A STUDY ON MANAGEMENT STAFF REACTIONS TO PROMOTION ON MERIT: A CASE STUDY OF CITY COUNCIL OF NAIROBI MANAGERS

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A MANAGEMENT RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE AWARD OF A MASTERS OF BUSINESS ADMINISTRATION (MBA) DEGREE SCHOOL OF BUSINESS UNIVERSITY OF NAIROBI

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DECLARATION

This MBA research proiecrt is my original work and has not been submitted for presentation at the University of Nairobi or any other institution of higher learning.

Sinned:.......................................Date..IT\rM.~.

EUNICE AKANI LLIVAN.IE

This project has been submitted for examination with my approval as the University Supervisor

Signed:...Date.

D.O OCHORO

DEDICATION

To my loving daughter Nerice, my parents Mary and Walter, siblings Isa.
Odie. Milly, Jacky, Mose, Chitty and Cory for their patience and support.

ACKNOWLEDGEMENT

ABSTRACT

Studies have been done on overall employee promotion opportunities at work place but none has been done on management staff reactions on promotion on merit; case study of city council of Nairobi managers.

The primary purpose of this project was to establish the city council of Nairobi manager's reactions to promotion on merit.

To meet this objective the study used proportionate stratified random sampling procedure. The population of interest consisted of management staff in the salary scale of 1-6 at the city council of Nairobi in ihe (15) departments. The data was collected using semi-structured questionnaires, which were administered to a sample of 40 respondents through the drop and pick method. The response rate was 82.5 % the data was analyzed using descriptive statistics.

The study results revealed that several measures if put in place will ensure success of promotion on merit this factors measures include Giving employees challenging responsibilities, Offering employees more training opportunities, Paying employees based on their job performance, Advocacy in the promotion policy, Recognizing individual contributions, having well established career ladders amongst others. Further promotion on merit can be successful if several suggestions can be considered for example; Promotions being preceded by job analysis and perfomance appraissal. workable Promotion policy, basing Promotions on merit-cum seniority, setting Perfomance targets by both parties and Politics not influencing employee promotion amongst others.

The research recommends a combination of various factors to consider one for promotions of employees in management levels. Further research needs to be done on the same subject but in other sectors also attempts should be made to incorporate additional endogenous variables that may be affected by promotion on merit such as motivation, conflict- management, performance of employees and employee career advancement. Secondly the study looked at reactions of management staff to promotion on merit at the City Council of Nairobi. This is an area that needs to be looked at in great depth in other sectors. Lastly it is evident from the study that there is still a great need for research to be carried out in broad area of promotion on merit in the entire City Council of Nairobi incorporating all the employees and also other local authority councils as there seems to be limited data on the area.

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CHAPTER 1: INTRODUCTION

1.1 Background

In any organization, the quality and depth of the management and personnel is the greatest asset. Therefore the organizations should not only locate and attract staff but also they should motivate and retain the employees (Nzuve, 1997). This can be done through well established staff development programmes amongst them promotion policy which should emphasize the basis for promotions. The issue of promotion has attracted a lot of literature (Mathenge 2001; Garavan 1996; Hall 2002). Promotion can be approached from the point of view of career development. Career development is the ordered sequence of development extending over a period of years and introducing progressively more responsible roles within an occupation (Morrison, 1987). It can also be defined as a meaningful progression through a series of related jobs (Tyson, 1996). Careers entail a linear upward movement from a position of relatively low status, responsibility and remuneration to a higher position. These activities of upward ascensions are accompanied with promotions and demotions, which represents changes within an organization (Tyson, 1996).

The Public Service Commission Act (cap 185), defines promotion as the conferment upon an officer of an office to which is attached a higher salary or higher salary scale than that attached to the current position he/she is holding. Promotion on Merit is taken to mean that an employee is promoted on the basis of ability of the candidate irrespective of his length of service in an organization (Gallerman, 1963). Merit is taken to mean an individual efficiency and capacity as judged from past performance (Monappa & Saiyadan, 1998).

In the past, promotions measured career success. Organizations kept ambitious people challenged with a regular career ladder of jobs, all offering increased responsibility and compensation. Not every one can become Chief Executive Officer (CEO), but many can make regular progress. As organizations have become flatter and leaner, cutting out layers of management, that approach is no longer available (Baker, 1987).

The definition of career brings into focus the systematic development of professions up a specific ladder. The progression can be interms of competences required by individuals to carry out work at progressive level of responsibilities or contribution. These levels can be described as competency bands (Armstrong, 2006). It entails obtaining visibility within an organization, skills and character development, compensation, competition amongst groups and individuals, emergence of leaders and risk taking. Therefore, the effort to achieve the top position within the hierarchy requires systematic development over time, thus, career development (Conger, 2002).

Promotion is the systematic movement up the employment ladder to the highest level of an organization. It involves passing through various promotion stages within an organization. The highest position is a yearning that all the employees within the organization look forward to.

1.2 Promotion

Organizations in both private and public sector have become pre-occupied with how to increase value through their employees. That involves encouraging employees to increase their productivity beyond the minimum acceptable standard, using scarce resources. Managers in different organization have adopted different methods of achieving the above

objective. Among the popular approaches used by many enterprises to retain, motivate and increase productivity from employees are promotions (Kimathi, 2000).

Promotion is an act of identifying and moving an employee to a higher position with increased responsibilities that requires a higher level of knowledge, skills and abilities and for which the employee may receive additional compensation (Baker; 1987). It should be noted that a promotion does not involve a change in the job. There may be just change in the designation and pay. For example, a lecturer may be designated as a senior lecturer after eight years, which means that he is promoted. Surprisingly, the job he performs is same i.e., lecturing (Saleemi, 1997)

Mamoria (2005) observes that promotions have a salutary effect on the satisfaction of the promoted person's needs for esteem, belonging and security. They also provide an opportunity for self-actualization through more varied and challenging assignments. Individuals differ in their skills and abilities, jobs differ in the demands they place on individuals, and promotions are a way to match individuals to these jobs for which they are best suited. This matching process occurs over time through promotions (Baker; 1987). Kimathi (2000) adds that promotions further serve to retain and motivate high quality employees and deliver a message to poor quality employees either to improve or to go.

According to Mamoria (2005) promotion becomes a delicate problem not in the matter of selection of the right incumbent for the right job, but in posing a constant challenge to the executives at all levels and impels them to chalk out a well thought out program by which the best and the most capable individuals may find an opportunity to go to the top. Damon and Jasper (2003) observe that promotion policies increase morale, productivity and employment satisfaction, and to decrease turnover by rewarding employees who posses the desire, commitment and qualifications to advance within the organization.

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According to Handy (1981), promotion is done with laudable objectives of providing each employee with a satisfactory career and ensuring that the organization makes the optimum use of its managerial resources. However, Handy (1981) asserts that promotion processes are beset by several shortcomings including, the feeling of frustrations in employees who believe that they have not had the opportunities they wanted and merited; divisional managers who may hold on to good workers at the expense of the total organization and of the individual careers; and in-spite of centralized systems, it is usually possible for individual managers to promote from within their own departments or their own range of acquaintances, possibly neglecting better workers and thus devaluing the system.

In general, individuals strive for and desire promotions. And much popular interest has been centered on the process by which individuals move up the organization ladder (Lea & William. 1982). The possibility of advancement often serves as a major incentive for superior performance, and promotions are the most significant way to recognize this, thus great care must be taken to ensure that promotion systems are fair and employees know exactly what they need to do to get ready for the next opportunity (Stoner, 1993). Ones chances of receiving a promotion is likely to have a far reaching effects on ones aspiration, job interests and leadership style (Rosenbaum, 1979).

Promotion opportunities are rapidly shrinking or disappearing as reorganization lead to flatter structures. According to Dessler (1994), failing to implement a comprehensive promotion policy is one of the factors for limited promotion opportunities. Armstrong (1997) emphasizes that promotion procedures provide employees with the opportunities to advance their careers within the company, in accordance with the opportunities available and their own abilities. An organization that fails to put in place a promotion policy essentially denies employees opportunities for promotion.

Organizations are undertaking changes to adjust their structures, strategies and management systems to an environment of instability and shareholder activism. Some of the changes being undertaken include plant closures to improve capacity utilization and eliminate obsolete technology; divesting and diversifying operations; outsourcing of components and services; increasing managerial efficiency through de-layering and the application of rigorous financial targets and control to provide incentives for aggressive cost reduction (Baker; 1987). Promotion based reward system is more prevalent in growing organizations because there are more jobs to feed the reward system. But firms that undertake such reforms switch to other forms of reward systems other than promotion based reward (Murphy; 1985).

Murphy (1985) argues that increases in employee compensation can be traced to promotions and not continued service in a particular position. He found out that corporate vice presidents in American organizations receive average pay increases of 18.8 percent upon promotion to another higher position, compared to average pay increase of only 3.3 percent in a year when they remain in the same position. The cost implications accompanying promotions dictate the availability of promotion opportunities. Most organizations fail to promote .employees to higher positions due to scarce financial resources.

Nzuve (1997) identifies two bases that an organization can use to promote its staff; seniority or merit. Promoting on seniority means that one is promoted based on the length of service that the employee has given to the organization. This means that, one is promoted as a way of thanking them for the devoted service or as acknowledgement that they have acquitted more value to the organization by virtue of their lengthening service (Gellerman, 1963). Promotion on merit refers to where an employee is promoted on the

basis of his/ her abilities and skills to perform (Nzuve, 1997). This is shown through the past and present demonstrated ability to perform with skills (Gellerman, 1963).

The underlying principle of Merit Promotion is the identification, qualification evaluation, and selection of candidates which will be made without regard to political, religious, labor organization affiliation, marital status, race, color, sex, national origin, non-disqualifying physical or mental handicap, or age and shall be based solely on job- related criteria in accordance with legitimate position requirements (Gellerman, 1963).

1.2.1 Types of promotion

Promotion involves an increase in status, responsibility and pay, but in certain cases only pay increases and other elements remain stagnant. In other cases the status only increases without a corresponding increase in pay or responsibility. Depending on which of the elements increases and which ones remain stagnant, promotions can be classified into three types (Aswathappa, 2005). Horizontal promotion is a promotion that involves an increase in responsibility and pay and a change in designation. But the employee concerned does not transgress in the job classification. For example a lower division clerk is promoted to upper division clerk-. This type of promotion is referred to as "upgrading" the position of an employee. The second type of promotion is vertical promotion. This promotion results in a greater responsibility prestige and pay together with a change in nature of the job. For example, an individual receives a vertical promotion from a department manager to the position of vice-president, including an increase in responsibilities and compensation (Gellerman, 1963).The final type of promotion is called dry promotion which is given in lieu of increases in remuneration; designation is different but no change in responsibility. Meaning that promotion that provides greater status or

responsibility but does not involve an increase in pay (Harris, 2000). The promotee may be given one or two annual increments.

<13   Promotion on Merit

Promotion policy may affect employee hopes for advancement and productivity of the organization workforce. Promotion on Merit is taken to mean that an employee is promoted on the basis of ability of the candidate irrespective of his length of service in an organization (Gallerman, 1963). Merit is taken to mean an individual efficiency and capacity as judged from past performance. (Monappa & Saiyadan. 1998). Further Stonner et al., (2000) note that it's difficult to judge the ability of an employee as judgment of ability varies from one individual to the next. Merit may include the educational qualification, training, practical experience outstanding performance in the work and physical ability (Monappa & Saiyadan, 1998). This means that an organization has to define what merit means in terms of promotions. Harris (2000) argues that using merit or ability as a criteria for promotion enhances organizational efficiency and maximizes utilization of talent, since only deserving employees are promoted after a thorough assessment of their abilities for the next job of higher responsibility and status. Nzuve (1997) further notes that that promotion on merit is proffered as a basis for promotion s by an organization management.

1.3.1 Promotion on Merit at City Council Of Nairobi-CNN

Local authorities in Kenya are the bodies controlling local governance in Kenya. Kenya has four classes of local authorities: *City, Municipality, Town* and *County* council (www.localgovernment.go.ke). Kisumu and Mombasa, which currently have municipal councils have recently been granted city status, but they are yet to get their city charters (www.citycouncilofnairobi.go.ke)

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The council has two groups of employees: those seconded to the council by the ministry of state for public service; formerly Department of Personnel Management (DPM) these are from scale 1to to 9 which is the council entire management while scales 10 to 18 are employed by the council management. This study focuses on the scale 1 to 6 employees who are top and senior management staff. Promotions of the employees in this scales that are controlled by the DPM strictly are on the basis of government a guideline which is on merit. The employee terms and conditions of employment are collectively negotiated between the ministry of local government and the CCN employees union (Kenya local government workers union) (CCN Collective Bargaining Agreement- CBA, 2006). In the agreement the employees are to be appointed purely on merit once a vacancy falls (Republic of Kenya code of regulation 2006), (CCN CBA, 2006). When an employee is due for promotions from the performance appraissal results the council recommends through the staff committee to the DPM for promotions considerations. Where by the DPM can approve if a vacancy exists incase a vacancy is not available when one is due foe a promotion he/she receives two additional increments effective the date promotion was due (CCN, CBA 2006).

1.4   City Council of Nairobi

City Council of Nairobi (CCN) was established on its current status as a city in 1950, from a municipal from 1928, Charles Rubia was the first African mayor for Nairobi in 1962 a time when 23 out of 37 members of city council were Europeans and was reelected in 1963 when the overwhelming majority (28 out of 41 councilors with 2 added later) were blacks .in july 1964 Rubia was backed for a third term which is unusual in the Nairobi history indicating the high regard he was held (Werlin ,1966).

The City Council of Nairobi is charged with the responsibility of urban management and service delivery to the citizens with the objective of securing sustainable development and ensuring a" have access to good conditions of life. Evolution and substance of the strategies to undertake this responsibility are based on the foundation of Council's vision "to be recognized as one of the most attractive cities of the world" (CCN employee manual, 2006)

The Council's management structure has been transformed over time in terms of increased technical competence and institutional set up to sufficiently undertake service delivery and effective urban management. The notable successes and visible results enjoyed by the residents are attributed to this institutional transformation and increased internal cooperation. The council has embarked on ISO 9001:2000 Certification from July. 2007 as part of a key performance indicator and as an important move to further transforms the organizations' processes, procedures and systems to international standards. This initiative will raise organizational capacity of the council to create a conducive environment for investment and development, (www.citycouncilofnairobi.go.ke). The council has 15 departments dealing with various functions of the council) to ensure that the vision is achieved (CCN staff establishment, 2006).

The City Council of Nairobi administration consists of the Town clerk, heads of departments and heads of divisions or sections. The authority also has the political administration wing that consists of the mayor who is elected by fellow councilors through a democratic process and councilors and various committees in the council to make decisions in consultation with the town clerk on various issues that affect the councils. However, during the international Africities summit held in Nairobi September 2006, the Kenyan president Mwai Kibaki promised to strengthen local authorities. The performance

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appraisal results for ministries, State corporations and local authorities released on 20th may 2008 saw the CCN ranked top in the local authority's category. (Standard May 20th 2008).

1.5   Statement of the Problem

The traditional way of rewarding employees has been through promotions. Budgets are getting tighter and organizations flatter, making it difficult to use this technique (Johnston, 1997). Today's employees are concerned about prospects of personal growth. Indeed, one of the reasons employees gives for leaving an organization is lack of personal growth. Promotion opportunities provide powerful motivation to stay with the company (Kimathi, 2000). The way organizations motivate and retain people will increasingly determine whether they succeed or fail, particularly as education levels and expectations continue to rise among workers, making them less willing to accept work that allows little opportunity for self-advancement and pride in the job.

Kimathi (2000) emphasizes that prospect of promotion act as an incentive given to employees to expend greater effort on the job. Yet, it appears that no study has been done to determine how organizations are handling this problem. Early Researchers and writers (e.g. Herzberg; 1959) suggested job enrichment and lateral movement, but these often seemed like a hollow offering from managers who had already made it. It is against this backdrop that this researcher intends to do an empirical study on how state owned enterprises are dealing with the problem of lack of opportunities for growth.

related studies in the area of promotions include Kimathi (2000) who conducted a case study of Kenya College of Communication and Technology (KCCT) on employees' attitude towards promotion on merit. The study found out that promotion on merit is an important

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intervention tool for motivating employees in order to achieve high productivity; Mathenge (2001) who studied the characteristics associated with upward mobility of women in the banking sector in Nairobi. The study established that internal promotions are among a range of incentives banks use to motivate female employees; Mbaabu (2004) who did a survey of parliamentary commission employees' attitude towards promotion on merit. The study established that employees promoted on merit exhibit a higher degree of productivity and motivation. However, these studies did not address the issue of managements staff reactions to promotion on merit; a case of City Council of Nairobi managers. This study therefore intends to fill this gap in knowledge.

From the long procedure of which the promotions are carried out the council have management positions that are vacant and we have staff that are in those positions in acting capacities. These staffs qualify to be fully in those positions by assessing the various recommendations and their performance standards.

1.6   Objective of the Study

To establish City Council of Nairobi managers reactions to promotion on merit.

1.7   Importance of the Study.

The findings of this study will be beneficial to the following:

i-   City Council of Nairobi management

Council will use this project report to review policy on promotion and also put measures in place that will ensure the success of promotion policy.

jj   Local Government.

The government will use the findings of this project as a basis for designing promotion policy that ensures equal promotion opportunities

jjj   Scholars.

The outcome of this project is to fill the academic gap as no study has been undertaken on management staff reactions on promotion on merit; a case of City Council of Nairobi managers. It will also be used as a basis for further research.

jv.   Human resource managers

The managers will appreciate from this study the glass ceiling issue and design appropriate programs to enhance policy on promotion of employees to top management position within their organizations.

CHAPTER TWO: LITERATURE REVIEW

2 1   Concept of promotion

The issue of promotion has attracted a lot of literature (Mathenge, 2001), (Garavan, 1996), (Hall 2002). Promotion can be approached from the point of view of career development. Career is the ordered sequence of development extending over a period of years and introducing progressively more responsible roles within an occupation (Morrison, 1987). It can also be defined as a meaningful progression through a series of related jobs (Tyson, 1996). Careers entail a linear upward movement from a position of relatively low status, responsibility and remuneration to a higher position. These activities of upward ascensions are accompanied with promotions and demotions which represents changes within an organization (Tyson, 1996).

Promotion has objectives that it has to achieve as pointed out by Monappa & Saiyadan (1998), to recognize a job well done by employee, is a device to retain and reward employee, to increases individual and organizational effectiveness, to promote a sense of job satisfaction in employees. Promotions are also intended to build loyalty morale and also to impress others that opportunities are open to them. Aswathappa (2005) advices that promotion is a double edged weapon if handled carefully it contributes to employee satisfaction and motivation. If it's mishandled it leads to discontentment, frustrations skepticism, bickering among employees and culminates in high rate of labour turnover. This call for the human resource department to lay down a sound promotional policy and ensure implementation (Monappa & Saiyadan, 1998).

^e definition of career brings into focus the systematic development of professions up a specific ladder. It entails obtaining visibility within an organization, skills and character

development, compensation, competition amongst groups and individuals, emergence of leaders and risk taking. Therefore, the effort to achieve the top position within the hierarchy requires systematic development over time, thus, career development (Conger. 2002).

According to Garavan (1996), career development has been tied to organizational commitments and therefore the issue of what constitutes career mobility and development has been based on two factors. First is the issue of individualistic approach to careers, which generally takes the view that career advancement is a function of background, education, ability, job experience, ambition and timing. The second is the organizational approach, which views careers as structural issues (this approach contends that individual careers in organizations are determined by internal labour market structures, vacancy chains and organizational politics). Promotion is the process by which an individual climbs up the corporate hierarchy. It is the systematic movement up the career ladder to the highest organ of decision making (Gattiker, 1988). It involves passing through designed programs and stages and organizational challenges.

2.2 Promotion opportunities

Garry Dessler (1994) defines promotion opportunities as open positions within the organizations hierarchy that require to be filled whenever possible by qualified candidates, not from outside the organization, but from within the organizations work force. Flippo (1984) sees promotion opportunities as growth opportunities that enable employees to make upward movements up the organization ladder.

When promotion opportunities exist in an organization, then first priority should be given to internal employees, otherwise there will be little motivation for them to do a better job if better and higher - paying jobs are reserved for outsiders. Additional job satisfaction

results when employees know that proper efforts may result in more interesting and challenging work, higher pay and better working conditions. Most employees are motivated if they feel that they can move ahead in the organization (Hilgert, 1988).

As organizations undertake reforms that impact negatively on promotion opportunities, it is advisable that they enhance their career planning and performance appraisals programs in order to reduce employee turnover (Koontz, 1993). Career planning is a process of synthesizing and harmonizing the needs of the organization with the innate aspirations of the employees, so that while the latter realizes self-fulfillment, the organizational effectiveness is improved. It includes establishing an organizational system of career movement and growth opportunities from the point of entry of an individual in employment to the point of his/her retirement. The advantage of this process includes improving and maintaining motivation and morale of employees as well as ensuring satisfactory performance of employees by meeting their needs and aspirations of growth (Mamoria. 2005).

2.3   Factors that Influence Promotion of Staff

Promotion is the linear upward progression (movement from a position of relatively low status, responsibility and remuneration, to a higher position). This image is usually of one climbing a 'career ladder' and this image assumes the centrality of paid work (Still, 1998). Promotion is influenced by elements such as demographic characteristics which include - gender, race, marital status, tenure, personality traits, and similarities in decision maker's personality, social back ground similarities, employment gaps and human capital (Carmeli et al., 2007). The factors that affect promotion can be looked at from two perspectives, individual and organizational (Blau, 1994).

2 3.1 Individual Factors

Upward mobility is most influenced by forces from an individual's social class back ground, specifically the father's occupation and education. This is because it is assumed that social structure influence careers by shaping the social development of the individual and thus career orientation, self-concept, values and interests. Social structure also affects the occupational opportunities available to the individual (Hout, 1989). Education and professional training is likely to affect upward mobility in terms of changes in positions. High skilled careers might involve fewer changes in tasks over time (fewer hierarchical movements are opened to highly skilled specialists) and fewer changes of firm (Garavan, 1996).

Internal career self concepts has been floated as a major factor that affects upward mobility. An individual is likely to achieve career success, but due to their internal perspective, the individual experiences poor career satisfaction. According to Schein (1982), an individual's internal or career self concept is developed as result of early socialization and experiences in the workplace where employees learn what they are good at and what motivates them. The values of a particular society contribute to this process. Therefore, according to Schein (1982) career is a process of finding a career anchor which becomes a guiding focus in an employee's life, giving him/her a self image built around needs, motives, talent and values. The career anchors are in the form of technical-functional, managerial competence creativity, security and stability, autonomy and independence. Career anchors can create barriers to upward mobility for individuals. It can also restrict esteem to those who climb the hierarchical ladder (Derr, 1989).

The career choice affects upward mobility from two perspectives. According to Holland (1966) people with particular personality strengths will use predictable types of

occupational environments that are people will have a more successful career when there is a   match between the individual's personality (orientation) and the occupation they have chosen. On the other hand, Arnold (1995) suggests that people with high self esteem make better career decisions than people with low self esteem, a fact that is disputed by Osipow (1983), who suggested that chance can play a significant role in career choices.

Self imposed constraints and low growth need coupled with the opportunity cost of not developing the necessary social and technical skills at an early stage may lead to premature career plateauing. At the same time although a person may have the ability to perform at a higher level in the organization, he/she may not value highly enough the rewards increased responsibility may bring (Dalton et al., 1986). Community ties such as relatives and friends living in the same geographical area may impact on employee upward mobility specifically when it involves transfer to other areas on promotion. Financial independence of dual earners lessens the motivation to relocate, particularly if the spouses are to forgo careers to accommodate the move (Hall, 1990). It can be concluded that family influences and dual career families affect upward mobility if it restricts the relocation of an individual to newer geographical areas far from the families.

Organizations have occupational age norms that indicate career progression norms. In many organizations if by the age of 40 a person has not been promoted to a managerial position she/he is seen as behind schedule and may never attain that position (Rosenbaum, 1987). There is a negative correlation between increasing biological age and career mobility (Sekeran, 1999).

There has been some evidence to show that a manager's failure in a higher position can be attributed to personality variables rather than knowledge factors. It is difficult to identify

characteristic traits of successful managers, and use them as a yardstick for other promotions (Monappa & Saiyadain, 1998).

2.3-2 Organizational Factors

Careers are usually made within organizations and therefore promotion is influenced to a considerable degree by matters that are organizational. Once inside an organization an individual s promotion prospects are dependent on the extent to which "promotion from within" policies exist and whether one's job is on a job ladder or not (Garavan. 1996). Internal labor markets arrangements may facilitate or constrain upward mobility and career development (Osterman, 1984).

Job ladders develop around work roles, having common technical skills. Many vertical and horizontal distinctions amongst jobs reflect customs and status issues and not simply distinctions in skill and knowledge requirement. Some ladders reach the top of organizations, while others have ceilings at fairly low levels. Distribution of grades by job ladder can make advancement difficult if there is concentration of lower grades at the bottom that is to say mini pyramids. Kanter (1989) identified three major sources of blocked mobility, dead end jobs with short ladders and limited opportunities for horizontal movement; wrong route to high mobility job inexperience inhibits further moves; and the pyramid squeeze, smaller number of jobs at the top.

An employee's chance of competing for a vacancy in a promotional hierarchy is primarily dependent on that individual being aware that an opportunity exists which is in turn dependent on the existence of company wide job posting arrangements. The formality of the promotion process creates problems for both the promoter and the promotee. The result is the reliant or structural indicators such as educational credentials, supervisor's

ratings and the perception of the employee of age and rapidness in career advancement (Lee. 1985).

Over time unavailability of training over time or the refusal by the individual to undertake training and development can impede an employee's progress up or across job ladders. According to Inglos (1987), the selection for and participation in training and development activities carries powerful symbolic messages within an organization. Equally non-selection implies a dead end career. Excess of training or overspecialization in one area may make it difficult for an individual to change jobs.

As observed earlier, an employee's mobility within an organization may be restricted if there is a mismatch between the abilities and attributes of the individual and the requirements of the job. Over reliance on typically unreliable selection devises such as interviews and some personality tests can facilitate this mismatch (Arnold. 1995). He further points out that the high expectation of advancement of new recruits can lead to disillusionment, lose of motivation and intention to leave organization. Selection criteria and methods may affect upward mobility.

Rosebaum (1987) propagated *the* concept of internal competition as a factor that affects promotion. According to this concept the winners of the competition are seen as high potential people who can do no wrong and receive challenging assignments which prepares them for future success. On the other hand, the losers receive a custodial socialization process and their subsequent performance is largely irrelevant and goes unnoticed. The cost of losing a contest is instant death and this often discourages risk taking and innovation on the part of employees.

Weaknesses in an organization's career development system, has been identified as an impediment to career progression or upward mobility. Tyson (1989), identified four typical short comings of organizational career development system: Restricted career development-no organization can provide unlimited opportunities for staff mobility due to pyramidal nature of the organization; Political career development - organizational politics can promote or impede an employee's career, independent of performance level; Mechanistic career development - bureaucratic roles and procedures can lead to loss of motivation when the criteria for career advancement are adhered to rigidly; Neglected career development - individuals are left to take charge of their own development, career paths are not identified and advancement is ad hoc.

The type of organizational technology and technological environment can significantly influence an individual's upward mobility (Kanter, 1989). Fast moving high technology organizations may have no option but to buy in expertise. Short career ladders typify such industries with limited opportunities for hierarchical advancement. Another problem is the obsolence of technical profession. Guntz (1990) observed that employees who have failed to make it into general management may become surplus to requirement in the even of technological change. Accordingly, upward mobility is possible when the technology is simple but difficult when technology is complex.

Poor human resource planning in terms of inaccurate forecasting may result in over staffing. In such a situation the normal pyramid restrictions on upward mobility is exacerbated. Slocum (1968) found that there were significant poor career opportunities in defender strategy companies than in analyzer strategy companies. Opportunities for career advancement are also directly related to and reflect a firm's size and organization's 'ife cycle position (growth, maintenance, decline and turnaround).

Organizational structures or rationalization of companies have constrained job and upward mobility opportunities. The outcome of such activities is fewer jobs at the higher end of the ladder and decline in opportunities for workers (Cassell, 1990). Multi-tasking which may result from re-organization would result into increased or reduced opportunities for inter firm upward mobility by reducing demarcation barriers (Garavan, 1996). Also affected are manufacturing industries whose decline has been replaced by increase in service industries. Service industries are typified by short career levels and are used to buffer core organizations, provide a flexible work force which can be dispensed with at times of recession (Garavan, 1996).

Performance appraisal, according to Rao (1996) is a process of evaluating employee performance in order to guide and develop the employee s potential. It is a confidential judgment of work done and a character report used to facilitate promotions. Rue (1993) says that performance appraisal systems have three principal purposes, namely; to improve employee performance in the present job; to prepare employees for future opportunities that arise in the organizations and to provide a record of employee performances that can be used as a basis for future management decisions.

The performance appraisal can help employees to know their strength and weaknesses and can motivate them to further develop their skills in readiness for any future vacancies within the organization. This system can create a healthy work climate and enhance employee motivation (Rao, 1996), he further emphasizes that performance appraisal determines who shall receive merit increases. Counsels employees on their improvements; determines training needs; determines promotability and above all, it facilitates selection, reward and promotion of the best-qualified employees. Cumming (1972) also suggests that performance appraisal enables an organization to maintain an

inventory of the number and quality of all managers and to identify and meet their training needs and aspirations; is used determine pay increments and rewards; provides a reliable index for promotions to positions of greater responsibility; and finally aids to plan career development and human resource planning.

2.4　Promotion on merit vs seniority

According to Lea and William (1982), waves of mergers and intensely competitive environments have led to the major reorganization of many companies. These restructuring has eliminated many levels in the organizations structure making them leaner and more flexible. Today's organizations have fewer positions in the middle and upper levels for individuals who want to move upward even if they are highly qualified to do so. Organizations have undertaken delayering programs. Accordingly, employees have to adjust their expectations about promotions within their organizations and recognize that they no longer have well defined career paths through promotions (Holbeche, 1998).

Research conducted by the Chartered Institute of Personnel and Development (CIPD), lack of opportunity for internal development or promotional prospects invariably result in an unhappy workforce, higher rates of absenteeism, lower morale and productivity, and ultimately lower customer satisfaction. Organizations ought to create an environment of career growth for the employees. Providing promotion opportunities on merit assists in creating an environment, which leads to increased job satisfaction and high performance. The organization and employees will benefit immensely when already knowledgeable staffs are provided with opportunities to enhance their skills and abilities. Flippo (1984) agrees that lack of personal growth in areas such as promotion often drives employees to seek employment elsewhere.

The dual role of promotion is to assign a person to jobs that best suits their abilities and skills. Promotion is a highly sought prize. Climbing the organization ladder has long been a part of employees' dream. Status, satisfaction and financial results accrue to those who are able to rise in an organization. But frustration, stress and even severe depression may occur where personal goals of upward mobility are unmet by an organization, particularly when an employee feels passed over for a deserved promotion (Fairburn & Malcomson, 2001).

High turnover which refers to leaving the organization and seeking employment elsewhere is associated with dissatisfaction with advancement opportunities (Lillian & Jacqueline. 2000). According to Baker (1987) promotions that come as a result of individual on merit, always increases high performance by staff and competition in most organizations. However, Rose (1975) argues that, incentives generated by promotion opportunities for example, depend on the probability of promotion, which in turn depends on identity and expected horizon of the incumbent superior. Promoting a young employee with along expected horizon in the job commonly diminishes the incentives of the employees former co-workers, who now expect to wait a long time until their next promotion opportunity. According to Lawler (1973) employees who withdraw from organizations have lower intrinsic motivation than employees who stay. Further evidence indicates that promotions are related to internal motivation and retention (Campbel, 1991)

Promotion on seniority systems are based on the length of service of an employee in an organization. Seniority systems put a premium on length of service and job experience: those who were first "in" should have first choice: relative new-corners should get fewer benefits, and accept more of the hardships of working. In more formal terms, seniority is described as "the principle that an employee's relative length of service in an enterprise is

ₐ factor in determining his employment rights and job opportunities in that enterprise" (Monappa & Saiyadan, 1998).

Harris (2000) observes that Seniority is a factor which can be measured quantitatively; it is easily explained and understood and therefore, escapes charges of favouritism and discrimination. Seniority is considered to contribute to the employee's ability on the assumption that the longer a person does a job, the more he learns about it. This experience gives him greater knowledge of the organization and jobs related to his own. Hence he is more suitable for promotion. However, this assumption also has the reverse effect that after a certain time span learning diminishes—a phenomenon referred to as; "trained incapacity". Seniority does not necessarily provide all the experience possible; there could be a senior person without much experience, and a junior employee with relatively and proportionately more. Seniority as a criterion for promotion makes its impact on reduction in employee turnover. It is a valuable asset, and is not easily given up (Aswathappa, 2005).

From the point of view of organizational efficiency and maximum utilization of talent, merit seems to be the logical basis of promotion and therefore, management would like it to be the only factor taken into account. Unions on the other hand, want seniority to be considered as the basis for promotion, since it is an objective and impartial method of judging employees for promotion (Lawler 1973). Monappa & Saiyadan (1998) observes that Seniority entitles workers to certain rights, such as: choice of shift working; change to a more pleasant job if available in the plant; and priority in overtime work. These are worked out through seniority lists which are drawn up and posted publicly.

A major drawback, however, is that when seniority becomes the chief basis for promotion. ᵐᵉrit or ability is ignored. Yet ability is essential for an organization to function effectively.

There is no guarantee that an experienced or senior person is also a competent or aiialified person; thus, often, unqualified persons get to occupy important positions. If this occurs frequently throughout the organization, the organization is likely to deteriorate. Saleemi (1997) warns that if seniority is regarded as the sole criterion for promotion, there is no incentive for employees to learn or improve. Their only response will be to "stick around" and accumulate service. Ambitious short-service employees are discouraged if they know they must wait for many years before being promoted (Monappa & Saiyadan. 1998). Stoner (2000) further, argues that an unqualified person is promoted only because of his seniority; it may undermine the morale of others. There are a number of other issues involved when we take up the task of measuring seniority. When calculating employee seniority, i.e. length of service, are days or hours to be taken into account? This issue can be a problem when drawing up seniority lists if a number of persons joined on the same day but at different times—problems which could be exaggerated by those claiming seniority rights.

On the other hand, seniority creation rewards loyalty. Employees tend to build up a priority interest in their jobs, work places and departments. They are likely to fell that rewards of promotion should go to those who have been there the longest, rather than raw new-comers (Monappa & Saiyadan, 1998)

Voder (1956) notes that using merit as the sole basis for promotion is subject to criticism. The notorious lack of reliability in determining merit criteria objectively is the main obstacle to its becoming the sole basis for promotion. The devices used for judging ability such as performance-appraisal ratings and confidential reports are not above subjectivity (Monappa & Saiyadan, 1998). It is this problem of bias in judging merit or ability which [ma]kes employees and their union representatives oppose merit doggedly as the basis for

promotion. It is also difficult to be sure at the time of promotion of an employee of his success or failure in that post. This is an uncertainty, a risk that has to be taken.

There has been some evidence to show that a manager's failure in a higher position can be attributed to personality variables rather than knowledge factors. It is difficult to identify the characteristic traits of successful managers, and use them as a yardstick for other promotions. Efficiency in the present job does not necessarily predict ability to do well in a job with greater responsibility. Nor does inefficiency in the present job necessarily preclude ability to function effectively at a higher level. It is quite possible that a highly intelligent person, finding his job unchallenging may function indifferently. However, if provided a challenging job he might function much more effectively (Monappa & Saiyadain, 1998).

2.5   Measures to control promotion on merit problems

Lea & William (1982) see organizations as political structures, which provide opportunities to develop careers. Due to this concern of developing careers, promotions and demotions are important events in most peoples work lives. The 2005 'motivation matters' survey of more than 1800 individuals carried out by the chartered management institute (CMI) and Adecco found that lack of career development and promotion prospects is the biggest issue for Britain's managers, with half (48 per cent) of junior and middle managers saying they feel hampered by a lack of promotion opportunities. The survey highlighted the failure of employers to take into account the importance of providing opportunities for growth. While many insisted that salary and benefits are the largest cause of attrition, employees rated promotion opportunities more important than any other factor when it came to what made them decide to change jobs (Johnston, 1997).

To address this problem, Rosenbaum (1979) suggest that, a strategy is needed that ensures each employee's promotional aspirations are considered. The best way to do this cost effectively and smoothly is to utilize technology to enable the creation of a 'live' profile of each employee, which provides details of their individual skills, experience, training, appraisal performance and career aspirations. This profile should commence from the moment an employee joins a company and should include information on the employees' current expertise, past training and long - term career development plans. The profile can then be kept up to date, with details of training courses completed and new skills and competencies acquired. According to Milkovich (1988) employee profiles should be made accessible to all departments within a business, so that when internal vacancies emerge, managers can perform fast searches and instantly gain access to employee profile to asses suitability against a new position. This solution would ensure that employees are not overlooked for internal promotions, their careers are developed and their goals are met within their own company, preventing them from looking elsewhere to achieve job satisfaction and promotions. It will also prevent organizations having to look for external candidates, helping to identify, nurture and retain internal talent.

Flatter and Leaner organizations structure have resulted in significant changes in career prospects. The scope for promotion may be much more limited and development may have to proceed laterally by moving to new roles at broadly the same level, rather than relying on promotions through the extended hierarchy. Lateral movement can however involve growth by offering opportunities to take on extra responsibilities such as workings on inter - departmental projects and teams, extending experience and therefore employability (Armstrong, 1997).

job design is concerned with the relationship between workers and the nature and content of jobs and their tasks functions. It attempts to meet people's personal and social needs at work through restructuring of work. Mullins (1990) argues that the application of motivational theories has led to increasing interest in job design and the resultant effects on job satisfaction and work performance. There are two major reasons for attention to job design. First, to enhance the personal satisfaction that people derive from their work. Second, to make the best use of people, as a valuable resource of the organization and to help overcome obstacles to their effective performance, such that promoted employees should experience higher levels of intrinsic motivation as compared to non - promoted employees. When the focus is on individual job redesign, there are four main methods used: job rotation; job enlargement; job enrichment and group working. Job rotation is the basic form of individual job design. It involves moving a person from one job or task to another. It attempts to add some variety and help remove boredom.

Job enlargement involves increasing the scope of the job and the range of tasks that the person carries out. Job enlargement is horizontal. It is an extension of the more basic job rotation and job enlargement. Dessler (1994) says that job enrichment and worker empowerment should always.go hand-in-hand. Enriching jobs means building challenge and achievement into workers' jobs by changing their job contents. Empowerment means authorizing and enabling workers to do their jobs. Enriching jobs should thus give employees more challenging jobs to do, while empowering them gives them the skills authority and discretion they need to actually perform their duties. Enriching and empowering at work thus means; enrich employee's jobs by changing the content of these jobs i.e. letting employees plan their own supplies for instance; giving employees the training, tools and support they need to enable them to do their new jobs. Carrel (1989) argues that promotions serve many purposes and provide benefits to both organizations

and employees. Promotion enables an organization to use their employee's abilities to the greatest extent possible. Promotions can encourage excellent performance. Employees generally perform at high levels if they believe that high performance leads to promotion. There is a significant correlation between opportunities for advancement and high levels of job satisfaction. Mintzberg (1979) suggests a different approach, which is flattening your organization not to reduce costs but to expand opportunities. When you flatten structures, you wind up with much broader jobs and bigger opportunities.

Most organizations have policies of promoting their employees into better and promising positions (Hilgert, 1988). Dessler (1997), states that promotion from within is done whenever a unit's requirement and an associate's qualification provide a suitable match. According to Katharine & James (1985), promotions are based primarily on factors such as performance, dependability, initiative and availability. Organizations should hire at entry point level, then train and develop personnel to promote them to higher levels of responsibility. Employment processes should favor applicants who have the potential for promotion. You can't really commit to promotion from within when the people you hire haven't the potential to develop. Hiring people who have promotion potential and values that are synchronous with those of the firm is thus a requisite step in any promotion from within program (Dessler; 1997).

Firms need to provide the education and training resources needed to help people, identifying their promotion potentials. According to Dessler (1994) employees should be taken to seminars, the aim of which should be to help them think about and plan their careers. These educational assistance and development programs help in ensuring that all employees have the opportunity to formulate realistic pictures of their career capabilities, interests and occupational options. And also ensure that all employees have equal

opportunity to make them promotable at their firms. Damon and Jasper (2003) emphasize that firms will find it difficult replacing their existing staff if they invest a lot in their training and development skills.

Hilgert (1988) acknowledges that there are more employees available who are interested in promotion than there are openings. Since promotions should serve as an incentive for employees to perform better, employees should be promoted who have the best records of quality, productivity and skill. Many organizations place significant weight on an employees seniority or tenure. In many situations, it is difficult to measure these aspects of employee performance objectively, despite a continuous effort in form of merit rating or performance appraisal. Seniority refers to an employee's length of service and has long been important in many organizations. Senior employees are expected and often receives greater share of organizational rewards than junior employees.

However as a matter of fact, employees with more seniority level may lack the necessary educational or skill levels needed for advancement. Therefore, promotion should be based on seniority combined with merit and ability. Merit refers to the employees past job performance, whereas ability usually implies an employee capability or potential to perform a higher-level job. Promotion decisions are quite critical. The ideal solution of course is to combine both seniority and merit criteria equitably (Katharine and James; 1985).

CHAPTER 3: RESEARCH METHODOLOGY

3.1   Research Design

The descriptive research design was be used in this study. This is considered appropriate because of the cross section nature of the data and the implied comparative analysis that were done.

3.2   Population

The population of the study comprised of senior management staff at the CCN within the salary scales of 1- 6 who are 182 in total in all the 15 departments of the CCN list of the various departments are attached in appendix 3.

3.3   Sample

Stratified random sampling was used to select respondent groups of management staff from various departments. Simple random sampling was used to select sample from each stratum a sample of 40 of the management staff was selected. A sampling frame was obtained from the human resource department. The population strata consisted of salary scales or grades as shown in table below.

Table 3.1 Number of Managers in the Salary Scale of 1-6

Salary scale level(grade)	Number of Managers	Sample
1-2	17	4
3-4	56	12
5-6	109	24
Total	182	40

Source; City Council of Nairobi establishment (2006).

3.4   Data Collection

Questionnaires were used to collect data for this research. The questionnaires consisted mainly of both open ended and a few close-ended questions. The questionnaires were administered to the sampled employees in the various departments.   The questionnaire responses were set in the Likerts scale. The questionnaire as in appendix II is divided into five sections. Section I will seek general information on respondents i.e. bio data. Section II, will seek the respondents reactions to the performance appraissal form, section III and will address aspects relating to promotion on merit while section IV will deal will techniques/measures to ensure the management of promotions on merit. Lastly section V deals wilth recommendations and suggestions to make promotion on merit successful.

3.5   Data Analysis and Presentation

After collecting, editing and coding the quantitative data, it was analyzed using descriptive statistical tools of analysis. These included frequencies and percentages which measured the overall reactions to promotion on merit. . A comparative analysis was done on gender, promotion and gender , level of education, grade , departments , organization worked for, reactions to the performance appraissal form, reactions to promotion on merit, measures to ensure the management of promotions on merit and general recommendations or suggestions to promotion on merit within the top management levels at the CCN. Data was presented in frequency tables and graphs, pie charts, percentages.

CHAPTER 4: DATA ANALYSIS AND FINDINGS

4.1 Introduction

This chapter will cover data analysis and findings of research. The data was collected using semi-structured questionnaires. Data for this study were collected from fifteen (15) departments of city council of Nairobi as indicated in appendix 3. The data was collected using structured questionnaires, the drop and pick method was used to administer the questionnaires

Descriptive statistics, including Percentages and frequencies are used to summarize the data.

4.2 Data Analysis

The objective of the study was to establish City Council of Nairobi manager s reactions to promotion on merit. Relevant data was collected by use of questionnaire then analyzed using the Statistical Package for Social Science (SPSS). The findings are presented below.

4.2.1 Response Rate

The Sample of the study consisted of forty (40) respondents from various departments within the CCN of the 40 sampled respondents, 33 responded by returning duly completed questionnaires. This was a reasonably high response rate of 82.5 % hence relevance and reliability of the study.

4.2.2 Age of respondents

From the research data it was found that 78.8% of the respondents ranged in age from 31 to 40 years, 21.2% were aged between 41 and 50 years, 12.1% in the range of 21 and 30 years and none of the respondents was over 50 years. This is shown in the chart below:

Chart 1.1: Age of Respondents

```
80
70
60
50
40
30
20
10
 0
      21-30 years    31-40 years    41-50 years    Over 50 years
```

Age in Years

This shows that 87.9 % of the respondents fall in the age bracket of 31 - 40 and years and 41 -50 years. This indicated the relevance of data as majority of all management staff fall in this category which is logical. This coincides with the labour market policies that are known to have mature and older people of the above age level taking charge of the management of the firm activities. The other reason may be due to early retirement, natural causes, job turnover or sacking.

4.2.3 Respondents Gender

The respondents were asked to indicate their gender and data analysis showed that out of the 33 respondents 52 % (17) were female and 49% (16) were male. This reveals that there is gender balance in the management of CCN as indicated in the table below. However the studies revealed that the females are concentrated in the lower level management scales 5 and 6.

Chart 1.2: Respondents Gender

49%   51%
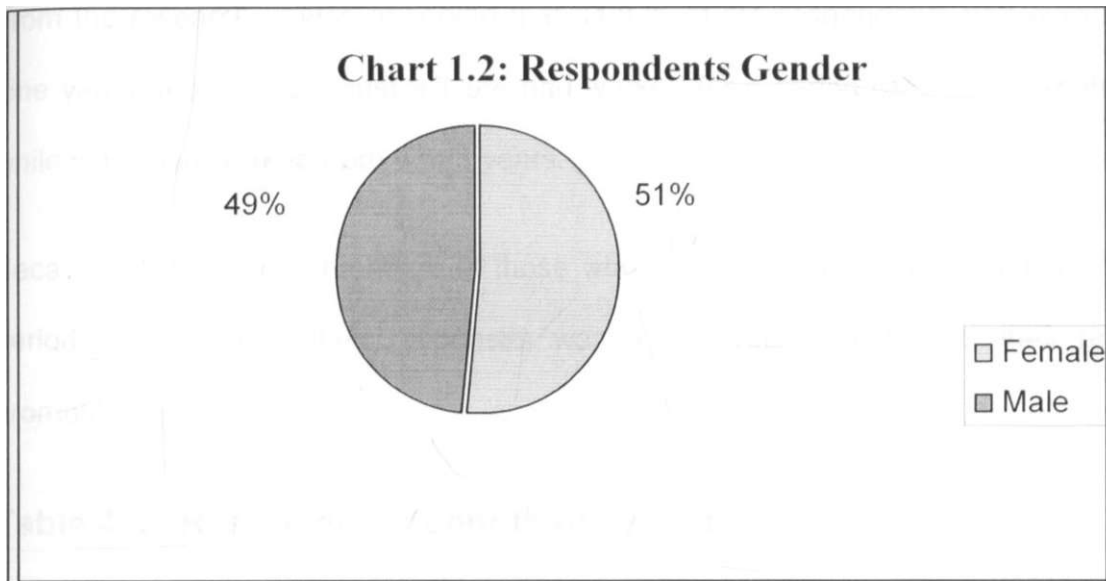
□ Female
■ Male

4.2.4 Promotion

The respondents were asked if they have ever been promoted and the table below shows the responses as per gender.

Table 4.1   Promotion as per gender

	Male		Female	
	Frequency	Percentage %	Frequency	Percentage %
YES	9	56.3	10	58.8
NO	7	43.8	7	41.2
Total	16	100	17	100

The above analysis shows that promotion at the City Council of Nairobi are well balanced as the previous data on gender responses showed that there are slightly higher numbers of female employees at the CCN it is also logical that there is slightly a higher response from females who have been promoted .

4.2.5 Length of service

From the research, it was observed that 84.8 % of the respondents had worked for over nine years and over and just 9.1 9% had worked for a period ranging below three years, while 6.1% had worked from 4 to 8 years.

Because of the high percentage of those who have worked for the organization for along period, the result of their responses was a true representative of their reactions to promotion by merit.

Table 4.2   Respondents Length of service

Length of service	Frequency	Percentage %
Below 3 years	3	9.1
4-8 years	2	6.1
9-12 years	12	36.4
13-15 years	7	21.2
Above 16 years	9	27.2
Total	33	**100**

4.2.6 Level of Academic Qualifications of Respondents

The majority of respondents (52 %) had either successfully completed attained undergraduate or graduate qualifications while 46% had college qualifications and 2% was other qualifications. This conforms to the key guidelines of the Kenya's Public Service Charter on promotion criteria that is replicated by Private sector institutions. This also reveals the sensitivity and high level of competition in the market that require innovative mind of high academic qualification.

4.2.7 Areas of training specialization

The respondents were asked to indicate one area of their training specialization. The analysis shows that the CCN has trained management staff in all its operational areas. This is shown in the table below.

Table 4.3   Areas of training specialization

Areas of training specialization	Frequency	Percentage %
Finance & Accounting	3	9.1
Human Resources management	7	21.2
Administration	7	21.2
Marketing/Public Relations	1	3.0
Education	2	6.1
Supplies Management	3	9.1
Education	2	6.1
Sociology	1	3.0
Engineering	2	6.1
Medicine	1	3.0
Law	1	3.0
Others	5	15.2
	33	**100**

4.2.8 Professional association membership

The study targeted management staff and it's of good interest to find out whether the respondents are affiliated to any professional association by virtue of their status in the organization. The findings are in the graph below

Chart 1.3: Respondents Professional Associations Membership

Professional Associations
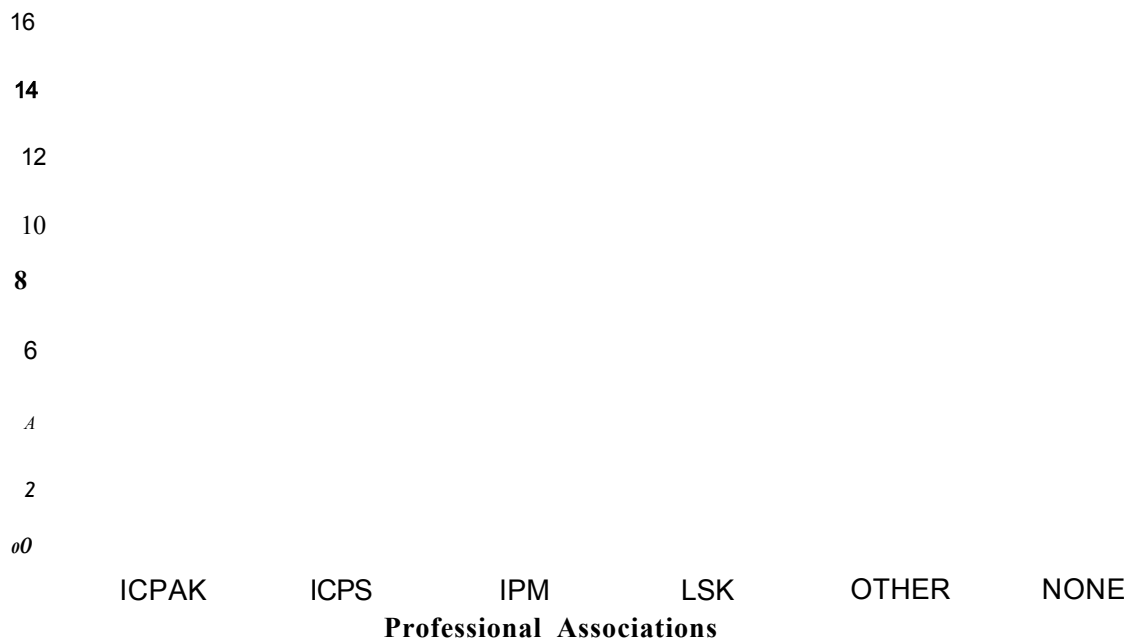
From the above chart it shows that the Majority of the respondents, 25 in number (75.8%) belonged to professional associations and societies. This was an indicator that those in management have made an effort to improve their status and networking opportunities. Likewise due to the dynamism of the industry dealing in crucial activities, it require innovative and widely informed managers and this has contributed for them to join these professional bodies for consultation and share their experiences and challenges with away of solving them as a team/body.

4.3　Feelings about the Performance Appraisal Form (PAF)

The respondents were asked to state their feelings about the performance appraisal form (PAF) their level of feelings with different facets of the PAF on a five - point Likert scale. The results are summarized in table 4.6 below.

Table 4.4　Feelings about the Performance Appraisal Form

NO	Statement Of Feelings	Strongly Agree		Disagree		Neither Agree Or Disagree		Agree		Strongly Disagree	
		FQ	%	FQ	%	FQ	%	FQ	%	FQ	%
1	PAF does not capture actual performance	10	30.3	6	18.2	6	8.2	10	30.3	1	3.0
2	PAF captures actual performance	0	0	7	21.2	12	36.4	11	33.3	3	9.1
3	PAF is well structured and simple to understand	2	6.1	8	24.2	5	15.2	10	30.3	8	24.2
4	PAF measures items not related to performance	6	18.2	13	39.3	6	18.2	5	15.2	3	9.1

5	PAF measures items related to performance	7	21.2	13	39.3	2	6.1	11	30.3	1	3.0
6	PAF is hard to understand	3	9.3	8	24.2	6	18.2	5	15.2	11	33.3
7	PAF does not capture standards of performance measurement as agreed on by the appraiser, employer and the appraisee	4	12.1	5	15.2	5	15.2	9	27.2	10	30.3
8	Does not give room for disagreements	6	18.2	9	27.2	8	24.2	8	24..3	2	6.1

Further analysis of table 4.2 reveals that 60.6 % of the respondents agree that that PAF does not capture actual perfomance and this is a high rate of negativity on an instrument that is used to measure perfomance on which the basis of promotion is done. In terms of PAF measuring items not related to perfomance 48.4% (strongly agree & agree) of the respondents disagree meaning majority of the management staff believes that the PAF contains items not related to perfomance. The analysis further shows that the PAF is simple to understand meaning its content are written in simple language to understand as 48.8% (strongly agree & agree). This is in line with Monappa (1998) argument that success of perfomance appraissal depends on whether the appraisee understands its

content of the instrument. However 42.4 % of the respondents accept the fact that the PAF gives room for disagreements and generally this is key in appraissal as ones set targets may not have been achieved due to factors beyond his or her control.

4.4   Reaction to promotion on merit

The respondents were asked to rate the following statements as per their reaction to promotion on merit. The results were as in the table below.

Table 4.5   Reaction to Promotion on Merit

Statement	Strongly Agree		Agree		Disagree		Neither agree nor disagree	
	FQ	%	FQ	%	FQ	%	FQ	%
Promotion is based on academic, technical and professional qualification not merit.	6	18.2	11	51.5	10	30.3	6	18.2
Good performance does not assure one promotion when opportunity arises	**11**	33.3	14	42.4	5	15.2	3	9.11
Promotion is not based on performance appraisal results	4	12.1	8	24.2	16	48.5	5	15.2
In my opinion promotion is based on factors like politics and ethnicity	15	45.5	9	27.3	2	6.1	7	21.2
In my opinion promotion should be based on other factors other that performance appraisal results	10	30.3	9	27.3	11	33.3	3	9.1

The above analysis shows that 69.7% of the responds agrees (strongly agree and agree) that academic, technical and professional qualifications determines who is to be promoted further majority of the managers that is 75.7% acknowledge that good performance does not assure one promotion when opportunity arises. This can be explained from the point of view that organization would prefer to have new blood' into the management or perhaps when the opportunity arises one does not meet the criteria. More so at the management level at opportunity for promotions diminishes as one climbs up the management level. 48.5% of the respondents believe that promotion is based on performance appraisal results which give confidence in the whole process of perfomance appraissal. From the above analysis 72.8% (strongly agree and agree) of the respondents says that politics and ethnicity influences promotions and this is worrying as this is a high rate of response. Further 57.6% of the respondents opt for promotion being based on other factors other than Perfomance appraissal results.

4.5   Measures to Ensure Management of Promotion on Merit

The respondents were asked to rate the extents to which various techniques/ measures have been put in place to ensure management of promotion on merit. The responses are analyzed in the table below.

Table 4.6   Measures to Ensure Management of Promotion on Merit

	Not at all		To a less extent		To a great extent		To a very great extent	
Techniques/measures	**FQ**	%	**FQ**	%	**FQ**	%	**FQ**	%
Giving employees challenging responsibilities.	7	21.2	10	30.3	12	36.4	4	12.1
Offering better salaries.	10	30.3	12	36.4	7	21.2	3	9.1
Advocacy in the promotion policy	11	33.3	6	18.2	9	27.3	7	21.2
Paying employees based on their job performance.	12	36.4	12	36.4	4	12.1	4	12.1
Offering employees more training opportunities.	7	21.2	9	27.3	4	12.1	12	36.4
Assigning employees' specialized tasks enabling them become experts.	7	21.2	10	30.3	7	21.2	9	27.3
Recognizing individual contributions.	12	36.4	7	21.2	5	15.1	9	27.3
Granting additional authorities to an employee in his/her activity.	10	30.3	14	42.4	8	24.3	1	3.0
Well established career ladders	11	33.3	10	30.3	4	12.1	8	24.3
Carrying out frequent job transfers	12	36.4	14	42.4	2	6.0	5	15.2
Guaranteeing job security	7	21.2	10	30.3	5	15.2	11	33.3

The above analysis shows that respondents rated the extent of which the above techniques have been put in place.   For this section analysis the variables; To a less

extent, To great extent, To a very great extent are treated as positive and responses in this category are treated as one.

The respondents showed that challenging responsibilities, training opportunities, assigning specialized tasks and guaranteeing job security has 78.8% confidence of ensuring management of promotions on merit. In the second place was granting additional authority to employees with 69.7%. Further the respondents placed offering better salaries, advocacy in promotion policy and well established career ladders in third place with 66.7%.Lastly 63.6% of the respondents said that paying employees based on the job performance, recognizing individual contributions. Carrying out frequent job transfers was rated as the least techniques that ensure management of promotion on merit with 63.6 %.

generally one can conclude that al the above measures can be adopted to management promotion on merit as the respondents reaction were over 60% positive on their applicability.

4.6   Suggestions and Recommendations to Improve Promotion on Merit

The respondents were asked to rate the extent to which stated suggestions and recommendations would improve the promotion on merit. The respondent s results are analysed in the table below.

Table 4.7   Suggestions and Recommendations to Improve Promotion on Merit

NO	Recommendations and suggestions	Not at all		To a less extent		To a great extent		To a very great extent	
		FQ	%	FQ	%	FQ	%	FQ	%
1	Promotions should be preceded by job analysis and perfomance appraissal	2	6.1	6	18.2	12	36.4	13	39.3
2	Promotion policy should be discussed by the union and results agreed upon in form of agreement	11	33.3	6	18.2	6	18.2	10	30.3
3	Promotions should be based on merit-cum seniority	12	36.4	10	30.3	4	12.2	7	21.1
4	Perfomance targets should be set by the employer, employee and the immediate boss	1	3.0	3	9.1	9	27.3	20	60.6
5	Promotion vacancies should be advertised internally so that	1	3.0	8	24.2	24	72.8	0	0

	competent people can apply before external advertisement							
6	Council should be left on its own to approve promotions based on employee's perfomance	8	24.2	7	21.3	8	24.2	10	30.3
7	limit promotions to desirable levels	11	33.3	7	21.2	7	21.2	8	24.3
8	Politics should not influence employee promotion	4	12.1	2	6.1	3	9.1	24	72.7

The research shows that the above suggestions and recommendations on effectiveness of promotion on merit can be used as the respondents rated to some extent the above can improve promotion on merit as all the suggestions were accepted by positive response of over 60% (To a less extent, To a great extent, T o a very great extent).

Outstanding are the suggestions that for promotion on merit to be effective perfomance targets have to be set, Promotion vacancies should be advertised internally so that competent people can apply before external advertisement as 97% of the respondents rated it positively to some extent. (To a less extent, To a great extent. T o a very great extent). Also politics was viewed as the factor to the very great extent with 72.7 % that should not influence politics and this is true if the council is to leave its mandate and vision it should shun this vice.

CHAPTER FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1   Summary

In this section, we discuss the main findings, draw conclusions and make recommendations emanating from the research findings covered in the previous chapter. The objective is to establish City Council of Nairobi manager's reactions to promotion on merit. In this respect, the study showed that the management staff reacted differently to promotion on merit. As reported in chapter four, attempts were made to gauge each respondent reaction to promotion on merit.

The study was based on management staff at the CCN in the salary scale of 1-6 and the results show that they have some trust in the usage of perfomance appraissal form although some amendments needs to be done on its content. Further it is noted that the council promotions to some extend are influenced by politics and ethnicity which is saddening amongst other factors that influence promotions. Further the analysis shows that the following techniques or measures can be put in place to ensure success of promotion on merit.

- Giving employees challenging responsibilities.
- Offering employees more training opportunities
- Paying employees based on their job performance
- Offering better salaries.
- Advocacy in the promotion policy
- Assigning employees' specialized tasks enabling them become experts.
- Recognizing individual contributions.

- Granting additional authorities to an employee in his/her job.

* having well established career ladders

Chapter four clearly points at some suggestions can help improve the effectiveness of promotion on merit. As it may help the council and other organization in retaining its competent staff and increase in productivity. This is consistent with the findings of previous studies that were reviewed in the section on literature. The suggestions are as below.

- Promotions should be preceded by job analysis and perfomance appraissal
- Promotion policy should be discussed by the union and results agreed upon in form of agreement

- Promotions should be based on merit-cum seniority
- Perfomance targets should be set by the employer, employee and the immediate boss
- Promotion vacancies should be advertised internally so that competent people can apply before external advertisement
- Council should be left on its own to approve promotions based on employee's perfomance
- limit promotions to desirable levels
- Politics should not influence employee promotion

5.2   Conclusions

From the research findings, there is a mixed reaction to promotion on merit and "these calls for the human resource department to lay down a sound promotional policy and ensure implementation" (Monappa & Saiyadan, 1998)."

Likewise, (Gupta 2004) noted that the level of job satisfaction seems to have some relation with various aspects of work behaviour such as absenteeism, turnover, pay and benefits and productivity. Further organization and employees will benefit immensely when already knowledgeable staffs are provided with opportunities to enhance their skills and abilities. Flippo (1984) agrees that lack of personal growth in areas such as promotion often drives employees to seek employment elsewhere.

The city council of Nairobi is an important institution that need not be overlooked. A properly functioning council will ensure delivery of service to the citizen effectively and efficiently and a working Nairobi city council will encourage other councils to emulate it. We also note with a lot of concern the factors that influence promotions in any organization which are in two categories; individual factor that include, qualification, internal career self concept, ones experience & * creativity as this will drive one to higher positions in an organization. However organization policy on promotion plays a major role in this issue as it spells out how promotions will be effected and once the employees are a ware they will strive to meet the criterion for promotion. However for an employee to realize career dreams an organization should have career ladder which of course comes with Promotions.

Yoder (1956) notes that using merit as the sole basis for promotion is subject to criticism, ^e notorious lack of reliability in determining merit criteria objectively is the main obstacle

to its becoming the sole basis for promotion. The devices used for judging ability such as performance-appraisal ratings and confidential reports are not above subjectivity (Monappa & Saiyadan, 1998). It is this problem of bias in judging merit or ability which makes employees and their union representatives oppose merit doggedly as the basis for promotion. It is also difficult to be sure at the time of promotion of an employee of his success or failure in that post. This is an uncertainty, a risk that has to be taken.

There has been some evidence to show that a manager's failure in a higher position can be attributed to personality variables rather than knowledge factors. It is difficult to identify the characteristic traits of successful managers, and use them as a yardstick for other promotions. Efficiency in the present job does not necessarily predict ability to do well in a job with greater responsibility. Nor does inefficiency in the present job necessarily preclude ability to function effectively at a higher level. It is quite possible that a highly intelligent person, finding his job unchallenging may function indifferently. However, if provided a challenging job he might function much more effectively (Monappa & Saiyadain, 1998).

5.3   Recommendations

The results of the present study provide an insight into how the CCN can improve promotion on merit. To improve promotion on merit the council has several amendments and suggestions discussed earlier in this chapter amongst them insuring that politics have no role in promotions. As promotion on either seniority or merit suffers from certain 'imitations, perhaps a balance between the two criteria is necessary. It is possible to have a spectrum of criteria on a continuum on which promotional decisions can be based ranging from merit and ability systems to length of service. Several other criteria could be formed by mixing the two with varying weightage.

Increasingly so in the present-day context in Kenyan organizations with greater employee awareness there is pressure for designing and implementing a formal Promotion system. Haphazard ways of filling in vacancies (which arise due to growth, diversification, and turnover of employees and lack of career planning through promotion or external recruitment) is resented and not always accepted. The employees concern is for opportunity and growth. To eliminate the risk involved in promoting an unsuitable employee, more sophisticated promotion criteria have been evolved, patterns that has been followed in some organizations is to have a promotion committee which is the final selecting body, but which assigns weightage to various segments, for instance, seniority, written tests, trade tests, warning notes, leave/absenteeism records, disciplinary charges, and so on. A final list is made on the basis of the points secured in each of the segments. In some cases seniority in the company is not the sole consideration: seniority in the grade/category has to be of certain duration before a candidate is considered eligible for promotion. Therefore the council should consider a combination of various factors to consider one for promotions of employees in management levels

5.4   Limitations of the study

There are several factors that posed as constraints to the study. First was the time factor - this made the study limited in its depth and scope. Secondly, some of management employees of CCN did not cooperate at all in answering the questionnaires and given the sample of 40 management staff within salary scale of 1-6 in fifteen (15) departments, this posed a major problem. Thirdly is the fact that the respondents in their different situations may give biased information and that their feelings may change overtime.

Lastly, the study looked at a single institution i.e. City Council of Nairobi and may not necessary be applicable to other institutions as reactions to promotion on merit vary from 0:ie institution to another.

5.5   Recommendation for further research

This research raises a number of questions, which should be emphasized in future research. First the study looked at reactions of management staff to promotion on merit at the City Council of Nairobi. This is an area that needs to be looked at in great depth in other sectors. Second, attempts should be made to incorporate additional endogenous variables that may be affected by promotion on merit, such as motivation, conflict-management, performance of employees and employee career advancement.

Lastly it is evident from the study that there is still a great need for research to be carried out in broad area of promotion on merit in the entire city council of Nairobi incorporating all the employees and also other local authority councils as there seems to be limited data on the area.

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APPENDIX 1: Introduction Letter to the Respondents

University of Nairobi

School of Business

P O Box 30197

Nairobi

Dear Respondent

I am a postgraduate student in the School of Business, University of Nairobi, I am conducting a management research project titled: Management staff reactions to promotion on merit: A case study of City Council of Nairobi Managers. This is in partial fulfilment of the requirements for Masters of Business Administration.

Kindly fill the attached questionnaire. The information you give is for purely academic research and will be treated with **strict confidence.** A copy of the final report can be made available to you on request.

Your assistance will be highly appreciated. Thank you in advance.

Eunice Akani

MBA Student

APPENDIX II: QUESTIONNAIRE

SECTION 1- BIO DATA

1. What is your job title?

2. Please indicate your Gender   [   ]   Male   [   ] Female

3. Please Tick the age bracket in which you fall.

   21—30 years   [I

   31—40 years   [I

   41-50 years   [   ]

   Above 50 years   [I

4. Please indicate your highest level of education.

   College   [   ]
                                            [   ]
   University

   Others (Specify)

5. For how many years have you worked for your current organization?

   Below 3 years

   4—8 years

   9—12 years

   13—15 years

   Above 16 years

6. Which is your current department? (kindly tick)

1. Town Clerks

2. City Treasurer

3. Human Resources

4. City Education

5. Social Services and Housing

6. Environment

7. City Inspectorate

8. Investigation & Information Analysis

9. Procurement

10. City Planning

11. Housing and Development

12. Audit

13. Legal affairs

14. Public Health

15. City Engineer

8 State your current grade

9. For how many years have you been on your current grade?

Below 1 year

2   4 years

5   7 years

8   10 years

Above 10 years

10. Specify the number of previous organizations you worked for before joining

your current Organization.

[   ] None   [   ] One   [   ] Two   [   ] Three   [   ] Four or more

11. Have you ever been promoted?

[YES   ]   [NO   ]

If Yes. How many times

[   ] Once   [   ] Twice thrice   [   ] More than thrice

12. Tick where applicable one area of training specialization

Finance   [

Accounting   [

Human Resources   [

Administration   [

Marketing/Public Relations   [

Education   •   [

Supplies Management   [

Education   [

Sociology   [

Engineering   [

Medicine   [

Law   [

Others (State)

13. Tick your professional association membership

     Institute of Certified Public Accountants of Kenya   [   ]

     Institute of Certified Public Secretaries   [   ]

     Marketing Society of Kenya   [   ]

     Institute of Personnel Management   [   ]

     Computer Society of Kenya   [   ]

     Law society of Kenya   [   ]

     Others (state)

SECTION II: **REACTIONS TO PERFORMANCE APPRAISSAL FORM**

14.   For each of the following statements cycle the number that best represent your feelings about the performance appraisal form. (PAF)

    1- Strongly agree,

    2- Disagree,

    3- Neither disagrees nor agree,

    4- Agree,

    5- Strongly disagree.

Statement	1	2	3	4	5
PAF does not capture actual performance					
PAF captures actual performance					
PAF is well structured and simple to understand					

PAF measures items not related to performance					
PAF measures items related to performance					
PAF is hard to understand					
P PAF does not capture standards of performance measurement as agreed on by the appraiser, employer and the appraisee					
Does not give room for disagreements					

SECTION III: REACTION TO PROMOTION ON MERIT

15. Please rate the following statements on your reaction to promotion on merit.

Tick on the appropriate scale as provided below.

1. Strongly agree
2. Agree
3. Disagree
4. Neither agree nor disagree

No	Statement	1	2	3	4
1	Promotion is based on academic, technical and professional qualification not merit				
2	Good performance does not assure one promotion when opportunity arises				
3	Promotion is not based on performance appraisal results				
4	In my opinion promotion is based on factors like politics and ethnicity				
5	In my opinion promotion should be based on other factors other that performance appraisal results				

SECTION IV: TECHNIQUES/MEASURES TO ENSURE THE MANAGEMENT OF PROMOTIONS ON MERIT

16.   Rate the extent to which the following techniques/measures have been put in place

to ensure the management of promotions on merit. Please tick the most appropriate

option using the provided scale.

1.   Not at all

2.   To a less extent

3.   To a great extent

4.   To a very great extent

Techniques/Measures	4	3	2	1
Giving employees challenging responsibilities.				
Offering better salaries.				
Advocacy in the promotion policy				
Paying employees based on their job performance.				
Offering employees more training opportunities.				
Assigning employees' specialized tasks enabling them become experts.				
Recognizing individual contributions.				
Granting additional authorities to an employee in his/her activity.				
Well established career ladders				
Carrying out frequent job transfers				
Guaranteeing job security				

SECTION V: RECOMMENDATIONS AND SUGGESTIONS

17.   Rate the extent to which the following recommendations and suggestions will improve promotions on merit. Please tick the most appropriate option using the provided scale.

1.   Not at all

2.   To a less extent

3.   To a great extent

4.   To a very great extent

Recommendations/ Suggestions	4	3	2	1
Promotions should be preceded by job analysis and perfomance appraissal				
Promotion policy should be discussed by the union and results agreed upon in form of agreement				
Promotions should be based on merit-cum seniority				
Perfomance targets should be set by the employer, employee and the immediate boss				
Promotion vacancies should be advertised internally so that competent people can apply before external advertisement				
Council should be left on its own to approve promotions based on employee's perfomance				
limit promotions to desirable levels				
Politics should not influence employee promotion				
Thank you for taking time to complete this questionnaire.				

APPENDIX III: DEPARTMENTS OF THE CITY COUNCIL OF NAIROBI & MANAGEMENT STAFF WITHIN THE SALRY SCALE OF 1 TO 6

NO	Department	No of managers in salary scales between 1- 6
1.	Town Clerks	14
2.	City Treasurer	13
3.	Human Resources Management	13
4.	City Education	9
5.	Social Services and Housing	8
6.	Environment	14
7.	City Inspectorate	6
8.	Investigation & Information Analysis	6
9.	Procurement	7
10.	City Planning	13
11.	Housing and Development	17
12.	Audit	6
13.	Legal affairs	13
14.	Public Health	22
15.	City Engineer	21
	TOTAL	**182**

Source: City Council of Nairobi establishment (2006).