple random sampling and purposive sampling.

Simple random Sampling/Probability Sampling: is also known as ‘random sampling’ or ‘chance sampling’. Under this sampling design, every item of the universe has an equal chance of inclusion in the sample. It is, so to say, a lottery method in which individual units are picked up from the whole group not deliberately but by some mechanical process (Kothari, 2004).

This procedure was used to obtain 60 teachers who served as primary respondents in the study, 12 teachers were randomly selected from each of the 5 sampled schools namely Buswelu, Bugogwa, Bwiru boys, Kitangiri and Nyamanoro Secondary Schools by the use of a simple lottery method. In this way all teachers who attended in each sampled school were listed then divided by the number of respondents to be taken from each school which was 12 in order to get the interval to be used when picking respondents. The interval in each school depended on the number of teachers who attended on the date of collecting data in that particular school. The use of this strategy is justified on the fact that, it is considered to be a fair method since every member is given an equal opportunity of being selected (Green, 2007).

Table. 3.1: Population and sample size through simple random sampling:

Respondents category	Population	Sample	%
Number of teachers	893	60	6.7%

Source: Analysed data, 2014

Purposive sampling/non-probability sampling: Non-probability sampling is that sampling procedure which does not afford any basis for estimating the probability that each item in the population has of being included in the sample. In this type of sampling, items for the sample are selected deliberately by the researcher; his choice concerning the items remains supreme (Kothari, 2004).

This was used to sample the government (municipal) officials who were believed to have some important and reliable information concerning the research questions. The sample of officials included the MD, HRO, TSD and MSEO. It enabled the researcher to

identify information rich participants in order to gain insights and develop a deeper understanding of a specific phenomenon (Fraenkel & Wallen, 2006).

Table. 3.2: Population and Sample size through purposive sampling

Respondents category	Population	Sample	%
Officers of selected departments	09	03	33.3%
Municipal Director	01	01	100%
Total	10	04	40%

Source: Analysed data, 2014

3.4.2 Sample Size

Size of sample refers to the number of items to be selected from the universe to constitute a sample. The size of sample should neither be excessively large, nor too small. It should be optimum. An optimum sample is one which fulfills the requirements of efficiency, representativeness, reliability and flexibility (Kothari, 2004). According to Leedy (2005) there are factors to be considered when selecting sample size, availability of the population, methods of sampling and financial resources.

The sample size of this study was obtained from IMC in which 64 respondents were involved, 60 of them being PSST from the five (5) selected schools namely Buswelu, Bugogwa, Bwiru boys, Kitangiri and Nyamanoro Secondary Schools, three officers (heads of departments) from three government departments (TSD, HRD, MSEO) and the Municipal Director (MD).

Table. 3.3: Population and Sample size distribution of the study

Respondents category	Population	Sample	%
Number of teachers	893	60	6.7%
Officers of selected departments	09	03	33.3%
Municipal Director (MD)	1	1	100%
Total	903	64	7.1%

Source: Analysed data, 2014

3.5 Data Collection

Data collection is the process of gathering and measuring information on variables of interest, in an established systematic fashion that enables one to answer stated research questions, test hypotheses, and evaluate outcomes. The data collection component of research is common to all fields of study including physical and social sciences, humanities, business, etc. While methods vary by discipline, the emphasis on ensuring accurate and honest collection remains the same.

(http://ori.hhs.gov/education/products/n_illinois_u/datamanagement/dctopic.html)

3.5.1 Methods of Data Collection

In this study the researcher used both primary and secondary data collection methods where interview, questionnaires and documentary sources were employed. This helped the researcher to explore a lot of useful information for achieving the study intended objectives.

3.5.1.1 Questionnaires

Questionnaire is an internal research tool and is one means of eliciting the thoughts, feelings, beliefs, experiences and attitudes of a sample group of individuals. It is a concise, pre-planned set of questions designed to yield specific information about a particular topic from one or groups of people (Conway, 2006:3).

A researcher used both closed and open ended questionnaires during data collection. Closed ended questionnaires were used to collect data from the respondents because these questions could provide limited response from specific area of study or to get specific answers from respondents. Open-ended questionnaires were applied by a researcher to the selected population because respondents were given enough opportunity to write responses they want in relation to the objectives of the study also it gave freedom to respondents to express their opinions. Questionnaires were distributed to 60 teachers and this method was used due to the time limit in order to reach a big number of respondents at a time.

Several questions related to gender, working experience, and professional level of education, promotion intervals, and trends of promotion especially on whether teachers were getting their promotions and whether the promotions were effected on time or delayed, the reasons behind the delayed promotions, the impacts of delayed promotions. Other questions were about the awareness on the promotion procedures and criteria, the fairness of promotion practice, about the presence of promotion policy for PSST, applicability of OPRAS in the promotion of PSST, the challenges facing the promotion of PSST and suggestions for improving the promotion of PSST.

3.5.1.2 Interview

Kothari (2004) defines interview as a method of collecting data which involves presentation of oral-verbal stimuli and reply in terms of oral-verbal responses. Also an interview is an effective informal verbal and non-verbal conversation, initiated for specific purpose and focused on certain planned content areas. The main objective of the interview may be the exchange of ideas and experiences, eliciting of information pertaining to a wide range of data in which the interviewer may wish to rehearse his past, define his presence and canvass his future (Pauline, 1966).

The researcher used structured questioners to collect data from the selected population whereby face to face interview were applied between interviewer and interviewee to collect data where by interviewee were restricted to speaking responses. Unstructured interview was applied where an interviewee had the opportunity to answer the question in their own words and the reason behind was to obtain more details/information and explanation from the respondents. This method was used to collect data from purposively selected officials (heads of departments) in different departments which included the MD, HRO, TSD and MSEO because the targeted respondents have many responsibilities and had limited time to fill the questionnaire, also they were able to give informations with clarifications. Moreover the researcher aimed at getting opportunity of asking them to clear some doubts raised from the questionnaires filled by PSST.

Through the interview method several questions related to gender, position, level of education, experience, age, the responsible person for promotion of PSST, the role of the officer in the promotion of PSST, promotion policies and institutional frame work guiding promotions of PSST at IMC. Again the researcher asked whether promotions were coming on time or not, interval of promotion, the ratio of timely and delayed promotions, impacts of delayed promotions, promotion procedures and criteria, whether teachers are aware of promotion procedures and criteria, applicability of all promotion criteria in IMC, applicability of OPRAS in the promotion of PSST, availability of the promotion budget for PSST and whether it is enough for all qualified teachers, challenges constraining the promotion of PSST in IMC and suggestions on what to do to improve the situation were asked.

3.5.1.3 Documentary Review

This is the secondary data collection method where the researcher obtained data from relevant documents, reports, standing orders, unpublished materials and other relevant readings or resourceful documents from the MD, MSEO, TSD and HR Department. By secondary data it means data that are already available that is to say, they refer to the data which have already been collected and analyzed by someone else (Kothari, 2004).

This source of data was used since it was reliable, suitable, and adequately provided contemporary events and helped to understand how these events took place; also documents of written nature was consulted at any time for reference and it was less expensive in terms of time as a researcher was identifying valuable information in relation to the topic.

3.6 Tools of Data Collection

The following are the tools or research instruments under primary and secondary data collection methods:

3.6.1 Questionnaire Guideline

A standardized and structured questionnaire with both open and close ended questions was administered directly to respondents for them to fill in data. The major advantages of a questionnaire is that it allowed a researcher to collect primary data from a large audience located in different geographical areas and the instrument was cost effective.

3.6.2 Interviews Questions

These were used for in depth face to face Interviews which were conducted by the researcher during the working hours to collect additional information that were not covered in the questionnaire. The respondent who participated in the study were purposively selected based on the judgment of the researcher. It was designed to collect the respondents' views and opinions. The purpose was to solicit in-depth information which would not be forthcoming from ordinary workers who were not key decision makers.

3.6.3 Documentary Review Schedule

These were instruments used to get secondary data which were collected through library research and documentary review. Both published and unpublished materials like books, theses, journals, articles, research reports, budgets, project documents and e-resources were reviewed and major points in relation to the topic were summarized.

3.7 Validity and Reliability

Pre-testing of questionnaires and interview questions were done before the actual data collection to determine their validity, reliability, clarity and relevance to the objective of the study. This exposed a researcher to observe all the official protocol as well as familiarizing to the area of study before starting the actual data collection.

3.8 Data Analysis

Data analysis means the computation of various percentages, derivatives and coefficients by applying well defined statistical formulae. Relationships or differences supporting or conflicting with original or new hypotheses should be subjected to statistical tests of significance to determine with what validity data can be said to indicate any conclusion (Kothari, 2005).

But there are persons (Selltiz, Jahoda and others) as quoted by (Kothari, 2004) who do not like to make difference between processing and analysis. They opine that analysis of data in a general way involves a number of closely related operations which are performed with the purpose of summarizing the collected data and organizing these in such a manner that they answer the research question(s).

Data can be analyzed in different ways by researchers depending on the data types and variables of interest, the actual distribution of the variables, and the number of cases. Should reflect the theoretical and conceptual frameworks and has to be in line with research objectives as well as hypotheses developed in the study (Msabila and Nalaila, 2013). The fundamental data analysis plan entailed qualitative and quantitative analyses.

Masue et al (2013) explains that, quantitative analysis involves systematic statistical analysis as the only way to establish causal relationship and achieve generalization in social sciences research, whereas some followers in the qualitative track challenge this claim on the grounds that social phenomena are complex and therefore, cannot effectively be understood through the use of quantitative approaches.

Qualitative research approach seeks to explain social phenomena in qualitative terms, that is, it employs approaches that do not rely on 'numerical measurements' (King, Keohane, & Verba, 1994:4). Researchers in this tradition use qualitative methods to collect and analyze data (Long & Godfrey, 2004), and so they focus on visual and verbal (conceptual or thematic) rather than numerical data handling techniques to draw out the subjects' knowledge and perceptions and explore the context in terms of 'social settings' and 'culture' (Long & Godfrey, 2004:83).

The researcher in this study used qualitative and quantitative methods to analyze the data collected. Quantitative method involved the use of descriptive statistics such as tables, percentages and other numerical expression in data presentation. On the other hand, the qualitative data collected through interviews, questionnaire and documentary review were analysed following the Miles & Huberman Model of Qualitative Data Analysis.

This model follows three steps: firstly, the data were reduced by re-examining the verbatim transcription, reducing and compressing them without losing their key messages. Secondly, the data were organized and summarized into descriptive data display sheets on which it was possible to see the themes and compare the responses with those from a similar category of respondents. Finally, the researcher drew conclusions and verified them through information from documents. This enabled the researcher to interpret the data collected and facilitated in making necessary recommendations and reach a conclusion. A Statistical Package for Social Scientists (SPSS) was used to derive, frequencies, percentages, tables and charts for quantitative data.

3.9 Ethical Considerations

It is argued that “ethical concerns are paramount when planning, conducting and evaluating research” (Cozby, 2007, p.38). The researcher observed that the study is abided by human rights and national policies. Therefore, attention was paid on observing the rules and regulations during the process of preparation and conducting the research by considering the following;

3.9.1 Observing Protocol

Before going to the field for data collection, the researcher requested for a letter of introduction from the School of Public Administration and Management (SOPAM) head of department of Mzumbe University that introduced him to the Ilemela Municipal Director who in turn introduced the researcher to the Municipal Secondary Educational officer (MSEO) and the Human Resource Department (HRD) as well as the Municipal

TSD officer. The MSEO then wrote a letter to introduce the researcher to the teachers in Ilemela MC.

3.9.2 Informed Consent of Respondents

After securing the research permit, the researcher introduced himself to the departments and schools under study. The participants were informed verbally on the aim and the significance of the study, timing of the interviews and questionnaire administration and for whom the results were intended (Cozby, 2007). The researcher also informed the respondents that participating in the study was voluntary. As such they were free to withdraw their consent at any stage during the data collection process.

3.9.3 Confidentiality of the Information Sources

The researcher ensured confidentiality of the information sources such that the respondents were guaranteed that the information provided will only be used for the research purpose and will be treated confidentially. None of the participants or schools was identified by names in the research report; instead abbreviations were used. Furthermore, all the quotations were used with the permission of the respondents.

CHAPTER FOUR

RESEARCH FINDINGS, ANALYSIS AND DISCUSSION

4.0 Introduction

This chapter presents the analysis and discusses research findings which reflects on the research general objective which was to investigate the challenges facing the promotion of PSST and specific objectives which aimed at finding out the policy and institutional framework guiding promotion of PSS, identify and assessing the procedures and criteria used to promote the PSST, establishing the ratio of timely and delayed promotion of PSST in IMC and finding out the challenges leading to delayed promotions of PSST in IMC.

4.1 Respondent's Characteristics

Respondent's characteristics are categorized under gender (sex), age, marital status, level of education and experience at work.

4.1.1 Gender Distribution of Respondents

The researcher was interested to know the gender distribution of the respondents through the data collected. The study involved the total of 60 respondents among whom 35 (58.3%) were males and 25 (41.7%) were females, the difference is 10 (16.6%). The number do not show bigger disparity/difference, this may be due to the fact that all females and males have nowadays been given equal chance to education and employment opportunity regardless of their sex that is why there is no bigger disparity (range) between them and therefore they almost face promotion challenges the same way. Table 4.1 shows gender distribution of respondents.

Table 4.1: Gender distribution of respondents

Gender	Frequency (no. of respondents)	Percentage (%)
Male	35	58.3
Female	25	41.7
Total	60	100

Source: Field Data (2014)

4.1.2 Age Distribution Of Respondents

The distribution of age was divided into five categories. The first category involved the age between 18 to 25 years old, this group had 6 (10%). The second group comprised those of the age between 26 to 35 years old which had 38 (63.3%) of all the respondents. This is the group of young PSST, the researcher noted that this group had more respondents/teachers than any other group of respondents because they were still new in the profession and most of them were still studying the professional environment and looking for opportunity for further studies while others were looking for greener pastures. The third group involved the age between 36 to 45 years old which comprised 8 (13.3%) respondents and the fourth category had the age between 46 to 55 years old which contained 6 (10%) respondents. The decrease in number of these two groups indicates that there were some teachers who changed their profession after completing their upgrading courses and some got appointed for higher responsibilities and administrative posts within the profession or outside the profession depending on the further studies taken by certain teachers or because of their seniority.

The last category with the age of above 55 year old had 2 (3.3%) respondents; this is the group of aged teachers. They were very limited in number because most of them are given other responsibilities in education administration posts in the Municipal Council while others are assigned to National level positions while others quite the profession to join different careers, others face health problems which make them unable to work because of ill health and others passed away before retirement. This mixture of different age groups helped the researcher with good opportunity to get information from teachers of different age with different perspectives. Table 4.2 shows the distribution of age.

Table 4.2: Age distribution of respondents

Age	Frequency	Percentage (%)
18-25	06	10
26-35	38	63.3
36-45	08	13.3
46-55	06	10
Above 55	02	03.3
Total	60	100

Source: Field Data (2014)

4.1.3 Marital Status of Respondents

The marital status of respondents indicated that 48 (80%) respondents were married while 12 (20%) were single. This means that the married teachers exceeds those who are single in the PSS, therefore this implies that the demand for promotion is high since most teachers have got a lot of responsibilities in their families since they need better schools and school fees for their children, good accommodation, good meals, good health for their families and better clothing. Table 4.3 shows the marital status of the respondents.

Table 4.3: Marital Status of Respondents

Marital status	Frequency	Percentage (%)
Married	48	80
Single	12	20
Divorced	00	00
Unmarried	00	00
Widowed	00	00
Total	60	100

Source: Field Data (2014)

4.1.4 Respondents' Level of Education

The minimum qualification for a PSST is a Diploma in education. Through the data collected different levels of education were identified namely diploma in education, advanced diploma, university degree, postgraduate diploma and masters. Diploma in education holders had 10 (16.7%) respondents, advanced diploma holder was 1 (1.7%) respondent, university degree holders were 44 (73.3%) respondents, postgraduate

diploma holder was 1 (1.7%) respondent and masters holders were 4 (6.7%) respondents. Table 4.4 shows the professional level of the respondents.

Table 4.4: Professional levels of Respondents

Education level	Frequency	Percentage (%)
Diploma in Education	10	16.7
Advanced diploma	01	01.7
University degree	44	73.3
Postgraduate diploma	01	01.7
Masters	04	06.7
Total	60	100

Source: Field Data (2014)

From the above information in Table 4.4 it shows that most PSST are holding university degree this may be due to the fact that some of them were employed having university degree while others went for further studies in order to get the university degree so that they can be promoted. That is why the number is bigger than in other levels and in this case there are a lot of teachers who experience promotion demands. The Post Graduate diploma holder was that whom his former field of specialization was not education but they were given a teaching license which excluded them from getting promotions. In order for them to be promoted such a teacher had to pursue a Post Graduate Diploma in Education. The master holders are few in number because most of them are normally given other administrative posts while others were leaving the profession to join other professions according to their interests.

4.1.5 Experience of Respondents at Work

Through the administered questionnaires respondents were found with the following working experiences; those with less than 3 (three) years were 8 (13.3%) respondents, between 3 to 6 years of working were 26 (43.3%), between 7 to 10 years were 13 (21.7%) respondents, between 11 to 14 years were 7 (11.7%) respondents, between 15 to 18 years was 1 (1.7%) respondents, between 19 to 22 were 2 (3.3%) respondents, between 23 to 26 was 1 (1.7%) respondents, above 27 years were 2 (3.3%) respondents. From this data it shows that it is only 13.3% of the respondents who have worked below 3 years who are still under probation and others had no qualifications while the

remaining respondents have worked for more than three years. This is the time that deserves promotion and therefore they have experience on the challenges facing the promotion of PSST and some have been the victims of those challenges and therefore were expected to contribute a lot towards this type of study. Table 4.5 below shows the working experience of the respondents.

Table 4.5: Experience of respondents at Work

Experience at work	Frequency	Percentage (%)
Less than 3 years	08	13.3
Between 3-6 years	26	43.3
Between 7-10 years	13	21.7
Between 11-14 years	07	11.7
Between 15-18	01	01.7
Between 19-22	02	03.3
Between 23-26	01	01.7
27 years and above	02	03.3
Total	60	100

Source: Field Data (2014)

4.2 The Policy and Institutional Framework Guiding the Promotion of PSST in IMC

In determining the policy and institution framework, the following components were elaborated; (i) awareness of any promotion policy (ii) policies guiding the promotion.

4.2.1 Awareness of any Promotion Policy in IMC

The researcher was interested to know whether teachers were aware of promotion policy in IMC and the findings revealed that 12 (20%) of respondents said that there is a promotion policy, 13 (21.7%) respondents said there is none while 35 (58.3%) did not know whether there were policies governing the promotion of PSST. For those who said that there is a promotion policy, when asked to mention they were not able to mention. This shows that teachers are not aware of the presence of the promotion policy available in the IMC. Table 4.6 shows the awareness of teachers on the existence of any promotion policy.

Table 4.6: Any promotion policy

Promotion policy	Frequency	Percent
Yes	12	20.0
No	13	21.7
I don't know	35	58.3
Total	60	100.0

Source: Field Data (2014)

Through documentary review and interview methods through the TSD, HRO, MD it was revealed that there was no specific promotion policy for PSST rather for all public servants including teachers only to mention the Public service Act 2007 (as amended) which works under the Public Service Regulations of 2003, the Standing Orders for the Public Service (2009) and the Public Service Scheme (2003).

The Public Service Act 2007 (as amended) which works under the Public Service Regulation 15 of 2003 stipulates that:

“Promotion of public servant shall be based on merit, effective and efficient performance, qualification, skills and personal qualities”.

The public service regulations no 6 of 2003 stipulates that, subject to the procedures laid down in these regulations, powers of appointments, confirmation of appointments and promotion of public servants other than those appointed by the President are vested in; the Director of the Local Government in respect of the Local Government Authority and the head of Teachers Service Department in respect of teachers. This implies that the authorities responsible for promotion of PSST are; the MD who is responsible for all the public servants in the local authorities including teachers and the TSD which is specifically for teachers including the PSST.

The Public Service Scheme 2003 is among the frameworks guiding the promotion of public servants including the PSST which stipulates as follows in clause no.2: that this scheme shall apply to and in respect of all public servants employed and working in among other services the Civil Service, the Local Government Service and the Teachers Service.

Part four of the scheme outlines the qualifications for appointment and promotion which are stipulated in clause no.31. It states that, no person shall be appointed or promoted to the service unless he meets the following necessary requirements:

- a) Academic qualification determined by a certain level of education required in the post concerned in the relevant scheme of service;
- b) Professional competency determined by the skill level of that profession;
- c) Age qualification determined by the date of birth shown either in the birth certificate or any other document relevant and legally acceptable;
- d) Good character and integrity by his appearance, interaction with other people, the manner he conducts himself, the manner he expresses himself and his track record;
- e) Experience determined by length of the time he has served in the same post or equivalent post;
- f) Citizenship determined by birth certificate or registration certificate.

The Standing Orders for the Public Service (2009) also gives the guidelines to the promotion of public servants including the PSST. The Standing Order No.D.50 identifies Seniority and other criteria regarding to promotion and states that:

- 1) When a confirmed public servant is promoted to a higher grade or transferred to a different grade, he will take seniority immediately below the last confirmed officer in that grade.
- 2) It should be noted that in selecting candidates for promotion, the appointing authority shall have regard primarily to the efficiency of the service. Candidates having the same degree of preference, qualifications and experience, proved merit and suitability for the posts in question shall be accorded greater weight than seniority.

On the other hand, the Standing Order No.D.53 offers the Irregular means of influencing promotion by stating that a Public Servant is not in any way permitted to influence promotion. This means that there is no any employee who is supposed to influence officials during the promotion process and when caught disciplinary measures are taken.

The Scheme of Service for teachers provides the following grades and titles for teachers according to their education level:

Table 4.7: Promotion criteria 2010/2011 for PSST:

Category	Rank/Position	Post /Scale	Qualifications
Education officer	SEO I	TGTS H	Masters and 12yrs working experience/Senior Education Officer II
	SEO II	TGTS G	Senior Education Officer (SEO)
	SEO	TGTS F	Education Officer I (EO I)
	EO I	TGTS E	Education office II (EO II)
	EO II	TGTS D	Degree holders/after upgrading the diploma
Assistant Education officer	SAEO	TGTS F	Assistant education officer I (AEO I)
	AEO I	TGTS E	Assistant Education Officer II (AEO II)
	AEO II	TGTS D	Assistant Education Officer III(AEO III)
	AEO III	TGTS C	Diploma Holder

Source: Secular no.11 of 2002

From the above information it is clearly seen that during the first appointment; a diploma teacher starts with a position of Assistant Education Officer Grade III (AEO III) in the Tanzania Government Scale for Teachers C (TGTS C). It accelerates up to TGTS F which is the bar for the diploma teachers with a position of Senior Assistant Education Officer (SAEO). To be eligible for further promotion the diploma teacher has to pursue upgrading studies and attain a degree award in education profession. According to the secular no.11 of 2002 on Teachers' Service under the Ministry of Education, Diploma teachers after upgrading are promoted to Education Officer Grade II (EO II) with TGTS D scale.

The degree holder starts with a position of Education Officer Grade II (EO II) in the Tanzania Government Scale for Teachers D (TGTS D) which accelerates up to TGTS H with a position of Senior Education Officer I (SEO I).

4.3 Procedures and Criteria for Teachers' Promotion in IMC

4.3.1 Awareness and Knowledge of Promotion Procedures

The researcher wanted to know whether teachers were aware of the promotion procedures that are followed in IMC in the process of getting their promotions. The findings revealed that 30 (50%) respondents were aware of the presence of promotion procedures and 30 (50%) were not aware of the availability of the promotion procedures. Table 4.8 shows the awareness of respondents on the promotion procedures.

Table 4.8: Awareness of promotion procedures

Presence of Promotion procedures	Frequency (no. of respondents)	Percentage (%)
Yes	30	50
No	30	50
Total	60	100

Source: Field Data (2014)

The researcher noted that even those who claimed to be aware of the promotion procedure were actually not knowledgeable of the procedures. The procedures they identified were given in different categories, category one said that the process starts by writing the application letter for promotion to the employer then submission of relevant certificates and wait for the reply of the applied letter which is followed by promotion.

The other category of respondents alleged that the headmaster collects names of qualified teachers and prepares a list by considering the experience at work, a teacher must have a TSD number then the Headmaster sends names to the TSD office in the Municipal Council, the TSD in the Municipal Council sends names to the TSD headquarters for final approval and acceptance by the ministry of finance for new payment is done.

The third category of respondents said that, teachers start by signing agreements with the employer and if a teacher has a complaint he/she has to remind the officials, then they fill in the OPRAS forms, after that the information is sent to the district education officer for deciding to agree or disagree those information for promotion.

Through the interview with the MSEO, TSD officer and the HRO the researcher noted that teachers are required to fill the annual personal particular report forms which are supposed to be submitted to the employer by the heads of schools. The forms are to be filled once every year. For those who had undergone professional upgrading training are required to inform the employer about their present qualification in written form and attaching their certificates. In case of delay to be promoted, teachers are required to remind the employer by writing an official letter. The letter should be attached with a copy of the last promotion letter.

Then the budget is made by education department through the MSEO and the HRO department on behalf of the MD after knowing the number of teachers who are supposed to be promoted one year before the promotion of PSST. The budget is combined with the budgets of other departments of the Municipal and together they are sent to the treasury so that they can be combined in the main government budget with other budgets of other councils and ministries in order to be taken together to the parliament for discussion and approval. After the approval the budget is sent back to the respective councils.

Then the MD receives the establishment which has been approved for promotion of employees including the promotions of PSST. Then the MD promotes considering the establishment with consideration of the extra qualifications of teachers where teachers to be promoted exceeds the establishment. The extra qualifications that are considered include experience the teacher has worked or stayed without being promoted, work performance and discipline at work. Then the MD writes a letter to the TSD with the list of those who are supposed to be promoted.

The TSD receives (from the employer) a list of teachers required to get promotion in that year. The list has to be prepared by the heads of schools from the teachers' annual personal particular forms filled by teachers every year together with the day to day work performance observations report.

The list is discussed by the TSD officials (committee) in their special meeting meant for teachers' promotion which is normally done once in a year and among other things the TSD checks issues of discipline and experience to the proposed list. After the confirmation on those areas the committee approves the promotions.

After the meeting, promoted teachers' list has to be sent back to the employer for checking the accuracy and also for the human resource officer to prepare formalities for the promoted teachers' new salary. Promoted teachers get information about their promotions from the employer through the official letters.

Subsequently teachers are required to write to their employer indicating whether they accept the promotion or not. The TSD officer in commenting on the promotion process said:

The process is done so as to avoid arrears to the government that is why employees are promoted by considering the establishment or the budget available. On the other hand, this process is a great cause of the delay of promotions of most teachers since the establishment is always not enough to cover for all the qualified teachers for promotion.(Interview, TSD Officer: December 2014)

4.3.2 Awareness of the Promotion Criteria

The researcher wanted to know whether the PSST knew that there are criteria which were used to promote them in IMC. The data reveals that 34 (56.7%) respondents were aware of the presence of promotion criteria while 26 (43.3%) respondents were not aware. The table 4.9 shows this situation.

Table 4.9: Awareness of the promotion criteria

Presence of promotion criteria	Frequency (no. of respondents)	Percentage (%)
Yes	34	56.7
No	26	43.3
Total	60	100

Source: Field Data (2014)

4.3.3 Knowledge on the Promotion Criteria

The researcher was interested in knowing whether the respondents who said that they are aware of the promotion criteria really know what those criteria are. The following were the criteria provided by respondents: 19 (55.9%) of all the respondents said that the criteria were, having a TSD number, having worked for three years, having a confirmation letter and letter of appointment. 5 (14.7%) was the other category of respondents who said that the criteria were, having a TSD number, confirmation letter, educational level, experience at work, discipline and good performance. 6 (17.6%) respondents mentioned the working experience, confirmation letter, presence at work place with the approval of the Headmaster, individual performance, should master the first position, discipline and having a TSD number. 4 (11.8%) said that the criteria were having worked for 4 (four) years, having filled in the OPRAS forms, having a TSD number, having a confirmation letter, having worked for 3 (three) years, having prepared scheme of work and a lesson plan, good attendance at work and disciplinary issues. Table 4.10 shows the respondents knowledge on promotion criteria.

Table 4.10: Respondents' knowledge on the promotion criteria

Criteria	Frequency	Percentage (%)
TSD number, worked for 3years, Confirmation letter, letter of appointment.	19	55.9
TSD number, confirmation letter, education level, Experience at work, discipline, good performance.	05	14.7
Working experience, confirmation letter, presence at work place with the approval of the H/M, individual performance, should master the first position, discipline, TSD number.	06	17.6
Worked for 4yrs, filling in the OPRAS forms, TSD number, confirmation letter, 3yrs at work, having prepared scheme of work and a lesson plan, good attendance at work, disciplinary issues.	04	11.8
Total	34	100

Source: Field Data (2014)

From the data given by the respondents the researcher noted that the criteria are not the same throughout the respondents and are not exactly the same with the criteria given by the TSD officer through the interview. This shows that these criteria are not communicated to teachers and there is no transparency on these criteria to PSST in IMC.

From the TSD the promotion criteria included, letter of appointment on permanent and pensionable terms, certificates of a teaching profession, confirmation letter, work experience which means having worked for three years, having a TSD number, good performance and discipline at work, while education level, presence at work place with the approval of the Headmaster, mastering the first position, filling in the OPRAS forms, having prepared scheme of work and a lesson plan and good attendance at work were not criteria for promotion.

The researcher also asked the TSD, HRO, MSEO and the MD on the application of OPRAS as one of the criteria for promotion. Both confirmed that it was once used but it is now days not applicable since it was rejected by teachers through the Tanzania Teachers Union (TTU) Mwanza region. This is due to the fact that it was not relevant to the promotion of PSST since it had a lot of weaknesses in the implementation. Teachers and Headmasters said that OPRAS failed to track the real performance of teachers in IMC since there were no tools which were provided during the implementation in order to accomplish the set goals and this made most of the goals unaccomplished. Again there was no feedback given after filling the OPRAS forms and teachers were not sure whether the forms were reviewed by officials or not.

The researcher was also interested to know why teachers were not relatively aware of the criteria for promotion. The TSD clarified by saying:

Teachers in IMC are many compared to the number of officers responsible; therefore, it is not easy for the officials available to cover all the schools in the Municipal for the purpose of educating teachers on what is required to be promoted. Again budget is the other problem since the Municipal provides the budget which cannot cover all the operational expenses needed by the TSD. These expenses could have helped them to disseminate education to PSST in their respective schools as it could cover transport expenses and stationery expenses. (Interview, TSD Officer: December 2014)

From the above explanation it shows that promotion of PSST is not given the first priority even at the level of the Municipal Council that is why a lot of teachers are delayed of their promotions.

4.4.Situation of Promotion of PSST in IMC

4.4.1 Status of promotion

The researcher's interest was to know whether there were teachers who were receiving their promotion and those who were not as Table 4.11 indicates. The data collected indicated that 38 (63.3%) respondents got their promotions though most of them did not get them on time and 22 (36.7%) respondents were not promoted since they were employed in the teaching profession. This indicates the problem in the promotion process since some are eligible for promotion but they are not promoted. Table 4.11 below shows the promotion situation at the IMC.

Table 4.11: Showing the promotion situation in IMC

Promotion situation	Frequency (no. of respondents)	Percentage (%)
Receiving promotion	38	63.3
Not promoted	22	36.7
Total	60	100

Source: Field Data (2014)

4.4.2 Interval of Promotion Before Receiving Another Promotion

The researcher was interested to know the interval of which a PSST has to stay in one grade before receiving another promotion. The findings as in Table 4.12 revealed that, 45 (75%) of all the respondents responded that the interval for receiving another promotion is three years, 2 (3.3%) responded that it is two years, 7 (11.7%) respondents said that it is unknown while 6 (10%) respondents said that it depends.

The researcher discovered that most of the respondents knew the interval of receiving another promotion which is three years but some of them were not aware. This may be due to the negligence of the teachers themselves or the officials responsible for promotion.

Also, some respondents who said it depends were asked why they said so and they responded that they were using the experience of what is happening in IMC since three years and more can pass without a teacher receiving another promotion, the reasons being budget deficit, negligence of officials, mishandling of teachers records and delay of the TSD numbers. Table 4.12 below shows the interval of receiving another promotion.

Table 4.12: Interval of receiving another promotion

Interval	Frequency (no. of respondents)	Percentage (%)
3 years	45	75.0
2 years	02	3.3
Unknown	07	11.7
It depends	06	10.0
Total	60	100

Source: Field Data (2014)

Through the interview with the TSD, MSEO and the HRO it was revealed that the interval for receiving another promotion was 3 (three) years. The researcher asked them whether there were initiatives to make them aware of what is required to be promoted including the interval of promotions. According to those officials, there were no any initiatives only when teachers make follow-ups to their offices regarding their promotions is when they get the opportunity to know. They further claimed that because of the limited budget they receive for daily operations there is no fund that could be used to move around schools in order to educate teachers on issues regarding teachers' promotions.

4.4.3 Reasons for not being Promoted

From the data collected in Table 4.13 it clearly shows that 22 (36.7%) respondents had never been promoted throughout their working life in the teaching profession therefore the researcher was interested to know the reasons for not being promoted.

The reasons given by respondents through the administered questionnaire are the following; 3 (13%) respondents said that they were still under probation, 8 (34.8%) respondents said that they were not promoted due to the delay of their TSD numbers, 1 (4.3%) respondent lost the records in the TSD office while 11 (47.8%) had no qualifications.

Through the interview with the TSD officer the question of delaying to give the TSD numbers to teachers was asked, the TSD officer confirmed that;

Some of the TSD numbers were delayed and most teachers whose TSD numbers were delayed was due to the late submission of their informations/documents to the TSD office which leads to the delay of their TSD numbers. Important documents that teachers were required to submit in order to get the TSD number were, academic certificates of secondary education (Ordinary level and Advanced level), professional certificates (certificates of teaching profession), and letter of appointment. (Interview, TSD Officer: December 2014)

From the above information, there are many reasons for not being promoted some of them are caused by the PSST themselves while others are caused by the officials responsible for promotion. Generally, the reasons for not being promoted are from both parts that is the responsible officials and teachers themselves due to their personal reasons or resulting from failure to know what is required for promotion.

Table 4.13 below shows the reasons given by respondents on why they have not been promoted.

Table 4.13: Reasons for not being promoted

Reasons for not being promoted	Frequency (no. of respondents)	Percentage (%)
Still under probation	03	13.0
Delay of TSD number	08	34.8
Loss of records in the TSD office	1	4.3
Have no qualifications	11	47.8
Total	22	100

Source: Field Data (2014)

4.5 The Ratio of Timely and Delayed Promotion of PSST in IMC

The researcher was interested to know the ratio of timely and delayed promotions and through the questionnaires the respondents provided the clear picture on this ratio as in Table 4.14. Teachers who were promoted on time were 4 (10.5%) whereas those who were delayed in being promoted were 34 (89.5%). This clearly shows that most teachers promoted at IMC are delayed while very few are promoted on time. This proves that there is a problem of promotion to public secondary school teachers at IMC. Table 4.14 below shows the ratio of timely and delayed promotion.

Table 4.14: Ratio of timely and delayed promotion

Status of promotion	Frequency (no. of respondents)	Percentage (%)
On time promotion	04	10.5
Delayed promotion	34	89.5
Total	38	100

Source: Field Data (2014)

4.5.1 Frequency of Delayed Promotions

The findings show that a big number of teachers' promotions are delayed and few of them get their promotions on time as shown in Table 4.15. The trend/frequency of delayed promotions among the PSST is as follows; 2 (5.9%) respondents promotions were delayed for one (1) year, 13 (38.2%) were delayed for two (2) years, 5 (14.7%) respondents promotions were delayed for three (3) years, 2 (5.9%) respondents promotions were delayed for four (4) year, 6 (17.6%) respondents were delayed for five

(5) years, 5 (14.7%) respondents were delayed for six (6) years, 1 (2.9%) respondent was delayed for seven years.

The officials (MD, HRO and TSD) explained about the situation by accepting the fact that promotions of teachers are delayed. They further explained that it was beyond their capabilities. Whatever they were required to do was done on time in relation to promotion of PSSST but when it comes to the approval in the president's office is when the delay happens. This is due to the fact that all the number of qualified teachers for promotion are not always approved for promotion due to the budget deficit, in steady few of them are approved while others wait until when the other budget is planned for the next time. This leads to the delay of promotions to many qualified teacher at IMC. Table 4.15 shows frequency of delayed promotions in IMC.

Table 4.15: Frequency of delayed promotions

Delayed promotions	Frequency (no. of respondents)	Percentage (%)
1 year	2	05.9
2 years	13	38.2
3 years	5	14.7
4 years	2	05.9
5 years	6	17.6
6 years	5	14.7
7 years	1	02.9
Total	34	100

Source: Field Data (2014)

4.5.2 Reasons for Delayed Promotions

The researcher wanted to know the reasons for the delayed promotions and the data indicate that 34 respondents' promotions were delayed and it took between one to seven years of delay. Table 4.16 below shows the reasons for delayed promotion.

Table 4.16: Reasons for delayed promotion

Promotion delay	Frequency (no. of respondents)	Percentage (%)
Negligence of the responsible officials	21	61.8
Reached the bar	1	02.9
Poor record keeping in the TSD office	3	08.8
Delay to get the TSD number	3	08.8
Budget deficit	6	17.6
Total	34	100

Source: Field Data (2014)

The reasons behind the delay of promotion as indicated by respondents included among other things negligence of the responsible officials which was revealed by 21 (61.8%) respondents, 1 (2.9%) Reached the bar, 3 (8.8%) were delayed due to poor record keeping in the TSD office, 3 (8.8%) were delayed due to the delay to get the TSD number, 6 (17.6%) were delayed because of the budget deficit.

When officials were asked about their negligence, they responded that they were not negligent as they were performing their responsibilities as required. The very big challenge that was facing them was budget deficit that was facing the Municipal council to pay all the qualified teachers for promotions. The MD said:

It was not negligence of the officials in the promotion of teachers rather the budget that the Municipal was allocated from the central government for promotion of teachers was meager while teachers to be promoted were many that is why most teachers were delayed of their promotions. This had only one alternative way to do which was to promote few teachers with extra qualifications among other qualified teachers and the rest had to wait until the next budget. (Interview, MD: December 2014)

On the delay of the TSD numbers the head of TSD at IMC explained that some delays are caused by teachers themselves since some teachers do not submit their required particulars for processing their TSD numbers.

From the above data collected the researcher realized that, most of the delayed promotions were a result of problems facing the TSD department and the government at

large because the TSD fails to promote teachers with an important reason that the government has limited fund while reaching the bar and poor record keeping in the TSD seemed face few teachers.

4.5.3 Impact of Delayed Promotion

The researcher also wanted to know the outcomes/impact of delayed, missing or on time promotion to teachers and students IMC. 39 (65%) of all respondents responded to this question and the following were the responses as indicated in Table 4.17.

Table 4.17: Impacts of delayed promotion to teachers and students

Impacts	Frequency	Percentage
Lowers teachers' morale to work	32	82%
Conflict between teachers and officials	10	26%
Poor participation in teaching	20	51%
May lead to poverty	21	54%
Teachers fail to reach their academic goals to their students	25	64%
Teachers feel hatred towards the job itself	26	67%
Teachers feel denied of their basic (fundamental) right	30	77%
Leads into poor performance of the students	30	77%
On time promotion motivates teachers and increase the morale of work	12	31%

Source: Field Data (2014)

About 82% of the respondents said that it lowers teachers' morale to work, "teacher morale" means zeal and enthusiasm with which an individual performs his work and also it is the willingness and collective feeling of a group to work towards their goals and purpose (Shouriamma, 2012). Therefore, teachers may not be willing to work because of the delayed or missing promotion opportunity while having all qualifications.

About 26% of the respondents argued that conflict between teachers and officials may happen/arise by teachers creating hostility and hatred to the officials responsible and may create mistrust over the responsible officials concerning their capability in working and the result could be misunderstanding between responsible officials and teachers.

Poor participation in teaching was revealed by 51% of the respondents and this hinders creativity, absenteeism of teachers to school and late coming to work, this may cause poor work efficiency. Also, teachers quit their job in search for green pastures since they see that the current job does not meet their demands.

The total of 54% respondents claimed that delaying promotions leads to poverty to teachers who are not promoted since their income do not rise; corruption gets in as teachers influence officials in order to be promoted. This causes social classes among teachers as some of the teachers improve their life standard while others leg behind as others get promotion while others are not.

About 64% respondents noted that teachers fail to reach their academic goals to their students; this is due to less participation of teachers in teaching. Again teachers experience poor life standard to teachers since teachers' salaries remain little even during the time of retirement their pension becomes little and this may cause teachers failure to meet family demands.

About 67% respondents said that teachers feel hatred towards the job itself, that is to say the teaching profession, and hatred to the students and this is the reason for backwardness of most public secondary schools since teachers are not cooperative to support their students and schools at large. One respondent said:

I hate my job and I hate my students because the job is not satisfying my needs and reason is that (when I am in the class teaching I remember that) my salary is small and this is because I have not received promotion while I have all qualifications and still demand me to work hard so that students can pass their examinations. (Questionnaire, Teacher: December 2014)

About 77% respondents noted that teachers feel denied of their basic (fundamental) right and waste much of their time making follow up in the office concerned which leads to absenteeism of teachers, and do not use their extra time in teaching as they feel isolated by the responsible authority. They spend much of their time in doing other activities for the purpose of earning more income which hinders their expected performance of their teaching activities.

The findings on the other hand show that delayed promotion to teachers also affect students indirectly. About 77% respondents said that, delaying promotions to teachers leads to poor performance of the students when it comes to examinations since syllabuses are not covered due to lack of commitment of teachers. Also, students become truancy and indiscipline cases increases among students because teachers do not care about students affairs.

With regard to on time promotion the findings reveals that 31% respondents indicated that on time promotion motivates teachers and increase the morale of work to teachers and hence may result into good performance of students. Also, on time promotion helps a teacher's earning to rise as the salary increases which improves their standards of life and make them enjoy their job. Again promotion shows that an employee has got experience and this gives him/her an opportunity to attend variety of seminars in case they arise and may get higher positions including administrative posts.

4.6 Fairness of Promotion Practice

The researcher was interested to know the way teachers perceive the promotion practice at the IMC whether they were fair or unfair. Only 57 teachers responded and the data indicated that 10 (17.5%) respondents said that the promotion practice is fair while 47 (82.5%) respondents said that the promotion offering is not fair. Table 4.18 shows the fairness of promotion practices in IMC.

Table 4.18: Fairness of promotion

Fairness of promotion practice	Frequency	Percentage
Fair	10	17.5%
Unfair	47	82.5%
Total	57	100

Source: Field Data (2014)

4.6.1 Reasons for Promotion Being Unfair

The findings show that 24 respondents who said that the promotion offering practices were not fair identified the following reasons; 11 (36.7%) respondents said that it was because promotions were delayed and done beyond 3years and some teachers are promoted while others lag behind even if they all possess the same level of education. Also, after the delay of promotions officials responsible does not provide reasons for the delay, again delays are caused by the laziness of municipal officials or because they want teachers to give bribe in order to be promoted. One respondent said:

Promotion practices are not fair because even if it is clear that after every 3years a teacher has to be promoted but it is not always done like that since teachers are delayed to be promoted and may be promoted beyond four years. Also, it happens that employees may have been employed the same time with the same level of education or employed after you but you find that they are promoted after you and their salaries have risen than that of you even if you have the same level of education. (Questionnaire, Teacher: December 2014)

The other category of 11 (36.7%) respondents who said that promotions were not fair claimed that there was segregation and favoritism in the promotion process because others are promoted while others are not while they all have the same qualifications and sometimes you find that a teacher deserve to be promoted and have all qualifications but you find that the name is missing in the list of those who have been promoted. Also, officials does not consider the time someone was employed (date of employment), it sometimes depend on who knows who and claim that it was due to budget deficit or no money for promotion. Sometimes other time for those who have been promoted their salaries are not increased on time while others are increased their salaries on time.

Others responded that the responsible officials were not following the criteria to be followed during the promotion process because of their negligence and also went further by saying that promotion is for those who struggle hard to seek for it while there are clear procedures and criteria guiding the promotion process. Also, others claimed that some teachers were promoted before accomplishing three years while others are getting

their confirmation letters earlier while others are not and they do not follow the rules and regulations governing the whole process of promotion.

The other category of 2 (20%) respondents said that there were no information provided to teachers regarding their promotions and what is required for a PSST to be promoted. This was due to the fact that the municipal officials do not care and listen to the teachers' problems related to their promotions.

Another category of 6 (20%) respondents said that promotion practices were fair because seniority is considered since those teachers who have worked for longer period of time at least 3years and above were considered for promotion and not less than that period and their education levels were considered. Also, the practices were fair because when teachers follow every procedure and meet the criteria as well as having good discipline they get promoted at the required time after they have applied for their promotions.

The TSD officer when asked about this situation identified by teachers said that, the promotion practices were fair in IMC only those teachers who were not having qualifications were not promoted and whenever they meet the qualifications needed were promoted. Also, some teachers were missing some important documents that could support them during their promotions that is why they were missing in the promotion list. Again some teachers after upgrading are supposed to inform the authority/employer by writing the letter and submitting their certificates of the relevant level of education attained but teachers does not do so and when it comes to promotion they miss promotions. On the other hand, the TSD added that education was not given to teachers as the office was not having enough fund to move around all the schools in order to educate teachers on matters related to their promotions.

4.7 Problems/Challenges Leading to the Delayed Promotions of PSST in IMC

The researcher was interested to know whether there were challenges constraining the promotion of PSST at the IMC which were leading to the delay of their promotion. The

findings reveals that 44 (81.5%) respondents said that there were challenges while 10 (18.5%) said that there were no challenges in the promotion process. Table 4.19 showing that there are challenges constraining the promotion of PSST in IMC.

Table 4.19: Availability of challenges

Any challenge	Frequency	Percentage (%)
Yes	44	81.5
No	10	18.5
Total	54	100

Source: Field Data (2014)

Again the researcher wanted to know those challenges that were constraining the promotion of PSST, the respondents identified the following challenges:

The findings reveal that budget deficit is among the challenges that were raised by 30 (68%) teachers where they said that the government was faced by lack of enough fund for promoting all the qualified teachers who deserved promotion. The budget was small compared to the number of teachers and whenever teachers were complaining for their promotions they were told by the responsible officials that the budget was not enough. This led to most teachers miss their promotions and for those who were promoted were delayed as the data indicated that who were promoted on time were 4 (10.5%) whereas those who were delayed to be promoted were 34 (89.5%). This shows that the problem was big since the larger percent of teachers were almost delayed in their promotions.

The deficit of the budget was also identified by the TSD, HRO, MSEO and the MD and they claimed to be the main challenge facing the IMC in promoting the PSST as it leads to the delay of promotions. They noted that the budget is always not enough to pay the salaries of all qualified teachers after their promotions. Instead the POPSM on behalf of the government puts the limit of the amount of money that can be afforded to pay some teachers. Then the MD through his committees (the TSD and HRO) chooses teachers to be promoted among those who applied for promotion and those who possess extra qualifications are the ones to get promotion in relation to the budget approved by the

government. This situation causes the delay of promotion to some qualified teachers who deserve promotion.

Negligence of responsible officials in the municipal council was the other challenge that was mentioned by 32 (73%) respondents (teachers) and claimed to cause the delay of their promotions. Officials were claimed to be careless when it comes to promoting teachers and this shows that they were not committed to their work, they did not care nor listen to the teachers' affairs including their promotions. Some of the officials were not working hard to promote teachers and they were doing little follow up when it comes to teachers' promotions that is why promotions were delayed.

On the other hand, the TSD officer identified the negligence of some teachers in submitting important documents required to the authorities concerned for proceeding teachers' promotions. Among the important documents that most teachers delay to submit were academic certificates of which when teachers delay to submit them in the end they delay to get their TSD as well as confirmation letter. All these were identified to lead to the delay of promotions to PSST since they are all considered in the promotion process.

Corruption and favoritism was identified by 14 (32%) teachers as one of the challenges facing the IMC in the process of promoting PSST. Some teachers claimed that their promotions were delayed due to favoritism and corruption practices done by the authorities concerned through demanding bribes from teachers. This happens when there is a big number of teachers to be promoted while the budget does not cater for all the teacher in need of promotions. This gives the loophole to the responsible officials when deciding who to consider in the promotion and who to leave aside for the next promotion where those with what to bribe are the ones who are favored while others lag behind and their promotions are delayed. One teacher among the respondents said:

When it reached the time of promotion I had all the qualifications to get promotion including experience at work since I had worked for three years. But when I went to the TSD the officer asked me to go to the HRO but when I went there I was asked to give some money, unfortunately I had no such money they asked me to offer. When promotions were out I was not in the list and due to that I was not promoted until it passed two years later when I was included in the list of those who deserved to be promoted. (Interview, Teacher: December 2014)

Poor keeping of teachers' records in the TSD office, was also mentioned by 10 (23%) respondents since some teachers find their records missing when making the follow up of their promotions and they end up being delayed of their promotions due to that reason. Missing of records is caused by mismanagement of employees' personal files which is caused by the negligence of secretaries who are responsible to take care of employees' personal files. That information entails letter of appointment into permanent and pensionable terms, confirmation letter, academic certificates of secondary education and/or professional certificates. This situation leads to delay in promotions for some teachers without knowing what the problem is until it is too late to discover that some important documents were missing in their personal files. The researcher discovered that there was no database for teachers' personal particulars and all records were still kept in the outdated way whereby each employee is his/her file kept in the shelves where they are sometimes mixed or misplaced in the process of arranging them.

Unclear merit for promotion to teachers was the other challenge identified by respondents that led to the delay of their promotions since some teachers did not know those criteria that were considered during the promotion. About 26 (43.3%) among all respondents said that they were not aware of the promotion criteria. This causes teachers not to submit important documents which are needed for promotion since they are not aware of those documents need for promotion. This brings the challenge to the authority concerned due to the fact that they do not have important documents that could support teachers to get their promotions. when the researcher asked the TSD and HRO about the ignorant of teachers on the promotion criteria they argued that they had no fund that was allocated for them to provide education to teachers and it was not easy to disseminate

education concerning promotion issues to teachers without fund allocated for that task, that is why teachers were not aware of those criteria.

Lack of working tools like computers and office tools as well as the office was the other challenge which was facing the IMC and therefore led to the delay of promotions of PSST. This was identified by the TSD officer where the officer was forced to use the personal computer since the municipal had not provided computers to the TSD department. Also, the TDS officers were using the HRO office since they did not have their independent office which sometimes made them fail to implement some of their duties as the office was not enough to accommodate all the TSD and HR officers at once. This made it difficult for the TSD to process for the TSD numbers, to provide TSD letters and confirmation letters and the list of teachers' names to be promoted on time. Again the TSD noted to face the challenge of delayed budget from the MD to its department for implementing its duties. Its budget is not always coming on time and when it comes it is always not enough to meet all the department's needs. This delays some other duties to be implemented in the department and other departments which cooperate with the TSD in the promotion process.

Excessive bureaucracy caused by complex hierarchy is the other challenge causing the delay in promotions to PSST in IMC since more than one department is involved in the promotion process. The hierarchy for promotion is highly prolonged where there are many departments responsible during the promotion process namely the TSD, HRO, MSEO, MD and the Secondary School Headmasters' offices and they depend on each other. All these departments perform different duties in relation to promotion of PSST which results into the prolonged process and causes delay of promotions to PSST.

Shortage of TSD officials and larger number of teachers to be handled by the TSD was the challenge identified by the TSD officer that also led to the delay of promotion of PSST. The officer claimed that there were two officers in the department while the total number of teachers in the municipal is 893. When it comes to processing the TSD numbers and confirmation letters as well as assessing the teachers' discipline they spend

a lot of time which leads to the delay to provide the TSD and confirmation letters on time. All this causes the delay to promote PSST on time since all these documents are important in the promotion process while the officials to process them are few.

The delay of the approval of promotions from the POPSM was the other challenge identified in the HRD that was also causing the delay of teachers' promotions. The POPSM is concerned with the approval of all public employees who are supposed to be promoted depending on the government budget available for promotion. This makes it uneasy to approve all employees on time since the public employees are many hence delays the promotion of most employees including PSST. Again there are some employees who are not approved in the POPSM when it happens that the data sent to the POPSM are missing some important information which are required to accomplish the approval of those employees. The HR said:

The approval of teachers' promotion is always not done on time since the POPSM deals with all employees in the public sector. For example, only 10% of all employees who deserved promotion were promoted in 2014 but were not promoted on time since they were supposed to be promoted in 2013 and the reason was the delay of the approval in the POPSM. Other teachers were not promoted because the budget approved for promotions was not enough to promote all the qualified PSST. (Interview, HR Officer: December 2014)

Challenges in relation to OPRAS forms was identified by the HR department since there is negligence of teachers to fill these forms and it leads to the delay of promotion to some teachers. Teachers are against this system of measuring their performance and they are supported by the teachers' trade union. Therefore some of them fill these forms while others do not. Again when it comes to assess the performance of teachers it becomes hard for the TSD and HR and therefore those who have not filled these forms may not be assessed fairly and in the end they miss in the promotion list. A number of 40 (66.7%) teachers knew about OPRAS and 20 (33.3%) did not know it where 46 (76.7%) said that OPRAS had no relationship with the promotion of PSST. On the other hand, 34 (56.7%) respondents confirmed to have filled OPRAS forms at least once while 26 (43.3%) respondents have never filled OPRAS forms. This negligence and opposition

to this system leads to the delay in promotion of some PSST since the criteria of performance may not be fairly done by the Headmasters who may sometimes be biased in assessing the performance of teachers.

4.8 Suggestions for improving the promotion situation/what should be done

The researcher requested the respondents to give their suggestions on how promotion practice can be improved in order to promote teachers on time. Through open ended questionnaire provided to teachers, 55 (91.7%) respondents responded and through the interview by the MSEO, TSD, HRO and MD the following suggestions were provided:

Table 4.20: Suggestions for improving the promotion situation

Suggestions	Frequency	Percentage
To improve and provide a sufficient budget for teachers' promotion	45	82%
Introduction of an automatic system for promoting its workers (teachers)	14	26%
There should be adequate data base for each employee	26	47%
Considering seniority of an employee	22	40%
Corruption to be fought against	28	51%
Education level of an employee to be considered	30	55%
Teachers to be educated on promotion issue	16	29%
There should be a single unit (department) dealing with teachers' promotion matters	15	27%

Source: Field Data (2014)

About 82% respondents suggested that the government should improve and provide a sufficient budget for teachers' promotion so that promotion should go hand in hand with payment. This means that the fund to pay those teachers who have been promoted should be increased so that all the qualified teachers can be promoted and paid their new salaries on time. Also, there should be a specific budget/fund arranged for promoting employees and specifically teachers since it is clearly known how many employees and what time each employee deserves promotion.

The government should introduce an automatic system of promoting its workers (teachers) and not to wait to remind the officials through official letters asking for promotion since they have every employee's file, this was suggested by 26% respondents. There is no reason of telling employees/teachers to write letters applying for promotion in steady they should promote an employee whenever he/she reaches three years and with all qualifications. To ensure this, teachers suggested that officials responsible should pass through teachers' files and not to take action when they see teachers around since this facilitates corruption.

Around 47% respondents recommended that, the Municipal officers should have adequate database for each employee containing all employees' particulars (informations), in order to avoid the loss of employees' important particulars that are always considered during the promotion process. Also, the database should be updated frequently in order to capture the current informations of each employee.

The other group of 40% respondents also suggested that promotion should be based on seniority of an employee and there should be a system of identifying the time (duration/experience) that a teacher has spent at work by passing through each employee's data base. They further insisted that there should be strictness on the period of receiving another promotion which is every after three years so that they can be motivated to work hard.

Again 51% respondents suggested that, corruption should be fought against and it should be emphasized that an official should not take or give corruption. It should be dealt with from secretaries up to the officials responsible and whoever is favoring employees should be removed immediately from his/her position. Segregation and selfishness should be avoided, in steady they should be fare in the promotion process treating all employees equally the same. One of the respondents suggested that:

The PCCB which is responsible for fighting corruption practices in the country should put their officials in each department which is responsible for promotion of PSST in order to solve corruption problem because it has been causing some teachers who are not capable of giving bribe to get delayed in their promotions. (Questionnaire, Teacher: December 2014)

On the other hand 55% respondents recommended that, education level of an employee should be considered during the promotion also officials should adhere to all the guidelines guiding the promotion process including policies, the Public Service Act of 2002, the Public Service Regulations 2003, Public Service Scheme and the standing orders which shows the procedures and criteria that are to be followed during the promotion of public employees including the PSST. On the other hand teacher's performance should highly be considered during the promotion of teachers and there should be a proper way of identifying teachers' performance.

Approximately 29% respondents proposed that teachers should be educated on promotion issue whereby officials responsible for promoting PSST should visit teachers to their stations in order to educate them on the criteria and procedures to be followed during the promotion process. Also, when delays happen officials should inform teachers on the reasons for the delay and there should be a penalty to the officer who delay promotion of any teacher unnecessarily.

Respondents of about 27% among other things suggested that there should be a single unit (department) that will address teachers' promotion matters in order to reduce the prolonged bureaucracy. They claimed that having different departments which are concerned with their promotion sometimes delay their promotions, these departments are the TSD, HRD, Municipal Secondary Education Department and the MD.

The HRO suggested that there was a need for their office to be computerized with internet access throughout. This is because the LAWSON system needs a much stabilized internet access than depending on Modems for accessing the internet which sometimes are not effective and causes the delay when uploading teachers informations and sending the promoted teachers to the POPSM for approval.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

This chapter presents the summary, conclusion and recommendations of the study in relation to the research objectives and research questions. It is also suggesting areas for further studies. The main objective of the study was to investigate the challenges facing the promotion of teachers in PSS. It provides answers to the research questions which demanded to know whether there were policies and institutional framework guiding the promotion of PSST, whether there were procedures and criteria for promoting the PSST, to find out the ratio of timely and delayed promotions of PSST in IMC and challenges leading to the delayed promotions of PSST in IMC.

5.1 Summary

The study involved 64 respondents of which 60 respondents were PSST from five selected schools in IMC, while four (4) respondents were government officials who were heads of three departments including the MD from IMC. The Municipal officials were directly involved in the process of promoting PSST and were purposively selected to order to clear doubts raised from teachers and to provide official informations to enable the assessment of the reliability of the data collected. The officials included the MD, HRO, TSD and MSEO who were all from IMC. The findings revealed that there was no promotion policy specifically for PSST but there was only the Public Service Act of (2002) and (2007) (as amended), the Public Service Regulations of (2003), the Public Service Scheme (2003) and the Standing Orders for the Public Service (2009) which provides guidance on the promotion of all public servants including the PSST.

It was revealed that 63.3% of respondents were getting their promotions and 36.7% were not, the reason for not receiving promotion being still under probation, the delay of their TSD numbers, and the loss of their records in the TSD office while others had no

qualifications. Also, 10.5% were promoted on time whereas 89.5% were delayed of their promotions. The reasons for delayed promotions being negligence of the responsible officials, others reached the bar, poor record keeping in the TSD office, delay to get the TSD numbers and others were delayed due to budget deficit.

The promotion criteria cited by respondents were letter of appointment on permanent and pensionable terms, certificates of a teaching profession, confirmation letter, work experience which means having worked for three years, having a TSD number, good performance and discipline at work. Apart from those criteria, the promotion of PSST depended much on the budget available and the PSST promotion interval was three years. The procedure for promoting the PSST involved, teachers to fill in the personal particulars annual report forms, TSD meeting meant for teachers promotions, confirmation by the MD and the HRO to prepare formalities for the promoted teachers' new salary and promotion letters were prepared and sent to teachers concerned informing them on their promotions.

Challenges which were causing the delay of promotions to PSST were identified by both teachers and the Municipal officials and included the following: budget deficit was identified by respondents as the main challenge facing the IMC in promoting the PSST, negligence of responsible officials in the municipal was the other challenge that was mentioned by respondents (teachers), the TSD officer identified the negligence of some teachers in submitting important documents required to the authorities concerned for proceeding teachers' promotions, corruption and favoritism was identified by teachers.

Again poor keeping of teachers' records in the TSD office which led to the missing of teachers records, unclear merit for promotion to teachers because of lacking transparency, lack of working tools like computers and office tools as well as the office, excessive bureaucracy caused by complex hierarchy, shortage of TSD officials and larger number of teachers to be handled by the TSD, the delay of the approval of promotions from the POPSM was the other challenge identified in the HRD, challenges

in relation to OPRAS forms was identified by the HR department since there was negligence of teachers to fill them were identified.

The following suggestions were given by respondents in order to improve the promotion offering practices: improve and provision of a sufficient budget for teachers' promotion by the government, there should be a specific budget/fund arranged for promoting employees (teachers), the government should introduce an automatic system of promoting its workers (teachers), the Municipal officers should have adequate data base for each employee, promotion should be based on seniority of an employee, corruption should be fought against, education level of an employee should be considered during the promotion and teachers should be educated on promotion issue. Again there should be a single unit (department) that will address teachers' promotion matters in order to reduce the prolonged bureaucracy, the HRD office to be computerized with internet access through out.

5.2 Conclusions

The Public Service Act of (2002) and (2007) (as amended), the Public Service Regulations of (2003), the Public Service Scheme (2003) and the Standing Orders for the Public Service (2009) are all the main guidelines for the promotion of public servants including the PSST. All these guidelines did not show clearly how they could be applied in different cadre and therefore brings the challenge during their implementation.

It is very important for every teacher who has been appointed into the teaching profession to be introduced to these guidelines in order to make them aware of how to keep themselves up to date in the profession. This will reduce teachers' complaints as they will be aware of what they are required to do at what time and may help to raise their morale to work hard in order to be promoted. Also, this helps teacher to take the right decisions in case of any inconvenience and thus avoid unnecessary claims. Again the responsible department would be in the better position if it would take trouble to send the feedback or any other important information to teachers who were deserving

promotions but were not promoted stating the reason why such situation occurred and what measures will be taken to rectify the situation and prevent it from happening.

Most challenges were the result of poor implementation of guidelines for the promotion of employees like negligence of responsible officials, corruption and favoritism, poor keeping of teachers' records in the TSD office, unclear merit for promotion to teachers because officials were not transparent, lack of working tools like computers and office tools, excessive bureaucracy caused by complex hierarchy, the delay of TSD numbers and late approval of promotions from the POPSM.

The impacts of delayed promotions were also discovered and the findings reveal that when promotions of PSST are delayed it may lead into, lowering teachers' morale to work, demotivates and discourage teachers from working hard, conflict between teachers and officials, poor participation in teaching, poverty to teachers, teachers failing to reach their academic goals to their students, teachers feeling hatred towards the job itself and hatred to their students, teachers get stressed, teachers feeling denied of their basic (fundamental) right, poor performance of the students, absenteeism of teachers at work and late coming to work.

5.3 Recommendations

In the view of the research findings and conclusions, the researcher recommends the following:-

Trainings should be given to PSST in IMC on the promotion criteria and procedures so as to make them aware of these criteria and procedures. Teachers should be introduced to the main guidelines guiding the promotion processes which are the Public Service Act of (2002) and (2007) (as amended), the Public Service Regulations of (2003), the Public Service Scheme (2003) and the Standing Orders for the Public Service (2009). All these contain all the criteria and guidelines on the promotion process and if known by employees including teachers could be helpful to reduce any inconveniences that could arise among these teachers.

Record keeping and information management should be improved for promotion reasons. There should be a database for each employee containing all employees' particulars (informations), in order to avoid the loss of employees' important particulars that are always considered during the promotion process. Also, the database should be updates frequently in order to capture the current informations of each employee in order to avoid complaints from employees.

Mechanisms to minimize bureaucracy in the promotion process should be designed in order to reduce the time to process teachers' promotions. There should be a specific department that will only be dealing with the promotions of PSST, this is due to the fact that having different departments dealing with the promotion of PSST seems to be one pf the reasons that prolong bureaucracy hence lead into delayed promotions.

Promotion rights for promoted employees should go timely with employees' rights such as salary increment. Mechanisms to avoid the prolonged procedure of changing the salary should be designed and implemented. This will help to easy observation of promotion benefits by the employee like increase of motivation, morale and improved performance of workers.

There should be a special fund allocated separately and adequately for promotion of PSST. This means there should be a special pool where the promotion fund is kept than combining all the funds of other departments in one pool. This will create easy and fast salary increment of the promoted employees while other procedures could follow later. Also this will solve the problem of where to get the fund for promotion when needed since the fund will have its pool already.

The management should promote the PSST accordingly and immediately after they have attained the required qualifications. They do not have to wait for the reminder from teachers themselves as this could attract corruption and influence of employees to the official responsible. This could be easily attained if there could be an automatic system for promotion whenever teachers meet the qualifications.

Again on the issue of awareness of teachers on the promotion criteria the Municipal through the TSD would have used another mechanism that could make teachers get the knowledge of promotions and reduce unnecessary delays at the level of the Municipal. In steady of passing through each secondary school to give education they could have organized the meetings or seminars with Headmasters and give them education on promotion requirements. After being educated the Headmasters could seat with their subordinate teachers and educate them what they have been taught by the TSD officers. In this way it could reduce the number of teachers who were not aware of promotion criteria and therefore could minimize the delays of promotion.

Teachers would have taken initiatives to find out important information regarding their profession including the interval of receiving another promotion. On the other hand, the officials responsible would have helped by educating teachers through reproducing copies of all the procedures to be followed and regulation or posters which could be sent to each school for every teacher to access them and learn what is happening.

5.4 Need for further studies

Since the findings have shown that most of the challenges were facing the TSD there is a need for other researchers to investigate whether the TSD performs its duties as required in relation to the promotion of PSST.

There is a need for other researchers to find out how the competence of employees as one of the promotion criteria can be identified among employees or PSST. This is due to the fact that it was noticed by the researcher that there was no clear way to identify teachers' performance of PSST.

The other could be finding out how effectively the promotion policies can be implemented in the promotion of PSST.

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APPENDICES

APPENDIX I

QUESTIONNAIRE TO TEACHERS IN ILEMELA MUNICIPAL COUNCIL

MZUMBE UNIVERSITY

SCHOOL OF PUBLIC ADMINISTRATION AND MANAGEMENT

Dear respondent,

The researcher is a student at Mzumbe University pursuing a Master's Degree in Human Resource Management (MSc.HRM). The purpose of this questionnaire is to gather the information/data concerning the 'challenges facing the Ilemela Municipal Council in the promotion of public secondary school teachers'.

The information will be treated with highest confidentiality and the questions in this questionnaire are purely for academic purpose only and not otherwise. Therefore you are kindly requested to support and cooperate in this task by responding to the following questions.

Thank you,

Researcher,

Mzumbe University.

Instructions;

1. Please tick ☐ the most correct answers from the provided multiple choices to your case
2. Fill the empty space (s) as appropriate
3. If you feel, you have something more to add to the research problem of the researcher, find attached plain paper at the end of the questionnaire.

1) Age

- a) 18-25 years ()
- b) 26-35 years ()
- c) 36-45 years ()
- d) 46-55 years ()
- e) Above 55 years ()

2) Sex

- a) Male []
- b) Female []

3) Marital Status

- a) Married []
- b) Single []
- c) Divorced []
- d) Unmarried []
- e) Widowed []

4) Please indicate your level of education

- a) Secondary education []
- b) Certificate []
- c) Diploma []
- d) Advanced diploma []
- e) Bachelors' degree []
- f) Postgraduate diploma []
- g) Masters degree []
- h) PhD []
- i) Other (please specify) []

5) What is your designation/position.....

6) For how long have you been working as a teacher?

- a) Less than three (3) years ()
- b) 3-6 ()
- c) 7-10 ()
- d) 11-14 ()
- e) 15-18 ()
- f) 19-22 ()
- g) 23-26 ()
- h) 27 years and above ()

7) Have you ever been promoted?

- a) Yes ()
- b) No ()

8) If yes how many times?

.....

9) If no why? (If you have never been promoted what are the reasons behind?)

- a) Still under probation ()
- b) Delay of TSD number ()
- c) Loss of my records in the TSD office ()
- d) Have no qualifications ()
- e) Other reasons specify

.....

.....

10) Whether you were promoted on time or delayed

.....

11) If promoted on time or delayed, how long did it take? (how many year)

.....

12) If delayed, what do you think are the reasons for your delayed promotion?

a) Negligence of the responsible officials ()

b) Reached the bar ()

c) Poor record keeping in the TSD office ()

d) Disciplinary issues ()

e) Delay to get the TSD number ()

f) Budget deficit ()

g) Any other reason specify

.....

.....

13) What do you think are the impacts of delayed or on time promotions to teachers and students?

a)

b)

c)

d)

14) For how long a teacher who has been currently promoted have to stay before receiving another promotion?

a) 3 years ()

b) 2 years ()

c) Unknown ()

d) It depends ()

15) Is there any procedure used to promote teachers in Ilemela Municipal council?

- a) Yes ()
- b) No ()

16) If yes what are those procedures?

- a)
- b)
- c)
- d)

17) Are there any criteria for promotion in Ilemela Municipal council?

- a) Yes ()
- b) No ()

18) If yes what are those criteria?

- a)
- b)
- c)
- d)

19) Is the promotion offering practice fair?

- a) Yes ()
- b) No ()

20) Give the reasons for your answer in number (19) above if it is fair or unfair.

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

21) Do you know OPRAS?

- a) Yes ()
- b) No ()

22) If yes in 17 above what do know about OPRAS?

.....

.....

.....

23) Have you ever filled OPRAS forms?

- a) Yes ()
- b) No ()

24) If yes in 19 above, how many times in a year do you fill OPRAS forms?

- a) Once ()
- b) Twice ()
- c) Thrice ()
- d) I don't know ()

25) How OPRAS is related to the promotion of public secondary school teachers?

.....

.....

26) Is there any promotion policy for teachers in Ilemela Municipal council?

- a) Yes ()
- b) No ()
- c) I don't know ()

27) If yes what are they?

- a)
- b)

d)

e)

28) Are there any problems (challenges) constraining/limiting efforts to promote teachers in Ilemela Municipal council?

a) Yes ()

b) No ()

29) If yes what are those problems/challenges?

a)

b)

c)

d)

30) Give suggestions for improving the situation/what should be done?

a)

b)

c)

d)

e)

THANKS FOR YOUR COOPERATION.

APENDIX II

INTERVIEW GUIDE FOR MANAGERIAL/ADMINISTRATIVE POSITIONS: MD, TSD, HRD and MSEO

Issues to be discussed:

- 1) Knowing the gender, level of education, experience and age.
- 2) Who is a responsible personnel for teachers' promotion?
- 3) What is your role in the promotion of public secondary school teachers?
- 4) Mention promotion policies at Ilemela Municipal council and Institutional framework guiding the promotion of public secondary school teachers, what does these policies stipulate?
- 5) Are promotions of public secondary school teachers always coming on time?
- 6) What is the ratio of timely and delayed promotions of public secondary school teachers in Ilemela Municipal Council?
- 7) If there is any impact of the delayed promotions to teachers especially on their performance.
- 8) What are the promotion procedures (up to the POPSM) and criteria used to promote the PSST?
- 9) Are the teachers aware of the promotion procedures and criteria? if yes how and if no why?
- 10) Whether all the criteria for promotion are applicable in Ilemela Municipal Council.
- 11) Time taken to promote a teacher from the last promotion.
- 12) Are the set promotion criteria and procedures favorable to both senior and junior staff? How?

- 13) What is OPRAS in brief and how it is related to the promotion of PSST?
- 14) Is OPRAS always applicable during the promotion of teachers?
- 15) Give your opinion about promotion practices in Ilemela Municipal council.
- 16) If there are timely and/or delayed promotions of public secondary school teachers
- 17) Mention major problems/challenges that face the Ilemela MC/your office in the promotion of secondary school teachers in Ilemela Municipality and how they face the promotion process. (What are the challenges leading to delayed promotions of public secondary school teachers?)
- 18) What efforts have been done to minimize the challenges facing your office/department regarding promotion of secondary school teachers?
- 19) What should be done to improve the situation?

THANK YOU VERY MUCH FOR YOUR COOPERATION

APPENDIX III

RESEARCH WORK PLAN RESEARCH ACTIVITIES SCHEDULE

3.7 Work schedule (time table)

Table 3.1

Work phases	July- August 2014	Septem- ber- Novem- ber 2014	Decem- ber 2014	Decembe- r 2014- January 2015	February 2015	March 2015	April 2015
Phase1. Planning and preparation							
Selecting a research topic Formulating research objectives/ questions/ hypothesis Designing methods Literature review Completion and Submission of research proposal							
Phase 2. Project implementation							
Ongoing consultation Data collection							
Phase 3.Data analysis and interpretation							
Data analysis Data interpretation Write up and Polish up first draft results							
Phase 4. Report writing							
Sharpen up methods and results sections Write up of discussion							
Phase 5. Finalizing report writing							
Final overall draft Submit theses to the department							
Phase 6.							
Internal and external marking							
Theses defense							
Grade compilation							

Source; Mzumbe University, 2014

APPENDIX IV

RESEARCH BUDGET

The following is the proposed budget of which the researcher is expecting to spend during the research activity.

SN	PARTICULARS	AMOUNT
1	Telephone expenses	100,000
2	Internet expenses	150,000
3	Preparation of questionnaire	80,000
4	Field work	700,000
5	Photocopy	150,000
6	Transportation	100,000
7	Data collection and computerized	500,000
8	Data processing, analysis and report printing and binding	500,000
9	Contingency 10%	193,000
	Total	4,210,000

Source: Compiled by the researcher