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The significance of promotion in the public job: A comparative study

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Abstract

As the employee is the mirror of state policy and the person who holds the legal position that qualifies him to perform a job within the scope of performing policy, the public job is the legal method of carrying out the state public policy as well as the criterion for its advancement and the true test of development. An employee is the real representative of the state, where the state is only equal to what is equal to its employees, understand the element to its development or backwardness. However, the employee, over time, needs motivation for continuing productivity and work. Perhaps, the critical matter that the employee aspires to is the appreciation of the entity in which he works for his efficiency through legal channels that expand his powers to apply more and increase his administrative responsibilities. Of course, this brings material and moral advantages to the employee, as well as to the administrative body in general, and those dealing with the administrative body in specific. This increases the chances of achieving the administrative strategies set by the state. Moral and material incentives such as salaries, compensation, and rewards are elements of great importance to the employee. They are legally established rights, but the state always aims at developing and progress, taking into account the situation of its employees during their career path and giving them more aspirations. These aspirations consist of promotion from one rank to a higher one or from one rank to a higher one.

Keywords

promotion, public job, public employee, public employee rights, importance of promotion, importance of promotion for the administrative body, importance of promotion for public employee.

Introduction

Of course, a job necessitates that the individual continuously strives to get promoted to practice higher jobs rather than being in a certain job throughout his career. Additionally, he could be promoted or transferred from one post to another for a variety of reasons. In exceptional circumstances, he might be demoted to lesser ranks. It is difficult to enact specific rules or mechanisms to control these variables. The individual in any organization may move from one job to another according to three directions, upgrading, degrading, or horizontally. What matters to us is the upgrading. As to degrading to the lowest jobs. It is often punitive. As for the horizontal, it is represented in transfer, assignment, or secondment. Here, the individual changes his position among jobs at the same job level so that this does not result in any increase in salary or increase in authority or any change in job significance. Upgrading is known as promotion or assuming higher position. Here, the individual moves to a higher level in the career rank. This results in an increase in salary, an increase in authority and a change in job importance.

Research importance

The significance is clear from the discussion on the necessity of overseeing employee promotions and their significance in helping to choose the finest workers for the job. This creates conditions that help reduce the expense or costs of work, improve its quality, and get benefit to management in general. The promotion system must be based on a sound basis from a technical point of view to achieve job satisfaction and a sense of the fairness and objectivity of the system. To ensure that it is not affected in its application by any personal tendencies that reflect favoritism or irrational or unfair discrimination.

Research problem

In the budget required by the promotion system, the research problem is clearly indicated through selecting the person entitled to it based on efficiency and merit at the administrative level. In addition to the personal level, this is because of the great importance that accrues to the administrative body in general and the employee himself, in addition to the benefit gained by those dealing with the administrative body. On the other hand, it is an attempt to study the problem of choosing the safest within one job grade and one job level.

Research objectives

The key objectives of the research are as follows:

1. Stating the concept of promotion within the public service system.
2. Studying the objectives and conditions of promotion, as well as its terms and forms.
3. Studying to evaluate or determine the importance of the promotion system in the public job in general, as well as its importance for the employee and for those dealing with the administration.
4. Studying the possibility of providing better conditions to motivate employees by linking promotion to the level of job performance.
5. Improving the foundations and methods of promotion in order to attract national competencies and keep them in service.

Research Hypothesis

The research stems from main hypotheses in which the researcher raises several questions, the most important ones are:

1. What is the concept of promotion in the public job?
2. The wisdom and importance for which the promotion system and its role in the administrative body in general were established?
3. Is the importance of promotion confined to the public employee?
4. Does promotion have any other importance that is reflected on those dealing with the administrative body?

Research Plan

Out of the importance and objectives of the research, the plan becomes crystal clear, consisting of an introduction and two sections. Firstly, we discuss the concept of promoting the public employee in the public job. Secondly, discussing the importance of promotion in the public job, both for the administrative body and for the employee himself, in addition to its importance for those dealing with the administrative body. The research is concluded with showing the key conclusions reached on the subject of the research. We put forward a set of suggestions showing the most important of what we deem necessary to enrich the subject of the research.

The first topic

The concept of promotion in the public job

The public job has changed significantly since it was the property of its holder; now, it is sold and purchased with money, and it is exercised in front of the public as a public authority and a privilege. It has become a public service

and a mandate that includes a range of competencies and responsibilities exercised by its incumbent in the interest of the public. For this reason, we find that the public job occupied the thoughts and minds of many jurists and explained the law in the modern era. It is no longer an exceptional thing in the life of the civil employees, and no one can evade with the public employee. It has become an integral part of every citizen's life. The public job is the first cell in every administrative body of a public nature. The job includes a set of integrated and homogeneous duties that are assigned to a person who meets the specific qualification conditions such as: education, experience, knowledge...etc. In exchange for these duties, the person gets a set of rights commensurate with the size of the duties he has performed. Perhaps, one of the basic rights is the employee's right to be promoted based on his proven merit in his field of work, whether at the level of job performance or honesty and integrity. We will urge efforts here to clarify the nature of the public position and the public employee in the first requirement, and what is the promotion and its objectives in the second requirement. The third requirement will show the terms and forms of promotion.

The first requirement

What is a public position and a public employee?

The idea of public job is established by the state philosophy, level of engagement in the public sector, and perception of people who carry out this duty. The word "public job" is regarded as a recent application in the Arabic literature of public administration, regardless of the method he choose to accomplish its aim. Since it refers to employment that come under their own legal authority, the fundamental idea that underlies each nation's public service system, has its own system and varies from other activities. It has an influence on what is meant by the word "public employee". The idea of public job is established by the state philosophy, level of engagement in the public sector, and perception of people who carry out this duty. The word public job is regarded as a recent application in the Arabic literature of public administration, regardless of the method he choose to accomplish its aim. The fundamental tenet upon which each nation's public service system is built, that it has its own system and is distinct from other activities, has an impact on what is meant by the term "public employee" since it applies to jobs that fall under its own legal jurisdiction. Therefore, the position of the legislation varies from one country to another. The administrative idea of the public employee is based on considerations that underpin the legal relationship between employees and the state. The employee's

relationship with the state is an organizational one governed by laws and regulations, according to which public policy is determined. Most modern countries have agreed to call management workers “public employees”, but the legal system that governs the relationship that binds them to the state differs from one state to another. Some countries adopt the principle of (the unity of the legal system) that applies to all employees, while deciding some exceptions that the legislator deems necessary by the nature of some jobs. There are countries that adopt the principle of (multiple legal systems). There is a legal system applied to the employees of the central administration and a set of laws and legislative rules to which the employees of public bodies are subject (Badir, 1993).

Regarding the concept of a public worker, we assert that it is challenging to provide a thorough and precise description due to the variances in legal, political, and administrative systems from one country to the next even occasionally within a state. After that, we'll look at the attempts that have been done in this area in comparative law first, and then in Iraqi law second, to determine where such a definition should be placed. In comparative legislation, especially French legislation, there is no comprehensive definition of the public employee. The law promulgated during the era of the Vichy government on 9/14/1941 enumerated various classes of employees without providing a comprehensive definition of the public employee (Hamid, 1998). As for the system of state employees issued on October 19, 1946, the first article of it stipulated that (it applies to persons who are appointed to a permanent position. The same text was mentioned in the first article of the personnel system issued by Order No. 244 dated February 14, 1959 (Abdullah, 2007). Determining the scope of the law and order in terms of persons, as indicated above, included the basic elements that the judiciary of the French Council of State settled on the necessity of their availability in the public employee (Hamid, 1998). Therefore, the French administrative judiciary defines the public employee as (the person who is entrusted with a permanent job within the cadre of jobs for a public utility). The French jurisprudence also mentioned several definitions of the public employee. However, the most correct of them is the one that defines the public employee as (every person entrusted with a permanent job in the service of a public utility run by the state or one of the public law persons). The French legislator has echoed the requirement to prove the permanent quality of the job that a person occupies in order to be described as a public employee in the various employment laws issued in the years 1946, 1959 and 1983. The rulings of the French judiciary were also frequent to confirm it (Shaweesh,2007).

In England, it was decided that the king's servant should be appointed directly by the crown to perform public works of service to the crown. In Kuwait, a public employee is defined as someone who is appointed by a legal will to perform a permanent job in a public facility run by the state or a public law person, even if he does not deserve a salary for his work. In Egypt, despite the inclusion of the phrase (public jobs) in a number of legislations. In 1971 constitution, Article 14 stipulates that "public jobs are a right for citizens and a mandate for those in charge to serve the people, but the legislator did not set a specific definition for a public employee, where successive employment laws were limited to a mere statement of those subject to its provisions." The first article of the Egyptian Employment Law No. 210 of 1951 stipulates that whoever is appointed in one of the jobs included in the authority by virtue of a decision from the authority to legally own the appointment is considered an employee in the application of its provisions. In applying its provisions, whoever is appointed to a permanent or temporary job by a decision of the competent authority. Then the Civilian Workers Law of the State No. 58 of 1971 was issued, whose ruling hardly varies from the provision of Law No. 47 of 1978. The first article defines the worker in the application of its provisions as "whoever is appointed in one of the jobs indicated for the budget of each of the units in which the employees are subject to its provisions. They are those working in government ministries and departments, or in agencies that have their own budget, or in local government units, as well as workers in public bodies not provided for in their regulations).

In the criminal field, the Egyptian legislator expanded the meaning of the public employee (Abdulhamid, 1997) in Law No. 63 of 1975 regarding the amendment of the provisions of the Penal Code related to embezzlement of public funds, aggression and harm. This amendment was introduced within the framework of employees who are not from them, such as workers in the public sector, in private associations of public interest, in cooperative societies, and anyone whom the administration has delegated to do a specific work. Some believe that it was safer for the legislator to expand the scope of the criminalization to include these categories, rather than assigning the status of the employee to them and expanding the idiomatic meaning of the public employee (Al-Hilou, 1980). The definition that has been settled by jurisprudence and the judiciary in Egypt for a public employee is that (whoever is entrusted with a permanent job in a public facility run by the state or a person of public law). Contrary to what the public service legislation followed in the comparative law, we find that the Iraqi legislator has defined the employee in public service legislation, employee discipline laws, and other legislation that regulates the

affairs of certain categories of employees. The 8th article of the Civil Service Law No. 103 of 1931 defines the employee as (every person entrusted with a job in the government in return for a salary received from the general budget or a private budget and follows the provisions of the retirement law). As for the Civil Service Law No. 64 of 1939, the second article of it defines the employee as (every person entrusted with a permanent job within the state staff). This definition was settled by Civil Service Law No. 55 of 1956 and No. 24 of 1960, the amended and enforceable law. (Mansour, 2007)

As for the disciplinary laws, the State Employees Discipline Law No. 69 of 1936 was taken with the same definition that was mentioned in the Civil Service Law No. 103 of 1931 referred to above (Tamawi, 1973). The Discipline of State Employees and the Socialist Sector Law No. 14 of 1991 provided a definition that was almost consistent with what was stated in the civil service laws subsequent to the 1931 law. It took into account all the developments that Iraq witnessed during the period from 1960 until issued in 1991. However, it did not require that the job entrusted to the employee be of a permanent capacity. This capacity required by successive civil service laws since 1939 until now. The first / third article of it defines the employee as (every person entrusted with a position within the cadre of the ministry or an entity not affiliated with a ministry). (Mahdi, 2001).

Other definitions of the employee have been shown in legislation specific to certain groups of employees. The Religious and Charitable Institutions Law No. 67 of 1971 defined the employee as (every person entrusted with a job in the owners of religious and charitable institutions). The first article of the Service Regulations for the Iraqi Republic Railways No. 22 of 1966 defined the employee as (every person entrusted with a permanent job that falls within the staffing of the employees' interest). Numerous other laws have been taken with this definition, and they were consistent with the definition in the amended Civil Service Law No. 24 of 1960. (1st Article/1962)

The reason for the growing interest in finding a criterion to distinguish the public employee from others lies in the presence of three categories of workers in state facilities: the category of employees, the category of employees and the category of workers. Each of these categories was subject to a specific legal system. However, the legislator, after abolishing the category of employees according to the dissolved Revolutionary Command Council resolutions No. 518 of 1973 and 911 of 1976, and then turning the workers into employees according to Council Resolution No. 150 of 1987 made all workers in state departments and the socialist sector in one center in terms of the legal system). Accordingly, the

legislator has settled two issues that were the subject of a doctrinal controversy. The first is that the employee is everyone who works in the state departments or the socialist sector on a permanent basis, with the rights and duties that this characteristic entails. The second is that workers in the socialist sector are employees of the legislative text expressly. This matter leaves no room for controversy over who is considered an employee and who is not. However, controversy may arise with regard to the nature of permanence related to work, as he sees an aspect of jurisprudence (Allawi, 1996). Accordingly, the employee is (the person who works permanently in state facilities and the socialist sector). It is a definition that is consistent in our assessment with the definition contained in the Civil Service Law and a number of other legislations previously mentioned, taking into account the lack of distinction between the categories of workers in the state and the socialist sector. Therefore, this aspect goes to the fact that the status of the employee does not apply to those who are appointed to the facility on an occasional or temporary basis (Mansour, 1976).

Returning to what we have already mentioned, the State and Public Sector Employees of Discipline Law did not stipulate this permanence in its definition of a public employee. This enables the general employee description to apply to temporary employees in particular. The State Employees Discipline Law under consideration is a subsequent law to the Civil Service Law and other legislation that transforms employees and workers into employees on the one hand. On the other hand, article (7) of the dissolved Revolutionary Command Council Resolution No. (603) for the year 1987 stipulated that it shall apply to temporary employees in terms of appointment, rights, and duties other than what is mentioned in the resolution, laws and rules of service and retirement, and decisions of the Revolutionary Command Council that apply to the employees in the departments in which they work. The General Disciplinary Council, in its resolution No. 691/88 on 2/11/1988, ruled that the temporary employee has the same legal position and organizational relationship with the state administrations, except for dispensing with his services after the expiry of the period.

Therefore, we found it appropriate in our research to adopt the definition of the employee contained in the Law of Discipline of State Employees and the Socialist Sector No. 14 of 1991 (Iraqi Gazette/1991), which was in consideration of the various legislations that united the categories of workers in the state. The employee, then, is every person entrusted with a job within the angel of one of the state's departments. It should be noted that the legislator's tendency towards unifying the legal system for categories of workers, employees and employees was preceded by some jurisprudential calls that demanded this. As for the

criminal field, we find that the scope of the Penal Code expands even more so that the term charged with a public service includes the employee, the employee and the worker. The amended Iraqi Penal Code No. 111 of 1969 defines a public service as (every employee, employee or worker entrusted with a public task in the service of the government and its official and semi-official departments and the interests affiliated with it or placed under its control. This includes the Prime Minister, his deputies, ministers and members of parliament, administrative and municipal councils It also includes arbitrators, experts, and creditors' agents. It includes anyone who performs a public service, with or without wages.

The second requirement

What is the promotion?

It is necessary for the human resource management within the organization to establish a well-known system for the promotion of employees in the organization. This is due to the importance that promotion occupies for both the organization and the employee. Therefore, it must be given its due attention through a commitment to seriousness and accuracy in setting precise standards and foundations on its basis. Therefore, we will urge efforts to define the promotion and its objectives, as well as its conditions and forms.

First branch

Definition of promotion

Linguistically, promotion is defined as a noun from the verb of "raka" promoted, "uraki 'to promote', 'tarkiya 'promotion. It means to upgrade a person or several people from a one rank to a higher rank. This promotion may affect several aspects such as the social and economic aspects. Upgrading one or several persons in the position of notables in a town or city falls within the framework of social promotion or the person being considered wealthy. Here, his wealth is adapted as one of the tributaries of economic promotion. Conventionally, it is defined as "the transferring the employee from one position to another with a higher level and higher salary, now and in the future. This promotion may also be accompanied by an increase in job privileges, such as a change in the nature of work, and the degree of responsibility in the field of authority. The employee begins his career at the lowest positions of the career ranks, then his position is upgraded and his income increases. Promotion is a desirable thing for the individual within the community. It is considered part of the culture of societies. There are also those who defined it as "a means of

planning and developing the employee's career path. Promotion means upgrading an employee from a lower management level to a higher level with an increase in career level and financial grade. Promotion is the employee's occupation of another job at a higher level than the level of his current job, in terms of authority, responsibility and center.

Promotion is the employee's transition from one job to another at a higher level accompanied by a financial increase in the first degree and an increase in the lower level. The authority granted helps the employee to develop and develop his career path. From the previous definitions, we conclude that all jurists have agreed on one comprehensive definition. It is that "a promotion is a person's transfer from his current job to another." Therefore, we find that the goal of the promotion policy in the field of public service is to achieve a set of goals, the key ones are:

1. Meet the needs of the institution of working individuals in terms of number and type. The existence of a well-planned and known system for promotions in the organization depends on objective foundations and criteria. This system enables the management of the establishment to achieve the required and necessary labor plan due to the desire of individuals who wish to work to join this establishment to take advantage of the attractive features to work in it. The upgrade system in these facilities is one such attraction.
2. Ensuring that competent individuals remain in the service of the institution to occupy senior positions, as promotion forces him to stay and dismiss opportunities to promote other institutions. As the institution is the one that has given them technical and administrative skills in the field of performing tasks and work, it chooses those who are fit to fill the vacant positions through promotion.
3. Creating a strong incentive for workers and their sense of reassurance as a result of the continuous progress in their jobs and thus their standard of living without the need to change the workplace, expanding and diversifying areas of expertise and knowledge through horizontal movement in addition to reaching a high level of satisfaction among working individuals
4. Achieving the desired true alignment between the goals of the working individuals and the goals of the institution. The successful economic institution can achieve its objectives effectively and efficiently. This will only be done by satisfying the needs of the individuals working in it. Undoubtedly, the promotion program represents one of the pillars for the

interests of employees, which requires the necessity of taking care of these promotion programs to be of a high degree of objectivity through which the interests and objectives of both the facility and individuals are achieved.

5. The existence and application of clear and good promotion programs away from favoritism and bias leads to opening up opportunities for promotion and progress in front of the hardworking workers. This would lead to an increase in their morale, and to their loyalty and sense of belonging to the institution in which they work.
6. In addition to the material and moral benefits granted, the individual's goal is his desire to achieve growth and advancement within the institution at higher moral levels. Studies indicate that there is a relationship between promotion and employee satisfaction with his performance.

The third requirement

Terms and forms of promotion

Promotion is not an employee's right that he deserves once he has achieved the legally defined conditions, rather, it is a permissibility. In the sense that the administration has an exceptional authority to promote the employee or not, provided that the matter does not hinder and exceed the limit of authority. As for the conditions that an employee must meet in order to qualify for promotion, they differ from one country to another. However, most of these conditions revolve around the following points:

1. There is a vacancy for the employee to be promoted, and a special appropriation is made for it in the budget. It is not possible for an employee to be promoted to a vacant position if he becomes the head of one position and two employees. This is contrary to the most basic legal and regulatory rules. It is noteworthy that some countries resort to creating new jobs or grades in each annual budget, in order to promote certain employees to them, even if they do not need these jobs. These employees often remain in their jobs in the sense that their duties and responsibilities remain unchanged.
2. There are legally required practical and scientific qualifications for the employee nominated for promotion. These qualifications vary according to various systems:
 - Successfully pass the promotion exam.
 - Success in a training program specially prepared for this purpose.

- Providing specific practical certificates or several experiences in the candidate to be promoted to the particular job.
3. The employee nominated for promotion obtains an estimate of no less than a certain degree in the competency reports within one or two consecutive years. The degree of assessment required varies according to various systems. It may be medium, good, very good etc.
 4. Providing the required seniority in a job and at a specific job level in order for the employee to be eligible for promotion to a higher job. This period varies according to various systems. It can range from two to eight years, or more and less, depending on each system.
 5. The promotion to the higher position is done directly, where the employee receives the first salary linked to this position or his salary, whichever is greater. An employee may not be promoted to a job or a job level higher than the job level directly above his job. Otherwise, the promotion shall be considered void unless there is a text permitting this in the laws and regulations in force.

Promotion is made for a higher position. It is either limited to employees working in the administrative unit to which the vacancy belongs, or it is for all employees working in state institutions. This matter varies according to the regulations. Some countries limit the right of promotion to jobs that feel in the management of employees working in this department without the other employees having the right. Therefore, the position occupied in any administrative body of the state, all employees have the right to be promoted. Whatever the case, we find that the second method is preferable because it is an expression of public administration and an interrelated and unified whole. All employees working in the state have the right to enter into opposition with each other in order to get their promotion to a higher position. The public job is a service, and competition for service and the public interest is a virtue and an obligation.

As for the forms of promotion, according to their sources, promotions take two distinct forms: They are either internal or external:

First: Internal promotion: It is the one that takes place within the institution, where the institution determines the jobs that can be filled by promotion from within the institution and those owned from outside. One of the advantages of promotion from within the institution is that it is an internal means in the organization that helps workers adapt and harmonize in that the individuals who are selected to meet the conditions required for promotion adapt more to the organization and feel easier.

Promotion by the institution motivates workers to increase their production and raise their spirit, morale motivates more work, and pushes workers to increase their production and raise their morale. They are dedicated to making more efforts if they work, which will lead to their promotion. It also contributes to achieving job and satisfaction. The possibility of advancement and gradation in jobs and responsibilities, and then material appreciation coupled with moral appreciation and moral and moral appreciation resonates in their souls a sense of satisfaction. In addition, the employees are always promoted by upgrading and gradating to higher positions in the same organization where their co-workers are.

Second: Promotion by abroad institution: Some institutions tend to prefer promotions from abroad, even under the pretext of regulating the general efficiency within them with new competencies in order to avoid stagnation and that filling jobs from abroad may reduce training costs. As a result, promotion is a goal that employees aspire to reach, because it allows them to reach higher positions. It instills incentives to exert maximum effort to gain promotion and enjoy its material and moral benefits. It plays a major role in the professional life of the individual and the institution, especially in light of the current conditions and the competition of institutions in the global market for qualified manpower, as it is the motivating factor and brings a greater number of experienced and efficient employees to give the employee the degree he deserves.

The second topic

The role and importance of promotion in public employment

Promotion in the field of public job has an effective role and carries lofty goals, and great importance imposed by several psychological, legal and financial justifications and justifications that necessitate the existence of such a legal system. One of the most critical of these justifications is that promotion achieves the idea of the public good, which is the core of the work of the administrative body and the regular and steady functioning of public utilities. It, of course, is reflected in the public employee's material and moral interest. This helps to achieve a greater interest for those dealing with the administrative body. Therefore, we will seek to clarify that basic importance for the administrative body in general, and then for the public employee, as well as its importance for those dealing with the administrative body.

The first requirement

The importance of promotion for the administrative body

The administrative body in modern societies occupies the center. It is extremely critical and brings practical advantages. Determining this importance is

what determines the management activity. This is what all the modern countries of the world have realized that there is no way to achieve prosperity except through the establishment of an ever-updating administrative body. It has become established that the administrative body that the state improves its management can lead to enormous results that enrich the state and society. Even if the financial capabilities of this state are modest, good management with modest capabilities can often be better than bad management with enormous financial capabilities. From this logic, the modern state paid attention to the administrative body, especially the human element, which is the main axis and engine of this body and the achievement of its goals. It began to think of an administrative system that achieves the public interest, which changes with changing times and circumstances and develops with ideas in addition to the employee's interest. Based on the foregoing, it is clear that promotion has great importance and clear objectives within the framework of the administrative body in the state, which can be summarized as follows:

1. The promotion system is one of the most critical incentives for self-development, which enriches the administrative body to achieve the public interest. This system is based on realizing the employee's needs and aspirations for progress and advancement. This makes the employee make every effort to achieve the promotion and reach the highest levels of the administrative rank, thus doubling his career. It seeks to raise its productivity through its administrative body, by raising its competencies and increasing its effectiveness.
2. The promotion system contributes to the administrative staff retaining the minds and expertise that the state contributed to rehabilitating in order to prevent them from leaking into the private sector or outside the state in search of job incentives that value creativity. In addition, this system works to cover the needs of the administrative body by the institution, with human elements occupying higher positions, with those who know the conditions and nature of work. This reduces the state budget in the expenses of preparing and rehabilitating human resources and operating new ones and encourages employees to stay in their jobs and not to drop out of them.
3. One of the objectives of promotion is that it works on preparing cadres of heads from within the administrative body, and also works on attracting the best elements to fill government positions. It is also a natural way to prepare administrative leaders from among the employees who are able to assume responsibilities while being aware of the difficulties and problems

of the administrative body. This is done through the fair and objective application of the promotion system to reach the officials, because the administrative head has experienced all stages of the public job and its proper manners. It will reduce the difficulties that stand in the way of developing the administrative body. In addition, the employee bears the responsibility for the position he occupies, which has a positive impact on the agency benefiting from the experience of these superiors and their understanding of the needs of the job and employees.

4. The application of the promotion is objective, fair and sound, as it creates a kind of respect between the official and the employees. Thus, they accept decisions and administrative instructions, which results in a correct job environment. Such an environment helps the employee to perform his work and his commitment to implement various administrative decisions.
5. Promotion contributes to placing the appropriate employee according to his competencies and academic qualifications, because promotion is based on the administrative rank of jobs. Each job has a degree and category that changes according to the competencies of each employee according to the administrative rank. Such identification prevents overlapping of competencies among employees.

The second requirement

The importance of promotion for the public employee

The human element is the mainstay in the administrative body, and one of the drivers of development in the country. That is why the state cares about the public employee because the efficient job element improves the efficiency of the administration. That is why several countries have noticed in the establishment of a promotion system that achieves various material and moral benefits for the employee, thus achieving a balance between public and private interests. This will be demonstrated by the following:

1. Undoubtedly, promotion is a legitimate way to achieve material gains for the employee on the basis of what he expects of an increase in income as a result of obtaining a promotion. This helps improve standard of living and social. The salary is one of the gains that raise his morale. Promotion is a fundamental reason for keeping the employee away from exploiting his job to achieve personal ends because the work is in difficult conditions. In the absence of the application of the promotion, it leads to work in violation of the ethics of the public job.

2. Promotion derives its importance as it is a basic incentive that encourages work and provides the employee with stability and reassurance. The promotion contributes to making him aware of his importance at work, because of the appreciation and honor that he bears. All this leads him to self-satisfaction in his work and increases his confidence in himself and the confidence of his superiors. It also works to instill the motivation in the hearts of all employees to do their utmost in the hope of obtaining promotion.
3. Promotion aims at achieving job stability for the employee. If he feels that he is not progressing in the job, he will have to change his job in search of a better alternative that will bring him financial gains. This results in a waste of time.
4. The promotion system develops the employee's capabilities and knowledge. This system requires that the candidate meet the conditions for promotion, so that he may progress in the exercise of key functions, gain experience and assume responsibilities. Therefore, the administration does not favor some employees and overtake others without gradation or deserving. Departments believe training courses to update and deepen the employee's theoretical and applied knowledge. This may improve his mental and cognitive abilities, which will benefit him in his field of work and personal life.
5. Promotion creates a kind of cooperation among the administrative staff. This will keep them away from animosity and tension and lead to persuading each employee of the position he occupies or to whom he has been promoted, and to work in an atmosphere where cooperation prevails and multiplies his direction.

The third requirement

The importance of promotion for those dealing with the administrative body

The activity of the administrative body focuses on the progress of their transactions quickly and easily. Promotion as a functional system guarantees the importance and objectives of ordinary citizens that can be summarized as follows:

1. If the promotion motivates the employees to develop their competencies. In return, this will provide the employee dealing with the administration with access to services easily and quickly. This will lead to the development of public services in various fields in an effort to develop

society and realize its hopes for sufficiency, justice and fulfillment of social rights.

2. When the administrative body provides its services with ease and convenience to the citizen, it will reduce the citizen's complaints, which are often in the management inaction and delay in carrying out transactions. This reduction in complaints will save the citizen a lot of effort, time and money, especially those who wish to resort to the judiciary.
3. If the promotion system requires an increase in the employee's salary, this would increase his living and his consumption of goods and services. This activates the national economy, its development and the prosperity of society.

Conclusion

Finally, the current research presents a set of conclusions that represent the most key conclusions of the research, as well as the key suggestions that we consider necessary to enrich the subject.

a. Conclusions

1. Promotion is an effective way to address employee turnover in the public service, and then achieve the greatest benefit from the employee's acquired experiences. This is reflected in the benefit of the public utility and then those who deal with it as well.
2. The Iraqi legislator did not define the promotion. We see it as one of the discretionary powers of management that works to introduce changes to the employee's position. It entails broader powers and greater responsibilities.
3. Promotion helps in identifying, assessing, and evaluating the employees who are eligible for promotion. Hence, it is one of the catalysts that help the organization to implement the foundations of achieving the public benefit.
4. The Iraqi legislator sought to arbitrate the promotion system according to the dissolved Revolutionary Command Council Resolution No. 380 of 1987, as well as clarifying its conditions and forms and distinguishing it from promotion.
5. Despite the Iraqi legislator's endeavor to explain the importance of promotion in the public job, it did not include it with any guarantees to ensure that the employee fulfills it but left it from the discretionary powers of the administration.

6. The legislator did not assess the possibility of promoting the public employee to the discretionary authority of the administration, which is a great deal of unfairness, as he did not provide it with guarantees to achieve balance and justice among employees, especially those who are entitled to it.
7. The promotion of the public employee is one of the basic rights of the public employee, which is the basic change that can occur to increase and develop productivity.
8. At the time when the promotion of the public employee is achieved, it brings benefit to the administrative body in general, and those who deal with it as well, as it constantly renews energies, and competencies.

b. Suggestions

1. We recommend the Iraqi legislator to adopt the promotion system according to categories and not only according to rank.
2. We see the need to re-update the job description, whether for jobs or for employees, for the necessity of this in the job promotion system, and to clarify its requirements, conditions and forms for all employees.
3. We see the necessity of explaining the internal regulations of the ministries of the state, stating the mechanisms and procedures for job promotion, taking into account the details of the promotion according to the specifics of each detail of the administrative body.
4. We believe that the Iraqi legislator should reconsider the method of promoting employees of equal rank, merit and efficiency, in a way that relies on several factors in which the personal aspect is greatly taken into account.
5. We also see the legislator excluding the case of postponing the promotion by using it as a form of punishment on the employee, especially the qualified one.

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