

**FACTORS INHIBITING EMPLOYEES PROMOTION IN THE
HEALTH DEPARTMENT OF MOSHI DISTRICT COUNCIL**

**FACTORS INHIBITING EMPLOYEES PROMOTION IN THE
HEALTH DEPARTMENT OF MOSHI DISTRICT COUNCIL**

**By:
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**A Dissertation Submitted in Partial Fulfillment of the Requirements for the Award
of the Degree of Master of Science in Human Resources Management (MSc HRM)
of Mzumbe University**

2013

CERTIFICATION

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, a dissertation entitled: ***Factors inhibiting employee promotion in the Health Department of Moshi District Council*** in a partial fulfillment of requirements for the award of the Degree of Master of Science in Human Resources Management of Mzumbe University

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DECLARATION

I, ***Pamela Isangya***, 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 work is dedicated to my late Brother, Allan Mirisho Isangya, for his love and care which enabled me to be who I am today. May his soul Rest in Eternal Peace.

LIST OF ABBREVIATIONS

DMO	-	District Medical Officer
DNO	-	District Nursing Officer
HRM	-	Human Resource Management
HRO	-	Human Resource Officer
MDAs	-	Ministries, Departments and Agencies
MDC	-	Moshi District Council
OPRAS	-	Open Performance Review and Appraisal System
PM	-	Personnel Management
PSMEP	-	Public Service Management and Employment Policy
PSPSM	-	Permanent Secretary Public Service Management

ABSTRACT

This study was conducted in Moshi District Council and was prompted by the fact that promotion in the public sector, both in Central and Local Governments was a big problem that needed to be addressed.

A case study design was used in this research. The study used a sample of 56 employees selected through convenience sampling technique and purposive sampling technique. Data were collected through questionnaire, interviews and documentary review methods. Quantitative data were analyzed by using Statistical Package for Social Sciences (SPSS). The findings were presented in tables, figures and text to simplify interpretation.

Findings revealed that employee promotion in the Moshi District Council was being implemented and 71.5% of respondents were already upgraded at least once from the time of appointment to their job positions. However, the existing policy on employee promotion was likely to be weak as it is implemented without the application of OPRAS. The study also identified the promotion process, in which the majority (53.1%) of the respondents claimed that the promotion was not fair due to reasons such as unfairness which included promotion delay and inappropriate employee promotion. On the specific objective to determine the challenges posed in the implementation, the findings revealed that there were a number of challenges behind the situation such as budget constraints, corruption, favoritism, poor qualification and poor record keeping. Suggestions to improve the situation include improving record keeping system, avoiding favoritism, etc.

The study recommends that the management should improve record keeping, avoid favoritism, information on non-promotion be delivered on time, furtherance of employee education and further studies be conducted.

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CHAPTER ONE

INTRODUCTION

1.0. Chapter Overview

Chapter one gives an insight of what made the researcher to conduct this study on the factors hindering health sector employee promotion in local government authority in Moshi District Council (MDC). This chapter is divided into different sections namely: the background to the study, statement of the problem, objectives of the study, research questions, the significance of the study, the limitations of the study, delimitation and definition of key terms.

1.1. Background to the Problem

Human resource is not a new term in both public and private sectors. In the public sector, human resources play a critical role in delivering public services. These services include health, education, water supplies, transport services and many others. The government planners and decision makers have to ensure that their countries have a capable human capital in terms of the right number of people, with the right skills, at the right place in the right time to deliver these services for the population needs, at an affordable cost.

From the 1960s up to the mid-1980s the term has been commonly used to describe the specialist occupation concerned with managing people was ‘Personnel Management’. This traditional system of managing people said to be ‘hard’, emphasized on quantitative, calculative, business strategic aspects, using people as economic factor. The underlying philosophical contract was that of compliance rather than commitment. The control was external. People were used as resources like cash and materials (Torrington, 2005). Some authors termed this system as a ‘harsh system’ whereby people had nothing to do with technical issues. People were controlled as cost, treated as cash and material.

For many years, it has been said that capital is the bottleneck for a developing industry. I do not know of industries whose growth has been stopped by a shortage of cash. But there are several organizations which their operations has been stopped from the unwillingness of its human resources, lack of incentives being one of the case (Dessler, 2005:5). This is why the paradigm changed from traditional Personnel Management (PM) to Human Resources Management (HRM) in 20th century. The reasons given for the emergence are increasing competition, complexity and size of organization, increasing training cost and question on human resources contribution, change in values of workforce, changing of technology and the effect of globalization (Armstrong, 2006).

In contrast to the above, the PM focused only on organizational goals. HRM emerged as a solution to both personal and organizational goals (Gupta, 2006). The new paradigm is said to be soft, emphasizes on treating employees as most valuable assets (the needs to get their hearts and minds), flexibility and communication, leadership and motivation. People need to be most valued and motivated and rewarded because they are the sources of competitive advantages if trained and developed, they are prime movers of other assets, set other assets on motion. However, incentive phenomenon remains as a problematic area in the public service.

Reward Management System of an organization's integrated policies, processes and practices for rewarding the employees in accordance with their contribution, skills and competence as their market worth (Armstrong, 2006). There are two types of rewards, financial and non financial rewards. Financial rewards are base pay, additional to base pay (incentives such as bonus, commissions and competence pay, allowances, benefits). Non financial rewards are recognition, the Maslow hierarchy of Needs, and promotion.

According to Robbins (2000), promotion is regarded as a change within an organization to higher position that has greater responsibilities and requires more advanced skills, usually involves higher status and increased pay. Flipppo (1961) views promotion as a change from one job to another that is better in terms of status and responsibility. To

Armstrong (1984), promotion helps to ensure achievement of the interest of the employees. Graham and Bennet (1992) defined promotion as job that pays more or that one enjoys some preferable status.

In organization, promotion is one of the employees' motivations which have a vital role towards the employees' effective and efficient performance of the organizations' intended goals. In Tanzania Government, promotion is emphasized in the Standing Order (2009), D. 51 – 54 and Public Service Regulation (2003), Section 15 which states that promotion of a public servant shall be based on merits, effective and efficiency performance, qualification, skills and personal qualities.

This research therefore intended to explore the factors that impede the promotion which is one of the elements of motivation of human resources.

1.2. Statement to the Problem

Promotion in the public sector, both in Central and Local Government is a big problem that needs to be addressed urgently so that it can contribute adequately towards realizing the organizational objectives efficiently and effectively. Despite the fact that MDAs, particularly Local Government Authorities, have been empowered to be responsible for employee promotion by the Public Service Act no 8 of 2002 section 6 (6), the Public Service Regulations of 2003 section 6 (g), Standing Orders for the public service (2009), Section D and Public Service Management and Employment Policy (PSMEP) vol.2 (2008), but the problem of employee promotion especially health sector employees is still a big problem to most Local Government Authorities Moshi District Council being one of them. Employee promotions in the public service sector are characterized by complaints about delays, favoritism, report biasness and lack of standardized criteria for judgment while Section 15 of the public service regulations of 2003 clearly states that promotion of public servants shall be based on merit, effective and efficient performance, skills and personal qualities. On top of that, schemes of service have been issued by the Permanent Secretary Public Service Management (PSPSM) from time to

time to guide criteria for public service employees' promotion but still have not solved the problem.

The Study conducted by Rose (2010) at Handeni District Council on "How motivation influences employee commitment" revealed that 23 (67.6%) of respondents were not satisfied with promotion process. Giving the reasons for dissatisfaction with promotion process respondents argued that there was unfair treatment in promotion exercise since one could be qualified for promotion but he/she was not promoted while another one did not qualify but he/she was promoted. Likewise, a study conducted by Kiswaga (2010) at Mvomero District Council in Morogoro Region on "Factors hindering or delaying promotion of public primary teachers" revealed that 71 (49.3 percent) teachers' promotion has been delayed while 73 (50.7%) teachers were promoted to wrong grade by responsible officials.

Additionally, the study conducted by Mwinyi (2010) in Tanzania Island (Zanzibar) in the Civil Service Department, work under President Office – Chief Secretary; showed that 178 workers equivalent to 89 percent were not promoted based on the scheme of service implementation. As a result, many workers were complaining, demoralized, and used a lot of time in making follow-ups of promotions instead of service provision to the citizens. The promotion saga in this sector and the whole concept of a new light, human resource management, as a soft system is water-down.

The overall research problem addressed in this study is factors that hinder promotion in the Local Government and particularly in health sector. Apart from the efforts made by academicians and practitioners to the field on one hand and the government policies on the other hand, promotion has been a big problem and source of workers complaints especially in the health sector. Doctors, technicians, nurses and medical attendants are walking in and out in the human resources offices fighting to be promoted. On February 14th, 2012 The Prime Minister of the United Republic of Tanzania Hon. Mizengo K. Pinda (MB) in his speech on arrival at the Moshi Mini State House, addressed with a

serious concern that many employees from Moshi District Council had lodged complaints in his office for mistreatment at council offices and delayed promotions especially health department employees. It is with this concern that the researcher decided to look into the reasons as to why employees were denied their rights to be promoted and therefore not motivated despite all legal backings.

1.3. Objectives of the Study

1.3.1. General Objective

The general objective of this study was to find out the factors that inhibiting employees' promotion in the health sector in Local Government Authority, specifically in Moshi District Council.

1.3.2. Specific Objectives

Specifically this study was guided by the following specific research objectives:

- i. To find out the Promotion Policy for health sector employees existing within Moshi District Council
- ii. To identify the promotion process of Health Sector employees in Moshi District Council.
- iii. To determine challenges posed in the implementation of the promotion program in the health department of Moshi District Council.
- iv. To suggest ways in which the promotion process can be improved in Moshi District Council.

1.4. Research Questions

The following were puzzle questions of this study:

- i. What are the promotion policies for the health sector's employees used in Moshi District Council?
- ii. What is the process for conducting promotion for health sector employees in Moshi District Council?

- iii. What are the challenges posed in the implementation of the promotion program in the health department of Moshi District Council?
- iv. What should be done to solve promotion problem of health sector employees at MDC?

1.5. The Significance of the Study

The study was expected to yield the following:

- The result of this study is a knowledge base for the Local government authority to learn on employee promotion in the health sector. Thus, the knowledge generated through this study can be used to put in place new methods and or techniques or strategies on the promotion of employees.
- The findings of this study are useful for the provision of basic information for policy makers and planners, researchers and academicians alike. In this regard, information generated as a result of the study may serve as a point of reference for future studies in the field of labour promotion.

1.6. Limitations of the Study

- Since the study objective was to investigate the factors that hinder promotion among the health sectors employees, the researcher suffered from low profile level of participation from management during data collection. Promotion is employees' demand against employers. To solve this problem the researcher explained to respondents that the study was solely intended for academic purposes only and not otherwise.
- The problem of accessing the respondents in their respective offices since they were busy attending the patients. The limitation was solved by the researcher through rescheduling her time and make appointments with respondents after working hours.
- The study demanded the use of a lot of money that was not available to the researcher. Therefore, for the researcher to solve this problem the area close to

the researcher's resident was selected and the use of manageable sample. The approach cut off some of travelling and accommodation cost.

- Moreover, some respondents were overambitious with regard to the results of the study since the questions seemed to touch their interests and their fate. They hoped for great changes and solutions for the problems of delay of promotion they had been experiencing for a long time. The researcher elaborated the purpose of the research that it was for academic purposes but through the findings the management of MDC might take initiatives to address the situation.

1.7. Delimitation

The study excluded promotion problems of other sectors; rather it focused on Moshi District health sector employees only. Still, sampling was used as a means to reduce the cost of the study.

CHAPTER TWO

LITERATURE REVIEW

2.0. Chapter Overview

The literature review of this study is provided through textbook analysis and other documented material. The researcher consulted literature in order to understand and investigate the research problem. The chapter is divided into two sections: the first section expounds on theoretical literature review, while the review of recently conducted research (empirical) is dealt with in section two. In both sections, the focal point is what other scholars have said about promotion.

2.1. Theoretical Literature Review

2.1.1. Understanding the Concept of Promotion

Promotion is defined by Dessler (2005:358) as advancements to positions of increasing responsibility. Dessler strongly argues that promotions should be based on either seniority or competency or both and it requires special attribute or something more.

According to Armstrong (2010:860), the promotion procedures of a company should be, first, to enable management to obtain the best talent available within the company to fill more senior posts and, second, to provide employees with the opportunity to advance their careers within the company, in accordance with the opportunities available (taking into account equal opportunity policies) and their own abilities.

Generally, promotion takes an employee down to an upper position based on skills and competence acquired through training and experience respectively to render greater services than before, and commanding greater authority, responsibility, higher grade, increasing pay, status, and better working conditions.

2.1.2 Local Government Authority

According to Oxford Advanced Learners Dictionary, a local government authority is a system of government of a town or an area which is responsible for providing service to the citizens of that locality.

2.1.3 Local government

Local government refers collectively to administrative authorities over areas that are smaller than a state. The term is used to contrast with offices at nation-state level which are referred to as the central government, national government, or (where appropriate) federal government. "Local government" only acts within powers delegated to it by legislation or directives of the higher level of government (*Wikipedia Encyclopedia*). In Tanzania, the establishment of Local government authorities is stipulated under the Constitution of the United Republic 1977, Articles 145 and 146 and the Local Government Authorities Act No. 15 of 1984 (*Government Printer, 2008*).

2.1.4 Hindering

Defined by free online dictionary as *to obstruct or delay the progress of*.

Merriam-Webster defines the word hinder as *the action to make slow or difficult the progress of, hamper, to hold back; to delay; impede; or prevent action*.

2.1.5 Theories on Promotion

This section traces what scholars have tried to explain about promotion, in terms of concepts and related theories. According to Devaro, J et al (2006) in their new theory of Labour Market Discrimination, promotions differ in the degree to which tasks vary across hierarchical levels. They urge that when tasks differ substantially across levels, the opportunity cost (in terms of forgone output) of not promoting qualified workers from disadvantaged group (racial minorities or females) is large, so employers are less likely to (inefficiently) retain such workers in lower level jobs.

Kandil (2010), building on Lazear and Rosen's model (1990) points out that under certain conditions, discrimination/self selection at the hiring stage may change the

equilibriums result by altering employer's belief about expected quit rates and at ability of workers. Lazear and Rosen statistical discrimination model assumes that employers are gender blind at the hiring stage so that there is no differential treatment between men and women in the assignment procedures when they first enter the labour market, even though men receive preferential treatment at promotion.

Whatever the kind of discrimination is not and will never be accepted in promotion process. This is simply because it denies the disadvantageous party the right to be promoted. As Adam (1991) propounded in his theory of equity which need to develop equitable reward and employment practices.

Apart from all kinds of discrimination, there is a tendency of employers to observe a noisy signal from identity groups of workers, being male or female. The experience shows that men are noisier than female and therefore they are likely to be promoted in the organization than females. According to Armstrong (2010) employee voice refers to the say employees have in matters of concern to them in their organization. As Armstrong (2010:807) quoted Boxall and Purcell (2003) employees voice enable and sometimes empower employees, directly or indirectly to contribute to a decision making in the firm. In some organizations there is a tendency of employers to wait until the employees register their discontent and modify their decision towards promotion.

Motivation is concerned with the factors that influence people to behave in a certain ways. The three components of motivation as listed by Arnold et al (1991) are direction (what a person is trying to do), effort (how hard a person is trying) and persistence (how long a person keeps on trying). Employees may struggle harder and harder, acquire skills and knowledge, offer their best efforts in job to attain the organization's goal, keep on trying with expectation of being recognized and promoted.

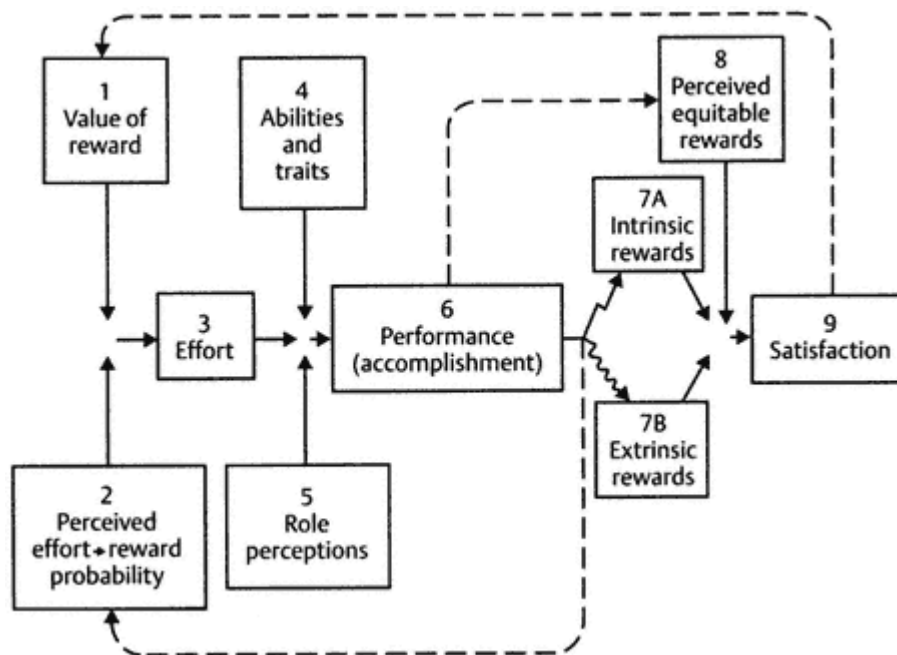
This tendency of employees is supported by expectancy theory, as formulated by Vroom (1964) which refers to the probability that action or effort will lead to an outcome. In Vroom's words, "Where an individual chooses between alternatives which involve

uncertain outcome, it seem clear that his behavior is affected not only by his preferences among these outcomes but also by the degree to which he believes these outcomes to be possible” (Armstrong 2010: 259).

In most organizations people do work hard but are not promoted. This is contrary to the instrumentality theory, the belief that if we do one thing it will lead to another. In its crudest form, instrumentality theory states that people only work for money. Assume that a person will be motivated to work if rewards are tied directly to their performance. Instrumentality theory has its root in Taylorism, that is the Scientific Management Methods of Frederick W. Taylor (1911) who wrote: “It is impossible, through any long period of time, to get workmen to work much harder than the average men around than unless they are assumed a large and permanent increase in their pay”.

Building on instrumentality theory, employees need more pay in order to meet their basic needs. As per Human Needs theory developed by Maslow (1954), who postulated the concept of hierarchy of five needs; physiological, safety, socials, esteem and self-fulfillment, which he believed were fundamental to the personality. All in all, promotion as one of the elements of an extrinsic motivation has a direct link between performance and the economic outcome.

Figure 2.1: Motivation Process



Source: Introduction to Human Resource Management by Ashly Pinnington and Tony Edward (2005:148).

Random Promotion Theory, as proposed by Andrea Rapisarda et al (2005), says that an organization that promotes employees at random, as opposed to by merit is more efficient. It honors “achievements that first make people laugh, and then make them think and in the process spur people’s interest in science, medicine and technology”.

2.1.6. Policies Guiding Employee Promotion in Tanzania

Standing Orders 1994 as reviewed in 2009; recognize employee promotion in Section D 51-54, the sections stipulate about employee appointments, confirmations, promotions and transfers.

The Public Service Act no 8 of 2002 section 6 (6), states that “the authority for appointments, confirmation, promotion and discipline of public servants in the local

government service other than those for whom the appointing authority is the president shall be the local government authority concerned”.

The Public Service Regulations of 2003 Section 6, “subject to provisions laid down in these regulations, powers of appointments, confirmations of appointments and promotions of public servants other than those appointed by the presidents are vested in Section 6(g) director of the local government authority in respect of the local government authority concerned”.

Also, Section 15 of PSR (2003) maintains that the promotion of public servants shall be based on merit, effective and efficient performance, qualification, skills and personal qualities. The procedure shall be as laid down under regulations 7, 8, 9 and 10 of the regulations”.

Public Service Management and Employment Policy (PSMEP) vol.2 (2008) put emphasis on employee motivation. The employees are provided with the right to get promotion if they acquire or possess the required qualifications.

On top of that, schemes of service have been issued by the Permanent Secretary Public Service Management (PSPSM) from time to time to guide criteria for public service employees’ promotion. Staff Development circular No 1 of 2009 on scheme of service for health sector employees gives out criteria for health sector employees to be promoted.

2.1.7. Types of Promotion

Gupta 1990:655 gives out different types of promotion as follows:

i. Horizontal Promotion

Horizontal type of promotion involves an increase in responsibility and pay with the change in the designation (Hassaine, 2001). However, the job classification remains the

same. For example, a lower division clerk is promoted as a higher division clerk. In such a case, the position of the employee concerned has been upgraded with some pay increase but the nature of his job remains the same. In health sectors, the system of this type of promotion is practiced in medical attendants-senior medical attendants-principal medical attendants.

ii. Vertical Promotion

Under vertical promotion, there is a change in status, responsibilities, job classification and pay (Hassaine, 2001). Sometimes, this type of promotion changes the nature of job completely. For example, a functional head is promoted as chief executive of the organization. The job involved at these two positions is completely different. In Local Government in Health sector medical doctor can be promoted to District Medical Doctor or District Executive Director and his/her job being more administrative rather than treating patients.

iii. Dry Promotion

Dry Promotion refers to increase in responsibilities and status without any increase in pay or other financial benefits (Byun, Duncan, and Burks, 2000). For example Health Officer can be promoted to be Head of Unit. This promotion increases the responsibilities as he/she has to be in charge of the unit while remaining with the same salary.

2.1.8 General Eligibility Criteria for Employee Promotion

Besides, there are criteria that managers may go through when there is a need to examine who should be promoted at the end of certain period. It should be known that if an employee is proposed by the manager for a promotion, it does not mean that the employee must be or is already promoted. The employee has to meet the minimum requirements for being considered for promotion. However the manager may decide that the employee does not yet deserve being upgraded, or that there isn't a position

available at a higher grade. Some of the eligibility criteria as propounded by management authors are:

i. Seniority

One of the primary drivers may be seniority / tenure in the company: this is the period of stay in a job long enough and eventually that one will be promoted to the next level up, provided they do not mess up badly in the meantime. This kind of model based on tenure usually works in certain parts of the world, in heavily unionized environments such as some specific industries or in companies where job holders are all paid the same for the same job and do not really evolve in terms of job content (Byun, Duncan, and Burks, 2000). In Tanzanian Public Service for an employee to be promoted from one post to another depends on length of service in previous post. Government Staff Circular No 1 of 2009 for health employee (medical attendants) states that for the health employee to be promoted she/he must serve one post not less than three years.

ii. Promotions in Professional Service Firms

Hassaine (2001) asserts that in other company cultures, for example consulting companies and similar professional service firms, one will encounter a mix of performance assessment and job progression. At the end of each year, every employee will be considered for promotion, for example from junior consultant I to junior consultant II. This is in effect job progression, but contrary to the previous example, this job progression may be based on performance.

The system is commonly called “up or out” and the “real” promotions happen every two or three years when the job content significantly increases if the employee is performing (Byun, Duncan, and Burks, 2000). The major differentiator in the consulting industry is that every employee is promotable each year, while in the majority of companies outside the consulting industry, only a few employees are reviewed for promotion each year (Papakhian, 1998).

iii. Performance as driver for promotion eligibility

Performance is an obvious factor to see if an employee should be eligible for a promotion or not (Papakhian, 1998). After all, one may want to reward performance while at the same time, strong performance is a good indicator to maximize chances that the employee will continue to deliver great results in the new role. For most organisations though, it may be quite difficult to base promotion eligibility purely on performance, not all managers are reasonable, willing to differentiate or able to have a conversation with their employees who expect a promotion and tell them that they're not ready yet (Byun, Duncan, and Burks, 2000). So if one does not put some other control criteria, they may end promoting people for the wrong reasons or at the wrong time.

Studies by Rasheed et al (2011) and Mani (2002) show that the purpose of performance appraisal in some institutions is basically to effect promotion of employees. Promotion of employees in Tanzania Government is based on the performance of an employee which is measured through OPRAS. OPRAS is the government tool to measure the employees' performance for both employees promotion but more important, it measures general performance of employees to increase efficiency and effectiveness. For the public servant to be promoted without considering his/her performance in three consecutive years is against the law as OPRAS was made mandatory by amendment no 17 of 2007 Public Service Act No 8 of 2002. Also Public Service Regulation of 2003 Section 15 emphasises the promotion to be based on merit.

iv. Using Multiple Factors when Deciding Criteria

In most cases, companies will base promotion eligibility on multiple criteria like: time/tenure in current job or grade will be a hurdle, which means it is a pre-requisite that has to be met before the employee can be considered for promotion (Papakhian, 1998). For example: a minimum of three years in the current position in order to be eligible there must be a list for consideration. Then, performance usually comes into play. It can be the most recent assessment, or based on a longer period. For example: "be rated at

Expected Level or higher”, or “no rating Under Expectations in the past two years” (Byun, Duncan, and Burks, 2000).

Also, some organisations may push the criteria further to make an employee eligible and may use one or a combination of other factors such as:

- i. Potential for progression: many organizations will have an informal filter for that, based on the manager’s and peers assessment of capacity. Other companies may have formal processes to rate the potential of employees. Only employees who still have room to grow will be considered for promotion.
- ii. Fit for the new role: companies may consider if the employee is a good fit at the time of deciding the promotion. But using “fit” may be a criterion to decide if the employee can be proposed for submission (i.e. the step before making the decision to promote or not). This requires the company to have a strongly developed competency framework to compare the employee’s current abilities to those required to perform the proposed job.
- iii. Manpower plan: people are sometimes forgetful, but we might ask ourselves: is there a job available at the new level? Was it planned? If the employee is promoted without needing an open position, it means that the promotion reflects recognition for the increased competencies and the achievements of the employee, and maybe also a few additional responsibilities (Papakhian, 1998). The promotion is essentially one of job progression (Hassaine, 2001). A more significant promotion would happen when an employee takes on a new role with significantly higher responsibilities and has to be replaced in his/her old role, hopefully by promoting someone else. In that case one needs an open position and the manpower plan, succession plan and /or reorganization plan will be useful for deciding eligibility for promotion (Papakhian, 1998).

iv. Budget

The Local government authorities (LGAs) must be in position to pay promoted employee in the current budget as in most cases promotion goes hand in hand with increase of salary. So, the promotion depends mostly on the ability of the organization to pay as stipulated in all staff development circulars issued by the Permanent Secretary, Presidents office, Public Service Management. Budget must be prepared before promoting the employees.

It can be observed that promotion is multi discipline as it is based on a number of parameters to be considered before an employee is considered to be promoted.

In fact, deciding the basis of promotion is one of the most contentious issues in human resources management because each employee wants a basis which best suits him or her. Understanding this, Government of Tanzania has set criteria for employees to be promoted. In order for one to be promoted, important things to be considered include an approval budget, seniority of employee, merit and good performance which is measured through OPRAS.

2.1.9. Advantages of Employee Promotion

Management authors have propounded various advantages of promotion to employees as follows:

i. Timely Promotion Helps in Employee Retention

Employee promotion is a measure of retaining employees within the organization.

Management should identify talented employees and ensure their timely promotion. Any delay promotion can result in high level of dissatisfaction which may force an employee to leave the organization on account of better opportunities which are available outside the organization (Beth Greenwood, 2008).

ii. Promotion Helps to Control and Save Costs

An employee already working with an organization will have a better understand of business processes and systems. Hence it will be easier for him/her to learn and implement new activities in comparison to an employee hired from outside the organization (Beth Greenwood, 2008).

An outside employee may take time to adapt to new work environment which may result in delayed execution of key tasks. Costs that may have to be incurred in order to hire and make a new employee comfortable with the organization's business and work environment will be saved by promoting an employee from within the organization.

iii. Promotion Helps To Improve Company Image

Promotion may give a sense of belongingness to an employee. A loyal satisfied employee will always appraise his/her organization. He/she may even recommend others to join the company which may help the company in attracting more talented employees (Suzan Heathfield, 2000).

iv. Internal Promotion Reduces Employee Resistance

Employees may find it difficult to work with and report to an individual who has been hired from outside the organization. Any employee who has been internally promoted may find less resistance and negative reaction from his/her subordinates or team members (Suzan Heathfield, 2000).

v. Promotion Improves Motivation Level

Timely promotion can give a boost to employee motivation which helps in increasing level of employee satisfaction. A satisfied employee always makes extra efforts to increase his/her level of contribution in the achievement of individual as well as organizational objectives (David Chenoweth, 2011).

2.2. Empirical Literature Review

The aim of this part of literature review is not only to highlight the relationship between the past and the current study but also to evaluate the works already done by other scholars and the researcher's work.

Tanzania's statement of promotion in the Standing Order for the Public Service, 2009, third edition; D.62, all organizations shall use Open Performance Appraisal System (OPRAS) as stipulated in the Public Service Act (2002) and the Public Service Regulations (2005). D.63 (2) provides that OPRAS is conducted with the aim of discover, evaluate and document the potential and shortcomings of individuals to enable measures to be taken for improvement of the efficiency and effectiveness of the public service as continuous objectives. The OPRAS assist an employee in more realistic way not only in the assessment of his present job but also in the need for training him for better performance as well as his suitability for promotion or on the need for developing him (D.70).

The same view was supported by Cole (2002) who precisely identified performance appraisal as the way to identify those with potential for personnel promotion or transfer and to reward people fairly in both private and public organizations. Pylee (1999:138) identified ten tenants such as age, total services, service in the grade, salary, efficiency, leave records, altitude and behavior, ability and intelligence, based on the independent recommendations of the departmental foremen and departmental manager must be the main considerations for promotion to higher grades.

Elna (2006) conducted a research on motivation to work – differences between managers and workers. The purpose of the study was to examine if a manager and worker had shared understandings and common factors of what motivated them, or if certain characteristics could be distinguished. The finding revealed that if a manager was dominated by enjoying power advancement and money, s/he would not be concerned about the workers whether she liked or not.

Mwinyi (2010), who studied the factors inhabiting effective promotion in Zanzibar revealed that scheme of service available in most institutions were not effectively implemented, the system not kept open to workers, lack of civil service promotion policy and low skill of human resource managers, the scheme of service implementation was not considering salary and compensation review for employee satisfaction and most of institutions were not allocating funds for promotion purposes.

Salah (2011) conducted a study on differentiation in promotions whereby the study analyzed gender prejudices in promotion decisions, in which female employees were less likely to be promoted compared to male employees. The study said nothing on factors hindering employee promotion.

Kiswaga (2010) conducted a study on factors hindering or delaying promotion of public primary school teachers in Mvomero District. The study revealed that some of primary school teachers were not promoted or delayed promotion due to their data missing in their files, and some were not promoted because they lacked qualification.

Asvir (2011) conducted a study on Promotion: A Predictor of job satisfaction in employees of glass industry in Lahore (Pakistan) and found that elements like length of service, ability and skills which are the determinants of promotion had moderate effect on enhancing the job satisfaction level of employees. The analysis showed a moderate and positive relationship between promotion and job satisfaction.

Jamil (2011) conducted a study on impact of compensation, performance evaluation and promotion practices on government employees' performance versus private employees' performance. In the study, compensation and performance evaluation practices were significantly and positively associated with employee performance. On the other hand, promotion practices were found to be insignificantly associated with employee performance of both public and private sector organizations. The reason was that, mostly promotions were done without following any criteria and merit.

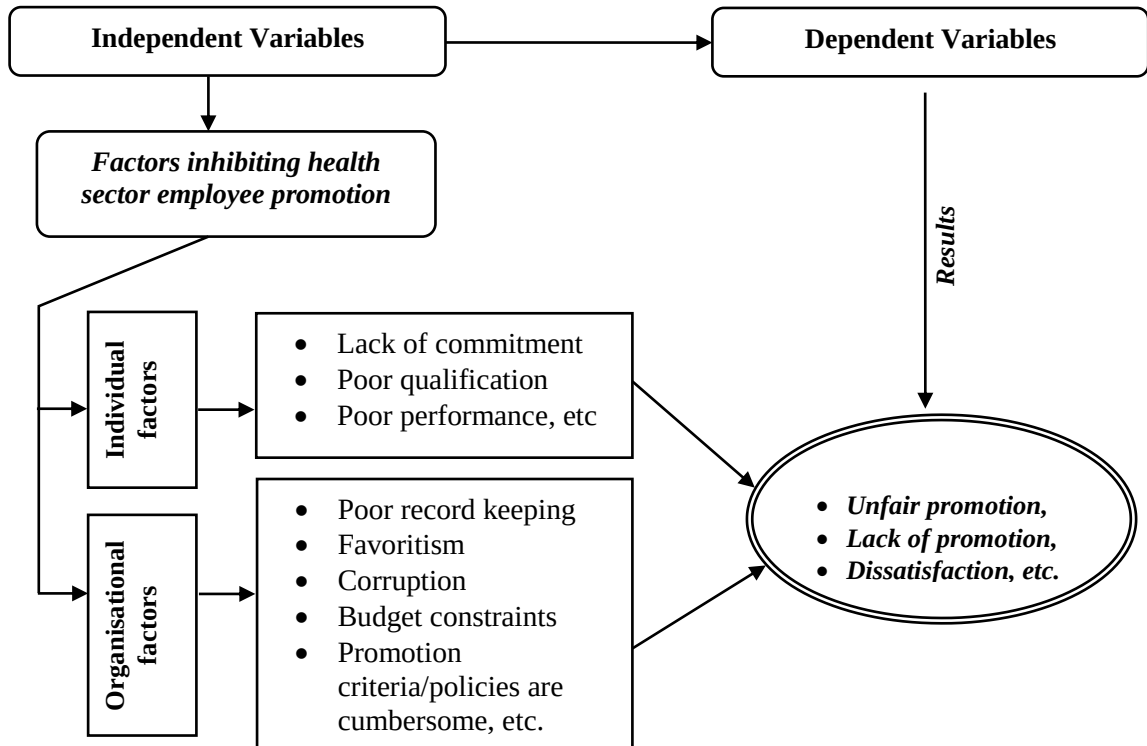
Research findings related to this topic conducted by Hugo (2001) on the criteria used for employees' promotion in the Ministry of Health Service workers revealed that the commonest criterion preferred for the promotion of the workers in the ministry was seniority, but the study said nothing on why promotion for health sectors could be hindered.

2.3. Conceptual Framework

Victor Vroom's expectancy theory says that an employee will be motivated to exert a high level of effort when he or she believes that effort will lead to good performance, which in turn will lead to organizational rewards such as a bonus, salary increase and promotion. Employees tend to work hard so that they be promoted. Their expectations end in vain as there are factors that hinder employee promotion.

In this study, the researcher assumes that, health sector employee promotion is hindered by both individuals and the organization itself. This model is made up with independent variables which are represented by individual factors and organizational factors. Individual factors which inhibit employee promotion include poor qualification that an individual possesses and or the individual's poor performance. On the side of organizations there are factors that inhibit employees such as poor record keeping, budget constraints, and promotion policies/criteria, which are difficult to carry. For example the issue of OPRAS is complicated as some of employees are not familiar to it. Apart from that there is favoritism behavior of supervisors who tend to promote employees basing on tribalism and corruption. The result of all these factors is to have unfair employee promotion, poor or lack of promotion, dissatisfaction, etc. as illustrated in figure 2.2.

Figure 2.2: Conceptual Framework



Source: Researcher's construct (2012)

2.4 Summary of the Literature Review

The general over view from both theoretical and empirical review justified the need for employees' promotion within the organization. The theoretical literature review proved that promotion was one of the tools necessary to achieve effective performance. The organization should establish and undertake good promotion policies to achieve its goals and objectives. Unclear promotion policies in various organizations might lead to employees being not promoted accordingly (Makule, 1998).

Empirical literature review on the other hand proved that there was a gap on factors that hinder employee promotion particularly in the health sector that needed special attention to address the situation. It was this gap that prompted the researcher to undertake this study, as an effort to resolve the problem in hands taking into our mind sensitivity of this sector.

CHAPTER THREE

METHODOLOGY OF THE STUDY

3.0. Introduction

As Kothari (2004) put it, a research methodology is a systematically way of solving research problems. In order to meet this objective, the methodology covered both primary and secondary data collection. These two sources were relied on in order to gather first hand information from all intended stakeholders. This chapter consists of five sections. Section one presents a research design. The area of study is explored in section two. The sampling techniques and data collection were dealt with in section three and four. Section five presents data analysis of findings. The chapter also indicates the rationale for the choice of the research methods and instruments that were used for data collection.

3.1. Research Design

A case study design was used in this research. This design was believed by the researcher to be an appropriate way of exploring, analyzing and reporting the life of social unit, be a person, a family, a cultural group, an ethnicity, an institution and even a community at large. According to Bharadwaj (1989:2), a case study design is a small, inclusive study of an individual in which the investigation brings to bear all his/her skills and methods, or as a systematic gathering of a unit of society. According to Tucman, (1974), data from case studies are greatly comprehensive and reliable because of their ability to explore instances in detail and enable the researcher to get information which is purposive and comprehensive. This enabled the researcher to investigate deeply the Moshi District Council health department and therefore gather enough information about factors hindering employee promotion.

3.2. Area of the Study

Using this research design, Moshi District Council, was studied. Moshi District Council is one among seven Councils in Kilimanjaro Region. MDC lies between longitude 37° to 38° East and latitude 2° - 30' - 50° south of the Equator. On the North it borders Rombo District, on the East it borders Kenya on the South borders Mwanga and Simanjiro Districts and to the Western side it borders Hai District. The district population according to the 2002 census is 401,369 out of this 192,238 are males and 209,131 are females.

The District Council was established in January, 1984 by provisions of section 8 and 9 of the Local Government (District Authorities) Act of the year 1982. The MDC has 4 division divided into 31 Wards. The wards are divided into 145 villages. It has 10 departments which are Administration, Planning, Trade and Finance, Education, Health, Community Development, Agriculture and Cooperatives, Land and Natural Resources, Water and Works.

Specifically health department was studied; the selection of the health department was based on the fact that complaints about promotion in the MDC originated from the employees of the health department.

3.3. Target Population of the Study

Neuman (2003) defines population as the pool of cases from which the sample is selected. It is a set of all cases of interest of the researcher. The population of this study comprised all 328 health department employees of MDC of all levels from medical doctors to medical attendants and Human Resource Officers. The population distribution was as shown in table 3.1 below. The researcher assumed that the selected subjects of the study had the experience on the mentioned problem at hand.

Table 3.1. Population of Moshi District Council Medical Staff by Occupation

Title	No of employees
Human Resource Officer	2
Medical Doctors	2
Assistant Med Officers	7
Clinical Officers	53
Nurses	97
Technologists	5
Assistant environment officer	9
Health Secretary	1
Medical Attendants	216
Total	392

Source: Moshi District Council 2012

3.4. Sample and Sampling Techniques

3.4.1. The Sample

The study used a sample of 56 employees from the targeted population of 392 health sector employees and Human resource officers and District Executive Director. The sample was drawn from different cadres such as Medical Doctors, Clinical officers, Nurses, Medical Attendants, Assistant Environmental Health Officers, Health Secretary, Assistant Medical Officers, HRO and Technologists. Population and sample distribution of the study was as shown in Table 3.2.

Table 3.2. Population and Sample Size distribution

Title	Population	Sample	Percentage of sample to population
Human Resource Officer	2	2	100
Medical Doctors	2	1	50
Asst Med Officers	7	3	42.8
Clinical Officers	53	11	20.7
Nurses	97	13	13.4
Technologists	5	1	20
Asst environment officer	9	2	22.2
Health Secretary	1	1	100
Medical Attendants	216	22	10.1
TOTAL	392	56	14.2

Source: Researcher's Construct 2013

3.4.2 Sampling Techniques

Sampling techniques applied in this study were convenience/accidental sampling and purposive sampling whereby 56 respondents (14.2 percentages) were selected as the sample of the study.

3.4.2.1 Convenience Sampling

Convenience sampling is a non probability sampling in which subjects are chosen in a nonrandom manner, and some members of the population have no chance of being included. Thus, the researcher selected the respondents on the basis of their readiness to provide data for the realisation of this work. Using this method, forty nine (49) employees were involved in the study.

3.4.2.2 Purposive Sampling

Purposive sampling is the one in which the researcher rule out by selecting sample representative, depending on his opinion or purpose, thus selection being subjected. The respondents in this category, 7 in number were interviewed. Positions and number of respondents selected purposively was as shown in Table 3.3 below.

Table 3.3.Positions and number of respondents selected purposively

Title / Position	Number of Respondents
District Executive Director (DED)	1
District Human Resource Officer (DHRO)	2
District Medical Officer	1
District Health Secretary	1
District Nurse Officer (DNO)	1
TOTAL	7

Source: Researcher Construct 2010

3.5. Data Collection Methods

The researcher collected both primary and secondary data. Three methods of data collection were used namely: questionnaire method, interview and documentary review methods. Primary data were collected by questionnaire and interview methods and secondary data were obtained by documentary review. The choice of data gathering techniques depended on the nature of the research problem, the purpose of the study and research task.

3.5.1. Primary Data

Primary data were collected directly from respondents through questionnaire and interview.

3.5.1.1 Questionnaires

Questionnaires were administered to the forty six (46) respondents. Questionnaire method was preferred as it enabled respondents to get enough time to think and to respond accurately to the questions without interference by the researcher and it did not require much time to administer. Questionnaires were in the English and Kiswahili languages whereby three (3) respondents completed English questionnaires and forty six (46) respondents completed Swahili questionnaires.. Respondents were given freedom to choose the language that they felt more comfortable with. The use of two languages minimized the language problem hence enabled respondents to understand the questions and respond to them more precisely. The type of questions included in questionnaire included both close-ended and open-ended questions.

3.5.1.2. Interview

This involves data collection through verbal interactions between the interviewer and interviewee. Any person to person interaction between two or more individuals with specific purpose in mind is called interview (Kumar, 2005). This study involved direct verbal interaction with seven (7) respondents namely DMO, DNO, Health Secretary and Human resource Officers and District Executive Director so as to know their perspective concerning factors that hindered health sector employee promotion. The conducted interviews were semi-structured, that is some of the questions and topics were predetermined and other questions were expected to arise during the interview and thus the method appeared to be informal and conversational, but carefully controlled and structured.

3.5.2. Secondary Data

Secondary data were collected through office records and documentations, written material such as scheme of service of health employees of 2009, Public Service Regulations of 2003, Amendment Act of 2007, personnel emolument budget.

In all types and methods of data collection, ethical issues associated with undertaking the research works were strictly adhered to.

3.6. Data Analysis

Data analysis refers to examining what has been collected in a survey or experiment and making deductions and inferences (Kombo and Tromp, 2006). It is a process of systematically working with data or applying statistical and logical techniques to describe, organize, summarize and compare the data collected and divide them into manageable portions. In this study the collected data from the field were processed and analyzed through Statistical Package for Social Sciences (SPSS). The data collected from interview were reduced through sorting, discarding and organized in a way that allowed final conclusions to be drawn and verified.

CHAPTER FOUR

PRESENTATION AND DISCUSSION OF THE FINDINGS

4.0. Chapter Overview

This chapter presents the findings that were collected from respondents. Before presentation of the findings, the chapter provides the demographic details of respondents. The findings of this chapter are based on the specific research objectives and/or the research questions. The following sections, of which each one represents a single specific research objective and or a research question, are covered in this chapter:

- i. Promotion policy for health sector employees in the organization
- ii. Promotion process of health sector employees in MDC
- iii. Challenges in the implementation of promotion program in the health department of MDC
- iv. Ways to improve promotion process in MDC

In the study the quantitative data presented in tabular forms and pie charts (figures) were collected from forty-nine (49) respondents who filled in questionnaire sheets. However, the data from seven (7) interviewees and those from archives were used as supportive evidence to the practice of employee promotion in the health department of Moshi district council.

4.1. Demographic and Social Details of Respondents

4.1.1. Gender Aspect

Under the demographic and social details of respondents, the researcher was keen on distinguishing the characteristics of respondents starting with the aspect of gender in which their sexes were distinguished. The contemplation of this aspect was based on the assumption that it would help not only the researcher, but also the readers of the report to recognise that gender participation was taken into account. The finding on the gender aspect is as presented in table 4.1.

Table 4.1: Respondents' Gender

Variable and Category	Frequency	Responses (%)
Male	39	79.6
Female	10	20.4
Total	49	100

Source: Field data (2013)

As presented in table 4.1, information indicates that among respondents who participated in the study through filling in questionnaire sheets, 39 (79.7%) were female, while 10 (20.4%) respondents were male. This implies that majority of women participated in this study. In justification of the plurality of women in this study, records from the human resource department of the district council have indicated that at the level of nursing, majority workers are women (MDC profile, 2012). Interviews with the health secretary similarly showed that normally at the nursing and medical attendant level, most employees were women. However, more men were found at the level of clinical officers and doctors where they were also more than women.

4.2.2. Respondents' Age

In this study, the aspect of age was also examined. Relevant information is presented in table 4.2.

Table 4.2: Respondents' Age Groups

Variable and Category	Frequency	Responses (%)
25-40 years	19	38.8
40-55 years	27	55.1
Above 55 years	3	6.1
Total	49	100

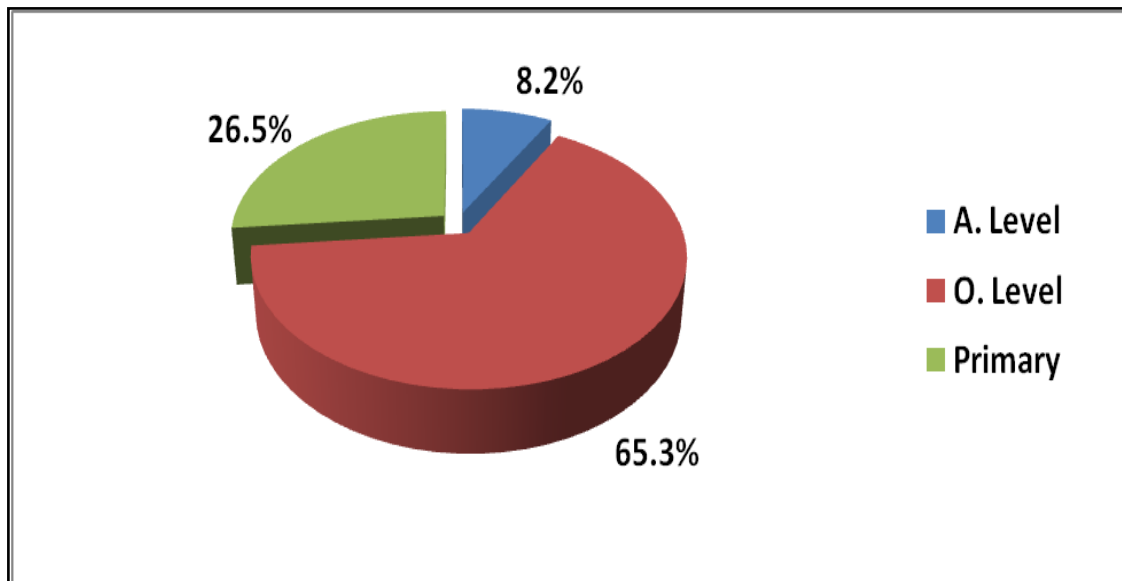
Source: Field Data (2013)

Table 4.2 revealed that 19 (38.8%) respondents were of the age group ranging from 25 – 40 years. The group represented the majority of respondents in the study. Along with that, the same table indicates that 27 (55.1%) respondents were of the age group ranging from 40 – 55 years, and lastly, 3 (6.1%) respondents were of the age group ranging from 55 years and above. During interviews with the human resource officer, it was revealed that majority employees were women who had been holding that position for a long time since they left school. Because of personal needs for education, most fresh students and or secondary school leavers prefer to continue with higher levels of education instead of staying in lower positions.

4.2.3. Education Aspect

The aspect of education was considered in this study as the absence of education was a challenge in the world of work and an impediment towards job promotion. Nangawe (2004) maintained that education was among the criteria for upgrading an employee. Given this reality, Moshi district council employees' education levels were considered in this study to determine whether education level was a challenge or an added advantage for job promotion. The findings on this aspect are presented in figure 4.1.

Figure 4.1: Respondents' Education Levels



Source: Field data (2013)

With regard to respondents' education level, figure 4.1 demonstrates that 65.3% of respondents had ordinary secondary school education, 26.5% of respondents had primary education and 8.2% of respondents had advanced secondary school education.

During data collection interviewees told the researcher that most employees in the nursing and medical attendant positions were women who had finished ordinary secondary school education level since long and followed nursing education later. This has often happened when people leave the ordinary level with lower pass and thus choose to further their education in another field to get a certificate. Nowadays, those who finish their ordinary levels of education may opt to study for a certificate or diploma in nursing and find employment in the private hospital where there is good remuneration.

4.2.4. Other Education after Secondary School

Given that majority employees in Moshi district council became nurses after accomplishing a certain level of secondary school, the study aimed at examining their

current level of education or the degree obtained in the field of medicine and which enable them get the positions they were holding. Findings on this aspect are presented in table 4.3.

Table 4.3: Other Education after Secondary Education

Variable and Category	Frequency	Responses (%)
Certificate	26	53.1
Diploma	18	36.7
Degree or equivalent	5	10.2
Total	49	100

Source: Field data (2013)

As presented in table 4.3, information concerning respondents' education after leaving secondary school indicates that 26 (53.1%) respondents had a certificate in the field of medicine, 18 (36.7%) respondents were holders of diplomas and 5 (10.2%) respondents were degree holders or holders of academic credentials equivalent to degrees.

With regard to the plurality of certificate holders, interviews indicated that most certificate holders were form four leavers who had finished their secondary education for more than ten years and did not have the possibility to further their education. So they opted to study for certificates in fields of nursing and others in fields of medical attendance.

4.2.5. Respondents' Positions

During the study, the researcher collected information on respondents' positions to ensure that each cadre in health department was involved in the study, as has been stipulated in chapter three of this study. Findings on respondents' positions are presented in table 4.4.

Table 4.4: Respondents' Positions

Variable and Category	Frequency	Responses (%)
Medical doctor	1	2
Assistant medical officer	1	2
Clinical officers	10	20.4
Nurses	13	26.5
Technologists	1	2
Assistant environment officer	2	4.1
Medical attendants	21	42.9
Total	49	100

Source: Field data (2013)

As can be seen in table 4.4, information indicates that each cadre in health department was represented in the study. Thus different health workers of the health department of Moshi district council were involved in the study. The status of medical attendants and nurses to be more than other workers depended on the amount of duties that needed to be carried out. For instance, as recorded from interviews, medical attendants and nurses were many because of the workload that they had to carry out different from medical doctors and assistant medical officers who were few.

4.3. Promotion Policy for Health Sector Employees in the Organization

In order to respond to the overall objective of this study, the study carried a number of specific objectives. The first specific objective stated, “To find out the promotion policy for health sector employees existing within the organization”. In order to collect pertinent information for this specific objective information was obtained through documentary review.

The findings through documentary review revealed that MDC as a Public Service Institution was guided by Public Service (Amendment) of 2007 with OPRAS as one of

the criteria for employee promotion including health sector employees, also Public Service Regulation of 2003 which stipulates that “Promotion of a Public Servant shall be based on merits, effective and efficient performance, qualification, skills and personal qualities”. The Scheme of Service of 2009 for health employees is used as a guideline for health sector employee promotion as it gives out education qualification and experience for an employee to be promoted from one stage to another.

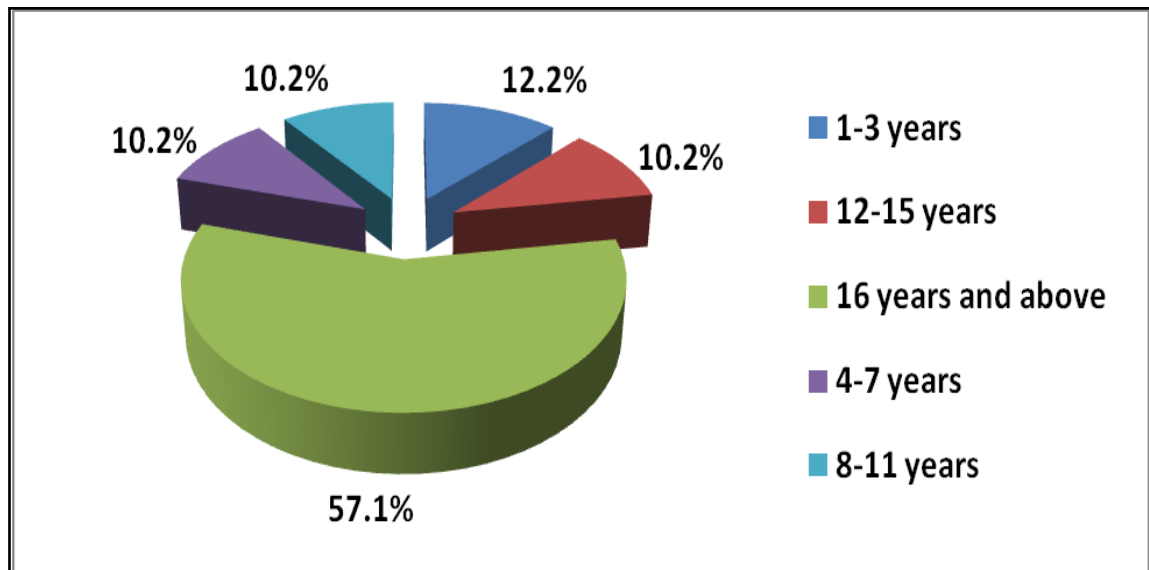
Besides, interviews were conducted to the human resources officer, district medical officer and health secretary with regard to the existing employee promotion policy. A compilation of interviews indicated that the health department of Moshi District Council was implementing the above policies although not so effectively because the Open Performances Review Appraisal System (OPRAS) was not applied. Moreover, the Scheme of service 2009 does not specify the exactly duration of time after which every employee should be upgraded; it just gives minimum time of three years.

Apart from documentary review numerous questions were posed to study respondents as follows.

4.3.1. Employees’ Tenure

Under this specific research objective, respondents were initially asked to show the time for which they had already been working in the health department in Moshi District Council. The findings on the question are presented in figure 4.2.

Figure 4.2: Employees' Tenure



Source: Field data (2013)

Information on the experience duration of employees of the health department of Moshi District Council as illustrated in figure 4.2 indicates that 57.1% of employees had an experience of work ranging from 16 years and above. However, as can be see, they included the predominant group of respondents. Along with that, 12.2% of respondents had an experience ranging 1 – 3 years, 10.2% of respondents had an experience of 8 – 11 years, and another 10.2 % of respondents had an experience of 12 – 15 years.

Information collected from interviews indicated that those with experience of years ranging from 16 and above were senior workers who had been working in the health department for long as compared to those with the experience 1 – 3 years who were newly employed. Equally important, it was revealed in interviews that the issue of seniority was one of the criteria for employee promotion in the health department of Moshi District Council. However, in order to be upgraded, seniority itself was not a sufficient criterion. Because there were some employees who had experience but did not have a chance to further their education. For that reason they could not be upgraded for

seniority only, but they needed also education and other elements of employee promotion as required by the district council.

4.3.2. Employee Job Promotion

Following the discussion of employees' experience duration, respondents were further asked to state through questionnaire whether they had ever been promoted since they got their first promotion in the health department of Moshi district council. Their answers are presented in synopsis in figure 4.5.

Table 4.5: Job Promotion

Variable and Category	Frequency	Responses (%)
No	14	28.6
Yes	35	71.4
Total	49	100

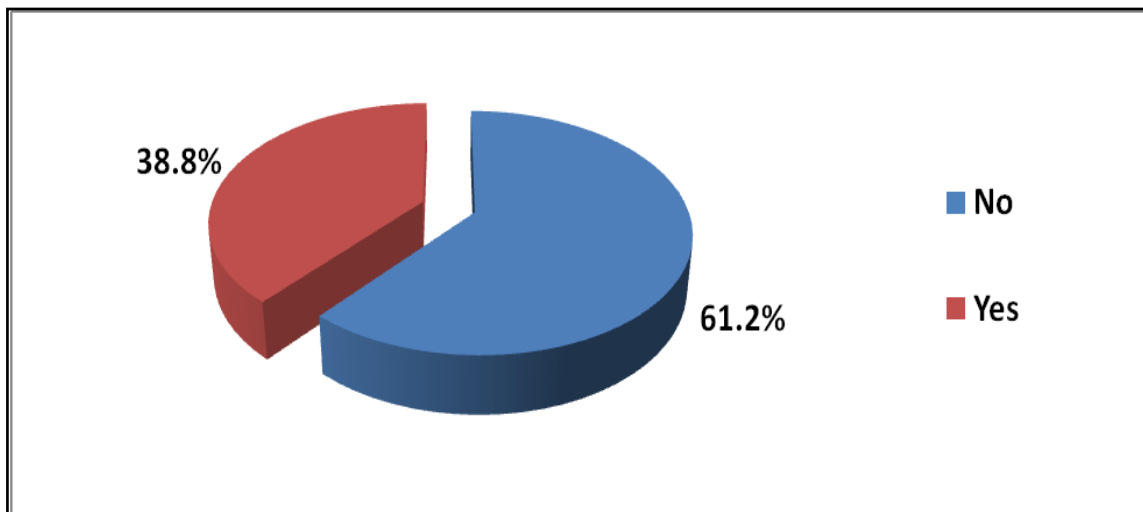
Source: Field data (2013)

As presented in table 4.5, findings reveal that 35 (71.4%) respondents said “Yes” to imply that they had already been promoted at least once since they were appointed to their job positions, while 14 (28.6%) said “No” to imply that they had never been promoted. But this deduced that to a great extent, employees in the health department of Moshi District Council had been upgraded during the time of their work at the District. Information as compiled from interviews with health secretary indicated that despite most employees had accepted that they had been promoted; their promotion was done in the year 2002 backward. There were no current upgrades for those who were under qualified; but those who were freshly coming from school/university and who met the maximum promotion requirements were being promoted.

4.3.3. Employees' Awareness of the Scheme of Service of 2009

Regarding the first specific research objective, respondents were also asked whether they were aware of the scheme of service of the year 2009 relating to their specialization. Their answers were compiled and presented as illustrated in figure 4.3.

Figure 4.3: Employees' Awareness of the Service Scheme of 2009



Source: Field data (2013)

As illustrated in figure 4.3, information shows that 61.2% of respondents said “No” to represent their rejection on the awareness of the scheme of service of the year 2009, while 38.8% of respondents said “Yes” to represent their acceptance on service scheme of the year 2009 in the area of specialization. This revealed that management had not managed to inform all employees about the new scheme of service of 2009 of health sector employees.

4.3.5. The Implementation of Scheme of Service of 2009 by MDC

As regards findings presented in figure 4.3, the 19 (38.8%) respondents who said “Yes” were asked whether the Moshi district council was implementing the scheme of service effectively. Their answers are presented in table 4.6.

Table 4.6: Implementation of Scheme of Service of 2009 by MDC

Variable and Category	Frequency	Responses (%)
Yes	7	36.8
No	12	63.2
Total	19	100

Source: Field data (2013)

Information in table 4.6 connotes that among 19 (38.8%) respondents who said that they were aware of the Scheme of Service of the year 2009 in figure 4.3, 07 (36.8%) of them agreed that Moshi District Council was implementing the scheme effectively and 12 (63.2%) rejected.

In addition to the above information, findings from interviews with health secretary and human resource officer indicated that the Scheme of Service of 2009 was being implemented by the MDC. However some of existing employees had already been given letters to change their designation so as to suit the new Scheme of Service of 2009. The new Scheme of Service is used as guideline for recruitment of health employees since January 2010 also the researcher through documentary review found those letters in some employees' personal files.

4.3.6. Intermediate Period between Job Appointment and Promotion

The 35 (71.4%) respondents who said they had ever been promoted were asked to indicate the length of the period that passed from the time of their appointment to their first promotion or from their first promotion to the second promotion. Their answers indicated that they were upgraded in different times as presented in table 4.7 below.

Table 4.7: Period between the First and Second Job Promotion

Variable and Category	Frequency	Responses (%)
2 years	1	2.9
3 years	2	5.7
4 years	2	5.7
5 years	5	14.3
6 years	4	11.4
7 years	6	17.1
8 years	4	11.4
9 years	2	5.7
10 years	1	2.9
12 years	2	5.7
13 years	3	8.6
14 years	1	2.9
15 years	2	5.7
Total	35	100

Source: Field data (2013)

The information in table 4.7 was compiled from 35 (71.4%) respondents presented in table 4.6 who said “Yes” to mean they were upgraded at least once from the time of appointment to their job positions as employees of Moshi District Council. With regard to the time duration that passed between the first and second promotion of employees information in table 4.5 puts on view that 6 (17.1%) respondents said they were upgraded after 7 years of their stay in their respective positions, 5 (14.3%) said they were promoted after 5 years, 4 (11.4%) respondents said they were promoted after 6 years and 6 (11.4%) others were promoted after 8 years. Others were promoted in different times as it can be observed from the table.

Interviewees told the researcher that those who had stayed a long time without being promoted were primary school leavers with unacceptable qualifications according to scheme of service of 2009 for health sector employees. They could not be fired out regardless of their unacceptable qualifications; thus they have to maintain their lower level positions without any upgrade until they further their education or their retirement moment comes along.

4.3.7. Summary of Findings on the First Specific Objective

In a nutshell, the specific research objective number one which was “*to find out the promotion policy for health sector employees existing within the organization*” deduced that employee promotion in the health department of Moshi District Council was being implemented. Employees were being promoted and this was supported with evidence of 71.4% of respondents (see table 4.3) who indicated through questionnaires that they had been promoted at least once from the time of appointment to their job positions. However, the policy showed some weakness as it was implemented without putting the OPRAS into application. Moreover, the period after which employees were to be upgraded was not indicated except for medical attendants.

4.4. Promotion Process of Health Sector Employees in MDC

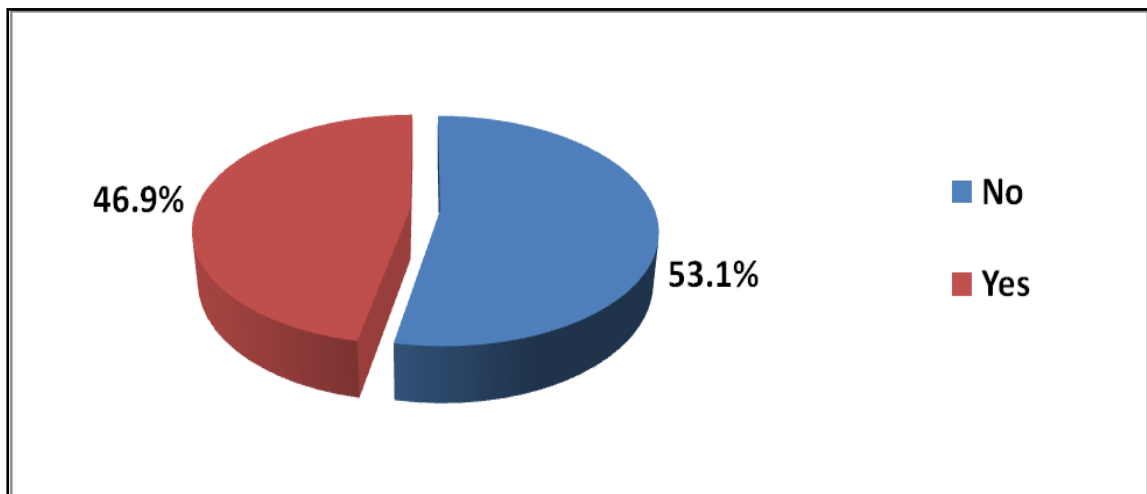
The second specific research objective of the study was “to identify the promotion process of Health Sector employees in Moshi District Council”. In order to get information to answer this specific objective and its research questions, various questions were presented. The findings through interviews with human resource officers and health secretary revealed that, the process of promotion of health sector employees started from the budget whereby each year from October personnel emolument (PE) budget is prepared to accommodate promotions of the coming financial year and discuss it with Presidents Office Public Service Management before submitting to Ministry of Finance for approval. After budget approval the list of employees with qualifications for promotion is presented to the employment board for discussion, the recommendations

from employment board are forwarded to the finance and planning committee and finally approved by the council. On the side of questionnaires the respondents were asked several questions as follows.

4.4.1. Employees' Views on Promotion Fairness

The first question under this research specific research objective intended to show whether the promotion was fair according to employees understanding. Responses with regard to this question are presented in figure 4.4.

Figure 4.4: Views on Promotion Fairness



Source: Field data (2013)

Figure 4.4 depicts that 53.1% of respondents said “No” to mean that the promotion they got was not fair as far as they understood, and 46.9% of respondents said “Yes” to mean the promotion they got was fair according to their understanding.

With regard to this promotion fairness or unfairness, information collected from interviews with management highlighted that promotion was fair. But the problem was that employees had the habit of not being satisfied; sometime they wanted all to be upgraded after every period. However this was difficult since not all employees could be promoted at the same time. For some, the delay of promotion was taken as unfairness or

injustice, while it was not so. There were a number of criteria that needed to be taken into consideration for promotion, and not the way employees thought.

4.4.2. Reasons for Promotion Unfairness

Along with the above facts, respondents who answered “No” in figure 4.7 were asked to indicate the reasons for unfairness. Their answers are presented in table 4.8.

Table 4.8: Reasons for Promotion Unfairness

Variable and Category	Frequency	Responses (%)
Promotion delay	17	65.4
Not promoted accordingly	6	23.1
Other	3	11.5
Total	26	100

Source: Field data (2013)

Findings in table 4.8 are just an exhibition of 26 respondents who answered “No” in figure 4.6 to indicate that the promotion in the health department was not done fairly. Table 4.5 thus exhibits that 17 (65.4%) of respondents attributed the unfairness of the promotion to delay; that is the promotion was being done with delay. Also, 6 (23.1%) respondents said the promotion was not fair because they were not promoted accordingly, and 3 (11.5%) respondents said there were other reasons different from delay and being promoted accordingly.

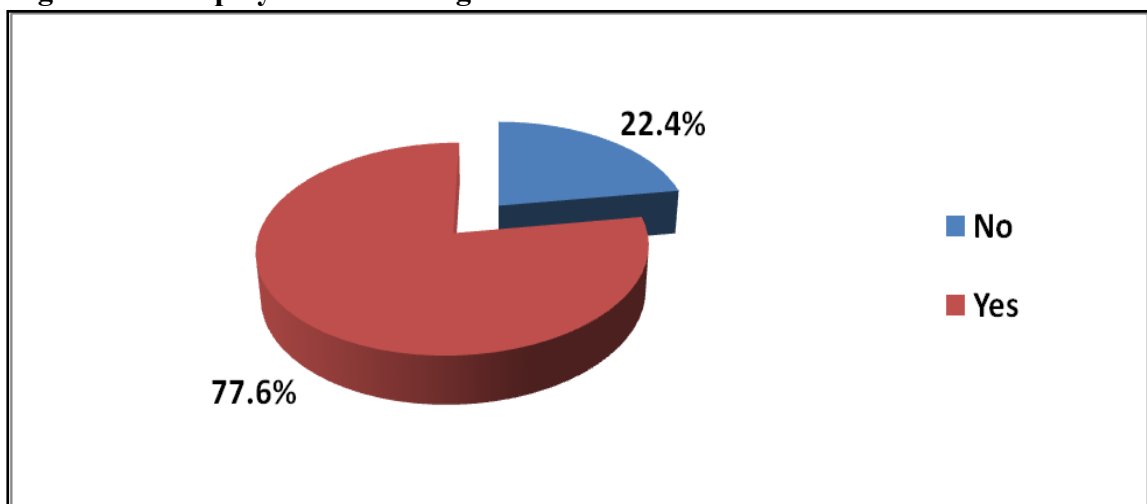
With regard to promotion delay, interviews indicated that promotion delay was not done haphazardly. Sometime it might be planned to promote for instance 50 persons a year, but according to the budget constraints of a decision from central government the management becomes obliged to reduce the number of planned promotions. As a result,

some of those who were expecting to get promotion take it as unfairness or injustice when they see that a few of their workmates are promoted.

4.4.3. Employees' Knowledge on Promotion Criteria

The researcher asked respondents to indicate whether they knew the promotion criteria that were taken into account for upgrading an employee. This also would help the researcher understand whether employees' lack of awareness on the promotion criteria was a factor making them to continue complaining for not being promoted. Related responses are shown in figure 4.5.

Figure 4.5: Employees' Knowledge on Promotion Criteria



Source: Field data (2013)

Figure 4.5 denotes that 77.6% of respondents said “Yes” to stand for their acceptance on the awareness of employee promotion criteria that were adopted by the department of health at Moshi district council to upgrade employees, while 22.4% said they did not know the promotion criteria.

In relation to figure 4.5 data from interviews have indicated that employees had become aware of the promotion criteria through informal meetings among themselves. But the

management had rarely informed them about the promotion criteria taken into account by MDC for employee promotion making majority of them not understand and/or misunderstand the criteria in question since they share the information among themselves which they do not well understand. Thus results to perpetuation of employee promotion criteria misunderstanding.

4.4.4. Promotion Criteria as Known and Mentioned by Employees

The 77.6% of respondents who said “Yes” to accept that they knew the promotion criteria were also asked to mention the criteria they knew. The mentioned criteria are presented in table 4.9.

Table 4.9: Promotion Criteria as from Employees’ Knowledge

Variable and Category	Frequency	Responses (%)
Academic/educational qualification	23	46.9
Work performance/excellence	19	38.8
Duration in work	14	28.6
Filling in the OPRAS	6	12.2
Employee’s commitment	2	4.1
Cooperation	1	2
Total	65	132.6

Source: Field data (2013)

In table 4.9 the total frequency is 65 and the percentage is 132.6 while the number of respondents who participated in the study through filling in questionnaire was 49 respondents. In table 4.6 the researcher obtained the frequency of 65 because respondents were asked to mention the criteria; however, one respondent could mention more than one criterion he/she knew. Thus, they mentioned many criteria than they

were. In connection to that, the percentage (132.6%) was obtained by multiplying the frequency by a 100 and finally dividing by 49 respondents who mentioned the criteria.

As mentioned in table 4.8, information indicates that among the criteria for employee promotion that were known by employees in the health department of Moshi district council, education was the leading one as mentioned by 23 (46.9%) respondents. Also, 19 (38.8%) mentioned work performance and 14 (28.6%) mentioned the duration in work. There were many criteria as mentioned in the table and each one applied for employee promotion, but some criteria were well known by many employees.

4.4.5. Summary of Findings on the Second Specific Objectives

The second specific research objective aimed at identifying the promotion process of Health Sector employees in Moshi district council. The objective concludes that majority (53.1%) respondents claimed that the promotion was not fair. Some of the prevailing reasons for unfairness included promotion delay and not being promoted accordingly. Interviews revealed that such problems resulted due to decisions of budget constraints faced by the central government which made some employees to miss promotion. However, 77.6% of employees were aware of promotion criteria such as education qualification, work performance, work duration (tenure), to mention just some.

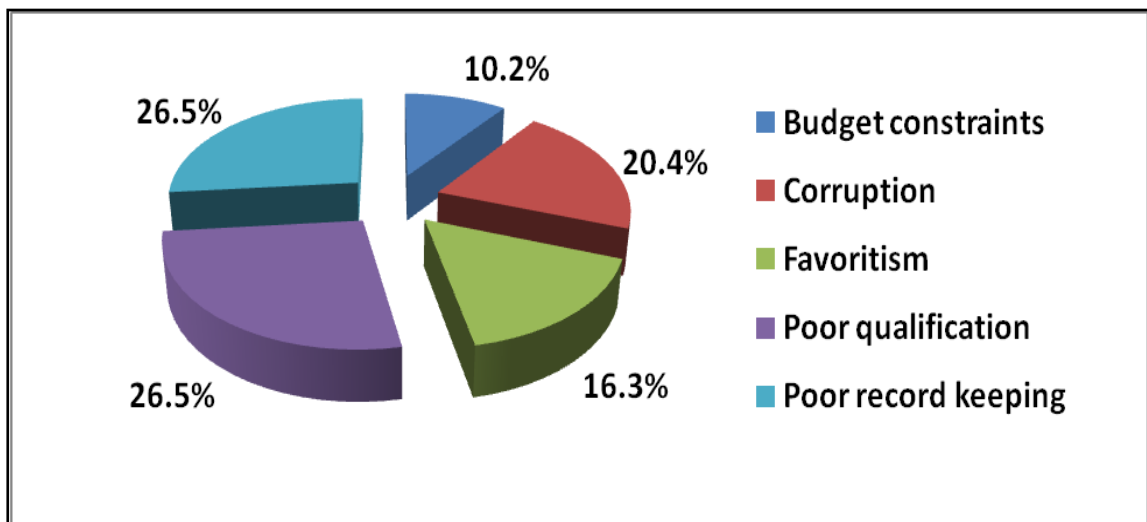
4.5. Challenges in the Implementation of Promotion Program

In the course of the study, the researcher also examined the challenges under the third specific research objective which was “to determine challenges posed in the implementation of the promotion program in the health department of Moshi district council”. The researcher believed that as there were employment promotion opportunities, challenges towards that might also exist. As it is written by Stiftung (2006) that: “where there are opportunities, challenges also abound”. In order to come up with the challenges which hindered the implementation of promotion program in the health department, a variety of questions were asked to respondents.

4.5.1. Factors that Hinder Employee Promotion

In this research question, employees were primarily asked to indicate the factors they thought were hindering employee job promotion. Answers to this question are presented in figure 4.6.

Figure 4.6: Factors that Hindered Employee Job Promotion



Source: Field data (2013)

Findings as presented in figure 4.6 indicate that there were many factors which stood as challenges towards the promotion of employees in the health department of Moshi district council. Among, 26.5% of respondents said poor record keeping, 26.5% of respondents said poor employee qualification, 20.4% of respondents said corruption was a constraints to their promotion, 16.3% of respondents said favouritism, and 10.2% of respondents said budget constraints.

As compiled from interviews, information evidenced that there was poor record keeping that stemmed from different reasons like lack of modern means or tools for keeping employees' records were, and the misplacement of employees' documents. For instance it might happen that employees have submitted their copies of credentials or any other

document necessary for promotion. But if the submitted document was misplaced, the promotion of the employee would be delayed. Also interviews showed that employees had tendency of delaying to submit their documents on time or sometimes they lost necessary document. According to Public Service Regulations 2003 it is the duty of both employer and employee to keep employee records.

As far as poor qualification is concerned, interviews with management indicated that employees often counted the number of years they had maintained a particular position, but that it was not only the number of years which was considered. Among the kit for employee promotion, education was given greater advantage, something which many employees did not have. Most of those who complained for promotion had lower educational qualification which could not allow them to be upgraded.

It has been realised from the study that majority of employees in lower level positions like medical attendants and nurses are getting challenges of being promoted when the criterion of education is taken into account.

Additional findings as collected from interviewees who were asked whether they do allocate resources annually for employee promotion indicated that the management did allocate resources and submit the promotion proposal to the central government. But sometime it happened that the central government would not have adequate budget to cover all requests for employee promotion and thus would decide to reduce the proposed number of promotions. The result would be that employees would blame the management for their non-promotion. This happened in the year 2011/2012 whereby the central government reduced the number of promotions by a half in Moshi District Council, said interviewees.

4.5.2. Responsible Person for the Delay or Non-Promotion of Employees

In the same vein, respondents were asked to indicate the responsible person for their non-promotion in case it would happen that they had never been promoted or if their

promotion was not done appropriately. Findings related to this question are displayed in table 4.10.

Table 4.10: Responsible for Non-Promotion or Promotion Delay

Variable and Category	Frequency	Responses (%)
District medical officer	3	6.1
Health secretary	11	22.4
Human resource officer	25	51
Supervisor	7	14.3
Other	3	6.1
Total	49	100

Source: Field data (2013)

From table 4.10, the presented findings put on view the responsible persons for non promotion of employees and/or for their inappropriate promotion. From table 4.10 facts indicate that 25 (51.0%) respondents claimed that the responsible person was the human resource officer, 11 (22.4%) respondents claimed that the responsible person was the health secretary, 7 (14.3%) respondents said the responsible person was their supervisor, 3 (6.1%) respondents said the district medical officer and 3 (6.1%) respondents alleged that there were other persons or factors responsible for their inappropriate or non-promotion.

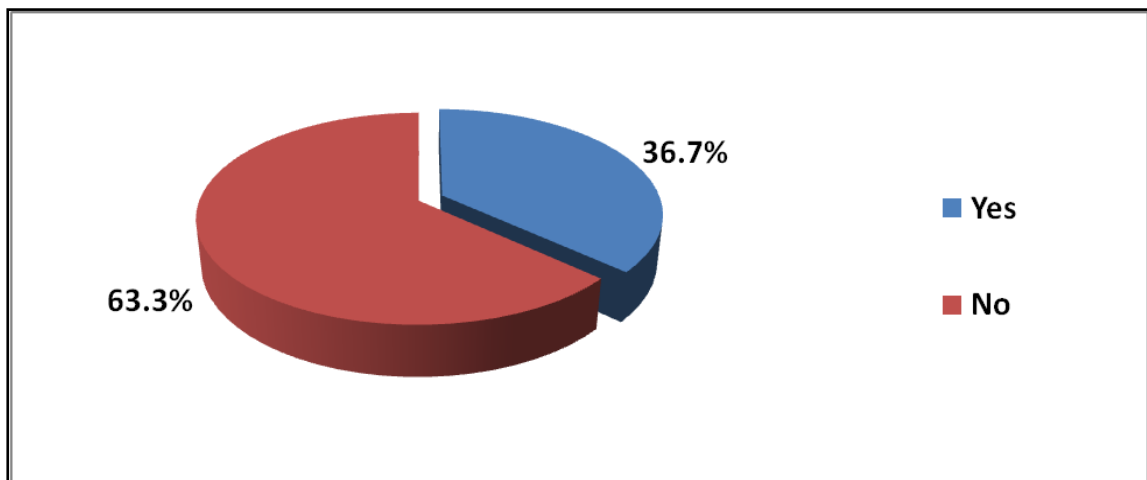
Information as collected from interviews indicated that human resources officer and health secretary were blamed for the non-promotion of employees as they were the ones dealing with employee promotion. But the only mistake that might be done by the human resources officer and health secretary was the failure to inform employees that

the root cause for not being promoted was that either they did not meet the promotion criteria established by the scheme of service or because of budget constraints.

4.5.3. Knowledge on OPRAS

In the third specific research objective respondents were also asked whether they knew what open performance review assessment (OPRAS) was. Replies as compiled from questionnaires are presented in figure 4.7.

Figure 4.7: Knowledge on OPRAS



Source: Field data (2013)

Findings as presented in figure 4.7 indicated that 63.3% of respondents were not aware of what OPRAS was and 36.7% of respondents were aware of what OPRAS was.

Interviews with management understandingly supported that majority employees were not aware of the OPRAS although a few employees had accepted to be aware of what it was. Some might accept to be aware of what it was only because they had ever seen an OPRAS paper, but realistically they did not know or they had less knowledge on what it was as it was not practised in Moshi District Council as criteria for promotion.

4.5.4. Connection between OPRAS and Promotion

Also, the 18 (36.7%) respondents who agreed that they were aware of the OPRAS were required to give the connection between OPRAS and job promotion. Findings on this query are presented in table 4.11.

Table 4.11: Connection between OPRAS and Job Promotion

Variable and Category	Frequency	Responses (%)
Shows employee's performance	15	30.6
Contains measurement criteria	9	18.4
Construct between employee and supervisor	9	18.4
Total	49	81.7

Source: Field data (2013)

In table 4.11 the total frequency was 40 and the percentage was 81.7 but the number of respondents who participated in the study through filling in questionnaire was 49 respondents. In this regard, in table 4.11 the researcher obtained the frequency of 40 because the table included only respondents who answered "Yes" to mean that they were aware of what the OPRAS was. They were asked to show the connection between OPRAS and job promotion; however, one respondent could mention more than one connection he/she knew. In connection to that, the percentage (81.7%) was obtained by multiplying the frequency by a 100 and finally dividing by 18 respondents who mentioned the criteria.

With regard to the connections between OPRAS and job promotion, interviews buttressed that OPRAS was a guideline for promotion. From the OPRAS the supervisor or any person in charge could observe the employee's performance from the OPRAS

and determine whether the employee deserved promotion in accordance with his/her performance although MDC did not rely on OPRAS in employee promotion.

4.5.5. Summary of Findings on the Third Specific Objective

The third specific objective aimed at determining the challenges posed in the implementation of the promotion program in the health department of Moshi district council. The findings of this objective indicated that there were a number of challenges which were mentioned by respondents but differed in magnitude. These included budget constraints, corruption, favoritism, poor qualification and poor record keeping. With regard to problems such as delay or non-promotion of employees, the blamed persons for this problem were: human resources officer (51.0%) although interviews negated this allegation in maintaining that the only mistake that might be done by the human resources officer as the failure to inform employees the root cause for not being promoted. Other responsible persons were the health secretary (22.4%), and the supervisor (14.3%) to mention just some. Moreover, majority employees supported by questionnaires (63.3%) and interviews showed that respondents were not aware of OPRAS (the guideline for promotion), and management is not using OPRAS for promotion which make difficult to know who is performing and who is not. This was also a problem.

4.6. Ways to Improve Promotion Process in MDC

The fourth specific research objective of this study was “to suggest ways in which the promotion process could be improved in Moshi district council”. Under this specific objective, the researcher aimed at assembling views from employees on what should be the possible measures for making promotion fair and timely. They were therefore asked to give their views on what they thought should be done to make promotion fair and timely in Moshi district council. Findings compiled from their answers are presented in table 4.12

Table 4.12: Employees' Views on Making Promotion Fair and Timely

Variable and Category	Frequency	Responses (%)
Improving/taking care of record keeping	15	30.6
Allow employees to further their education	9	18.4
The district council should not apply favoritism	7	14.3
Reasons for promotion delays should be informed to employees	7	14.3
Increase the budget	5	10.2
The human resource officer to make frequent reviews on non promoted employees	5	10.2
OPRAS forms should be filled in by employees on time	4	8.2
Employees should be effectively committed	4	8.2
New employees should be trained on what OPRAS is	2	4.1
Improve management	2	4.1
Avail promotion criteria and procedures to employees	1	2
Total	60	124.6

Source: Field data (2013)

In table 4.12 the total frequency was 60 and the percentage was 122.5 but the number of respondents who participated in the study through filling in questionnaire was 49 respondents. In the said table researcher obtained the frequency of 60 because respondents were asked to mention their opinions on what should be done to make promotion fair and timely; however, one respondent could mention more than one

opinion. In connection to that, the percentage (122.5%) was obtained by multiplying the frequency by a 100 and finally dividing by 49 respondents who mentioned the criteria.

As presented in table 4.12, information indicates that employees wanted various views to be taken into consideration for making employee promotion fair and timely, but most popular views included: to improve record keeping system at Moshi district council (30.6%), to allow employees to further their education (18.4%), the district council should not be partial/or apply favoritism in promotion issues (14.3%), inform employees on causes for promotion delay (12.2%), increase the budget so that it covers many employees in promotion (10.2%), the resource officer to make frequent reviews on non-promoted employees' profiles (10.2%), etc.

As far as record keeping was concerned, the researcher observed that employees were submitting their documents such copies of credentials and other relevant documents supporting their requests for promotion but the management could not trace where the document were located due to a huge number of files and abundance of assignments to work on. As a result some employees were missing promotion while the deserved.

On the point of education furtherance, interviews also revealed that employees wanted the employer to send them to pursue further education on the employer's expenses so that they could be promoted later. However, the employer could find this difficult since there are many employees who want to further education and the employer cannot manage to execute this for every employee due to scarcity of financial resources. Thus, instead of funding all employees to pursue further education, sometime the employer allows some of employee to further their studies at their own cost and support few of them according to his financial capacity. Along with that, some employees were old enough leaving a few years to reach the retirement age. In this, the employer could not also find the significance of allowing such an employee to continue with education on the organization's expenses.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1. Overview

This chapter presents the research summary, conclusion, and recommendations which different actors and research consumers should work on for the betterment of employee promotion in the health sector at local level.

5.2. Summary

This study intended to find out the factors that were inhibiting employees' promotion in the health sector in Local Government Authority, specifically in Moshi District Council. It specifically found out that the Promotion Policy for health sector employees existed within the organization, identified the promotion process of Health Sector employees in MDC, determined challenges posed in the implementation of the promotion program in the health department of MDC, and suggest ways in which the promotion process could be improved in MDC. The study had a sample of 56 respondents. However, data were collected by using questionnaires interviews, and documentary review.

The study noted that employee promotion in the health department of Moshi District Council was in implementation and 71.5% of respondents (see table 4.5) were already upgraded at least once from the time of appointment to their job positions. The existing policy on employee promotion was weak as it was implemented without putting the OPRAS (a tool for measuring employee performance) into application and it indicates only minimum period of three years for employee to be upgraded. The Scheme of Service does not state exactly specific duration of staying in one post.

Along with that, the majority (53.1%) respondents claimed that the promotion was not fair due to reasons such as unfairness which included promotion delay and inappropriate employee promotion. Interviews revealed that these problems resulted from decisions

done due to limited budget at the central government level which caused some employees to miss promotion. Many employees were aware of a few promotion criteria such as education qualification, work performance, work duration (tenure), to mention just some.

Similarly, there were a number of challenges which were mentioned by respondents but differed in magnitude. These included budget constraints, corruption, favoritism, poor qualification and poor record keeping. There were other minor reasons mentioned in table 4.10, which also acted as challenges to the promotion of employees. Majority employees supported by questionnaires (63.3%) and interviews showed that respondents were not aware of OPRAS (the guideline for promotion and measurement instrument for employment promotion). Different suggestions on how to improve employee promotion emanated from respondents including improving record keeping system, allowing employees to further their education being impartial in promotion or avoiding favoritism in promotion issues, informing employees on the causes of promotion delay, increasing the budget so that it covers many employees in promotion, to mention just a few.

5.3. Conclusion

This study concludes that the issue of employee promotion at Moshi District Council is an action under implementation that needs improvement to make employee promotion better and satisfactory. Majority employees have at least been upgraded once though their promotion may not have been done the way they expected or satisfactorily. There were different causes of this inappropriate promotion which were at different possible levels. These include the employee level, management and district level, and the central government level. Findings of the study revealed the causes of inappropriate promotion were budget constraints, corruption, favoritism, poor qualification and poor record keeping. These issues need to be resolved to make employee promotion acceptable.

5.4. Recommendations

Basing on major findings and conclusion of the study, the researcher makes the following recommendations.

5.4.1. Application of OPRAS

Findings have revealed that 63.3% of the respondents were not aware of OPRAS, also the interview with management revealed that OPRAS was not used as a criterion for promotion. As OPRAS is not only a measure of the performance of employees but also a law made mandatory by amendment no 17 of 2007 Public Service Act No 8 of 2002, MDC management should take an immediate action to make sure that OPRAS is applied by every employee according to the law.

5.4.2. Record Keeping

Findings of the study indicated that record keeping was one of the prevailing problems that hindered employee promotion in the health department at Moshi District Council stemming from the plurality of employees and the fact that there were limited modern tools for effective record keeping. Given this situation, the present study recommends that the management be very attentive to employees' profiles and any relevant documents so as to alleviate or probably eradicate the diverse problems such as misplacements causing delay in employee job upgrading. Likewise, adequate modern tools such as computers should be made available and also application of Human Information Management System whereby employee database can be created to facilitate electronic record keeping in the said department.

5.4.3. Favoritism

Findings revealed that favoritism was one of the factors that hindered employee promotion or in other words contributed to unfair promotion as pointed out by 16.3% of employees. With regard to this problem the study recommends that the management of the health department at Moshi District Council should make sure that employees are upgraded according to the degree of satisfaction of promotion criteria. This will help to avoid promoting undeserving employees and promoting only deserving ones.

5.4.4. Non-Promotion Information Delivery

With regard to employee promotion, findings indicated that there were problems of failure to deliver and or late delivery of information on the reasons why one employee or another was not promoted, resulting into complaints and blames towards the management. In this respect, the management as the unit directly working with the employees should always communicate with employees who have not been upgraded, the different reasons that have been bottlenecks of promotion.

5.4.5. Employee Education Furtherance

As revealed from the study findings, facts indicated that most employees had lower levels of education which had caused them not to be promoted. It is therefore recommended that the employer should sponsor employees to further their education so as to qualify for promotion. On the other hand employees in need of furthering their education should also take their own initiatives along with employers' efforts.

5.4.6. Further Scientific Studies

Further studies should be conducted to assess the impact of inappropriate or poor employee promotion in the health department. This may not only be in the health department of Moshi District Council but also in other departments having similar characteristics. There is also a need to deeply study the underlying causes of poor record keeping in the health department.

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APPENDICES

APPENDIX I: RESEARCH QUESTIONNAIRE

Dear respondent,

Kindly be informed that this questionnaire has the aim of gathering information about the study titled “Factors inhibiting employees’ promotion in Health Department in Moshi District Council. This study is conducted for academic purpose only.

The researcher kindly requests you to take your time of informing the researcher about promotion process, what you think are the factors that inhibit employee promotion and what should be done to solve the problem. It should be noted that the information provided will be treated only for academic purposes and not otherwise. Thus, you are requested to feel free when you fill this questionnaire. Information that you will volunteer to give will be kept confidential.

Instructions:

Do not write your name anywhere in this questionnaire

Tick in the box provided on the right answer

1. What is your gender?

Male	
Female	

2. What is your age group?

Below 25 years	
Between 25 and 40 years	
Between 40 and 55 years	
Above 55 years	

3. What is your level of education?

Primary school education	
Secondary school education (O-Level)	
High Secondary school education (A – Level)	

4. What training you obtained after secondary school education?

Certificate course	
Diploma course	
Degree or equivalent	
Post graduate/Masters degree	

5. What is your occupation?

6. What is your experience in your job?

(a) 1-3 years

(b) 4-7 years

(c) 8-11 years

(d) 12-15 years

(e) 16 and above

☐

7. Have you ever been promoted?

(a) Yes

☐

(b) No

8.If Yes, How many years did it take from first appointment?

.....

9.Was your promotion fair according to your understanding?

(a) Yes

☐

(b) No

10. If No, what might be the reasons for unfairness?

(a) The promotion has been delayed

(b) I was not promoted accordingly

(c) If there is other reasons: mention them

.....

.....

11. What factors do you think hinder or delay employees' promotion?

(a) Poor qualification

(b) Poor performance

(c) Poor record keeping

(d) Favoritism

(e) Corruption

(f) Budget constrains

☐

12. If you have never been promoted or your promotion sometimes delayed, who do you think is responsible?

(a) District Medical Officer

(b) Human Resource Officer

(c) Your Supervisor

(d) Health Secretary

(e) Any other please mention

☐

.....

13 (a). Do you know the criteria for promotion?

(a) Yes

(b) No

☐

(b) If Yes, mention them.

.....

.....

.....

14. Do you know what Open Performance and Appraisal System (OPRAS) is?

(a) Yes

(b) No

☐

b) If yes, what is the connection between Open Performance and Appraisal System (OPRAS) and promotion?

.....

.....

.....

15(a). Are you aware of the new Scheme of Service of 2009 relating to your specialization?

(a) Yes

(b) No

☐

(b).If Yes, Does MDC implement that scheme of service effectively?

(a) Yes

(b) No

☐

16. What do you think should be done to make promotion fair and timely?

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Thank you for your cooperation

**APPENDIX II: INTERVIEW GUIDE FOR RESPONDENTS SELECTED
PURPOSIVELY**

- (a) What policies does MDC rely on regarding health sector employee promotion?
- (b) What are the procedures for employee promotion?
- (c) Are you aware of the new Scheme of Service for health employees of 2009? Is it effectively implemented?
- (d) Is MDC allocating enough funds for employee promotion annually? Does the central government approve all requests for employee promotion?
- (e) What do you think are the factors that hinder employee promotion?
- (f) What do you think should be done to solve this problem?
- (g) Is OPRAS effectively applied as criteria for promotion? If not, what are the reasons?

APPENDIX III: MAP OF MOSHI DISTRICT COUNCIL

